



TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 7 JULY 2017
IN COMMITTEE ROOM A, WELLINGTON HOUSE,
40-50 WELLINGTON STREET, LEEDS**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 21 APRIL 2017**
Copy attached.
(Pages 1 - 8)

For decision
- 5. APPOINTMENT OF DISTRICT CONSULTATION SUB-COMMITTEES AND THE LOCAL BUS SERVICES WORKING GROUP**
To consider the attached report.
(Pages 9 - 18)
- 6. TRANSPORT STRATEGY**
To consider the attached report.
(Pages 19 - 40)
- 7. BUS STRATEGY**
To consider the attached report.
(Pages 41 - 46)

8. SUPPORTED BUS SERVICES

To consider the attached report.
(Pages 47 - 54)

9. CAPITAL SPENDING AND PROJECT APPROVALS

To consider the attached report.
(Pages 55 - 80)

10. MAY 2018 RAIL TIMETABLES: NORTHERN AND TRANS-PENNINE EXPRESS

To consider the attached report.
(Pages 81 - 88)

11. DEFRA AIR QUALITY PLAN CONSULTATION RESPONSE

To consider the attached report.
(Pages 89 - 102)

For information

12. TRANSPORT FOR THE NORTH UPDATE

To consider the attached report.
(Pages 103 - 108)

13. BUS SERVICE CONTRACT MANAGEMENT ISSUES

To consider the attached report.
(Pages 109 - 112)

14. CYCLE CITY AMBITION GRANT PROGRAMME

To consider the attached report.
(Pages 113 - 122)

15. CITY REGION TRANSPORT UPDATE

To consider the attached report.
(Pages 123 - 128)

Signed:



WYCA Managing Director



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 21 APRIL 2017 IN COMMITTEE ROOM A,
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

Present:

Councillor Keith Wakefield OBE (Chair)	Leeds City Council
Councillor Eric Firth (Vice-Chair)	Kirklees Council
Councillor Martyn Bolt	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Peter Caffrey	Calderdale Council
Councillor Glyn Lloyd	Wakefield Council
Councillor Michael Lyons OBE	Leeds City Council
Councillor Andrew Pinnock	Kirklees Council
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Councillor Kevin Swift	Wakefield Council

In attendance:

Councillor Richard Lewis	Leeds City Council
Councillor Peter McBride	Kirklees Council
Liz Hunter	WYCA
Dave Pearson	WYCA
Dathan Tedesco	WYCA

64. Apologies for absence

Apologies were received from Councillors Ian Gillies, Marielle O'Neill, Rebecca Poulsen, Alex Ross-Shaw, Tim Swift and Christine Towler.

Members were advised that John Henkel would be retiring in June 2017. The Committee thanked him for all his hard work and commitment and wished him every happiness in retirement.

65. Declarations of disclosable pecuniary interests

There were no disclosable pecuniary interests declared by members at the meeting.

66. Exempt information - possible exclusion of the press and public

There were no exclusions of the press and public at the meeting.

67. Minutes of the meeting of the Transport Committee held on 24 February 2017

Resolved: That the minutes of the Transport Committee held on 24 February 2017 be approved and signed by the Chair.

68. Leeds City Region HS2 Growth Strategy Connectivity Approach

The Committee considered a report providing details and next steps in the development of the Leeds City Region HS2 Growth Strategy, particularly around the connectivity component of the strategy.

Following its submission to Government in March 2017, WYCA received a Grant Determination Letter to develop Phase 2 of its HS2 Growth Strategy. Financial approval for the grant of £625k was gained by WYCA at its meeting in April 2017.

Phase 2 of the HS2 Growth Strategy will focus on how connectivity can support economic growth as a result of HS2. The purpose of this workstream will be to establish the major local and regional connectivity priorities which are required to enable and maximise growth associated with HS2 coming to Leeds.

To support this work, it is proposed that Transport Committee recommend to WYCA that a Leeds City Region HS2 connectivity strategy be developed. Whilst the oversight of the strategy would be overseen by Transport Committee, it would be WYCA that would in time adopt the strategy as a daughter document to the West Yorkshire Transport Strategy.

Resolved:

- (i) That the development of the connectivity strategy as part of the HS2 Growth Strategy be noted.
- (ii) That the committee recommend to WYCA that a Leeds City Region HS2 Connectivity Strategy be developed and that oversight of this be delegated to the Transport Committee with a view to its adoption in due course by WYCA.
- (iii) That land already within WYCA ownership from development of previous mass transit schemes be retained until the new LCR HS2 Connectivity Strategy identifies that it is no longer required for this purpose.

69. WYCA response to Bus Bill consultation

The Committee considered a report providing an update on the development of the Bus Services Bill.

Members heard that the Bus Bill was continuing through the parliamentary process with the expectation that it would reach Royal Ascent before summer 2017.

Based on the conclusions reached at the Transport Committee of 24 February 2017, a WYCA submission was made to the Public Bill Committee on 15 March, a copy of which was attached to the submitted report.

Resolved: That the Committee's position regarding the Bus Services Bill, as agreed at the Transport Committee of 24 February, and attached to the report, be reaffirmed.

70. WYCA response to the Government's Airports Consultation

The Committee considered a report regarding the Government's consultation on the draft Airports National Policy Statement.

The draft Airport National Policy Statement set out the Government's policy in relation to the need for new airport capacity in the South East of England; its preference for the Heathrow Northwest Runway scheme to deliver additional airport capacity; and the requirements the applicant would need to meet in order to secure development consent for the preferred scheme.

It was proposed that WYCA's response should focus on the desired outcomes, regardless of the decision on location, as follows:

- We would welcome a national aviation strategy that looked at airports nationally – their role in supporting economic growth and how they can be supported to grow their passenger numbers too. The growth of regional airports will help serve the Northern Powerhouse agenda of improved economic growth in the North.
- For Leeds Bradford Airport, improved surface access is important and work is ongoing to improve road and rail connectivity. For the Leeds City Region, good connectivity to regional airports including Manchester is also crucial and we support Transport for North's proposals for better rail connectivity via Northern Powerhouse Rail in particular.
- Domestic routes into the hub airport from Leeds/Bradford Airport are important for the region. They support connectivity to London but also onwards via connecting flights to the rest of the world. Equally, rail connectivity to the hub airport should be improved.
- Domestic routes can be commercial but can find it hard to compete with other long haul routes in busy airports. The UK Government and or the UK's hub airport should continue to find ways to support domestic routes.

- As well as the flights themselves, we would support a better passenger experience for those using regional airports to fly through the hub airport. For example, opportunities for seamless journeys including through-ticketing.

Resolved: That WYCA officers prepare and submit a response to the Draft Airports National Policy Statement, based on the main messages outlined above, before the deadline of 25 May.

71. LTP Approvals: Real Time Evolution Display Renewal

The Committee considered a report which sought funding approval for the project to renew / upgrade the current on street bus stop displays in West Yorkshire.

It was reported that the current Yorkshire-wide “YourNextBus” real-time system had been in live operation since October 2005 and provided passengers with information signs at bus stops and interchanges together with on line and mobile information services. The original contract was for a ten-year period and a procurement process has been undertaken for the continued operation and development of the system taking into account developments in technology, requirements and customer expectations.

Contracts had been awarded to suppliers of the “back office” systems which provided the real-time system outputs, funded by existing capital approvals. The procurement process had now reached a stage where arrangements were being made to refresh the 1050 on street signs during 2017/18. This would involve:

- The upgrading of the 310 larger three line LED displays found at the busier stops at a cost of £318K.
- The replacement of the 740 smaller LCD displays found at less busy stops with brighter LED displays at a cost of £1,645K.

It was noted that the project would involve the replacement / upgrade of existing signs in situ, but did not provide for an increase in the number of signs. Additional signs would require further approval or third party funding.

Resolved: That expenditure of £1,963K from the Local Transport Plan Implementation Plan 3 capital programme for the Real Time Bus Passenger Information Display Refresh Project be approved.

72. LTP Approvals: Bus Delivery Programme

The Committee considered a report which sought funding approval for the Bus Delivery Programme for 2017/18 and 2018/19, totalling £875,000.

The report also set out the forward activities for the Bus Delivery Programme as well as the forwards approval process requirements in line with the WYCA Assurance Framework.

The February 2017 Bus Strategy report to the Transport Committee set out proposals for WYCA to focus all efforts on delivering short-medium term improvements to the bus system through the Bus18 and other partnership opportunities. The report highlighted that performance of the current partnership working between Bus Operators and WYCA be a key determinant to continuing with this approach.

The existing approvals and funding for the Bus Development Programme work would not cover the continued development of the Bus Strategy and Bus 18 Initiatives for which funding came to an end at the end of financial year 2016/17. In order to continue the development of the Bus Strategy and delivery of Bus 18, additional funding was required and an extension to the programme for 2017/18 and 2018/19.

Moving forwards, the new Bus Strategy Delivery programme would need to take account of financial pressures facing WYCA and the bus industry and focus on:

- Finalising the Bus Strategy vision and objectives document, as set out above.
- Proposing to operators that the Bus 18 partnership be built upon and expanded.
- Develop a series of small/medium sized bus priority/hotspot interventions, which further the objectives of the Bus 18 initiatives across West Yorkshire.
- Undertake a series of bus network reviews across West Yorkshire to inform future bus network decisions by operators and WYCA and District Highway Authorities. This work will look at whether the current service provisions are well aligned with current and future travel demands, the changing economy and social/demographic movement.
- Continued liaison with the Department for Transport and UTG around the development of the Bus Services Bill, including pushing for all of the powers identified in the Bill being available to this region.

Resolved:

- (i) That funding for the Bus Strategy Delivery Programme for 2017/18 and 2018/19, totalling £875,000 be approved, from the Local Transport Plan 3, Implementation Plan 3 Programme.
- (ii) That progression of the infrastructure elements of the scheme through Activity 2 (Case Paper) on the WYCA Assurance Process and commencement of work on Activity 5 (Full Business Case with Finalised Costs) be approved.
- (iii) That approval be given to the Managing Director to use his delegation for all approvals at subsequent Decision Points for the Programme and for all approvals relating to new projects identified for funding from this funding approval.

- (iv) That the Assurance Pathway for the programme, as outlined in the report, be approved.
- (v) That the Bus Strategy Delivery Programme approval tolerances be approved as follows:
 - (a) Cost – any additional funding required would require funding from other sources and further approvals from Transport Committee.
 - (b) Time – if forecasted to go 3 months beyond the end of IP3, further approvals would be required from the Transport Committee.
 - (c) Risk – if the following risk occurs, then further approvals would be required from the Transport Committee:
 - Performance of current partnership isn't delivering objectives and vision of the Bus Strategy.

73. City Region transport update

The Committee considered a report providing an update on current transport issues in the City Region, covering the following:

- Bus 18 Launch
- Transport for the North Updates
 - Northern Powerhouse Rail
 - Highways England Route Strategies
 - Establishing TfN
- Yorkshire Hub (Leeds Station) Masterplan
- Low Moor Station Update
- Bus Strategy Supplementary Consultation
- CityConnect
- Cycling and Walking to Work Fund
- ULEV Taxi Scheme fund
- National Productivity Investment Fund programme
- Pot-hole Action Fund
- Steeton and Silsden Bridge feasibility and development funding
- DfT Highways Maintenance Challenge Fund bids
- LTP IP3 programme – Financial and Performance Management
- East-West Trans-Pennine Corridor Study

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the Committee should consider and discuss a full update report on CityConnect at its next meeting.

74. Transport Services Budget 2017/18

The Committee considered a report identifying the priorities for the transport services provided by WYCA in the light of the Authority's 2017/18 budget, and to consider how the services would be reviewed over the coming year.

The £101m pa Transport Levy paid by the five West Yorkshire district authorities to supports the activities of WYCA, of which £45m funds the non-discretionary ENCTS Concessionary Travel Scheme. At its meeting in February 2017, WYCA resolved to reduce the levy by £1m in 2017/18 with further reductions in future years. It was acknowledged that WYCA would need to reshape its provision of transport services in order to operate within the reduced funding parameters. Paragraph 2.3 of the submitted report set out a list of actions aimed at reducing the cost of current service provision in line with the revised budget. A more fundamental review of service provision would follow in order to meet further reductions in future years.

Resolved:

- (i) That the actions proposed to transport services in 2017/18 to reduce the cost of current service provision in line with the 2017/18 Transport Levy be noted and endorsed.
- (ii) That agreements be made with First and Arriva in respect of the form and value of payments made under the English National Concessionary Travel Scheme.
- (iii) That further reports be presented to the Committee detailing the changes to supported bus services in 2017/18.
- (iv) That further reports be presented to the Committee developing proposals to modernise and transform the transport services provided by WYCA.

75. Minutes of the meetings of the District Consultation Sub-Committees held on:

(a) Wakefield - 30 March 2017

Resolved: That the minutes of the meeting of the Wakefield District Consultation Sub-Committee held on 30 March 2017 be approved.

(b) Bradford - 31 March 2017

Resolved: That the minutes of the meeting of the Bradford District Consultation Sub-Committee held on 31 March 2017 be approved.

(c) Leeds - 3 April 2017

Resolved: That the minutes of the meeting of the Leeds District Consultation

Sub-Committee held on 3 April 2017 be approved.

(d) Calderdale - 4 April 2017

Resolved: That the minutes of the meeting of the Calderdale District Consultation Sub-Committee held on 4 April 2017 be approved, subject to the following amendment:

- That Councillor Peter Caffrey was present.

(e) Kirklees - 5 April 2017

Resolved: That the minutes of the meeting of the Kirklees District Consultation Sub-Committee held on 5 April 2017 be approved.

Director: Angela Taylor,
Director of Resources
Author: Liz Davenport



Report to: Transport Committee

Date: 7 July 2017

Subject: Appointment of District Consultation Sub-committees and the Local Bus Services Working Group

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 To appoint District Consultation Sub-committees, their members and Chairs for the municipal year 2017/18.
- 1.2 To re-establish the Local Bus Services Working Group for the municipal year 2017/18.

2 Information

- 2.1 Transport Committee has previously resolved to appoint five District Consultation Sub-committees, each to act as a conduit for consultation for one of the five constituent council areas. Each Transport Committee member co-opted from a constituent council was appointed as a voting member of their respective Sub Committee. Members of the public are also invited to attend and speak as public representatives, and elected Members from constituent councils also regularly attend.
- 2.2 Transport Committee reviewed the role of the sub-committees at its meeting on 9 December 2016, and resolved they should remain as advisory sub-committees of the Transport Committee, and that no amendments are made to their membership or terms of reference.
- 2.3 At that meeting, Transport Committee also delegated authority to the Director, Transport Services, in consultation with the Chair of the relevant District Consultation Sub-committee, to appoint additional public representatives to each District Consultation Sub-committee targeting recruitment through disability user groups, younger people's forums and other equality and community groups, as well as the standard recruitment process. This recruitment process is scheduled to start in Autumn.

- 2.4 The terms of reference for the sub-committees are attached as **Appendix 1** to this report.
- 2.5 Transport Committee has also previously established a Local Bus Services Working Group, to provide oversight of the application of the criteria for the supported local bus services and input into the procurement process for tendered services. It is proposed that this Group is re-established on the terms of reference and arrangements as previously, subject to updates to reflect changes in post titles. **Appendix 2** to this report sets out those terms of reference and arrangements with updates highlighted for information.

3 Financial Implications

- 3.1 The post of chair of a District Consultation Sub-committee attracts a special responsibility allowance under the Members' Allowances Scheme.

4 Legal Implications

- 4.1 WYCA's Procedure Standing Orders apply to meetings of the District Consultation Sub-committees, including the access to information provisions.
- 4.2 Political balance requirements do not apply to the appointment of co-optees to an advisory committee or sub-committee.

5 Staffing Implications

- 5.1 None as a result of this report.

6 Recommendations

- 6.1 That a District Consultation Sub-committee is established for the municipal year 2017/18 for each constituent council area, with the terms of reference set out in **Appendix 1** to this report.
- 6.2 That each Transport Committee member co-opted from a constituent council is appointed as a voting member of their respective Sub-Committee.
- 6.3 That Transport Committee note that a recruitment exercise for public representatives is to take place in Autumn.
- 6.4 That a Chair is appointed for each District Consultation Sub-Committee.
- 6.5 That each District Consultation Sub-Committee meets on the dates set out in the calendar considered by WYCA at the annual meeting.

- 6.6 That the Local Bus Services Working Group is re-established for the municipal year 2017/18, with terms of reference and arrangements as set out in **Appendix 2** to this report.

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Terms of Reference

District Consultation Sub Committees

In relation to:

- the area of the constituent council and
- local public transport functions

each District Consultation Sub Committee is authorised:

1. To consult with and consider representations from users¹ of local public transport services and facilities.
2. To advise the Transport Committee in relation to:
 - a) the views of users of local public transport
 - b) service delivery objectives and performance²
 - c) improving co-ordination between the constituent council and the Authority
 - d) the progress of planned projects and programmes, and
 - e) any proposal referred to it by the Transport Committee.

¹ Or on behalf of users.

² including performance indicators relating to local bus and rail services, congestion, mode share, air quality, safety and other outcomes identified in relevant Plans and Strategies.

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Local Bus Services Working Group – arrangements

Terms of Reference

- 1 The Working Group is advisory only and has the following functions:-
 - a. To advise the Transport Committee on the practical application of the Authority's criteria for supported services.
 - b. To consider proposals for supported services or to review supported services that have been procured by the Authority.
 - c. To consider and review the tender evaluation and award procedures.
 - d. To advise and make recommendations to the Transport Committee and the **Director, Transport Services** in relation to any matter concerning the provision of supported bus services and the delivery of the policies of the Authority in relation to public passenger transport services.

Role

The intention is for the business and attendance at meetings to be flexible to meet the requirements of the Transport Committee and therefore a formal committee structure is not appropriate.

The Working Group is not intended to replace or conflict with the Authority's Overview and Scrutiny Committee and any matter reviewed by the Group remains subject to the remit of that Committee and the **Scrutiny Standing Orders.**

Membership

- 2 The Working Group may comprise any number of members of the Transport Committee from time to time but with the intention that attendees of Working Group meetings will always include a member from the Districts where the supported services in issue are or would be provided, in the interests of providing local insight.

Meeting arrangements

- 3 The Working Group will meet not fewer than four times annually, but may meet at any time, if appropriate, in view of the business of the Authority and the letting of supported services contracts and network reviews.

- 4 The Head of Legal and Governance Services will at the request of the Director, Transport Services or Head of Transport Operations, give notice of any meeting not in the calendar of meetings.
- 5 An agenda for business to be considered by a meeting of the Working Group will be provided in good time for any meeting.
- 6 At least 5 working days' notice of meetings will be given and any members that wish to attend should notify the officer within the Legal and Governance Services team.
- 7 There is no fixed quorum for meetings of the Working Group but it is advisable that:-
 - a. at least 3 members shall attend any meetings; and
 - b. At least one member from each affected district should attend any meeting.

If fewer than 3 members indicate they will attend, or if no member from an affected district will attend then the meeting need not be held. If a meeting is not going to be held, then members may make written representations on the papers to the Director, Transport Services if they wish.
- 8 So far as possible, representatives of more than one political group should attend in the interest of balance. There is no legal requirement for political balance to be achieved on working groups.
- 9 The Working Group is not a sub-committee. At any meeting, the members attending may if they wish select one of their number to act as chair for the purpose of conducting the business on the agenda. Where a decision is required, such as the terms of any recommendation, then the attendees may vote if there is not clear unanimity. Each attendee shall have one vote and any chair shall not have a casting vote. The views of all members present should be recorded if there is any dispute.
- 10 If at any meeting there is no member present from a district affected by bus service issues or proposals then a recommendation may not be made if it might impact on that district.
- 11 Officers may be called on to attend meetings and provide information, documents and advice to members, if requested, given reasonable notice.

- 12 Any recommendations of the Group will be brought before the next convenient meeting of the Transport Committee, or in the case of urgent matters, be notified to the Chair of the Transport Committee and the Director, **Transport Services** as soon as possible.
- 13 As the information discussed at meetings may contain commercial or confidential information relating to bus operators and tenders, proceedings of the Working Group shall be kept private and confidential.
- 14 The Code of Conduct of the Authority will apply to the members in so far as standards of conduct at Group meetings are concerned. Whilst there is no legal requirement to declare interests within working groups, members will declare interests as if the group meetings were formal committee meetings and will notify the Monitoring Officer accordingly.

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Director: Rob Norreys, Director of Policy, Strategy and Communications
Author: Steve Heckley



Report to: Transport Committee

Date: 7 July 2017

Subject: Transport Strategy

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 To review and endorse amendments to the draft Transport Strategy in preparation for adoption of the Transport Strategy by the West Yorkshire Combined Authority.

2 Information

Vision

- 2.1 The West Yorkshire Combined Authority is developing, with West Yorkshire Local Authorities, a new, long term Transport Strategy. Transport Committee has overseen this work. The Transport Strategy will replace the existing Local Transport Plan adopted in 2011.
- 2.2 The Transport Strategy is set in the context of the Leeds City Region Strategic Economic Plan and is a necessary first step in providing a refreshed, high level statement of transport policy intended to provide the framework for the further development of detailed strategy and accompanying investment programmes by WYCA and the West Yorkshire partners. The Transport Strategy is also aligned with the work of Transport for the North to develop a Strategic Transport Plan for the North and it will be used to influence national and regional decisions.
- 2.3 This strategy is an opportunity for us to set out our vision for the role of transport in the future of the city region. If we want to transform the region’s economy and deliver inclusive growth we need to better connect the North into a single economic area and we need the transport system within West Yorkshire to provide the essential local and regional connectivity. Transport should not be a barrier to people accessing jobs, to businesses choosing to invest here and to improving the health of

our residents and visitors. Improvements in transport can and should be a catalyst for change across all these objectives.

- 2.4 Through the themes Transport Committee have previously endorsed, the vision that emerges for our transport network is one that provides fast, efficient, affordable and easy to use connections between the places people want to go and a network that improves air quality and health by giving people a real choice of sustainable modes of travel. If we achieve this:
- The region would become known for the quality of the experience it offers all transport users, the quality and liveability of its places and as a great, safe place for cycling and walking;
 - People who live and work in the region will be healthier, happier and more productive;
 - Our focus on inclusive growth will make a tangible difference to disadvantaged communities and individuals.
- 2.5 It is our focus on inclusive growth, developing further the expectation of 'Good Growth' first identified in the Strategic Economic Plan, that can set our region apart from comparable regions and Combined Authority areas. The approach to inclusive growth will be developed over the coming months, but it is well understood that our transport policies, strategies and investment programme can make a positive contribution to including all communities, and particularly the more disadvantaged, in experiencing the full benefits of economic growth. Our approach to air quality can also make a significant improvement to the living conditions and health of our residents with particular benefits for our more disadvantaged communities. The finalisation of the Transport Strategy gives more prominence to the themes of inclusive growth and air quality.

Consultation

- 2.6 There have been two rounds of public consultation on the draft Transport Strategy:
- An initial round of consultation in 2015, which sought comment on the headline vision and themes of the Strategy. The outcomes were reported to Transport Committee in June 2015;
 - A second round of consultation in 2016 on a draft Strategy including a detailed set of policy proposals endorsed by Transport Committee prior to consultation. The outcomes were discussed by a Member working group comprising Transport Committee and Portfolio holders in January 2017, and reported to Transport Committee in February 2017.
- 2.7 The independent analysis of consultation responses showed high levels of agreement across most policy statements from individuals and groups, with the highest levels in the 80% to 90% range. Of 57 policy statements, only two received levels of agreement below 50% in the individual survey and four statements below 50% in the

group survey. The report of consultation analysis considered by Transport Committee was made available on the WYCA website.

- 2.8 The Transport Committee meeting of 23 February 2017 agreed that the levels of support for the overall approach and policy proposals meant that no fundamental changes were required to the draft policy framework, but Transport Committee identified a number of highlights from the consultation to be addressed in amending the Strategy for adoption by the Combined Authority:
- Be more ambitious in respect of cycling, air quality, highways, public transport, and technology
 - Set more challenging targets than the interim targets offered for e.g. Mode Share/Mode Shift.
 - Refine/rationalise the number of policy proposals and statements, towards better defining key objectives
 - Transport punctuality/reliability should be key ambition for transport in the short and long term;
 - Reference objectives and outputs from the on-going work on the Leeds City Region Metro Study to strengthen the One System Core theme;
 - Highlight the importance of improving public transport provision on key corridors
 - Places – need to be more ambitious on the investment proposals and actions;
 - Prioritise actions to improve the safety and security of public transport travel especially for public transport to appeal to younger demographics;
 - Emphasise the importance of improving the customer experience in influencing public transport image and perception.
- 2.9 Transport Committee agreed that an amended Transport Strategy be reported to the first available meeting of Transport Committee in the new municipal year.
- 2.10 The Transport Strategy is proposed to be amended in the following areas:
- Amendments to the statements of ambition for each of the core themes of the Strategy to provide clarity and indication of ambition, and to emphasis where appropriate the central consideration of customer experience - Set out in **Appendix 1**.
 - Strengthening of the interim targets - Set out in **Appendix 2**.
 - Rationalisation of policy proposals and statements - Set out in **Appendix 3**;
 - Amendments to text throughout the document to address the themes highlighted by Transport Committee and to update the Strategy to align with national and local policy developments and initiatives since publication of the consultation draft of the Transport Strategy, including the government's consultation on their Industrial Strategy and the national and local focus on Inclusive Growth.

- 2.11 The consultation draft of the Transport Strategy used in the summer-autumn consultation has not yet been updated or subject to copy-writing to address style of language, or re-formatting/re-design. It is proposed that work to ready the document for publication follows endorsement by Transport Committee of the proposed amendments identified in paragraph 2.10 and in Appendix 1, 2 and 3, prior to reporting to Combined Authority.

Further work

- 2.12 Following the adoption and publication of the Transport Strategy, further work will be necessary to develop specific policies and to set out how they could be delivered and implemented. Further reports will be made to Transport Committee to agree a programme and steer this work, which may include developing the detail by:
- Modes of transport e.g. future connectivity (including mass transit), active travel (cycling and walking), rail and others;
 - Theme e.g. air quality, well-being and public health, Place-making etc;
 - Performance Management i.e. a full set of indicators and targets for the full plan period of 20 years.

3 Financial Implications

- 3.1 There are no financial implications as a result of this report.

4 Legal Implications

- 4.1 There are no legal implications as a result of this report.
- 4.2 The development of the Transport Strategy satisfies the statutory duty for the WYCA, as the Local Transport Authority, to produce and maintain a Local Transport Plan.

5 Staffing Implications

- 5.1 The further work to finalise the high level Transport Strategy and to develop further detailed policy and strategy will be undertaken using existing staff resources.

6 External Consultees

- 6.1 None as a result of this report.
- 6.2 There have been two rounds of public and stakeholder consultation inputting to the development of the Transport Strategy. Portfolio Holders from the West Yorkshire District Councils have been involved with Transport Committee in overseeing the development of the Transport Strategy.

7 Recommendations

- 7.1 That Transport Committee endorses the proposed amendments to the Transport Strategy set out in paragraph 2.10 and Appendix 1, 2 and 3.
- 7.2 That a decision on the final content and appearance of the Transport Strategy is delegated to the WYCA Managing Director in consultation with the Chair of the Transport Committee and that the finalised Transport Strategy proceeds with a recommendation to Combined Authority to adopt.

8 Background Documents

- 8.1 None

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Transport Strategy Statements of Ambition

The consultation draft of the Transport Strategy included a statement of ambition for each of its five core themes and cross-cutting theme, to set the context for the policies that follow. The table below proposes amended text to strengthen these statements of ambition.

Theme	Consultation Draft Transport Strategy Statement of ambition	Proposed amended statement of Ambition
Inclusive growth, Environment, health and wellbeing	Our ambition is to improve the transport system of West Yorkshire in such a way that it contributes to improving the health and overall wellbeing of the people living and working here	Our ambition is to connect people to better living standards and higher earning jobs, and to significantly improve the health and overall wellbeing of the people living and working here. We aim to reduce traffic emissions to near zero, to tackle the damaging impacts of climate change on our homes and businesses and to reduce road accidents, aspiring to 'zero tolerance' of transport related deaths. We aim to become known as a great, safe place for cycling and walking,
Road Network	Our ambition is for a road network that enables users to move around more efficiently, and that balances the competing demands for road space	Our ambition is for an efficient, safe and reliable road network for all users, and creates new opportunities for jobs and housing. We aim to deliver a step-change in the reliability of journey times for people and goods, and to provide high quality infrastructure for all users.
Places to live and work	Our ambition is to make our cities, towns and neighbourhoods more attractive places to live, work and visit	Our ambition is for West Yorkshire to be known for the quality and liveability of its places. We will use our transport investment to help transform our cities, towns and neighbourhoods - to create clean, safe, healthy places for communities and businesses and which attracts greater inward investment.
One System Public Transport	Our ambition is for a transformational metro style public transport system that connects different modes of transport into one network	Our ambition is for a world class public transport system that connects different modes of transport seamlessly into one comprehensive easy to use network. We aim to transform the performance, image and experience of public transport to make it an attractive choice for all.
Smart Futures	Our ambition is to use technology to better plan and manage the transport system and improve the experience of the people using it	Our ambition is to make best use of technology changes across all our transport networks. We aim to better plan and manage all of our transport networks to transform the affordability, ease and experience of the people using it.
Asset Management and Resilience	Our ambition is to ensure that we make best use of our existing and future transport assets and that they are fit for the future and properly managed in a sustainable, environmentally friendly and cost effective way	Our ambition is to ensure that we make best use of our existing and future transport assets. We aim to ensure our transport networks are fit for the future and properly managed in a safe, sustainable, environmentally friendly and cost effective way.

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Interim targets for the first 10 years of the Transport Strategy

The consultation draft of the Transport Strategy identified three interim targets for the first 10 years to grow the number of trips made by sustainable transport: Bus, Train and Cycle. The bus target was developed locally and agreed with bus operators. The rail target was informed by national rail industry forecasts of growth. The cycle target was informed by government aspirations to grow cycle trips nationally over a 10 year period set out in their Cycling and Walking Investment Strategy (CWIS) 2017.

The table below sets out proposed changes to strengthen the interim 10 year targets. It is proposed to retain the Bus target at the level identified in the consultation drafts of the Transport and Bus Strategies, and to stretch the Rail and Cycle targets.

Mode	Consultation Draft Transport Strategy Interim (10 year) Target	Proposed amended interim (10 year) target	Comment
Bus	25% more trips made by bus by 2026	25% more trips made by bus by 2027	No change - This is an ambitious target There has been a long term trend of reducing bus patronage in West Yorkshire and the UK (outside of London) - however Leeds has aspiration to double (100%) bus patronage within the city
Rail	50% more trips made by rail by 2026	75% more trips made by rail by 2027	WYCA has commissioned work to forecast the growth in rail trips which suggests that 50% more rail trips will be delivered by 2024 as a result of committed improvements including increases in rail capacity. A stretched target of 75% more rail trips by 2027 is possible though additional investment in rail proposed in the Transport Strategy. Detailed Rail Policy and Programme development will identify the approach to increasing trips by rail.
Cycle	100% more trips made by bicycle by 2026	300% more trips made by bicycle by 2027	The government (CWIS) statement of ambition sets a target of 100% growth in cycle trips over 10 years Consultation responses to the West Yorkshire Transport Strategy challenged the strength of local ambition in the stated 100% target. In West Yorkshire, cycling trips are estimated to make up 1.2% of the total 2,186 million annual trips made by all main modes of transport. Other comparable cities/regions have ambitious targets to grow the mode share of cycling: <ul style="list-style-type: none"> • London: 5% of all trips by 2026 (London Plan 2016) • West Midlands: 5% of all trips by 2023, 10% by 2033 (TfWM 2016) • Manchester: 10% of all trips by 2025 (TfGM Cycle Strategy 2014) • Sheffield: 10% of all trips by 2025 (SY Cycling Action Plan 2015) To achieve 5% mode share - Cycling in West Yorkshire would need to increase from 27 million trips to 109 million trips per annum. This would require an increase of just over 300% on the current estimate of yearly cycle trips. A 10 year target for a 300% increase on 2016 numbers for the number of cycle trips would be ambitious - but would match the scale of ambition of comparable city regions.

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Transport Strategy Policy Proposals

The consultation draft of the Transport Strategy contained 57 policy proposals to test with public and stakeholders. The table below sets out proposed changes to refine the policy proposals.

The Transport Committee meeting of 23 February 2017 agreed that the Transport Strategy and its policy statements should be amended to be more ambitious in respect of air quality, cycling, road safety and personal safety on public transport - It is therefore proposed to move the cross-cutting 'Environment, Health, Well Being and Inclusion' theme from its position as the last section in the draft Consultation document, to now provide the first set of policy statements and to commence with a new set relating to inclusive growth.

Theme	Policy	Consultation draft		Proposed amendment
INCLUSIVE GROWTH, ENVIRONMENT, HEALTH AND WELL BEING,	(New) Enable the widest range of people and places to both contribute to and benefit from economic success. <i>To expand / replace X5 'Improve access for people in disadvantaged and excluded communities'</i>		No policy statement	New: We will engage with those not currently included in economic growth because of their transport needs, to create connections that ensure that good jobs are accessible to everyone with the potential to work, including the most disadvantaged groups
			No policy statement	New We will improve connections between communities to help increase business start-ups and improve business survival in deprived neighbourhoods
			No policy statement	New: Through procurement and local spend we will encourage those involved in transport operations and delivery to develop a workforce that is well managed, supported and reasonably compensated.
		1	We will develop our 'total transport' approach, connecting rural or more disadvantaged areas to a full range of opportunities. This will include a more co-ordinated, efficient and better targeted approach, combining the resources of agencies such as the health sector transport providers, community transport, education transport and 'door to door' services such as AccessBus.	Edit: We will develop an inclusive 'total transport' approach to connecting rural or disadvantaged communities to jobs and other opportunities, seeking to co-ordinate and better target the resources of other agencies and transport services.
		2	We will develop place based options to improve accessibility and inclusion for a range of stakeholders, locations and communities, focussing on the needs of young and older people, those with mobility difficulties, the unemployed, those on low incomes and those unable to drive.	Edit: We will work with operators and other partners to make out transport facilities more attractive places for the young, old and vulnerable, by improving safety and personal security and eliminating anti-social behaviour and crime on the transport network.
		3	We will use ticketing and payment technology to develop concessionary travel offers for targeted groups.	Same: We will use ticketing and payment technology to develop concessionary travel offers for targeted groups.
		4	We will seek to reduce community severance and isolation through encouraging healthy travel and improving road safety – We will pay particular	Moved to X4 Safer Roads

			attention to making places safe and accessible for older and frailer people to continue to walk and access services.	
X1 Reduce air pollution, carbon emissions and noise levels associated with road transport	1	We will seek to achieve air quality targets set out in the West Yorkshire Low Emission Strategy through appropriate use of technology and encouraging people to switch from their cars to low emission forms of transport for some journeys	Edit: We will work with partners to deliver the West Yorkshire Low Emission Strategy to reduce as far as possible the emissions from transport of CO2, NO2, particulates and noise	
	2	We will support the introduction in Leeds of a Clean Air Zone (CAZ) setting emission standards for certain types of vehicles permitted to enter the Zone, and considered where necessary across West Yorkshire the wider and consistent roll-out of stronger emissions controls	Edit: We will support the implementation of Clean Air Zones (CAZ) where needed, setting strong emission standards for types of vehicles permitted to enter the Zone	
	3	We will support progress in the electrification of cars, freight and public transport vehicles, by accelerating delivery of recharging infrastructure and providing for other alternatively-fuelled vehicles	Consolidated: We will provide a comprehensive electric vehicle charging network to support the shift to more environmentally friendly cars, and work with bus operators to move to a near-to-zero emissions bus fleet.	
	4	We will work with bus operators to move to a near-to-zero emissions bus fleet with consistent year on year improvements in environmental performance		
X2 Protect and enhance Green Infrastructure and the Built Environment	1	We recognise that any new transport projects have the potential to create environmental issues, including negative and adverse impacts on our built and natural environments. We will protect our Green Infrastructure and townscapes, and where possible seek to enhance these environments, including the creation of a cross boundary network of green transport corridors to promote healthy living. We recognise that all large transport schemes will be subject to an Environmental Assessment and will seek to mitigate against any potential adverse impact	Edit: We will minimise the impact of transport schemes by requiring that all large transport improvement schemes are subject to an Environmental Assessment and action to mitigate adverse impacts, and that the construction of transport schemes makes efficient use of natural resources, minimises waste and re-uses and recycles materials	
	2	We will require our transport projects use construction methods that make the most efficient use of natural resources minimises waste, and support re-use and recycling of materials		
X3 Encourage healthy travel with high quality cycling and walking facilities supported by training and promotional campaigns	1	We will provide dedicated networks for cycling and walking - delivering the right infrastructure on and off-road to provide safer and more effective journeys for cyclists and pedestrians, building on the step-change achieved by our investment in the CityConnect programme of Cycle Super Highway and canal towpath improvements.	Edit: We will provide infrastructure on and off-road of the highest possible quality to provide safer and better journeys for cyclists, building on the step-change achieved by our CityConnect programme including the Cycle Super Highway and canal towpath improvements.	
	2	We will improve access to green space, both in rural and urban settings, with particular emphasis on improving access for people with limited mobility.	Edit We will improve access to green space in rural and urban areas, with particular emphasis on improving access for people with limited mobility.	
	3	We will provide appropriate support for active lifestyles, including behaviour change interventions such as training and promotional campaigns to encourage healthy travel.	Edit: We will provide behaviour change programmes, including training and promotional campaigns, to encourage walking,	

				cycling and public transport for healthier travel and lifestyles
	X4 Improve safety on our transport networks particularly for vulnerable road users	1	We will maintain our focus on reducing accidents through improved, evidence led-highway design and road safety interventions – and aspire to a ‘zero tolerance’ of transport related deaths.	Consolidated: We will work through our Safer Roads Partnership to deliver evidence led highway design and road safety interventions to improve safety on the highway network, and to fund education, training and publicity programmes to improve road user behaviour and reduce casualty numbers, aspiring to ‘zero tolerance’ of transport related deaths.
2		We will continue to fund education, training and publicity programmes to improve road user behaviour – with greater links to our health partners and enforcement agencies in reducing casualty numbers.		
3		We will continue our support of Safety Cameras and use of Automatic Number Plate Recognition (ANPR) Cameras to tackle car accidents.	Same: We will continue our support of Safety Cameras and use of Automatic Number Plate Recognition (ANPR) Cameras to tackle car accidents.	
				Moved from X5 We will seek to reduce isolation through improving road safety and encouraging pedestrian friendly environments, paying particular attention to the safety and accessibility needs of older and frailer people
ROAD NETWORK	RN1 Increase capacity on the Strategic Road Network to improve journey times and reliability	1	We will work with Highways England to inform their Route Strategies process to influence the location and programming of motorway improvement schemes to reduce congestion and improve journey times and reliability.	Consolidated: We will work with Highways England and Transport for the North to identify, prioritise and seek funding for improvements to reduce congestion and disruption on the Strategic Road Network to improve journey times and reliability.
		2	We will provide information on growth proposals and analysis of impacts to Highways England to prioritise locations for improvement where development is most dependant on the Strategic Road Network and where problems are most severe.	
		3	We will input to the work of the National Infrastructure Commission and Transport for the North to secure funding for motorway improvements.	
	RN2 Manage a West Yorkshire Key Route Network to improve journey times and reliability	1	We will jointly manage a new 400 mile West Yorkshire Key Route Network of the most important, most congested 7% of all of West Yorkshire’s roads which carry 60% of the traffic, to improve journey times and reliability.	Consolidated: We will jointly manage a 400 mile West Yorkshire Key Route Network of the most important, most congested West Yorkshire roads through smart technology and quality information to improve journey times and reliability.
		2	We will use smarter technologies to actively manage the KRN to improve journey times and reliability and provide accurate information to users to influence behaviour and provide choice, particularly at times of disruption.	
		3	We will improve the function of the KRN where most needed, and where necessary deliver local pinch point schemes to relieve congestion and add new roads to facilitate development sites.	Edit: We will deliver local pinch point schemes to relieve traffic congestion and where needed add new roads to open up development sites.

		4	We will influence driver behaviour through targeted campaigns to minimise yellow box junction blocking, inconsiderate parking and aggressive driving which can cause unnecessary delay, safety problems and inconvenience.	Edit: We will deliver targeted campaigns to improve driver behaviour to reduce safety problems and unnecessary delay and inconvenience on the road network.
		5	We will develop proposals to share out the available space on some roads to prioritise certain vehicles in dedicated lanes e.g. freight, buses, taxis, cycles and motorcycles – to reflect the needs of different places and the role of the road.	Edit: We will balance the needs of cars with other motorised traffic (including buses, goods vehicles and motorcycles) and with cyclists and pedestrians, to reflect the function of the road and the needs of different places.
	RN3 Provide different options for car users and improve environmental performance	1	We will provide more car parking spaces at key transport hubs and new park and ride facilities on the edge of town and city locations.	Same: We will substantially increase the number of car parking spaces at key transport hubs and new park and ride facilities on the edge of town and city locations.
		2	We will support the shift to more environmentally friendly vehicles, such as low emission or electric cars, seeking to provide a comprehensive electric charging point network across West Yorkshire.	Removed (- Included in cross-cutting theme Policy X1 - Reduce air pollution, carbon emissions and noise levels associated with road transport)
		3	We will expand our new West Yorkshire and York Car Club to provide a realistic alternative to car ownership, and incorporate further zero-emission vehicles into the fleet.	Edit: We will expand our Car Club networks to provide more choice for car travel, and provide more, low emission vehicles in the car club fleet.
	RN4 Work with the Freight industry to improve freight movements and environmental performance	1	We will manage the Key Route Network to ensure that clearly defined freight access routes are available, aided by technology to improve highway efficiency and where possible capacity improvements for consistent and quicker journey times.	Consolidated: We will work with the Freight industry and businesses to improve journey times and reliability for deliveries, and to reduce the environmental impact of logistics through the promotion of electric and alternative fuelled vehicles in town and city centres, and support mode shift from road freight to rail and water. We will work with the freight industry and Local Planning Authorities to support the provision of freight and logistics infrastructure such as consolidation centres, lorry parking, rail infrastructure, and waterway facilities.
		2	We will work with the freight industry to support the provision of infrastructure such as consolidation centres, and lorry parking facilities which the industry identifies as vital to operations and the recruitment of staff.	
		3	We will work with the freight industry to achieve improved vehicle environmental standards, the transition to electric vehicles in town and city centres and other sensitive locations, and of other alternative fuels, such as gas and biodiesel, for larger HGVs.	
		4	We will work with Transport for the North and other partners to explore ways we can contribute to the shift from road freight to rail and water – particularly looking to exploit the potential of Stourton and Wakefield Europort to transport goods by inland waterway using a network of the Aire and Calder, looking to safeguard and enhance local wharves, as part of a wider strategy including road and rail transportation.	

	RN5 Work with the Taxi trade to improve taxi facilities and environmental performance	1	We will provide enhanced taxi ranks at appropriate key transport hubs.	Consolidated: We will provide better taxi access, parking and drop-off/pick up at transport hubs, and work with Taxi Licensing Authorities and the taxi trades to promote the take up of low emission electric taxis by accelerating the provision of recharging facilities for taxis. We will work with Taxi Licensing Authorities and the taxi trades to develop consistent standards for policy, regulation and operation including strengthened standards for the protection for vulnerable users.
		2	We will work with the taxi trades to strengthen safeguarding protection for vulnerable users.	
		3	We will work with the taxi trades to achieve a greater take up of low emission electric taxis, working with the government's Ultra Low Emission Vehicle programme and accelerating the provision of recharging facilities at transport hubs, car parks and on the highway network.	
	RN6 Provide safer, more convenient networks for walking and cycling	1	We will provide local walking and cycling networks that are safer, more attractive and convenient, with more clearly defined opportunities to access local facilities and to access to the wider public transport network through local transport hubs, ensuring that joined up 'door to door' journeys are possible without the need for a car.	Consolidated: We will provide strategic and local networks of high quality walking and cycling routes that are safe and convenient to use and provide access to town centres, local services and the wider public transport network, with enhanced cycle parking provision for joined up 'door to door' journeys.
		2	We will design changes to the layout of our streets to reduce cyclist and pedestrian conflict with vehicles, and between cyclists and pedestrians.	
		3	We will provide secure cycle parking within the public realm and at transport hubs to help make journeys easier and reducing the need to carry bikes on buses or trains.	
	RN7 Improve safety and parking for motorcycles and other powered two wheelers	1	We will review our programmes and projects in the design stage to identify and eliminate issues that could affect motorcycle safety.	Consolidated: We will improve road conditions and facilities for motorcyclists, designing our infrastructure to remove issues that could affect motorcycle safety, introducing where possible a phased programme of allowing motorcycles to use bus lanes, providing more, secure motorcycle parking provision and adopting a standardised approach to local authority controlled motorcycle parking.
		2	We will adopt a standardised approach for motorcycle parking in District Council car parks and on-street across West Yorkshire.	
		3	We will allow motorcycles to use bus lanes – within a phased programme in order to assess any potential operational and safety issues.	
PLACES TO LIVE AND WORK	PL1 Create more accessible, people friendly city and town centres	1	We will improve our gateway rail and bus stations and their surrounding area to make access easier and create more attractive public places and ensure that travel to and from our towns and cities offers the best possible experience for businesses, local people and visitors alike.	Edit: We will improve our gateway rail and bus stations to improve access and create attractive public places to ensure that travel to and from our towns and cities offers the best possible experience for local people, businesses and visitors.
		2	We will improve orbital roads and where required add new capacity to enable existing through traffic to move more efficiently around town and city centres – enabling existing routes to become more people-focussed and using the freed up space to enhance the public realm for walking and to provide routes and parking facilities for cycles	Consolidated: We will free up space in our town and city centres to develop a more people-friendly environment for walking and cycling and to attract new commercial occupiers.

		3	We will develop the commercial areas of our cities and towns to make them more people-friendly – setting targets to increase the mode share of sustainable transport to enable cleaner air and easier movement on foot or by bike.	
	PL2 Create more accessible people friendly local centres and neighbourhoods	1	We will regenerate neighbourhoods through streetscape improvements, drawing upon evolving best practice in street design and make residential areas safer, healthier and greener.	Consolidated: We will improve our residential areas with transport and streetscape improvements, using best practice in street design and working with local communities to make residential areas safer, healthier and greener, with attractive environments for play, walking and cycling.
		2	We will work with local communities to create great streets that enhance the transport at a local level by providing safe and attractive environments for walking and cycling.	
		3	We will look, wherever possible, to mitigate the effects that major transport corridors can have on local communities, in order to reduce severance and the noise and air quality impacts that can affect people’s quality of life.	
	PL3 Create more accessible, people friendly new developments	1	We will ensure that new places benefit from high quality and sustainable design principles that make them great places in which to live and work, where walking and cycling could be the most convenient and attractive way to get around the neighbourhood, as well as ensuring that sustainable access is built into their planning and development.	Edit: We will work with planning authorities and developers to ensure new developments are accessible and positively, promote walking, cycling and public transport use.
ONE SYSTEM PUBLIC TRANSPORT	(New) Integrate and enhance the public transport network			New: We will improve the public transport offer by investing in bus corridors and accelerating the delivery of new and expanded Park and Ride facilities and we will deliver a mass transit strategy for the city region, which caters for the future growth planned in our city centres. We will better integrate all tiers and modes of transport, including physical interchange, timetabling, ticketing and payment. We will ensure the local public transport system across the City Region is ‘High Speed’ and ‘Northern Powerhouse Rail’ ready, through aligning our public transport investment with improvements to the motorways and our local roads, for a truly integrated transport system.
	OS1 Enhance the Rail Network as the core of an integrated, public transport system	1	We will implement the recommendations of the Yorkshire Rail Network Study - working with Transport for the North, Rail North and the rail industry to replicate across the city region the quality of rail travel currently enjoyed by customers using services between Leeds, Bradford Forster Square, Skipton and Ilkley.	Edit: We will implement the recommendations of the Yorkshire Rail Network Study (YRNS)- working with Transport for the North, Rail North and the rail industry to replicate across the city region the best quality of rail travel (capacity, frequency, journey times, quality). We will focus in particular on corridors that do not currently meet the standards in the YRNS (or do not have schemes that are committed or in development) such as the

		<p>2 We will press the case for the rail industry to commit itself to a rolling programme of electrification and upgrades of the rail system serving the region, building on the Trans-Pennine scheme, with the Calder Valley and Harrogate lines being prioritised.</p>	<p>Calder Valley, Hallam, Pontefract and Penistone Lines. We will focus on providing capacity across all corridors to meet rising rail demand.</p> <p>We will press the case for the rail industry to commit itself to a rolling programme of electrification and upgrades of the rail system serving the region, building on the Trans-Pennine scheme, with the Calder Valley and Harrogate lines being prioritised.</p>
		<p>3 We will work with Government, HS2, the rail industry, Transport for the North, Leeds City Council and other district partners to develop and implement in a phased manner a masterplan for the Yorkshire Hub.</p>	<p>Edit: We will work with HS2, DfT and TfN and the rail industry to develop plans that make best use of HS2 and Northern Powerhouse Rail for this region, including the use released capacity. With those partners, will work to develop and deliver Northern Powerhouse Rail with stops in Bradford, Leeds and York and to make ensure HS2 and NPR are properly integrated.</p> <p>We will work with Government, HS2, TfN, the rail industry and partners to develop and implement a phased plan for Leeds station and we will look to increase the efficiency and long term capacity of Leeds station by running more local, cross-city rail services through the station rather than terminating.</p>
		<p>4 We will work with Transport for the North, Rail North and the rail industry, to develop proposals to run more local, cross-city rail services that pass through Leeds station, rather than terminating, to increase the efficiency of the station and create the ability to deal with growth in the long term.</p>	<p>Edit: We will work with Transport for the North, Rail North and the rail industry, to develop proposals to run more attractive services that provide better connectivity in and throughout the city region to make the best use of our existing infrastructure.</p>
		<p>5 We will work with Transport for the North, the rail industry and district partners to develop and deliver an intermediate Northern Powerhouse Rail hub between Leeds and Manchester in West Yorkshire, and re-orientate rail and wider transport connectivity to spread the benefits of this transformational change around the city region.</p>	<p>Consolidated: We will bring forward solutions to improve connectivity for strategic growth areas such as Leeds Bradford Airport, the East Leeds Extension Housing developments, Millshaw /Whiterose, Elland and around the Five Towns area of Wakefield and others.</p> <p>New: We will work with East Coast Main Line Authorities, the rail industry, Transport for the North and Government to make the case for investment in capacity and resilience of the East Coast Main Line</p>
		<p>6 We will develop opportunities to transfer some rail services from heavy rail to Tram-Train, providing the capacity for growth within and around Leeds Station.</p>	
		<p>7 We will bring forward solutions to improve connectivity for strategic growth areas at Leeds Bradford Airport, the East Leeds Extension Housing developments, around the Five Towns area of Wakefield and others.</p>	
		<p>8 We will develop and implement new stations such as at Thorpe Park and Elland.</p>	

	<p>OS2 Deliver a bus system that reflects travel patterns and puts the customer first</p>	<p>1</p> <p>We will work with the bus operators to implement our West Yorkshire Bus Strategy to achieve our ambitions for a bus network that puts the needs of the customer first:</p> <ul style="list-style-type: none"> • We will provide modern, coherent and integrated bus services • We will provide integrated, simple and affordable bus fares for all • We will provide easily accessible and reliable travel information • We will present the bus system as a single network • We will provide a modern bus system which contributes to improved air quality 	<p>Same</p> <p>We will work with the bus operators to implement our West Yorkshire Bus Strategy to achieve our ambitions for a bus network that puts the needs of the customer first:</p> <ul style="list-style-type: none"> • We will provide modern, coherent and integrated bus services • We will provide integrated, simple and affordable bus fares for all • We will provide easily accessible and reliable travel information • We will present the bus system as a single network • We will provide a modern bus system which contributes to improved air quality
	<p>OS1 Deliver high quality Transport Hubs for improved interchange between all modes</p>	<p>1</p> <p>We will deliver improved transport hubs on three levels: National and International Gateways, Regional and District Hubs and Local Networks.</p>	<p>Edit</p> <p>We will deliver improved transport hubs at our national and international gateways and regional and district centres to better link into our local networks and to provide more integrated payment options and travel information.</p> <p>Edit</p> <p>We will work with Leeds Bradford Airport as it grows, to create a better connected airport with improved public transport to help unlock the economic potential and inward investment opportunities it presents.</p>
		<p>2</p> <p>We will provide infrastructure and services, such as Park and Ride and shared payment systems to link these tiers, alongside live travel information before and during the journey to keep travellers informed and show alternative options should disruption occur.</p>	
		<p>3</p> <p>We will work with Leeds Bradford Airport as it grows, to create a better connected airport with the public transport hub and links that the airport needs to be fully integrated into the transport network, and to unlock the economic potential and inward investment opportunities it presents.</p>	
<p>SMART FUTURES</p>	<p>SF1 Improve and coordinate traffic management systems to improve journey times and reliability</p>	<p>1</p> <p>We want to improve the way our transport networks are managed by better use of ticketing and payment transaction data, as well as real-time traffic, rail and car park occupancy information to provide a more comprehensive view of how the transport system is performing.</p>	<p>Edit:</p> <p>We will improve our management of the transport networks by using ticketing, payment and real-time traffic data and rail and car park occupancy information to provide a comprehensive view of how the transport system is performing.</p>
		<p>2</p> <p>We will make greater use of Intelligent Traffic Management systems to reduce traffic delays and allow a quicker recovery from disruptions, such as failed traffic lights.</p>	<p>Consolidated:</p> <p>We will use Intelligent Traffic Management systems to reduce traffic delay and disruptions such as failed traffic lights, and introduce an integrated network management and driver communications centre, working closely with Highways England for comprehensive coverage of the road network</p>
		<p>3</p> <p>We will, over time, develop an integrated - virtual or physical - network management and driver communications centre, working closely with Highways England.</p>	
		<p>4</p> <p>We will seek to utilise anonymised travel data from a variety of sources (e.g. smart ticketing, mobile phones) in our transport modelling. Higher quality, more timely, data will be beneficial in transport modelling and appraisal to inform future investment decisions.</p>	<p>Edit:</p> <p>We will improve our understanding and decision making on transport investment through enhanced use of new, better quality sources of travel data in our transport modelling and appraisal, Such as (anonymised) smart ticketing and mobile phone data.</p>

	SF2 Deliver 'Mobility as a Service' for an enhanced customer experience	1	We will, in conjunction with Transport for the North, develop the infrastructure and back office systems to support a range of customer media which will be used to offer customers options to pay before travel (the current model), but also to be invoiced after their travel through a mobility account approach, with registered users able to travel by different modes and invoiced for travel each month.	Edit: We will work with Transport for the North and other partners to develop the infrastructure and back office systems to offer options for customers to pay before travel (the current model) and also to be invoiced after travel through a mobility account (with registered customers able to travel by different modes and be invoiced for travel each month).
	SF3 Improve passenger information for greater availability and ease of use	1	We will work with partners to explore how we will be able to exploit technology further to develop new easy to access customer information, allowing greater choice between travel modes, and the re-planning of journeys if disruption occurs.	Edit: We will work with partners to develop new easy to access customer information, allowing greater choice between travel modes, and the re-planning of journeys if disruption occurs.
		2	We will maintain an inclusive approach to information provision by ensuring all travel information is available in a number of non-digital and accessible formats.	Same: We will ensure all travel information is available in a number of non-digital and accessible formats.
	SF4 Support Open Data initiatives to improve network performance and customer experience	1	We will continue to support open data initiatives, allowing others to make use of transport data and develop new insights into how our transport networks perform.	Same: We will collaborate on open data initiatives to continuously improve our transport networks performance and the customer experience.
ASSET MANAGEMENT AND RESILIENCE	AM1 Deliver efficiencies and maximise funding and environmental performance in asset management	1	We will incorporate better longer-term asset management planning including green infrastructure with common standards across district boundaries to make better use of limited budgets, alongside more joint working and sharing of best practice.	Edit We will adopt better longer-term asset management planning, including green infrastructure with common standards across district boundaries. This will make better use of limited budgets, enable joint working and sharing of best practice.
		2	We will help contribute to a low carbon economy by minimising environmental impact especially in the process of renewing and maintaining assets that can be energy intensive by re-using materials and recycling where possible.	Edit: We will reduce carbon emissions from the renewal and maintenance of our transport assets by increasing the re-use and recycling of materials.
		3	We will adopt new, sustainable approaches for shared procurement specifications for asset renewal - improving efficiency and reducing cost, but still maintaining quality. We will establish more effective partnerships with planners, architects and utility providers to ensure we achieve the efficient management of assets through the planning and design process.	Edit: We will adopt shared procurement for our asset renewal and maintenance programme to improve efficiency and reduce costs whilst maintaining quality. We will work with planners, architects and utility providers to ensure we achieve efficient management of assets through the planning and design process.
	AM2 Improve the resilience of our road network to function reliably	1	We will maintain the road network proactively to reduce the problems normally associated with disruption through active maintenance e.g. clearing drains regularly and carrying out tree or retaining wall inspections.	Edit: We will take a proactive approach to tackling problems associated with disruption to the road network through e.g. active maintenance in clearing drains regularly and carrying out tree or retaining wall inspections.
		2	We will invest in the timely renewal of assets such as traffic signs and lights to minimise the possibility of failures, and with new equipment that is more reliable and cheaper to operate.	Same: We will invest in the timely renewal of assets such as traffic signs and lights to minimise the possibility of failures, with new equipment that is more reliable and cheaper to operate.

		3	We will carry out regular inspections of roads and roadworks, and provide customer information through signage and social media to safeguard the asset and minimise delays and disruption.	Same: We will carry out regular inspections of roads and roadworks to safeguard the asset, and provide customer information through signage and social media to minimise delays and disruption.
	AM3 Invest to save to improve performance and value for money in our transport networks	1	We will 'invest to save' – replacing old assets or equipment with new can save money through greater efficient e.g. low energy lighting	Consolidated: We will 'invest to save' and seek new and alternative funding sources to support asset maintenance and renewal.
		2	We will explore options for new and alternative funding sources to support asset maintenance, such as challenge funding and private sector development investments that can be reinvested back into the network	
	F1 New Capital Funding	1	We will aim to take full advantage of Devolution Deal powers and local control of funding streams to secure devolved and consolidated transport budgets set within multi-year settlements	Same: We will aim to take full advantage of Devolution Deal powers and local control of funding streams to secure devolved and consolidated transport budgets set within multi-year settlements
		2	We will develop new funding arrangements to bridge the gap between what we deliver through the West Yorkshire Transport Fund and the transformational step-change required in transport	Consolidated: We will develop new funding arrangements to deliver the transformational step-change required in transport, and align and link up our investments with funding provided by other agencies such as HS2, Northern Powerhouse Rail, Transport for the North and Highways England to make all available funding stretch further.
		3	We will align and link up our investments with funding provided by other agencies such as High Speed 2, Northern Powerhouse Rail, Transport for the North and Highways England to make all available funding stretch further	
	F2 New Revenue Funding	1	We will explore the options for raising new funding locally, including through fiscal demand management measures such as road-user charging and workplace parking levies, to reinvest into sustainable transport options - but only when our local economic conditions are right	Same: We will explore options for raising new funding locally, including through fiscal demand management measures such as road-user charging and workplace parking levies, to reinvest into sustainable transport options - but only when our local economic conditions are right
	F3 Development Funding	1	We will lever in more private sector investment from private sector development and business leaders. Working within the National Planning Policy Framework with the Local Planning Authorities (LPA), we will align our investment plans with the private sector, to actively manage patterns and densities of growth that support public transport, walking and cycling, and to focus significant development in locations which are sustainable or can be made sustainable	Same We will lever in more investment from private sector development and business leaders, and working within the National Planning Policy Framework with Local Planning Authorities (LPA) we will align our investment plans with the private sector, to actively manage patterns and densities of growth that support public transport, walking and cycling, and to focus significant development in locations which are sustainable or can be made sustainable.
		2	We will also work across administrative boundaries through the Localism Act 2011 to ensure that effectiveness of Local Plans are maximised	Remove - duplication with above

		3	<p>We will continue to seek-site specific mitigation of the impact of development through planning obligations under Section 106 of the Town and Country Planning Act 1990 and through the Community Infrastructure Levy where the LPA has a scheme in place for strategic infrastructure</p>	<p>Same We will continue to seek-site specific mitigation of the impact of development through planning obligations under Section 106 of the Town and Country Planning Act 1990 and through the Community Infrastructure Levy where the LPA has a scheme in place for strategic infrastructure</p>
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Director: Rob Norreys, Director,
Policy, Strategy and Communications
Author: Tom Gifford



Report to: Transport Committee

Date: 7 July 2017

Subject: Bus Strategy

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 Following the conclusion of consultation, for Transport Committee to consider the updated Bus Strategy.
- 1.2 For Transport Committee to recommend to WYCA that the updated Bus Strategy receive adopted status at the next WYCA meeting.
- 1.3 To provide an update to Transport Committee on the Bus Services Act.

2 Information

- 2.1 In December 2016, Transport Committee considered the Transport and Bus Strategies report outlining the initial analysis and conclusions from the public consultation on the draft West Yorkshire Bus Strategy. The public consultation commenced on Monday 18 July 2016 and ran for 14 weeks until Friday 21 October 2016.
- 2.2 The December report set out that the Bus Strategy consultation received over 3,300 responses. Following the committee meeting, a workshop was held on 23 January 2017 with Transport Committee members to consider the analysis of the consultation responses in detail and the next steps towards adoption of the strategy.
- 2.3 As a result of consultation responses received, Transport Committee considered at the February 2017 meeting a report which proposed the following key changes to the strategy documentation:

- Increasing the emphasis on the importance of role of the bus driver and providing the training and customer service standards to consistently meet customer expectations whilst undertaking a challenging front line role;
- Expanding the strategy to include an additional policy proposal around accessibility and usability of existing bus services, particularly for disability and equality groups. This will also need to address the recent High Court judgement around prams and wheelchairs.

2.4 Given the strong support for the vision, objectives and existing policy proposals these were not proposed to change from what was consulted on.

2.5 Since the February Transport Committee, the Bus Strategy has been updated to reflect this feedback and also the feedback received from a supplementary consultation on accessibility. A summary of the conclusions of this supplementary consultation are provided in **Appendix 1**.

2.6 In order to move towards the adoption of the Bus Strategy, an updated version of the Bus Strategy has been drafted to reflect this feedback received and is available online (http://www.westyorks-ca.gov.uk/Transport/Bus_Strategy/). This Bus Strategy sets out that:

Bus is a fundamental and significant component in the delivery of a modern, integrated inclusive transport network for West Yorkshire. Each week people in West Yorkshire make almost 3 million journeys on local bus services, making them the most highly used form of public transport. Buses take people to work; to school, college and university; to hospital; to shops; and to a range of social and leisure activities across West Yorkshire. In addition to the economic benefits, the bus is an effective tool of social policy for delivering inclusive growth. Vulnerable and socially disadvantaged groups in society are often the most reliant on bus networks. Bus services are fundamental to providing the jobless with access to work; young people to education and training; and providing a way out of social isolation for older and disabled people.

Our goal is to create the best bus system in Europe, where catching the bus in West Yorkshire is an attractive and natural choice for everyone. Delivering this step change is fundamental to helping to realise the ambitious economic growth targets for West Yorkshire and the City Region. To realise this, the vision for the West Yorkshire Bus Strategy is:

“To create a modern, integrated and innovative bus system which puts customer first and contributes to the delivery of West Yorkshire’s economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy”

2.7 The Strategy sets the ambition as targeting 25% patronage growth from 2016 levels, over the next 10 years, but given the level of housing and employment growth

forecast, it is not infeasible to target even higher levels of bus patronage. In addition, bespoke analytical economic research undertaken to value the Bus Strategy has demonstrated that this level of patronage growth is achievable and that delivery of these policies has the potential to lead to an economic uplift to the Region's economy of £455million over a 20 year period.

- 2.8 Delivery of the Bus strategy has now commenced, the Bus 18 partnership with bus operators is seeking to deliver benefits to passengers in the early years of the strategy. The opening of the new Temple Green P&R site in June 2017 is already proving successful. The £173.5m of funding allocated by the Department for Transport to improve public transport in Leeds is focused on developing the City's bus service to meet the aspirations of our Bus Strategy. In addition to this, Transport Committee at the February meeting approved £875,000 towards the Bus Strategy Delivery Programme. These are only the first steps, and the following section sets out that Bus Services Act 2017 will provide the City Region with the powers to enable the delivery of the full Bus Strategy. Operators are also delivering new vehicles which meet the latest emissions standards across the Region.

Bus Services Act 2017

- 2.9 The Bus Services Bill received Royal Assent on 27 April 2017 and is now an Act of Parliament. Authorities are able to access the new legislative powers from 27 June 2017. The House of Lords agreed to amendments made in the House of Commons. The Act includes:
- Automatic access to franchising powers for Mayoral Combined Authorities, with other authorities having access on a case-by-case basis.
 - New powers to encourage partnership working between local authorities and bus operators.
 - A section which will require bus operators to provide audio and visual information, such as next stop announcements, on buses in Great Britain.
 - Open data powers to provide increased information to bus passengers.
 - A restriction on local authorities setting up their own bus companies.
- 2.10 However, significant details around the secondary legislation as well as the guidance to support the Act are yet to be published by the Department for Transport. The consultation on secondary legislation and guidance closed on 21st March and the April Transport Committee set out the key local issues.
- 2.11 For this region, a key outstanding issue is around the process for Non-Mayoral Combined Authorities to access franchising powers. The forthcoming updated guidance is an opportunity for the Department to clarify this process.

3 Financial Implications

- 3.1 There are no financial implications as a result of this report.

4 Legal Implications

- 4.1 Terms of Reference set out that Transport Committee is responsible for the development of the Bus Strategy and WYCA is responsible for adoption of the strategy. This report proposes that Transport Committee recommend to WYCA that, following the substantial public consultations, the updated Bus Strategy setting out the vision and policy aspirations for the Bus System for the next 20 years is adopted at the next WYCA meeting.

5 Staffing Implications

- 5.1 The development of the Bus Strategy has been overseen by WYCA Transport Policy Team.

6 External Consultees

- 6.1 The development of the Bus Strategy has been subject to substantial public and stakeholder consultation with this feedback included within the strategy.

7 Recommendations

- 7.1 That Transport Committee recommend to WYCA that it adopts the updated Bus Strategy, which sets out the vision and policy aspirations for the Bus system for the next 20 years.

8 Background Documents

- 8.1 None.

Supplementary consultation on Accessibility conclusions

Following February 2017 Transport Committee, an additional, supplementary public consultation around bus accessibility for disability and equality groups has been completed. The supplementary consultation report is available online (http://www.westyorks-ca.gov.uk/Transport/Bus_Strategy/)

In total, 297 responses were received to this supplementary consultation (this includes questionnaires, email responses, and storyboard completions). 49% of respondents were female, nearly three quarters (73%) were aged 45 and above and just 6% were aged 24 years and below. Over a third (38%) of respondents stated that they had a disability or limiting long term illness, and 4% said they were from a Black or Minority Ethnic background.

The consultation responses demonstrated 87% support for the accessibility policy proposed to be included in the West Yorkshire Bus Strategy. The key issue respondents wished to raise was that they felt they needed more information about the policy, which is now provided within the updated strategy document.

Some respondents commented on specific aspects of the policy, e.g. wheelchair priority spaces. They included their ideas for how it could work, or stressed its importance to bus users/welcomed it. Other comments requested the broadening of the language of the policy to clearly include all disabilities (hidden/learning difficulties/mental health), and to include the whole bus service infrastructure (stops and shelters/staff training/vehicles) ensuring accessibility for all, at all points of a journey.

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Director: Dave Pearson,
Director of Transport Services
Author: Dave Pearson



Report to: Transport Committee

Date: 7 July 2017

Subject: Supported Bus Services

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 To seek endorsement of the steps taken to deliver supported bus services within the budget allocated by the Combined Authority.

2 Information

- 2.1 The Authority currently spends £18.235m commissioning socially necessary bus services. Contracts are awarded to provide services which are not viable for bus companies to provide on a commercial basis. The Transport Committee adopted policy guidelines for bus service provision in November 2015 (see **Appendix 1**).

The budget supports the following

Travel on Sundays	22%
Evening access to work and leisure	21%
Travel to school/ college	19%
Serving communities without a bus service	14%
Morning access to employment	13%
AccessBus	10%
Seasonal access to leisure	2%

- 2.2 A review is under way of the impact of the Authority's expenditure on bus services and options to ensure this significant area of expenditure is meeting the mobility needs of the region. The review will seek to transform this area of activity to give communities the transport provision which most effectively meets their needs. The review will be presented to the Committee later in the year.
- 2.3 The Combined Authority has reduced its budget in 2017/18 for bus services by £650k. In order to ensure the service operates within its budget, the Bus Services Team has been engaged in a comprehensive review of current contracts to obtain efficiencies

and to identify those services where the subsidy per passenger journey exceeds the maximum set by the current guidelines.

- 2.4 On average, each passenger journey made on bus services operating under contract with WYCA is subsidised by £1.85. The Authority’s guidelines establish that services exceeding £3 per passenger trip should be reviewed for cost saving and those exceeding £4 should be considered for withdrawal. These metrics are used as an average across all of the supported trips in a timetable (i.e. some poorly used, high subsidy trips may be balanced against better used trips where the subsidy is low).
- 2.5 A journey by journey analysis has been undertaken to identify those trips which exceed £3 per trip the fully costed value of which is approximately £850k. However, only marginal cost savings can be obtained from such an exercise as the bus being procured will be providing a service meeting the Authority’s criteria. Most of the savings required will need to be found by renegotiating existing contracts within their current term; the contract terms allow for this.
- 2.6 Priority has been given to ensuring all communities maintain an hourly Monday to Friday daytime provision and services timed to link with employment and training are maintained. Consideration has therefore been given to withdrawal of poorly used journeys at evenings and on Sundays where on average less than five people are travelling. There are several areas where a review of the efficient use of bus resources can enable savings targeted at poorer used journeys.
- 2.7 The annual review of school bus service contracts ahead of the new academic year has identified opportunities to consolidate the number of buses required. The impact of changes to the Council’s school transport eligibility policies are reducing demand year on year. In 2017/18, a reduction of 33 buses can be achieved enabling a total saving of approximately £600k pa of which WYCA’s share will be c £200k pa (£115 in 17/18) with the remainder of the saving accruing to District Councils. All pupils eligible for free travel will be catered for together with those non eligible pupils where no alternative bus service exists. In some cases, pupils may be required to travel on the regular service network where this is available for their journey.
- 2.8 To date, savings of £156k pa have been obtained from procurement and renegotiation with operators. The table below sets out a further potential savings in line with the Authority’s policies. In most cases this would involve withdrawal of journeys carrying an average of less than five passengers. These will be subject to liaison with affected ward members and negotiation with bus operators.

All Districts	£ full year
Net savings made to date in procurement and renegotiation with operators	£156,000
Reduce numbers of buses by consolidating services together , all eligible pupils will have a service, some pupils may have longer journeys	£200,000
Bradford	

Reduce evening operation 845 in South Bradford (currently maintained subject to patronage) withdraw poorly used journeys (mostly Sundays)	£90,000
Calderdale	
Sowerby minibus to be replaced by taxi services and redeployed to serve parts of Hebden Bridge freeing up a bus resource. Withdraw poorly used journeys elsewhere (mostly Sundays)	£80,000
Kirklees	
Revise Holme Valley network maintaining an hourly service to all parts. Withdraw poorly used journeys elsewhere (mostly Sundays)	£60,000
Leeds	
Withdraw service to Cross Green industrial area which will be served by Temple Green Park & Ride following the provision of new stops Withdraw poorly used journeys elsewhere (mostly Sundays)	£100,000
Wakefield	
Review Wakefield city network - all communities retain daytime service - reduced evening operation. Withdraw poorly used journeys elsewhere (mostly Sundays)	£90,000
Total Potential Cost Reduction	£776,000

2.9 When these negotiations have been concluded, briefing notes will be prepared for each of the District Spokespersons detailing the affected services. Ward member briefings will also be issued.

2.10 It is proposed that the Committee's Local Bus Working Group has oversight of the changes to services outlined in this report and that a meeting be arranged in September/ October 2017 to review progress.

3 Financial Implications

3.1 The changes to service contracts as proposed in this report will enable the Authority to meet the revised budget for supported bus services of £18.3m

4 Legal Implications

4.1 The proposed changes to services set out in this report are within the guidelines established by the Authority in 2015. WYCA contracts with bus operators allow for amendment if passenger demand is not sufficient to meet the Authority's guidelines

5 Staffing Implications

5.1 None as a result of this report.

6 External Consultees

6.1 None.

7 Recommendations

7.1 That a review be made of the current policy and practice of supported bus services to ensure it is effectively meeting the mobility needs of the City Region

7.2 That the Committee endorses the action proposed in this report to withdraw poorly used bus service journeys in accordance with the Guidelines approved by the Committee in November 2015.

7.3 That the implementation of the changes to services outlined in this report be reviewed by the Local Bus Services Working Group.

8 Background Documents

8.1 As identified in the report.

GUIDELINES IN THE PROVISION OF WYCA FUNDED SOCIALLY NECESSARY BUS SERVICES

STATEMENT OF SERVICE COMMITMENT

GENERAL APPRAISAL CRITERIA

APPRAISAL OF SERVICES TO SCHOOLS

This document sets out guidelines which assist the Combined Authority in the discharge of its legal responsibilities under Section 9A of the Transport Act in accordance with its adopted policies.

Service Commitment

WYCA will provide a transport service to link communities to the nearest transport hub at which they can transfer onto frequent and regular public transport services for onward travel.

- In determining the type and nature of the transport service, WYCA will have regard to the size and nature of the community and the predominant journey purpose.
- In determining access to a service, WYCA will consider a transport service accessible if it is available within a safe walking distance of 600m (up to 10 minutes) of a majority of households in a community. WYCA will have regard to the prevalent local geography and demographics.
- In determining the location of the transport hub, WYCA will have regard to the availability of local shops and facilities.

General Appraisal Criteria

The following criteria will be used to assess an existing service:-

- **The Service Contributes To Local Transport Plan 3 objectives** – using passenger use data, mapping and demographic analysis determine how the service support the LTP3 objectives of:
 - **Economy** - the extent to which the service assists in getting people to employment and training.
 - **Low Carbon** - the extent to which the service provides an alternative to private car travel.
 - **Quality Of Life** - the extent to which the service supports people without access to private transport.
- **The Travel Needs Cannot Be Met On A Commercial Basis** – using passenger use data and mapping analysis assess whether:

- **Availability Of Core Network** - The area served is within 600m (7-10 minutes) walking distance of the core (high frequency) bus network, it is not appropriate to provide a publically funded bus service at any time of day in such cases.
 - **Availability Of Other Services** - The area served is within 400m (5-7 minutes) walking distance of an hourly or more frequent service to the nearest hub at the time of day at which travel needs are being assessed. It is generally not appropriate to provide a publically funded bus service in such cases.
 - **Sustainable Passenger Use** - The level of use of the current service is sufficient to generate sufficient fare revenue to support commercial operation. Commercial operation is likely where there are sufficient passengers to generate fare revenues (including concessionary fares) in excess of operating costs.
- **Are Enough People Are Using The Service To Justify The Current Provision?** - using passenger use data and surveys assess the current level of use against the cost of provision. The following criteria will be considered:
- **Passenger use** - how many people are using the service? Depending upon the nature of service this will be assessed:
 - **Passengers per trip** - assessing trips within otherwise commercial services and for end to end journeys.
 - **Passengers per hour** - used to appraise services involving very short or long trips give a comparable indicator to passengers per trip.
 - **Passengers per day** - used for mini networks and other complete services especially when usage fluctuates during peak and off peak times.
 - **Subsidy cost per passenger** - using annual cost and passenger estimates. In calculating this indicator, allowance should be made to exclude passengers boarding on sections of the route where alternatives are available.
 - **Action to be taken When Passenger Use Does Not Justify The Cost Of Provision**
 - **Alternative Provision** - cases where the subsidy cost exceeds £3 per passenger, alternative provision at a lower cost should be investigated.
 - **Withdrawal** - where subsidy cost exceeds £4 per passenger consideration will be given to withdrawal of the service.
- **Is The Service Cost Effective?** - assessment of the current contract price against industry norms and average costs for comparative services using the following metrics:
- **Operating cost per mile** - for individual journeys and part tendered trips, care is however needed as only fuel and consumable costs are distance related.
 - **Operating cost per bus per day** - for whole services and mini networks time is a more effective measurement of operating cost than distance.

- **Total Contractor Income Per Mile** - annual contract payment + estimated annual fares revenue (using an average fare) / annual miles.
- **Action to be taken When Service Is Not Cost Effective** - where the service does not demonstrate cost effectiveness, the following action will be considered:
 - **Review the resource requirements of the contract** - can the service be delivered using fewer buses/ bus hours?
 - **Re tender** – invite bids from other operators
 - **Investigate low cost alternatives** (eg community transport)

Cost Effectiveness Metrics

The following metrics will be used in an appraisal of cost effectiveness:-

- A. Industry average cost per operating hour - £30.29
- B. Operating cost per mile = $A/13\text{mph} = £2.33$
- C. Fare yield per passenger trip £1.26

The above figures will be updated periodically in line with industry costs and fare levels.

Rules Of Thumb

Using the above metrics the following will be used in initial appraisal leading to further action:-

Break even number of passengers for commercial operation

$$A/C = 24 \text{ passengers per operating hour}$$

Average passenger usage where subsidy exceeds £3/ head leading to need to reduce cost of service

$$A/£3 = 10 \text{ passengers per operating hour}$$

Average passenger usage where subsidy exceeds £4/ head leading to consideration to service withdrawal

$$A/£4 = 7 \text{ passengers per operating hour}$$

Services to Schools

Requests for New Services to Schools

WYCA will consider the following in appraising requests to WYCA to fund new services to schools for students not entitled to transport by statute.

- **A new service will not be provided to a secondary school if students can reasonably be expected to make the journey by walking or using regular public transport .**

- **A test of “reasonableness”** will be applied to the journey
 - Walking distance 1.5 miles by a safe walking route
 - Bus Journey 1hr 15 minutes in total, including interchange
 - Maximum of 1 interchange using a safe interchange point
 - Home and bus stop are within 600m (10 min walk)
 - Pupil arrives no earlier than 30 minutes before registration
 - Pupil departs no later than 20 minutes after school finish
 - Bus Journey does not begin before 0700

- WYCA will not fund a new service where the statutory responsibility to provide transport lies with the LEA of another body. WYCA will however assist in organising such services on behalf of the statutory body.

- WYCA will not fund a new service arising due to a reorganisation of school sites of opening times. WYCA will however assist in organising such services where funding is available from the LEA, school, parents or another body.

Guidelines for Appraisal of Existing School Services Funded by WYCA

Where WYCA is funding a school service carrying 75% or more students who are not entitled to transport by statute, the service will be appraised under the following tests:-

- **Students currently using the service cannot reasonably be expected to make the journey by walking or using regular public transport** - the above test of reasonableness will be applied.

- **There are enough students using the service to justify its continued provision** - alternative arrangements will be made where buses are usually operating at less than 25% occupancy during winter and spring terms.

- **The service is cost effective** - lower cost alternatives will be explored when the cost per mile exceeds £3.

Director: Rob Norreys, Director of Policy, Strategy and Communications
Author: Steve Heckley



Report to: Transport Committee
Date: 7 July 2017
Subject: Capital Spending and Project Approvals

1 Purpose

- 1.1 To seek approvals for the progression of, and capital expenditure on projects to be delivered as part of the Local Transport Plan Implementation Plan 3 and National Productivity Investment Fund 2017/18 programmes.

2 Information

- 2.1 The West Yorkshire Combined Authority at its meeting of 6 April 2017 approved the indicative West Yorkshire Local Transport Plan (LTP) Implementation Plan (IP3) programme for the 5 Year period (2017-22). The Transport Committee meeting of 24 February had endorsed this programme.
- 2.2 The approved 5 Year LTP IP3 programme has two distinct elements:
- Integrated Transport (IT) - funding from LTP IT block funding and an element of the National Productivity Investment Fund (NPIF) 2017/18 allocation; and
 - Highways Maintenance (HM) - funding from Highways Maintenance (HM) Needs Based, HM Incentive Fund, and Pot Hole Action Fund.
- 2.3 It was reported to the Transport Committee meeting of 24 February 2017 that the WYCA assurance process for larger Local Growth Fund projects progressed through Investment Committee, would begin to be applied in a proportionate manner to the typically smaller scale, lower cost projects included in the LTP Integrated Transport programme progressed through Transport Committee, commencing with WYCA-led or WYCA-funded schemes but with West Yorkshire District led schemes following once a proportionate process has been tested and established. **Appendix 1** explains the WYCA assurance process.
- 2.4 This report identifies seven projects or programmes contained in the LTP Integrated Transport programme for approval to progress to the delivery stage of the WYCA assurance process. Projects/Programme depending on their cost, scale or complexity can have different pathways to delivery e.g. Larger, more costly, more complex projects will progress through all decision points including decision Point 5 following development and agreement of a Full Business Case (FBC) with finalised costs. A proportionate, streamlined approach is applied to smaller, simpler projects or pieces of policy/strategy development, which may progress from Decision Point 2 to

Decision Point 6. At the delivery stage, funding can be drawn down subject to the appropriate capital approvals being in place.

- 2.5 The seven projects or programmes are identified in Table 1 below. Two of these projects/programmes represent key decisions due to the scale of costs involved.

Table 1

Project/Programme for Approval	Cost £	Key decision required	Assurance process decision required	Detail
Bus Station CCTV Digital upgrade	1.095m	Yes	Progress through Decision point 5 (Full Business Case with finalised Costs) to Activity 6 Delivery	Appendix 2
Bus Hotspots	1.037m	Yes	Progress through Decision point 5 (Full Business Case with finalised Costs) to Activity 6 Delivery	Appendix 3
Rail Policy & Programme Development	300k	No	Progress through Decision point 2 to Activity 6 Delivery	Appendix 4
LTP Monitoring, Evaluation and Bid Development	150k	No	Progress through Decision point 2 to Activity 6 Delivery	Appendix 5
Morley Transport Hub	150k	No	Progress through Decision point 5 (Full Business Case with finalised Costs) to Activity 6 Delivery	Appendix 6
Bradford Interchange Access Arrangements /Passenger Transport Totem Installation	120k	No	Progress through Decision point 5 (Full Business Case with finalised Costs) to Activity 6 Delivery	Appendix 7
Cycle Network Development	100k	No	Progress through Decision point 2 to Activity 6 Delivery	Appendix 8

- 2.6 A summary of each project/programme and the approvals requested relating to them are identified below. Fuller details are provided in an appendix for each.

- 2.7 Details of Highways Maintenance funding allocations were included in a report to the Combined Authority on the 29th June.

Bus Station CCTV Digital upgrade

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	
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- 2.8 Transport Committee in July 2016 approved expenditure of £550k from the LTP IP2 programme on a project to convert the existing analogue CCTV system to a digital one across all WYCA Bus Stations and estate. Development work has now been completed enabling the preparation of a Business Case for submission into the WYCA assurance process. The project defined in the Business Case seeks to make WYCA’s CCTV system fit for the future. As well as delivering improvements and resilience to operations, this is an invest to save proposition. Project details are provided in **Appendix 2.**
- 2.9 The total project cost is £1.095m comprising £50k spent in 2016/17 (development work), £1.035m to be spent in 2017/18, £10k to be spent in 2018/19. These costs are to be funded from LPT IP2 (£50k development costs); LTP IP3 (£500k) and NPIF (£545k).
- 2.10 Total project capital costs have increased by £545k over the £550k approved in 2016. The costs reported in July 2016 were based on an outline design and initial market testing, with the capital expenditure of £550k calculated to result in a reduction in annual revenue costs of around £180k. Final costs are now available following detailed design and a tender exercise. The total project capital costs have increased to £1,095m, however the reduction in annual revenue costs has also increased to £246k. The pay-back period for this capital investment has been calculated at 4.4 years, as a result of the revenue saving.
- 2.11 The recommendations are:
 - That Transport Committee approve the progression of the Bus Station CCTV Digital Upgrade project from Decision Point 5 (FBC with Finalised Costs) and work commences on Activity 6, Delivery;
 - That Transport Committee approve the increase in total project capital costs from £550k and approves capital expenditure of £1.095m to deliver the Bus Station CCTV Digital Upgrade project, funded from the LTP IP3 and NPIF programmes.
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.

Bus Hotspots

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

- 2.12 WYCA is working with bus companies, Arriva, First and Transdev, the Association of Bus Operators and District Councils in West Yorkshire on an ambitious partnership programme: Bus 18. The Bus 18 programme has a number of workstreams, all with the objective of making bus travel better and encouraging more people to use the bus, aiming to deliver measurable benefits to customers in a short timeframe i.e. by 2018. A key element of Bus 18 is a package of schemes to improve bus punctuality and reliability at key hot spots on the network. A total of 28 hot-spot schemes were identified through workshops involving all partners and confirmed as being deliverable in the timescale. Delivery will take place in 2017/18 and 2018/19. Programme details are provided in **Appendix 3**.
- 2.13 The programme is proposed to be funded using £600k from the WYCA-led NPIF 2017/18 allocation, with an additional £437k from the LTP3 IP3 programme (from the Bus Strategy Delivery Programme allocation).
- 2.14 The recommendations are:
- That Transport Committee approve the progression of the Bus Hotspots programme from Decision Point 5 (FBC with Finalised Costs) and work commences on Activity 6, Delivery;
 - That Transport Committee approve capital expenditure of £1.037m to deliver the Bus Hotspots programme, funded from the LTP IP3 and NPIF programmes.
 - That Transport Committee approves the entering into a Funding Agreement with Bradford Council for expenditure of up to £674,400, with Calderdale Council for expenditure of up to £20,000, Kirklees Council for expenditure of up to £168,700, and Wakefield Council for expenditure of up to £173,500.
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.

Rail Policy & Programme Development

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

- 2.15 The purpose is to develop a new rail policy and strategy for the Leeds City Region, and following on from that, determine the future programme of rail schemes to feed into WYCA’s and other regional, sub-regional and national delivery partners’ scheme pipelines. This expenditure will be used to help ensure that WYCA has a robust evidence base for its objectives and outputs, based on robust gap analysis, optioneering and selection. This will require specialist rail industry approved tools

and modelling techniques to ensure that the programme identified in the eventual plan is the right one to deliver the outcomes as set out in the SEP, is deliverable and acceptable to the rail industry and is affordable and value for money. Programme details are provided in **Appendix 4**.

2.16 The total cost of these activities is £300k (with £150k in 2017/18 and £150k in 2018/19)

2.17 The recommendations are:

- That the Transport Committee approves the progression of the Rail Policy and Programme Development programme through Decision Point 2 and work commences on Activity 6 Delivery;
- That Transport Committee approves the capital expenditure of £300k to deliver the Rail Policy and Programme Development programme, funded from the LTP IP3 programme.
- That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.

LTP IP3 Monitoring, Evaluation and Bid Development

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

2.18 Monitoring, Evaluation and Bid Development is included in the approved LTP IP3 programme. This is to provide a budget for a range of LTP management activities necessary to support the whole programme, continuing and enhancing practice used in the delivery of previous LTPs. These activities include: Plan level monitoring and data collection; Evaluation of programme impacts; and Bid development to maximise funding available to the LTP partners. The total scheme cost is £150k for 2017/18. Details are provided in **Appendix 5**.

2.19 The recommendations are:

- That the Transport Committee approves the progression of the LTP Monitoring, Evaluation and Bid Development programme through Decision Point 2 and work commences work on Activity 6, Delivery;
- That Transport Committee approves the capital expenditure of £150k to deliver LTP Monitoring, Evaluation and Bid Development programme, funded from the LTP IP3 programme; and

- That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.

Morley Transport Hub

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

2.20 A scheme to deliver an improved Public Transport hub for Morley was previously approved by Transport Committee in October 2014. The scheme is one of a programme to improve interchange and integration through the development of transport hubs as set out in the LTP. Delivery of Morley hub has been delayed to accommodate design changes following public and stakeholder consultation. Detailed design is now complete and the scheme is ready for delivery in 2017/18. The total scheme cost is £150k. Project details are provided in **Appendix 6**.

2.21 The recommendations are:

- That the Transport Committee approves the progression of the Morley Transport Hub project through Decision Point 5 and work commences on Activity 6, Delivery.
- That the Transport Committee approves capital expenditure of £150,000 to deliver the Morley Transport Hub project, funded from the LTP IP3 programme.
- That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.

Bradford Interchange Access/Huddersfield Transport Hub Totem Installation

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

2.22 The NPIF 2017/18 allocation is providing funding for a WYCA-led programme of schemes to deliver Public Transport interchange and route upgrades, including the following two small schemes:

- Bradford Interchange Access – small scale improvements to the short stay car park and Taxi drop off/circulation to improve ease and safety for interchanging passengers;
- Transport Hub Totem installation at Huddersfield Bus Station, including associated wayfinding signage.

2.23 The total cost of these schemes is £120k (with Bradford Interchange Access: £100k and Huddersfield Bus Station totem: £20k). Both schemes are planned for completion in 2017/18. Project details are provided in **Appendix 7**.

2.24 The recommendations are:

- That Transport Committee approves the progression of Bradford Interchange Access Improvements and Transport Hub Totem Installation projects project through Decision Point 5 and work commences on Activity 6, Delivery;
- That Transport Committee approve capital expenditure of £100k to deliver the Bradford Interchange Access Improvements and £20k to deliver the Transport Hub Totem Installation at Huddersfield Bus Station, both funded from the NPIF 2017/18 programme.

Cycle Network Development

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

2.25 The main focus of work in 2017/18 is the development of Local Cycling and Walking Infrastructure Plans (LCWIPs), to deliver government objectives for increase the role and use of cycling. More detail on the proposed LCWIP development is provided in Item 15 City Region Transport Update to this Committee. This funding would support network and policy development for cycling and walking including Strategic Routes Feasibility Design, Cycling and Walking Strategy development, Development of tools to aid targeting and delivery of improvements. Details are provided in **Appendix 8**.

2.26 The total cost of activities is £100k (with £50k in 2017/18 and £50k in 2018/19).

2.27 In addition to the capital expenditure identified above, WYCA is also progressing on behalf of the West Yorkshire Districts an Expression of Interest submission to the Department for Transport to secure technical consultancy support to help develop Local Cycling and Walking Infrastructure Plans. If successful the West Yorkshire Districts and WYCA could receive up to 80 days of free technical support. The level and nature of support required varies across the Districts. This technical support would be aligned with the capital expenditure. The EOI is required to be submitted to the DfT by 30 June.

2.28 The recommendations are:

- That the Transport Committee approves the progression of the Strategic Cycle Network Development programme through Decision Point 2 and work commences on Activity 6, Delivery;
- That Transport Committee approves the capital expenditure of £100k to deliver the Strategic Cycle Network Development programme, funded from the LTP IP3 programme

3 Financial Implications

3.1 The LTP and NPIF projects/programmes identified in this report were included in the approved LTP Integrated Transport Implementation Plan (IP3) programmes and NPIF 2017/18 programme agreed by Combined Authority at its meeting of 6 April and use a combination of the LTP Integrated Transport Block and NPIF funding sources:

- Rail Strategy development, LTP Monitoring, Evaluation and Bid Development, Morley Transport Hub and Cycle Network Development to be funded in full from the LTP Integrated Transport Implementation Plan (IP3) programme
- Bus Station CCTV Digital Upgrade project and Bus Hotspots programme to be funded from a combination of LTP IP3 and NPIF 2017/18 programmes.
- Bradford Interchange Access Arrangements/Transport Hub Totem Installation projects to be funded in full from the NPIF 2017/18 programme.

4 Legal Implications

4.1 The Transport Committee has delegated authority to approve the capital expenditure sought in this report for the delivery of LTP.

4.2 Delivery of the Bus Station CCTV Digital Upgrade project will be subject to a contract with the preferred tenderer.

4.3 Funding agreements will be entered into with Bradford, Calderdale, Kirklees and Wakefield Councils for delivery of schemes within the Bus Hotspots programme.

5 Staffing Implications

5.1 None as a result of this report.

6 External Consultees

6.1 West Yorkshire LTP Partners have been consulted in the drafting of this report.

7 Recommendations

- 7.1 That Transport Committee approves in respect of the Bus Station CCTV digital upgrade project:
- The project progresses through Decision Point 5 (Full Business Case with Finalised Costs) and commences work on Activity 6, Delivery;
 - The increase in total project capital costs from £550k and grant approval for capital expenditure of £1.095m to deliver the Bus Station CCTV digital upgrade project, funded from the LTP IP3 and NPIF programmes.
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.
- 7.2 That Transport Committee approves in respect of the Bus Hotspots programme:
- The programme progresses through Decision Point 5 (Full Business Case with Finalised Costs) and work commences on Activity 6, Delivery;
 - Capital expenditure of £1.037m to deliver the Bus Hotspots programme, funded from the LTP IP3 and NPIF programmes.
 - That Transport Committee approves the entering into a Funding Agreement with Bradford Council for expenditure of up to £674,400, with Calderdale Council for expenditure of up to £20,000, Kirklees Council for expenditure of up to £168,700, and Wakefield Council for expenditure of up to £173,500.
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.
- 7.3 That Transport Committee approves in respect of the Rail Policy and Programme Development programme:
- The programme progresses through Decision Point 2 and work commences on Activity 6, Delivery;
 - Capital expenditure of £300k to deliver the Rail Policy and Programme Development programme, funded from the LTP IP3 programme.
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.
- 7.4 That Transport Committee approves in respect of the LTP Monitoring, Evaluation and Bid Development programme
- The programme progresses through Decision Point 2 and work commences on Activity 6, Delivery;
 - Capital expenditure of £150k to deliver LTP Monitoring, Evaluation and Bid Development programme, funded from the LTP IP3 programme

- That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.
- 7.5 That Transport Committee approves in respect of the Morley Transport Hub project:
- The project progresses through Decision Point 5 (Full Business Case with Finalised Costs) and work commences on Activity 6, Delivery;
 - Capital expenditure of £150,000 to deliver the Morley Transport Hub project, funded from the LTP IP3 programme
 - That Transport Committee approve the Assurance Pathway and Tolerances as recommended by the PAT. This approval route will be subject to the schemes remaining within the tolerances outlined.
- 7.6 That the Transport Committee approves in respect of the Bradford Interchange Access and Huddersfield Transport Hub Totem Installation projects:
- The projects progress through Decision Point 5 (Full Business Case with Finalised Costs) and work commences on Activity 6, Delivery;
 - Capital expenditure of £100k to deliver the Bradford Interchange Access Improvements and £20k to deliver the Transport Hub Totem Installation at Huddersfield Bus Station, both funded from the NPIF 2017/18 programme.
- 7.7 That the Transport Committee approves in respect of the Strategic Cycle Network Development programme
- The programme progresses through Decision Point 2 and work commences on Activity 6, Delivery;
 - Capital expenditure of £100k to deliver Strategic Cycle Network Development programme, funded from the LTP IP3 programme

8 Background Documents

- 8.1 None

WYCA Assurance Framework

The adopted WYCA Assurance Framework utilises a three stage assurance process as set out below with the requirement that all projects will as a minimum need to formally pass Decision points 2 and 5, highlighted in green below, with the requirement to meet the intervening activities deemed on a project by project basis.



The WYCA Programme Appraisal Team (PAT) appraises all schemes at the decision points. The PAT has no formal approval making powers, they make recommendations which are then reported through the current WYCA governance arrangements for a formal decision/approval. The PAT consists of a panel of officers representing policy, legal, financial, assurance and delivery supplemented with external experts. Where conflict of interest issues arise during a meeting e.g. scheme comes forward for discussion which a member of the PAT is the Senior Responsible Officer for, the SRO will not take part in the discussion and agreeing of recommendations and in the case of the chair will leave the meeting and won't be part of any discussions and recommendations in relation to their scheme. The scheme promoters from the District Councils or Partner Delivery organisations attend the meeting to introduce the scheme and answer questions from the panel as required. The Terms of Reference for the PAT are contained within the Assurance Framework.

Projects at Stage 1 - the Pipeline Eligibility stage - are seeking entry in to the portfolio and should demonstrate a strategic fit in terms of project outcomes, meet funding criteria and have available funding identified with further project definition including costs and detailed timescales to be developed as the project progresses through the pipeline. At this stage funding may be sought to enable this work to progress.

Projects at Stage 2 - Pipeline Development Stage - should demonstrate that that they have tested the feasibility of a solution through their business case. This business case should then be developed in order to confirm and detail the preferred solution including finalising its cost.

The green circles in the diagram above identify the key decision points: 2 and 5 relating to scheme progression from Stage 1 (Pipeline Eligibility) and Stage 2 (Pipeline Development) respectively.

Once in Stage 3 - Delivery & Evaluation - the scheme is delivered and WYCA funding is drawn down. When delivery is completed a review is carried out to ensure that the scheme has met all its requirements and outputs in accordance with its Funding Agreement. Finally information about a scheme's performance following its completion is collected, in order to evaluate the success of the scheme.

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Bus Station CCTV Digital Upgrade

WYCA currently has an extensive analogue CCTV system covering bus stations, Crow Nest Lane, Wellington House and King Lane Park and Ride.

In July 2016, Transport Committee approved expenditure of £550k on a project to convert the existing analogue CCTV system to a digital one across WYCA Bus Stations and Estate from the LTP IP2 programme. In 2016/17 development work was completed at a cost of £50k, enabling the preparation of a Business Case to be developed for submission into the assurance process, with an agreed scope. The project defined in the Business Case includes the followings:

- Works (228 new digital CCTV cameras in 26 WYCA buildings across West Yorkshire, & Control Centre integration);
- Digital data and voice transmission services between the 26 buildings and the Control Centre in Middleton, Leeds;
- Asset & interface maintenance services for the digital CCTV system;
- Digital staff radios and base stations (to be compatible with the new digital system);
- Managed public Wi-Fi at the 8 staffed bus stations.

Costs

The total scheme cost is £1.095m, comprising

- £50k spent in 2016/17 (development work)
- £1.035m to be spent in 2017/18
- £10k to be spent in 2018/19).

These costs are to be funded from LPT IP2 (£50k development costs); LTP IP3 (£500k) and NPIF (£545k)

The approval given in July 2016 for expenditure of £550k to convert the current CCTV system to a digital system would result in a reduction in annual revenue costs of around £180k, a reduction in energy use and improve the performance and resilience of the CCTV system. The costs reported in July 2016 were based on an outline design and initial market testing.

Final costs are now available following detailed design and a tender exercise. The total project capital costs have increased to £1,095k, and the reduction in annual revenue costs has also increased to £246k, based on the preferred tender from British Telecommunications plc. The pay-back period for this capital investment has been calculated a 4.4 years, as a result of the revenue saving.

Timescales

Delivery of the project (system installed, commissioned and in use) will be completed by the end of 2017/18 with a period of snagging following this.

Project Responsibilities

- Senior Responsible Officer: On Street Infrastructure Manager (D Robinson)
- Project Manager: Project Manager (M Auger)

Bus Hotspots

West Yorkshire Combined Authority is working together with the City Region’s major bus companies, Arriva, First, Transdev and the Association of Bus Operators in West Yorkshire on a new ambitious partnership, Bus 18. The Bus 18 Delivery Programme involves a number of workstreams, including Punctuality and Reliability, with the ultimate aim of making bus travel better and encouraging more people to use the bus. The programme aims to deliver benefits to bus passengers that can be realised in a short/medium timeframe, by 2018. In 2016, several workshops took place between WYCA, the West Yorkshire District Councils and Arriva, First and Transdev to discuss issues on corridors affecting the punctuality and reliability of buses. Objectives used to identify an initial list of schemes included:

- Easing congestion at known bus hotspots thereby improving punctuality and reliability through better scheduling techniques.
- Reducing customer complaints.
- Improving customer perception of bus services thereby reducing the reliance on the car for many journeys.
- Helping to increase bus patronage and improve air quality.
- Improving the boarding and alighting arrangements for bus passengers.
- Improving the road layout and the reconstruction of the highway, for the benefit of all road users, where appropriate
- Contributing towards the regeneration and revitalisation of both the business community and our living areas

Once identified, the schemes were sifted by budget availability and deliverability timescales to produce a final list of options.

The Bus Hotspots programme is proposed to be funded using £600k from the WYCA-led NPfI 2017/18 allocation, with an additional £437k from the LTP3 IP3 programme (from the Bus Strategy Delivery Programme allocation). LTP3 financial approval of £875k for the Bus Strategy Delivery Programme was requested at Transport Committee on 21 April 2017 and subsequently approved.

Of the 28 schemes shown below: 12 will be delivered by March 2018, with the remaining 16 delivered by March 2019.

District	Location	Potential Solution	Cost
Bradford	Upper Woodlands Road to A6177 Whetley Lane (1 of 3)	Bus stop consolidation	£3.3k
Bradford	Upper Woodlands Road to A6177 Whetley Lane (2 of 3)	Bus stop clearway and accompanying TRO	£8k
Bradford	Upper Woodlands Road to A6177 Whetley Lane (3 of 3)	Right turn filter lane – re-lining and signing	£5k
Bradford	Whetley Hill to White Abbey Road (up to City Road) (1 of 2)	Bus stop consolidation	£3.3k
Bradford	Whetley Hill to White Abbey Road (up to City Road) (2 of 2)	Carriageway widening	£200k

Bradford	Duckworth Lane	Bus priority	£10k
Bradford	Croft Street to Bowling Back Lane	Bus stop removal	£3.3k
Bradford	Sticker Lane Junction	Selective vehicle detection	£10k
Bradford	Sunbridge Road	On-street parking rationalisation	£7k
Bradford	Bowling Back Lane Roundabout	Peak time camera enforced bus lane, TRO	£75k
Bradford	Westgate (Barry Street to Goodwin Street)	Bus stop reconfiguration	£3.3k
Bradford	Keighley Woodhouse Road	Carriageway reconstruction	£180k
Bradford	Hall Ings and Nelson Street	Bus stop consolidation	£3.3k
Bradford	Market Street		£60k
Wakefield	Swithenbank Ave, Gawthorpe	Removal	£9k
Wakefield	Elmsall Way, South Elmsall	Half layby	£35k
Wakefield	A638 Doncaster Road bus lanes	Inbound – safety review Outbound – review of operating hours	£40k
Wakefield	Cow Lane, Old Sharlston	Alterations to splitter island	£18k
Wakefield	Eastmoor Terminus, Windhill Road, Eastmoor	Parking/loading restrictions, bus clearway	£10k
Wakefield	Santingley Lane, New Crofton	Strategic removal	£3k
Wakefield	Rooks Nest Road, Outwood	Series of bus stop clearways	£12k
Wakefield	Southfield Road, Knottingley	Kerblines changes	£20k
Kirklees	Cemetery Road/A638 Heckmondwike	Experimental TRO to be made permanent	£35k
Kirklees	Netherton	Provide bus border kerbs	£8k
Kirklees	Ravensthorpe	Pelican to puffin conversion	£35k
Kirklees	Dewsbury Rail Station	Bus layby to complement existing	£10k
Kirklees	Dewsbury Bus Station (South St. entrance)	Access improvements	£55k
Calderdale	Hebden Bridge Rail Station/A646	Clearway/TRO	£20k
Total:			£881.5k
Plus 18% Contingency			£155.1k
			£1.037m

Costs

The total scheme cost is £1.037m (£600k in 2017/18, £437k in 2018/19), to be funded from LTP IP3 (£437k) and NPIF (£600k)

Timescales

Delivery of schemes will take place in 2017/18 and 2018/19.

Rail Policy & Programme Development

Funding for Rail Policy and Programme Development is included in the approved LTP IP3 programme to provide a budget for a range of on-going rail policy and programme development work. The main purpose is to develop a new rail policy and strategy for the Leeds City Region, and following on from that, determine the future programme of rail schemes to feed into WYCA's and other regional, sub-regional and national delivery partners' scheme pipelines.

The funding will be used to help ensure that WYCA has a robust evidence base for its objectives and outputs. Critically, funding will also be needed to undertake robust gap analysis, optioneering and selection, which will require specialist rail industry approved tools and modelling techniques to ensure that the rail programme identified in the eventual plan is the right one to deliver the outcomes as set out in the SEP, deliverable and acceptable to the rail industry, Government/Rail North and Transport for the North partners, affordable and value for money.

Costs

The total cost of these activities £300k (£150k in 2017/18, £150k in 2018/19), to be funded from LTP IP3.

Timescales

Delivery of these activities will take place across a two year period (2017/18 and 2018/19).

Tolerances

Project Responsibilities

- Senior Responsible Officer: Head of Transport Policy (L Hunter)
- Project Manager: Rail Manager (J Nutter)

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LTP IP3 Monitoring, Evaluation and Bid Development

Funding for Monitoring, Evaluation and Bid Development is included in the approved LTP IP3 programme to provide a budget for a range of on-going Local Transport Plan management activities required to support the whole programme. Allocation of funding to these activities was agreed by all West Yorkshire partners.

It is proposed to deliver these activities adopting a similar approach as used in the delivery of previous WY Local Transport Plans. Activities include:

- **Plan level monitoring and data collection - in support of the Transport Strategy**
Performance Management framework (- currently in-development, with progress to be reported to Transport Committee, 7 July)
- **Evaluation of programme impacts** e.g. continuing the development of Programme/Project Impact Reports, to build an evidence base and inform future programmes
- **Bid development** - to facilitate competitive bid development to maximise overall programme funding

Costs

The total scheme cost is £300k (£150k in 2017/18, £150k in 2018/19), to be funded from the LTP IP3 programme.

Timescales

Delivery of these activities will take place across a two year period (2017/18 and 2018/19).

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Morley Transport Hub

An approach to improve interchange and integration through the development of transport hubs is set out in the West Yorkshire Local Transport Plan, and Hub schemes have been delivered in the first and second LTP Implementation Plan periods (IP1 and IP2).

The draft West Yorkshire LTP Integrated Transport IP3 programme (2017-22) endorsed by Transport Committee on 24 February 2017 included £150k for a Public Transport Hub scheme in Morley Town Centre.

This scheme was previously approved by Transport Committee in October 2014 for inclusion in the IP2 programme, however delivery has been delayed as a result of required design changes following public and stakeholder consultations. Detailed design is now complete and the scheme is ready for delivery.

Costs

The total scheme cost is £150k, funded in full from the LTP IP3 programme.

Timescales

Delivery is planned to be complete in 2017/18.

Project Responsibilities

- Senior Responsible Officer: Head of Transport Operations (N Wallace)
- Project Manager: Project Manager (D McNamee)
- Case Officer: Transport Fund Portfolio Manager (P Roberts)

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Bradford Interchange Access/Huddersfield Transport Hub Totem Installation

The NPIF 2017/18 allocation is providing funding for a WYCA-led programme of schemes totalling £1.327m which will deliver Public Transport interchange and route upgrades as part of a WYCA programme of delivery, including 2 smaller scale schemes:

Bradford Interchange Access – a scheme to implement small scale improvements to the Taxi drop off/circulation and short stay car park at Bradford Interchange, to improve ease and safety of interchanging passengers for rail and bus station - £100k.

Transport Hub Totem installation at Huddersfield Bus Station, including associated wayfinding signage - £20k.

In addition to the above, the WYCA-led NPIF programme is proposed to fund delivery of the Bus Station CCTV Upgrade project and the Bus Hotspots programme (see Appendix 2 and 3 attached).

Costs

The total cost of these schemes is £120k, funded in full from the NPIF 2017/18 programme.

Timescales

Delivery of both schemes is planned to be complete in 2017/18.

Project Responsibilities

- Senior Responsible Officer: Head of Transport Operations (N Wallace)
- Project Manager (Bradford Interchange): Asset Manager Coordinator (D Dufton)
- Project Manager Transport Hub Totem): Project Manager (D McNamee)
- Case Officer: None assigned given scale of schemes

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Cycle Network Development

Funding for West Yorkshire Cycle Network Development in 2017/18 and 2018/19 has been included in the approved LTP IP3 programme with the agreement of all partners, to enable activities that support WYCA and District partners in developing local and strategic cycling networks. The main focus of work in this area in 2017/18 is the development of Local Cycling and Walking Infrastructure Plans (LCWIPs) and funding from the LTP could be used to complement and build on Government consultancy support, if secured (e.g. developing further phases of Plans). More detail on the proposed LCWIP development and Government support is provided in Item 13 City Region Transport Update.

This LTP funding would also enable other activities, supporting wider network and policy development for cycling and walking e.g.

- *Strategic Routes Feasibility Design* – design work to develop prioritised schemes identified through LCWIP development
- *Cycling and Walking Strategy development* – e.g. research and intelligence work to inform and provide evidence for the emerging strategy and policy
- *Development of tools and support for Business Change* – e.g. supporting development of local design guidance, and events to disseminate guidance amongst practitioners and across sectors
- *Walking and Cycling Planning to meet WYCA Strategic objectives* - e.g. scheme development for walking and cycling access to EZs/SPAs

Costs

The total cost of these activities is £100k (£50k in 2017/18, £50k in 2018/19), to be funded from LTP IP3.

Timescales

Delivery of these activities will take place across a two year period (2017/18 and 2018/19).

Project Responsibilities

- Senior Responsible Officer: Head of Transport Policy (L Hunter)
- Project Manager: Policy Officer (A White)

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Director: Rob Norreys, Director of Policy, Strategy and Communication
Author: Michael Sasse



Report to: Transport Committee

Date: 7 July 2017

Subject: May 2018 Rail Timetables: Northern and Trans-Pennine Express

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 To set out the proposed responses to three consultations being carried out by the two important train operating companies (“TOCs”), Northern (“NT”, operated by Arriva Rail North) and Trans-Pennine Express (“TP”, operated by First Group):
- (i) NT, regarding their proposed timetable changes in May 2018;
 - (ii) A second NT consultation regarding possible future train journey-time improvements (the draft response is contained within the same document as above); and
 - (iii) TP, also regarding their proposed timetable changes in May 2018; and to seek Transport Committee’s endorsement of those formal responses, as sent out to Transport Committee members on 26 June 2017.

2 Information

- 2.1 NT and TP provide the bulk of the local and inter-regional rail services for the Leeds City Region. Both franchises are committed to introducing significant changes to train services affecting the LCR, including a wide range of improvements. The Transport Committee report dated 14 October 2016 [item 7, *Developing the Rail Franchises serving the Leeds City Region*] sets out the context of the franchises and WYCA’s perspectives on their future development. Under the franchise agreements, it was expected that the bulk of the most important changes would be introduced in the December 2017 timetable change, with further changes due in December 2019. However, as set out in the Committee report dated 24 February 2017 [item 12, *December 2017 rail timetable changes*], due to delays to Network Rail infrastructure improvements, most December 2017 service changes had to be delayed until May 2018. It is the May 2018 timetable change on which NT and TP are now consulting.

- 2.2 Separately, NT are also carrying out within the same timescales a consultation on the potential for improvements to trains' journey-times, i.e. faster services. It seeks our views on where we consider such improvements could be delivered on their network, and on how the improvements could be implemented, such as through changes to infrastructure, rolling stock or timetables.
- 2.3 The consultations began on 2 May 2017 (NT) and 7 May 2017 (TP). Since then, we have met informally with both TOCs to give them advance notice, in a spirit of co-operation, of areas of potential concern. The deadline for consultation responses is 7 July 2017, which is of course the date of this Transport Committee meeting. For this reason:
- (a) The two TOCs have been made aware that the issues raised by WYCA officers, of which details have been submitted in advance of the 7 July deadline, are provisional and subject to approval (and any amendments made) by Transport Committee; TP and NT have confirmed that they are comfortable with this;
 - (b) WYCA will therefore contact the two TOCs again once the outcome of today's Transport Committee meeting is known, to confirm the responses submitted and/or submit any additions/amendments.
- 2.4 Copies of the two proposed responses were sent out to members in advance of this meeting, on 26 June 2017. The main points are summarised in this report.
- 2.5 Taking both franchises' changes together, it should be emphasised that, while the consultation responses identify some concerns, the overall picture is that the May 2018 timetables proposed imply significant improvements to services in the LCR.

May 2018 timetable: Issues affecting both Northern and Trans-Pennine Express

- 2.6 Of the issues that have been identified, a few cut across the franchises as they are about how the operations inter-relate. They include:
- Poor connections between different train operators' services, such as from Manchester or London via Leeds to Harrogate, Skipton or Ilkley.
 - Fewer services in the peak at certain places, taking NT and TP together, including Cross Gates, Garforth and East Garforth in the evening peak.
 - Concerns at peak services at Slaithwaite and Marsden, taking NT and TP together.
- 2.7 Another issue identified as affecting both operators, and highlighted in our proposed responses, is that on several routes there are few or no additional trains in the peaks. This clearly means that, if crowding is to be addressed while allowing growth, the reliable delivery of strengthening (i.e. longer trains at peak times) will be critical.

May 2018 timetable: Trans-Pennine Express

2.8 On the Trans-Pennine Express side, there are relatively few issues and concerns. The new timetable sees significant improvements to interurban connectivity with earlier first and later last trains, additional trains to Newcastle, better services at Dewsbury, and a 'tidying-up' of timetable to give a much better spacing of the four hourly fast trains between Leeds and Manchester (approximately 15 minutes apart). There is also a raising of many Sunday services to levels similar to other days. Issues that have, however, been identified include:

- Service patterns at Slaithwaite and Marsden;
- Potential performance (i.e. punctuality) risks;
- Timing of the last train from Leeds to South Milford (possible drafting error);
- Sunday services at Deighton and Ravensthorpe.

Other than South Milford, these issues are not unexpected, but we are hopeful that this and the Deighton / Ravensthorpe questions may be capable of being addressed.

May 2018 timetable: Northern Issues

2.9 With regard to Northern, again there is a wide range of welcome improvements, including routes which will enjoy one or more of:

- Earlier first trains – such as into Huddersfield from Bradford;
- Later last trains – for example, from Leeds to the Calder Valley;
- Better frequencies (weekdays, Saturdays and/or Sundays) – such as four trains per hour in the daytime between Leeds and Harrogate, and a new service from Knottingley and Pontefract to Leeds via Featherstone and Wakefield); and
- Through services to destinations (such as Manchester Airport from the Calder Valley or Chester from Leeds) that previously needed a change of trains.

2.10 However, there are several concerns, which can be divided into three categories:

(a) **Breaches of the Train Service Requirement ("TSR")**, the section of the Franchise Agreement which sets out the levels of service that the franchisee is obliged to run. These include first trains that are not early enough, last trains that are too early, and train frequencies falling short of requirements. We understand that at least some of these TSR breaches may be the result of errors by NT, and they are looking into them. Any that are intended would need NT to apply for derogations from the TSR, which Rail North (and WYCA) may or may not support.

(b) **Services that comply with requirements (TSR) in a way that is not optimal**: These often reflect the way in which the TSR leaves a very wide discretion for operating companies to choose how to provide services, rather than prescribing what might be seen as the optimal way to do so. There are however also examples of things that the TSR did not cover. Examples include:

- Sub-optimal clockface patterns on the Calder Valley which have negative consequences including poor connectivity at Mytholmroyd and Sowerby

Bridge and irregular service gaps between Leeds and Bradford/Halifax. The result is slower real-world journeys for some links (such as Upper Calder to Huddersfield), many average waiting times longer than now (including a markedly worse Leeds – Bradford – Halifax service), and a loss of several direct connections.

- Interchange options via Shipley being lost, and poor coordination between different NT routes for journeys across Leeds (e.g. Castleford – Skipton).
- Seeming under-specification of the numbers of peak trains, e.g. east of Leeds.
- Undesirable stopping patterns, such as Church Fenton, Slaithwaite and Marsden.

(c) ***Areas where the TSR fell short of WYCA's aspirations and NT have not exceeded requirements:*** There are areas where the franchise specification disappointed WYCA, and we had hoped that NT would see a case for going beyond the TSR, along the lines of the priorities set out in the report to Transport Committee dated 14 October 2016 (the main points of which are attached at **Appendix 1**):

- Only one train per hour at Kirkstall Forge (and, on Sundays only, at Apperley Bridge).
- Sunday services, particularly first arrivals into Leeds on some lines, but also disappointing service frequencies on others.
- The absence on Sundays or after mid-evening of Leeds-Dewsbury-Brighouse-Calder Valley-Manchester trains; this was a surprising omission from the TSR, and we have repeated WYCA's disappointment that NT have yet to set out plans to introduce a full service on this important route.
- The Castleford-Wakefield-Huddersfield service also does not run on Sundays.
- The Dearne Valley (York – Pontefract – Sheffield) and Goole lines remain skeleton services of little practical usefulness (known as 'parliamentary services' because they have historically been operated to avoid going through the statutory closure processes needed when fully withdrawing the services).

2.11 As noted above, we are discussing all these issues with the train operator and hope that some may be capable of rectification in revised draft May 2018 timetables. Others may take longer to address, but could be picked up in later timetable changes (a further major change is planned for December 2019). There are however likely to remain other matters that are for longer-term service development, but WYCA will continue to develop the case for these, working alongside Rail North and NT colleagues (and, where relevant, Network Rail too). We are also discussing all the issues raised (including but not only TSR breaches) with Rail North colleagues.

2.12 It is worth pointing out that in some cases there may be a causal link between sub-optimal service patterns and infrastructure specification. For example, we are informed by Northern that the proposed times of Calder Valley trains are largely dictated by the constraints of running trains across Manchester. Those are heavily influenced by the way in which the Northern Hub has been delivered, which makes all of Manchester extremely tight: DfT has so far not fully funded the Hub, meaning that capacity improvements expected for example at Oxford Road and Piccadilly are absent, which has consequences across both sides of the city and far beyond.

2.13 The consequence is the real risk that the additional services provided will not deliver the passenger (and so wider economic) benefits envisaged in the Northern Hub business case. For example, on Sundays an extra train will run on the Calder Valley line between Leeds and Manchester via Bradford, doubling the service to two per hour. However, under the proposed May 2018 timetable, the trains on that line would be so bunched together in the timetable that the effective intervals between services would for many passenger journeys be no better than now, and in some cases could even be worse. This therefore underlines that there is a need for substantial rail capacity upgrades across the North's bottlenecks, which should be designed in a way that is properly integrated with train service specifications and specimen timetables, but also fully funded and delivered without delay.

Northern consultation on journey-time improvements

2.14 With regard to the parallel consultation on journey-time improvements, we propose to respond emphasising that better journey times are a high priority for WYCA, with a clear base of supporting empirical evidence underlying Rail Plan 7 and the Yorkshire Rail Network Study. It is WYCA's view that there are many routes on which rail's journey times are not competitive with car travel, and do not meet modern expectations; contrasting these with lines that have been comprehensively modernised (such as the Ilkley and Skipton electric services) underlines what can be achieved with the right approach. The delivery of NT's new fleets of diesel and electric trains provides a good opportunity to consider these questions.

2.15 We propose emphasising the various technical ways in which permissible linespeeds might be increased (including cost-effective ways such as considering faster running for lightweight units only rather than all trains including freight); the scope for improved working practices to accelerate journeys; and the extent to which better timetabled connections between trains can make end-to-end real-world journeys much faster – as well as more significant investments such as realigning routes or electrification, which should be supported where there is a clear case to do so (and pressure should be put on Network Rail to ensure cost-efficient schemes are generated). We propose, conversely, not supporting measures which achieve faster end-to-end journeys by skip-stopping or omitting station-stops, where this would make services worse for some users; nor supporting measures where faster running is 'lost' in poor punctuality (or used to compensate for it).

2.16 Linespeed improvements are expected to be delivered in the coming years on the Leeds – Huddersfield – Manchester, Leeds – York and Bradford – Calder – Manchester lines. Beyond these, other routes serving the Leeds City Region which would appear to lend themselves to consideration for faster journeys include:

- The routes serving Pontefract Monkhill (via Castleford and via Wakefield);
- The Hallam line: Leeds – Wakefield Kirkgate – Barnsley – Sheffield;
- Leeds to Bradford Interchange;
- Leeds – Harrogate – Knaresborough – York;
- [Leeds –] Micklefield – Selby – Hull (route shared with TP);

- [Leeds –] Skipton – Carlisle.

3 Financial Implications

3.1 None.

4 Legal Implications

4.1 None.

5 Staffing Implications

5.1 None.

6 External Consultees

6.1 We have consulted and received input from officers in the five West Yorkshire Districts (and from councillors via them), and received input from various stakeholders such as rail user and business groups. This input has informed the draft consultation responses to the TP and NT consultations. In addition, we have discussed informally the issues identified with TP and NT themselves, with a view to helping the train operators to understand these as soon as possible and so maximising the time available to them for any further timetable refinement work that may be possible or necessary.

7 Recommendations

7.1 That Transport Committee approve for formal submission the draft consultation responses, as sent out to Transport Committee members on 26 June 2017, for TP and NT.

7.2 WYCA officers continue to work with the two TOCs and Rail North to pursue positive outcomes for the Leeds City Region from the May 2018 timetables.

8 Background Documents

8.1 None.

Summary of main priorities for future development of Arriva Rail North and Trans-Pennine Express train services

(The following text is from paragraph 2.4 of the report to Transport Committee dated 14 October 2016, item 07)

- *Adjustments / smaller changes:* areas where we consider that the train service requirements fall short in some way, and where there may be good prospects of achieving improvements within the next couple of years. For example:
 - Sunday trains Leeds – Dewsbury – Brighouse – Calder Valley – Manchester, and Huddersfield – Wakefield
 - Additional stops at Kirkstall Forge and Low Moor
 - Better first or last trains on some routes

- *Enhancements:* more significant enhancements, in line with the Yorkshire Rail Network Study, Rail Plan 7 and/or other evidence, still potentially deliverable within the current franchises, though likely post-Dec 2019. Examples include:
 - Uplifts on several lines from hourly to 2 trains per hour (or bi-hourly to hourly on Sundays);
 - Connectivity aspirations in the Pontefract / Five Towns area (e.g. regular services on York – Pontefract – Sheffield; Leeds – Knottingley – Goole and Leeds – Pontefract – Doncaster routes);
 - Upgrading the Settle-Carlisle[-Glasgow] route to interurban standard;
 - A move to four trains hourly between Bradford and Manchester; and
 - Generally bringing Sunday services closer to weekday levels.

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Director: Rob Norreys, Director of Policy, Strategy and Communication
Author: Steve Heckley, Alistair Ryder



Report to: Transport Committee
Date: 7 July 2017
Subject: DEFRA Air Quality Plan Consultation Response

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

- 1.1 For Transport Committee to note the response of WYCA to the Department for Environment, Food and Rural Affairs (DEFRA) revised Air Quality Plan (May 2017) consultation and endorse the principles for further engagement with Government.

2 Information

- 2.1 The UK Government, via the Department for Environment, Food and Rural Affairs (DEFRA) held a six week online consultation from 6 May 2017 to 15 June 2017 to seek views on their revised Air Quality Action Plan (2017) to reduce levels of Nitrogen Dioxide around UK roads. The revised Action Plan updates DEFRA's initial Draft Air Quality Plan published in 2016.
- 2.2 The Air Quality Action Plan (2017) consultation materials can be accessed at: <https://consult.defra.gov.uk/airquality/air-quality-plan-for-tackling-nitrogen-dioxide>. DEFRA documentation includes the consultation document, the draft UK Air Quality Plan for tackling nitrogen dioxide, and a Technical Report, which includes details of the modelling techniques and assumptions used in the draft Plan. There are eight consultation questions for respondents to provide comment on.
- 2.3 The Air Quality Plan has been created to address the forecast threat of multiple UK urban areas exceeding European legal limits on Nitrogen Dioxide pollutants by 2020, which could result in infringement fines being levied. These fines have potential to be passed on to local authorities.
- 2.4 Local authorities are required to review and assess local air quality, in accordance with the statutory Local Air Quality Management (LAQM) guidance. Where a local authority identifies areas exceeding statutory limits and there is relevant public

exposure, it is required to declare the geographic extent of exceedance as an Air Quality Management Area (AQMA) and to draw up an action plan detailing remedial measures to address the problem.

- 2.5 All of the West Yorkshires Local Authorities and WYCA adopted in 2016/17 a five year West Yorkshire Low Emission Strategy (WYLES) to tackle poor air quality including the threat of Nitrogen Dioxide exceedances. The Strategy sets out a series of locally determined recommendations to significantly improve air quality in West Yorkshire up to 2021, including support for the delivery of Clean Air Zones where required. The Strategy was developed in partnership with a range of local authority, public health and other key stakeholders to deliver a mutually agreed set of actions. The WYLES addresses both Nitrogen Dioxide and Particulate Matter from a range of sources, but principally transport. A WYLES Delivery Group, which includes representatives from West Yorkshire District Heads of Environmental Health and WYCA Transport Policy, has been established to deliver the Strategy recommendations. The Delivery Group will report to Transport Committee the detailed actions to deliver the Strategy.
- 2.6 The DEFRA Air Quality Action Plan sets out a range of measures considered by government to be the most effective ways of reducing Nitrogen Dioxide levels in affected areas, including Clean Air Zones. The report has named 43 local authorities where exceedances may occur and may be subject to Clean Air Zones and/or other measures to reduce Nitrogen Dioxide emissions to permitted levels. The initial draft Air Quality Plan published in 2016 named Leeds as an authority required to implement a Clean Air Zone by 2020 due to forecast exceedances. The revised Air Quality Plan identifies the additional West Yorkshire districts of Bradford and Wakefield as having exceedances. These authorities are still considering the implications of being named in the Plan. The Plan provides an overview of a range of proposed interventions to improve air quality, including non-charging and charging based Clean Air Zones, retrofit emission abatement technology and investment in Ultra Low Emission Vehicles (ULEVs).
- 2.7 The full WYCA response to the eight questions in the online consultation is provided as **Appendix 1** to this report. A summary of the principles is as follows;
- The Air Quality Plan addresses the narrow issue of Nitrogen Dioxide and mitigation against potential European Infraction fines therewith. It should be an opportunity to also address other significant emissions (e.g. Particulate Matter) and public health concerns (e.g. physical inactivity) which are central themes of the West Yorkshire Low Emission Strategy – WYCA's adopted policy position on air quality and transport emissions. The Plan also omits to identify how the proposed actions will support a low carbon future.
 - The Plan names three West Yorkshire authorities; Leeds, Bradford and Wakefield, as having modelled legal exceedances of Nitrogen Dioxide by 2020, however the Plan states the modelling outputs are not yet considered definitive with a modelling accuracy of +/- 30%. Leeds was mandated in DEFRA's initial Air Quality Plan in 2016 to prepare a Clean Air Zone (CAZ) and is progressing implementation. This revised Air Quality Plan is ambiguous regarding legislative

processes, legal requirements and responsibilities for implementing CAZs. It does not provide clarity to the authorities of Bradford and Wakefield on the implications of being named.

- WYCA will support the implementation of CAZs in West Yorkshire authorities where required. Charging CAZs appear to be the only modelled solution to deliver effective air quality improvement. Local authorities will require clarification as soon as possible on CAZs, to prepare for implementation and to distil information to the public, businesses and other stakeholders.
- The Air Quality Plan fails to recognise the threat of the displacement of older vehicles to non-CAZ mandated areas or the necessary mitigation.
- WYCA recognises the following measures outlined in the Plan as potentially the most effective activities to reduce emissions;
 - Emission abatement retrofit technology is likely to be the most value for money solution to achieving compliance for Hackney Carriage wheelchair accessible vehicles, buses and light/heavy goods vehicles in the shortest period of time. Retrofit should be open to all operators and authorities nationwide to mitigate the potential for vehicle displacement to non CAZ areas.
 - A vehicle scrappage scheme towards ULEV purchase is likely to be effective in bridging the financial gap for many residents and businesses in purchasing a new low emission equivalent vehicle. However, the scheme needs to be equitable – ensuring all have opportunity to replace older vehicles. This scheme should be considered for wider sectors than the private car to include LGVs, HGVs, buses and trains. This also needs to be supported by a substantially increased electric vehicle charge point network.
- Government has an opportunity with this Plan to create a cohesive strategic approach to environmental action from cross-government departments in terms of delivering policy and funding.
- Local authorities are best placed to take action on air quality. Government should provide greater devolved powers and funding to design and deliver local programmes as soon as possible.
- The government's preference for short term funding competitions prevent longer term cross-boundary partnership working to deliver cohesive air quality schemes e.g. a high quality network of ULEV refuelling infrastructure. This limits confidence for businesses operating nationwide to invest in ULEV fleets.
- Whilst vehicle technology will address emissions, it fails to deal with wider economic, social and environmental impacts, e.g. congestion. Enhanced investment in low emission sustainable transport - public transport, walking and cycling - will address a range of priorities.

3 Financial Implications

3.1 No financial implications identified.

4 Legal Implications

4.1 No legal implications identified.

5 Staffing Implications

5.1 No staffing implications identified.

6 External Consultees

6.1 No external implications identified.

6.2 The consultation response is based on the West Yorkshire Low Emission Strategy which has been adopted by the CA. Transport Committee Members were consulted on a draft consultation response by correspondence in early June before it was submitted by the Director of Policy, Strategy and Communications. The WYCA response is aligned with that made by the Urban Transport Group.

7 Recommendations

7.1 To endorse the principles of the WYCA response to the Government's Air Quality Plan (May 2017) as set out in para 2.7 and as in the response in Appendix 1, as a basis for continued engagement with Government.

8 Background Documents

8.1 Full WYCA response to the DEFRA Air Quality Plan Online Consultation.

DEFRA Air Quality Action Plan 2017- WYCA Consultation Response - Detailed Questions

1. Question - How satisfied are you that the proposed measures set out in this consultation will address the problem of nitrogen dioxide as quickly as possible?

This DEFRA Air Quality Plan consultation response is provided by the West Yorkshire Combined Authority (WYCA). WYCA is the strategic economic body for the Leeds City Region and are the Local Transport Authority for West Yorkshire, acting on behalf of the five West Yorkshire local district authorities of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

The draft DEFRA UK Air Quality Plan for tackling Nitrogen Dioxide has identified the West Yorkshire districts of Leeds, Bradford and Wakefield as local authorities where potential mitigation is required. The West Yorkshire Combined Authority (WYCA) look forward to working with these authorities and government on devolved decision making and funding to address local air quality.

In 2016/17, all West Yorkshires Local Authorities and WYCA adopted a five year West Yorkshire Low Emission Strategy (WYLES) to tackle poor air quality. The Strategy is reflective of the challenges faced by West Yorkshire; 29 Local Air Quality Management Areas, polycentric urban geography, high levels of congestion and challenging topography. It sets out a series of locally determined recommendations to significantly improve air quality in West Yorkshire up to 2021. The Strategy was developed in partnership with a range of local authority, public health and other key stakeholders to deliver a mutually agreed set of actions that will deliver change. WYLES addresses both Nitrogen Dioxide and Particulate Matter from a range of sources, but principally transport.

The Draft Air Quality Plan makes a series of proposals solely on reducing Nitrogen Dioxide and appears to be set in a narrow context of ensuring EU legislative compliance, rather than taking a leading role on broader air quality improvement. Poor air quality is a wider issue than simply Nitrogen Dioxide. In West Yorkshire, 5.1% of all deaths (1 in 20 deaths) are caused by exposure to Particulate air pollution with up to 6% in some local authority areas. (2013). The Transport emission “cost” of Particulate Matter is estimated at £44,430 per tonne compared with £25,252 per tonne for Oxides of Nitrogen (NOx).

Additionally, physical inactivity costs the NHS an estimated £1.06 billion a year in direct costs and in England, the costs of lost productivity from sickness absence and premature death have been estimated at £6.5 billion per year.

Addressing vehicle emissions alone may address the immediate issue of air quality, however these mechanism are unlikely to address wider negative impacts such as congestion and public health. The Air Quality Plan presents a real opportunity to link sustainability, spatial and urban planning, active travel, green infrastructure and investment in sustainable travel to air quality improvement. The government could be clearer on what further investment will be available to enable significant mode shift towards sustainable travel such as public transport, walking and cycling to create the infrastructure for growth. A significant number of short journeys currently undertaken by car could be achieved by walking and cycling. In West Yorkshire 47% of commuter journeys under 2km were made by car, rising to 69% for commuter journeys of 2-5km.

Action on air quality cannot solely be addressed by individual authorities - vehicles move across boundaries and our networks support a range of local and national journeys. Tackling air quality problems effectively requires a joint endeavor between national and local government with national Government providing a clear framework which includes specific plans and strategies for those areas which are clearly the responsibility of national Government (such as the national fiscal and taxation regime for transport) with the city regions given the autonomy and

funding they need to deliver effective local air quality plans in partnership with local authorities. We would like to see the Air Quality Plan and any programmes which emanate from it delivered collaboratively across government departments (OLEV, DEFRA, DFT, BEIS) with a coherent approach. This Plan could also clarify the mechanisms government will use to enable collaborative working with authorities

Joined up central government policies on air quality and the forthcoming Emissions Reduction Plan (BEIS) would enable a holistic approach to tackling both air quality and climate change. This would help ensure the most cost effective and efficient approaches are taken and multiple benefits maximised, with potential conflicting issues or adverse environmental impacts addressed.

There follows a review of the individual mechanisms proposed in the DEFRA Air Quality Plan;

Clean Air Zones

WYCA has committed in its draft Transport Strategy to supporting the implementation of Clean Air Zones (CAZ) where these are felt necessary or are mandated.

The Plan names three West Yorkshire authorities; - Leeds, Bradford and Wakefield, as having modelled exceedances of Nitrogen Dioxide by 2020, however the Plan states the modelling outputs are not yet considered definitive, with an accuracy of +/-30%. Leeds was mandated in DEFRA's initial Air Quality Plan in 2016 to prepare a CAZ and is progressing implementation. This revised Air Quality Plan is ambiguous regarding legislative processes, governance and responsibilities for implementing CAZs and its implications for the authorities of Bradford and Wakefield.

Charging CAZs in principle are likely to lead to targeted reductions in Nitrogen Dioxide where implemented. The Technical Report identifies the significant improvement of charging CAZs over and above other activities.

The Plan does not recognise the threat of displacement of older and more polluting vehicles to non CAZ authorities/areas, and possible re-routing of journeys to avoid CAZs which could lead to further air quality problems. The Plan needs to be clear on the nationwide mechanisms to be made available to remove the threat of displacement. This will be primarily achieved by retrofit technology and vehicle scrappage schemes that need to be accessible to a wider array of vehicles than simply private cars.

The implementation of charging CAZs may lead to unfair competitive economic conditions between authorities with and without CAZs. This has a potential to create economic challenges for towns and cities in a time of economic instability.

Government should also consider the potential for road users to switch to equally polluting vehicles which are exempt from CAZ restrictions.

To ensure the implementation of CAZs (where required) have as minimal negative effect as possible, marketing and information campaigns need to commence as soon as possible in affected areas. Fleet renewal choices are currently being made by our region's businesses that could be negatively impacted by CAZ designation. We therefore need urgent clarity from government on how implementation will be supported logistically and financially at the national and local level.

Non-charging CAZs have not been modelled according to the governments Technical Report,

therefore the success of these measures is unquantified. They should be considered an extension of existing Local Air Quality Management Area declarations, which to date have had limited impact nationally. Local authorities will need clear evidence from government that the additional measures outlined are likely to lead to significant Nitrogen Dioxide improvements.

Tackling air pollution on the English Road network

Significant sections of the Strategic Road Network (SRN) are located in West Yorkshire. Investment is required in improvements to the SRN including the M1, M62 and the A1 to maintain an acceptable level of operation and improve flow. Increased highways efficiency could lead to air quality improvement, however this has to be achieved in collaboration with local authorities as their roads form the start and end of journeys involving the SRN.

Additional Funding to Accelerate Uptake of ULEVs/Hydrogen Vehicles and Infrastructure

WYCA welcomes additional funding measures to rollout the infrastructure required to support mass Ultra-Low Emission Vehicle (ULEV) adoption. It is hoped that the draft Vehicle Technology and Aviation Bill (2017) will receive royal assent post general-election as it proposes several related mechanisms, including conditioning ULEV charging/refuelling infrastructure at key locations and making charge point easier to access and use.

WYCA supports the steps by government to increase investment in alternative fuels, e.g. hydrogen refuelling infrastructure. This proposed activity will also complement the Leeds City Region's ambitions to be the first commercial hydrogen economy in the world. The City Region is already collaborating with the Northern Gas Network, Leeds City Council and Tees Valley LEP to explore NGN's exciting H21 Leeds City Gate project. This focuses on hydrogen based heat decarbonisation in the Leeds City area. There is wide spread political backing for this project and we are excited about its potential to not only contribute significantly to ensuring long term energy affordability, but to our local, and national carbon emission reduction targets and also the potential transformational impacts on the economy in terms of job creation, growth and innovation. By establishing the first commercial hydrogen economy in the world it would place our region on the map, making it the first port of call globally for hydrogen technologies and a region of excellence.

WYCA wish to work in partnership with stakeholders including neighbouring authorities to help facilitate a pan-northern/national hydrogen refuelling network. This involves long term, partnership working (as stated above) that has potential for economies of scale if investment is delivered intelligently. This preferred approach does not lend itself to the current trend for short timescale funding competitions for alternative fuel infrastructure. The government approach is likely to lead to pockets of high quality alternative fuel infrastructure that does not support industry needs for a nationwide accessible network, especially for the freight sector.

Retrofit Technology

There is likely to be a significant gap in capital funding required to ensure all impacted vehicles (especially bus and taxis) are compliant with CAZs. West Yorkshire has seen examples of significant private investment in low emission bus fleet renewal – e.g. First Bus £70m in Leeds as match funding to the DfT's £173m Leeds Transport Investment Programme. However, planned lifecycle replacement alone is not likely to achieve compliance, especially for smaller

	<p>operators.</p> <p>In the short term, emission abatement retro-fit technology is likely to be the preferred solution to ensure 100% compliance and address the real threat of displacement of higher polluting vehicles away from CAZs. The government could take action to ensure sufficient retrofit capital is available to all local authorities to mitigate displacement, achieve compliance, and achieve wider air quality improvement across the UK.</p> <p>A national framework for retrofit accreditation needs to be advanced quickly to provide confidence in the technology and allow operators to plan and deliver upgrade investment.</p>
2.	<p>Question - What do you consider to be the most appropriate way for local authorities in England to determine the arrangements for a Clean Air Zone, and the measures that should apply within it?</p> <p>The Plan's proposed arrangements for CAZs appear to leave national Government with scope to control implementation of local Clean Air Zones. This appears inconsistent with Government's wider stated commitment to devolution on the basis that local areas are best placed to determine the most appropriate response to specific local public policy issues and challenges.</p> <p>The ambiguity/scope for Government control could also hinder the development of effective air quality management strategies as local areas may attempt to second guess what measures the Government would find acceptable. Given the tight timescales for achieving air quality targets this could lead to valuable time being wasted and in air quality plans that are ineffective.</p> <p>Locally accountable authorities are best placed to balance the needs of local business and communities with the need for an effective plan to improve air quality. Devolved funding will enable local authorities to determine and deliver appropriate Clean Air Zone compliance mechanisms.</p> <p>Question - What factors should local authorities consider when assessing impacts on businesses?</p> <ol style="list-style-type: none"> 1. Additional cost to businesses of ensuring compliance through fleet renewal, above and beyond normal vehicle lifecycles 2. Ability for businesses/operators to access grants and loans to ensure compliance 3. Congestion costs of potential re-routing of traffic on alternative routes leading to business delay and potential air quality issues 4. Valuing of wider benefits, e.g. clean air and attractive 'green' spaces to work in (there is a basket of benefits for businesses such as increased wellbeing of staff, increase in productivity, attracting new talent/customers, inward investment).
3.	<p>Question - How can Government best target any funding to support local communities to cut air pollution? What options should the Government consider further, and what criteria should it use to assess them?</p>

Are there other measures which could be implemented at a local level, represent value for money, and that could have a direct and rapid impact on air quality? Examples could include targeted investment in local infrastructure projects.

How can Government best target any funding to mitigate the impact of certain measures to improve air quality, on local businesses, residents and those travelling into towns and cities to work? Examples could include targeted scrappage schemes, for both cars and vans, as well as support for retrofitting initiatives.

How could mitigation schemes be designed in order to maximise value for money, target support where it is most needed, reduce complexity and minimise scope for fraud?

Locally accountable authorities are best placed to create an effective plan to improve air quality. Devolved funding will enable local authorities to determine and deliver appropriate Clean Air Zone compliance mechanisms. Adequate revenue and capital funding is required for local authorities to design and deliver locally appropriate mechanisms.

As stated in our Q1 response, poor air quality does not solely relate to Nitrogen Dioxide. The Air Quality Plan should use this opportunity to address wider air quality impacts including Particulate Matter.

WYCA supports a nationwide scrappage scheme to support individuals and businesses in purchasing cleaner, less polluting vehicles. A scrappage scheme should not be solely restricted to the private car. This presents a wider opportunity for older diesel vehicle replacement across a range of sectors including LGV, HGV, Trains and Buses. However, the scheme needs to be equitable – to ensure all have opportunity to replace older vehicles. Any scrappage scheme to support ULEV uptake needs to ensure an adequate nationwide charge point is in place to ensure success.

Government should consider the threat of displacement of older vehicles to areas without CAZs. To mitigate this, there could be a nationwide programme of retrofit technology available to all operators/local authorities - not simply CAZ conditioned areas - to support nationwide improvements in air quality and remove the risk of creating further poor air quality areas.

Government should commit significant capital to support non-car travel modes such as rail, bus and cycling and walking as key drivers to reducing poor air quality. Many short journeys currently undertaken by car could be transferred to walking and cycling if appropriate and safe infrastructure was in place to enable journeys. Grant funding for Local Transport Plans – to promote and provide for non-car alternative choices - has been cut in recent years to deliver local interventions.

Investment in Rail - WYCA is delivering a series of Park and Rail sites through the £1bn West Yorkshire and York Transport Fund, however without further investment in the railway the success of similar schemes will be limited. Ensuring sufficient rail capacity to meet demand and instil further mode shift away from car will contribute towards a range of economic and environmental benefits.

Investment in cycling and walking - In West Yorkshire the £60m CityConnect programme is creating the infrastructure and training to enable a range of journeys to be undertaken by

	<p>sustainable travel. The DfT's 'Investing in Cycling and Walking; The Economic Case for Action' stated that schemes delivered through the Sustainable Travel Towns projects achieved an average BCR of 4.5:1, which is considered extremely high value for money.</p> <p>Green Infrastructure - The Air Quality Plan should also consider the vital role of Green Infrastructure i.e. tree planting in improving air quality whilst also helping tackle wider environmental issues such as climate change and flood alleviation. Trees have a positive impact on air quality by removing pollutants from air, including sulphur and nitrous Oxide, ozone and Particulate Matter. The Leeds City Region is in the process of updating its Green and Blue Infrastructure Strategy and Delivery Plan to ensure a coordinated approach to Green and Blue issues across the city region.</p>
4.	<p>Question - How best can governments work with local communities to monitor local interventions and evaluate their impact?</p> <p>Local Universities - including the University of Leeds - are world leading institutions on air quality, and have a significant role to play in research, design and monitoring of air quality improvement mechanisms. These institutions are best placed to create effective and value for money monitoring and evaluation programmes.</p>
5.	<p>Question - Which vehicles should be prioritised for government-funded retrofit schemes?</p> <p>We welcome views from stakeholders as to how a future scheme could support new technologies and innovative solutions for other vehicle types, and would welcome evidence from stakeholders on emerging technologies. We currently anticipate that this funding could support modifications to buses, coaches, HGVs, vans and black cabs.</p> <p>The government's draft CAZ Framework document proposes the types of vehicles to be impacted by CAZ minimum standards. For all four categories of CAZ (A-D), buses and taxis are impacted. Any retrofit funding must support these two sectors to adapt and comply with the minimum emission standards. WYCA will support these industries through the CAZ implementation process to ensure vehicles are the cleanest possible across all of West Yorkshire.</p> <p><u>Bus Sector</u></p> <p>Three of the five West Yorkshire authorities are named in the Air Quality Plan for Nitrogen Dioxide exceedances. With a large number of bus services operating between our West Yorkshire urban centres, there is likely to be a requirement for significant investment in our bus fleet to ensure compliance and allow vehicles to operate within the CAZ areas without negative impact on bus operations and our local economies.</p> <p>West Yorkshire bus operators have committed to significant private capital investment in operations to ensure the newest low emission vehicles. However, not all operators will have sufficient capital available to purchase new fleets of low emission buses beyond normal lifecycles. There is likely to be a significant 'gap' of vehicles achieving CAZ compliance by 2020, especially amongst smaller operators.</p> <p>Bus Retrofit is considered the most effective value for money solution to ensuring CAZ compliance. This requires a clear and early statement by government on retrofit accreditation</p>

	<p>technology that is compliant with CAZ requirements and reassure operators.</p> <p>Bus retrofit is a proven technology in West Yorkshire. Through the Clean Vehicle Technology Fund and Clean Bus Technology Fund, WYCA has successfully retrofitted 165 ‘Yellow Bus’ school buses and 32 Access Buses with emission abatement technology.</p> <p>Government funding for retrofit technology is essential and needs to be available to all authorities to ensure there is no displacement of older vehicles away from CAZs into other areas of the country, resulting in an exacerbation of air quality issues.</p> <p><u>Taxis</u></p> <p>West Yorkshire has approximately 11,000 taxi and private hire vehicles which are essential to supporting residents and businesses. Wheelchair accessible hackney carriages represent some 1,100 of the fleet. Nearly all are diesel and none of the fleet meet current Euro VI Emission standards.</p> <p>WYCA was successful in receiving £1.98m from the OLEV’s Taxi Scheme to support uptake of electric taxi and private hire operation. It is thought that some 70 hackney vehicles (6% of fleet) and 490 private hire (5% of fleet) will become ULEV by 2020 through the funding. Whilst new electric taxis and private hire models are to be made available, current pricing is likely to lead to limited uptake of these vehicles.</p> <p>There is likely to be a significant ‘gap’ of taxis not achieving CAZ compliance by 2020. Devolved funding should be made available both to support the financial gap for purchasing new ULEV taxis/private hire and for retrofit technology in short term to ensure CAZ compliance. A clear retro-fit accreditation scheme and funding programme needs to be established by government as soon as possible to assist the industry.</p> <p><u>Other Vehicles</u></p> <p>There is wider opportunity to retrofit other vehicles with emission abatement technology. Leeds has commenced a government funded trial to reduce the emissions of refrigeration units on HGVs. Other vehicles such as LGV, Refuse Vehicles and Trains could all be fitted with retrofit technology to improve emissions.</p>
<p>6.</p>	<p>Question - What type of environmental and other information should be made available to help consumers choose which cars to buy?</p> <p>The following information is considered appropriate for consumers to choose vehicles;</p> <ul style="list-style-type: none"> • A vehicle labelling scheme should not be simply limited to new vehicles and would provide greater effectiveness if the sale of second hand vehicles were included. • Simple information on a range of emissions that the vehicle emits (NOX, CO2 etc) • Estimated operational savings (fuel savings (£), maintenance savings (£), road tax (£)) • Simply payback on the investment (based on the whole operational lifetime) • Whole lifecycle analysis and the potential operational and maintenance cost savings likely over the lifetime of ULEVs • Indicative wider economic, social and health benefits that ULEVs will help to make in the future i.e. reduce cost to NHS etc. • A new central government led educational campaign is also needed to support all

	<p>proposed interventions and to support the roll out to businesses and consumers. This should be flexible enough for local variation but with key strong national messages and brand identity. Revenue support at a local level will also be needed for dedicated staff to implement changes.</p>
<p>7.</p>	<p>Question - How could the Government further support innovative technological solutions and localised measures to improve air quality?</p> <p>Local Authorities are best placed to use devolved funding to develop and deliver interventions with partners and stakeholders. The locally developed West Yorkshire Transport Strategy and West Yorkshire Low Emission Strategy recommend a range of appropriate actions to improve air quality. These include the following;</p> <ul style="list-style-type: none"> • ‘West Yorkshire Low Emission Procurement Guide’ for local authorities to support low emission fleet and services procurement • EcoStars – fleet efficiency improvement programme for public and private sector to improve driver behaviour and fleet emission performance. • West Yorkshire Air Quality and Planning Technical Guide– establishing financing mechanism for new developments to mitigate potential development related emission increases <p>Car Clubs are an effective way of influencing car ownership and usage, especially when integrated with public transport. The West Yorkshire and York Car Club was established in 2015 using £75k of DfT funding and has increased travel choice away from private car ownership for residents and businesses in the region. DfT funding has been used to pump prime several low emission vehicles – including pure electric - in key areas to integrate with public transport usage. The operation has grown in size, with over 3,000 members and coverage in all West Yorkshire districts. These types of schemes require financial support to mature into successful operations.</p>
<p>8.</p>	<p>Question - Do you have any other comments on the draft UK Air Quality Plan for tackling nitrogen dioxide?</p> <p>WYCA welcomes government action on air quality and is committed to delivering improved air quality across the region, as part of the Leeds City Region’s Strategic Economic Plan (SEP) vision for ‘good growth’ in the economy. The SEP objectives include delivering quality places for people to live and work, and providing support to move to a low carbon economy.</p> <p>Our draft West Yorkshire Transport Strategy – that will replace the existing Local Transport Plan - will deliver the SEP by creating the infrastructure for growth and ensuring residents and businesses benefit from cleaner, health places to live, by tackling air quality and environmental impact through investment in low carbon and low emission transport.</p> <p>WYCA has been successful recipients of several DfT/OLEV funding opportunities for low emission bus technology including Clean Vehicle Technology Fund, Clean Bus Technology Fund, Low Emission Bus Scheme and ULEV Taxi Scheme.</p> <p>A summary of WYCA’s response to the draft Air Quality Plan is as follows;</p> <ul style="list-style-type: none"> • DEFRA’s draft Air Quality Plan addresses the very narrow issue of Nitrogen Dioxide and mitigation against potential European Infraction fines therewith. It should be an opportunity to also address other significant emissions (e.g. Particulate Matter) and public health concerns (e.g. physical inactivity) which are central themes of the West

Yorkshire Low Emission Strategy – WYCA's adopted policy position on air quality and transport emissions. The Plan also omits to identify how the proposed actions will support a low carbon future.

- The Plan names three West Yorkshire authorities; - Leeds, Bradford and Wakefield, as having modelled legal exceedances of Nitrogen Dioxide by 2020, however the Plan states the modelling outputs are not yet considered definitive with a modelling accuracy of +/- 30%. Leeds was mandated in DEFRA's initial Air Quality Plan in 2016 to prepare a Clean Air Zone (CAZ) and is progressing implementation. This revised Air Quality Plan is ambiguous regarding legislative processes, legal requirements and responsibilities for implementing CAZs. It does not provide clarity to the authorities of Bradford and Wakefield on the implications of being named.
- WYCA will support the implementation of CAZs in West Yorkshire authorities where required. Charging CAZs appear to be the only modelled solution to deliver effective air quality improvement. Local authorities will need clarity asap on CAZs, to prepare for implementation and to distil information to the public, businesses and other stakeholders.
- The Air Quality Plan fails to recognise the threat of the displacement of older vehicles to non-CAZ mandated areas or the necessary mitigation. Neither does it consider users switching to other polluting vehicles exempt from CAZ restrictions.
- WYCA recognises the following measures outlined in the Plan as potentially the most effective activities to reduce emissions;
 - Emission abatement retrofit technology is likely to be the most value for money solution to achieving compliance for Hackney Carriage wheelchair accessible vehicles, buses and light/heavy goods vehicles in the shortest period of time. Retrofit should be open to all operators and authorities nationwide to mitigate the potential for vehicle displacement to non CAZ areas.
 - A vehicle scrappage scheme towards ULEV purchase is likely to be effective in bridging the financial gap for many residents and businesses in purchasing a new low emission equivalent vehicle. However, the scheme needs to be equitable – ensuring all have opportunity to replace older vehicles. This scheme should be considered for wider sectors than the private car to include LGVs, HGVs, buses and trains. This also needs to be supported by a substantially increased electric vehicle charge point network.
- Government has an opportunity with this Plan to create a cohesive strategic approach to environmental action from cross-government departments in terms of delivering policy and funding.
- Local authorities are best placed to take action on air quality. Government should provide greater devolved powers and funding to design and deliver local programmes as soon as possible.
- The government's preference for short term funding competitions prevent longer term cross-boundary partnership working to deliver cohesive air quality schemes e.g. a high quality network of ULEV refuelling infrastructure. This limits confidence for businesses operating nationwide to invest in ULEV fleets.
- Whilst vehicle technology will address emissions, it fails to deal with wider economic,

<p>social and environmental impacts, e.g. congestion. Greater investment in low emission sustainable transport - public transport, walking and cycling - will address a range of priorities.</p>

Director: Rob Norreys, Director of Policy,
Strategy and Communications
Author: Liz Hunter, James Nutter, Steve Heckley



Report to: Transport Committee
Date: 7 July 2017
Subject: Transport for the North Update

1 Purpose

- 1.1 To update the Transport Committee on Transport for the North's development of a Transport Strategy and to note progress on our road and rail priorities for Transport for the North, including the development of a Northern Powerhouse Rail network.
- 1.2 The Transport Committee is also asked to note that the recommendations from the East-West Trans-Pennine corridor study, which are being considered by WYCA at its 29 June 2017 meeting, are being provided as an input into Transport for North's further work on the Central Corridor.

2 Information

Strategic Transport Plan

- 2.1 Transport for the North (TfN) is seeking approval later in 2017 to be a Sub-National Transport Body. As part of their transition to this statutory status, TfN are developing a Strategic Transport Plan for the North of England, working with northern LEPs and Local Transport Authorities. To inform the Strategic Transport Plan, TfN have developed a range of documents as an evidence base. The principal items of evidence TfN have published at this point are the Non-Technical Summary of the Economic Growth and Transport Demand Analysis, as well as the Initial Integrated Rail and Major Roads Reports. It is important to note that these are published as consultants' reports, from which TfN and its Partners will draw evidence for the STP itself.
- 2.2 The Major Roads Report introduces the proposal of a Major Road Network for the North, which incorporates the Strategic Road Network, plus other economically important roads that connect the North's important economic centres, to provide a coherent and integrated network that needs to be resilient, reliable and efficient.
- 2.3 TfN, with Rail North, has been taking an integrated, evidence-based approach to identify the strategic improvements needed to rail infrastructure and services across the North. This includes delivering rail franchising commitments through Rail North, development of fast, frequent east-west journeys through plans for Northern Powerhouse Rail, and identifying other strategic improvements for rail to enhance passenger and freight services.

- 2.4 TfN will publish a Single Integrated Rail Plan by the end of 2017 which will support the Strategic Transport Plan by setting out an integrated programme of schemes to deliver Northern Powerhouse Rail, HS2, Network Rail enhancements and franchise commitments. It will be informed by evidence developed in the Initial Integrated Rail Report, freight and logistics work and the update of the Rail North Long Term Rail Strategy.
- 2.5 TfN is also proposing a new Northern Transport Demand Model (NTDM) to show how the volume and pattern of transport demand would respond to the changes in population and employment resulting from the economic growth envisaged by the Northern Powerhouse Independent Economic Review (NPIER). As part of this work, TfN have developed four scenarios that reflect futures in which interventions (including the programme of transport improvements outlined in the Northern Transport Strategy) have achieved the transformation in the economy of the North but with differential patterns of travel demand based on responses to non-transport factors (such as land use policy, energy prices and technological changes). TfN are working with WYCA on how these future scenarios relate to the LCR.
- 2.6 TfN published their background material on 21 June which can be found at the website address below:

<http://www.transportfornorth.com/strategic-transport-plan-evidence/>

Follow-up events are being held in Bradford, Leeds and York where Members, businesses and other interested parties can hear more about TfN's work. TfN will publish their draft Transport Strategy later in 2017.

Update on CA Priorities

- 2.7 Alongside the Department for Transport, TfN are continuing to work with delivery partners HS2 and Network Rail on the development of the Northern Powerhouse Rail (NPR) concept. WYCA and the Leeds City Region LEP are involved and represented in the work.
- 2.8 The recent focus of TfN's work has been on understanding the case for NPR to serve eight 'Other Significant Economic Centres' (OSECs) across the north, which in the Leeds City Region includes Bradford, Huddersfield and York as well as Leeds. The work done to date demonstrates that bringing these places into the NPR network potentially adds net benefits to the scheme, however more work needs to be done to examine the feasibility and costs of doing so, to ensure an affordable, value for money business case can be demonstrated. Wakefield is also an OSEC and further work needs to be done by TfN to examine the case for it to be served by NPR, dovetailing with the study being undertaken by HS2 considering the case for a South Yorkshire Parkway station. As reported previously, WYCA and the LCR LEP's position is amongst other things, for Leeds, Bradford and York to be on the NPR network.

- 2.9 The current focus for TfN is to finalise the case for passive provision to be made in the Hybrid Bill for HS2 Phase 2b for NPR/HS2 touchpoints i.e. junctions and station infrastructure. Including this infrastructure (and associated landtake) in the HS2 Phase 2b Hybrid Bill, the design work for which starts later this year, will save time, money and disruption later once NPR is in construction, and is a huge opportunity to make tangible progress now on the development and implementation of NPR. The proposed junctions of most immediate relevance for the Leeds City Region are between Leeds and Sheffield and east of Leeds.
- 2.10 Transport for the North are commencing the next tranche of work to conclude in September 2018. This work will define the NPR network to strategic outline business case level, and should determine whether or not the Leeds City Region's position on NPR will be included in the eventual network design.
- 2.11 Other priorities alongside NPR and HS2 agreed by WYCA included a robust review of future road and rail priorities and significant improvements to transform the distribution network, particularly considering rail freight. The agreed focus was on more reliable and predictable journeys on the M62 and M1 and short term improvements such as acceleration of the smart motorway programme and associated junction improvements (e.g. Leeds/Huddersfield stretch of the M62), alongside rail interventions such as East Coast Mainline.
- 2.12 Through the Major Roads Report and Integrated Rail Report mentioned above TfN have considered a number of strategic corridors for further work and agree with our priority areas. These workstreams include Northern Powerhouse Rail, Smart North and seven geographic connectivity priorities that reflect the economic links across the North:
- i. East Coast to Scotland
 - ii. Southern Pennines
 - iii. West Coast to Sheffield City Region
 - iv. Yorkshire to Scotland
 - v. Central Pennines
 - vi. Connecting the Energy Coasts
 - vii. West and Wales
- 2.13 Given there is current activity (being led by either TfN or Partners) on each of the top four above, TfN have concluded that this work should be completed and that the need (or otherwise) for further work on these Strategic Development Corridors, be re-assessed in Autumn 2017.
- 2.14 TfN have concluded that further detailed work is undertaken on the Strategic Development Corridors v, vi and vii above. The suggested next stage of this work is to develop Strategic Outline Programme business cases for the three corridors, which is likely to comprise a robust Strategic Outline Case and the identification of the interventions required on these corridors to support transformational economic growth. The work will also need to form a view on the interdependencies between

the connectivity requirements in each corridor, and with the other Strategic Development Corridors. This will enable TfN and Partners to identify the preferred interventions on a corridor, and the links to other investments that may be needed.

- 2.15 Of the three they are proposing to do more work on, the Central Pennines Corridor has the most direct impact for the Leeds City Region. This corridor broadly extends from Lancashire through to West Yorkshire, North Yorkshire, East Riding and Hull, and includes links to Liverpool City Region Atlantic Gateway, Leeds North West Quadrant and to North Yorkshire's east coast. Across this corridor there are key population centres and a diverse mix of strategic movements that need to be catered for, as well as providing enhanced and additional road and rail capacity across the Pennines. Freight and Logistics has a key role in supporting the ports, airports and inland ports as well as servicing the businesses located across the corridor.
- 2.16 When the CA set out its priorities for TfN in 2016, this included the M62 corridor and upgrades to existing east – west rail corridors such as the Calder Valley and Transpennine line via Huddersfield. WYCA has been working with officers at TfN to ensure that these priorities are properly considered as part of this corridor brief, including consideration of what will be delivered as part of the near term Transpennine Route Upgrade scheme.

East-West Trans-Pennine Corridor Study

- 2.17 Separately, an East-West Trans-Pennine corridor study was jointly commissioned by WYCA/Leeds City Region LEP, Lancashire County Council/Lancashire LEP and North Yorkshire County Council/North Yorkshire and East Riding LEP.
- 2.18 The purpose of the report was to develop a strategic and economic narrative and evidence base to support the case for enhanced East-West connectivity across the Central Trans-Pennine Corridor. The focus has been on a wider economic impact case to understand the likely benefits of enhanced connectivity on the “real” economy, the report sets out an evidence based (quantitative and qualitative) assessment to support the economic case for improved connectivity.
- 2.19 For the purposes of this study, the consultants considered the area north of the M62 corridor up to a Northern boundary defined by Kirby Lonsdale across to Ripon and down to York on the Eastern boundary. The analysis points to a current “Corridor economy” which is functioning well to an extent but which has significant untapped potential, partly as a result of its physical connectivity constraints. The travel to work analysis points to self-contained and insular “Yorkshire” and “Lancashire” labour markets, with limited labour movements between the two administrative boundaries, despite their geographic proximity. There is a critical need to ensure that the physical infrastructure is in place to promote the enhanced integration of these labour markets as there is evidence that this is currently limiting labour flows on an East-West axis.

2.20 The report flags up 7 key benefits to support investment in the connectivity offer in the East West corridor, namely:

- Supports complementary high growth, high value economic sectors and clusters.
- Will unlock the skills, R&D and innovation potential of the Corridor economy (the report sets out the untapped potential).
- Will support the growth potential of other key transport hubs – especially Leeds Bradford International Airport (LBIA), Manchester Airport and Port of Heysham and other East/West coast ports (e.g. Liverpool, Hull, Immingham, and Teesport).
- Will Support the needs and expansion of existing major employers and their supply chains.
- Will Attract new high value business activity and inward investment to the Corridor and wider Northern Region (this is in part based on feedback from businesses).
- Will Support housing and employment growth proposals and requirements.
- Will help address socio-economic inequalities in marginalised local labour markets that do not function effectively across the East West axis.

2.21 The study also analysed a range of high level connectivity scenarios – across road and rail – and concluded that potential additional transport user benefits of up to £70 million annually could be achievable (assuming a 20% reduction in generalised costs of travel across all modes).

2.22 The CA is being asked at its 29 June 2017 meeting to endorse the recommendations above for inclusion as evidence into the next stage of work being carried out by TfN. This corridor could have an important role to play alongside the CA priorities already agreed and we will work with TfN to better understand how connectivity improvements could support our economic objectives.

3 Financial Implications

3.1 None as a result of this report. The Corridor Study for the Central Pennines will be funded from TfN's budget.

4 Legal Implications

4.1 None as a result of this report.

5 Staffing Implications

5.1 The Transport Policy team are working closely with TfN on their work programme. Additional staffing resources are being established through the WYCA One Organisation, organisational design process.

6 External Consultees

6.1 None.

7 Recommendations

7.1 To note Transport for the North's development of a Transport Strategy and progress on our road and rail priorities for Transport for the North, including the development of a Northern Powerhouse Rail network.

7.2 To note the recommendations from the East-West Trans-Pennine corridor study, which are to be provided as an input into TfN's further work on the Central Corridor, subject to the WYCA's approval at its 29 June 2017 meeting.

8 Background Documents

8.1 None.

Director: Dave Pearson,
Director of Transport Services
Author: Dave Pearson



Report to: Transport Committee
Date: 7 July 2017
Subject: Bus Service Contract Management Issues

1 Purpose

- 1.1 To advise the Transport Committee of issues arising from recent closure of several bus operators.

2 Information

- 2.1 WYCA manages contracts with bus service providers to a total value of £26m (including those commissioned for Education Authorities). The contractors range from major bus companies such as First and Arriva to a range of small and medium sized enterprises (SMEs). Most of these contracts operate successfully. Terms and conditions of contract aim to ensure the services procured operate safely and in accordance with the specification set. WYCA has a contract compliance regime which monitors service delivery and takes such action as is necessary to safeguard passengers and deliver value for money. Procurement processes are in place to ensure operators have the capacity and capability to deliver the service.
- 2.2 Nevertheless there are circumstances where transport operators' businesses fail giving consequences for the Authority. This report sets out the consequences for WYCA of the closure of three bus operators in recent times.

Company A

- 2.3 Company A were contracted to provide a range of school bus services mostly in the Leeds area. The company also operated a large number of school bus services on a commercial basis accepting passes issued for travel by WYCA together with a small number of local bus services. The company went into receivership in September 2015.
- 2.4 Earlier in 2015, Company A had reported difficulties to WYCA which would have resulted in the immediate withdrawal of key school services during the exam period. WYCA made arrangements to fund the hire of vehicles until the end of term recovering these costs from payments to contracts held by Company A in the following academic year. At the start of the 15/16 academic year, WYCA made advance payments to all bus operators for the travel of school pupils using free bus passes during the coming term. By going out of business in September 2015, these payments could not be recovered from Company A necessitating debts of £122,953

to be written off in the Authority's accounts. Representations to recover these debts were made to the Administrators however this proved unsuccessful.

Company B

- 2.5 Company B was a local bus company which had grown quickly over the previous five years and had provided very competitive tenders for contracts with WYCA throughout West Yorkshire. The company unexpectedly ceased trading with immediate effect in October 2016. At the time the company went out of business, there were outstanding invoices issued to Company B for departure charges and roadside information to the value of £6,707. The administrators were notified of these debts. Representations were made to the Administrators for recovery of these costs however these were unsuccessful.

Company C

- 2.6 Company C carried out a range of WYCA contracts mostly in the Wakefield and Kirklees areas. The company unexpectedly went into liquidation in February 2016. There were no outstanding debts however there were significant additional costs arising from the need to commission alternative operators to maintain services at short notice. These additional costs were reduced over time following a full procurement process.

Company D

- 2.7 Company D was a local bus company which operated mostly commercial local bus and school services in the Wakefield area. The company operated several services under contract with WYCA. The Traffic Commissioner is the bus service regulator with the power to issue and withdraw operating licences. Following a public inquiry to address issues regarding the company's performance in maintaining its vehicles, its licence was revoked with effect from 29 April 2017. Following receipt of the Traffic Commissioner's judgement, WYCA cancelled its contracts with Company D. There are no outstanding debts.

Review

- 2.8 Approximately half of WYCA's spending on local and school bus service contracts is with SME companies. This proportion has increased in the last five years bringing the benefits of increased competition for tenders contributing to a reduction in public expenditure and supporting business growth. It does however carry greater risks when business failure occurs.
- 2.9 An internal audit review has been held investigating the circumstances around Company A and B. This has highlighted the need for more due diligence before a transport contract is awarded and for periodic financial health checks of operators during the life of contracts. Procedures following company liquidation will also be strengthened.
- 2.10 The Vehicle Standards Agency is the agency established by Government to monitor vehicle safety and to report to the regulator. The Agency undertake periodic and random inspections of vehicles and operating procedures. For its own contractual

purposes, WYCA commissions vehicle inspections using the Freight Transport Association. Whilst these did not identify any major concerns regarding Company D, steps were taken to suspend contracts as soon as the Agencies findings to the Traffic Commissioner were made available to WYCA.

3 Financial Implications

- 3.1 The debts with regard to companies A and B have been written off in the Authority's accounts.

4 Legal Implications

- 4.1 Actions taken in response to the closure of all four companies were taken in accordance with the Transport Acts and secondary legislation and guidance concerning bus service procurement.

5 Staffing Implications

- 5.1 None as a result of this report.

6 External Consultees

- 6.1 None.

7 Recommendations

- 7.1 That the Transport Committee note the issues emerging from the closure of bus service contractors set out in this report together with the actions taken to reduce this risk in future.

8 Background Documents

- 8.1 Internal audit report 2016/17 Debtors.

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Director: Melanie Corcoran,
Director of Delivery
Author: Fiona Limb



Report to: Transport Committee
Date: 7 July 2017
Subject: Cycle City Ambition Grant Programme

1 Purpose

- 1.1 To provide an update regarding the implementation of the Cycle City Ambition Grant programme and note the approach to delivery of the preferred suite of projects within the programme in order to manage the available funding effectively.

2 Information

Background

- 2.1 The hosting of the Tour de France Grand Depart in 2014 was accompanied by a strong desire for a legacy of greater participation in cycling. The WYCA meeting of 18 September 2014 noted the positive impacts of the Tour de France Grand Depart and endorsed a West Yorkshire legacy strategy within the context of the wider legacy approach being led by the City of York Council. WYCA also resolved that this longer term ambition should be included in future strategic planning, including the development of the West Yorkshire Transport Strategy. Reflecting the growing importance to cycling and walking as part of integrated transport networks, which are sustainable, low emission and health as part of the overall approach to inclusive growth in our communities.
- 2.2 The adopted legacy strategy recognised how greater levels of participation in cycling (and walking) would have benefits for the economy and for health and well-being.
- 2.3 The legacy strategy, and the approach being adopted in the development of the Single Transport Plan, involves a long term approach to creating a physical environment that is more conducive to cycling and walking.
- 2.4 This approach has been facilitated by the ambition displayed in two successful bids for Cycle City Ambition Grant Funds, securing £40 million for investment in high quality cycling and walking infrastructure across West Yorkshire and York.
- 2.5 The Transport Committee, at its meeting of 11 December 2015, approved the consolidation of these two separate bids into a single programme with a value of £55m, funded through Cycle City Ambition Grant, Local Transport Plan funding and a range of other sources of local match funding. The consolidation was intended to ensure the transfer of good practice, optimise the use of resources for consultation,

engagement and promotion, as well as allowing a comprehensive overview of financial management.

Progress to Date

- 2.6 The Cycle City Ambition Grant Programme (known as City Connect) is being implemented through a series of complementary projects. The status of each of the projects is set out in **Appendix 1** and summarised below.
- 2.7 The Cycle Superhighway, a 24km route from east Leeds to Bradford City Centre is substantially complete, with all sections in use although some complementary developer related works are ongoing on section G (CS2 Leeds-Seacroft).
- 2.8 The associated 20 mph zones surrounding the route in Leeds and Bradford are complete and operational.
- 2.9 The additional cycle parking in Leeds, is complete and operational.
- 2.10 The planned re-surfacing on the towpath on the Leeds-Liverpool Canal between Leeds and Shipley is complete, and operational. The usage outcomes to date shows a 49% increase in trips on the Leeds Liverpool canal towpath at Kirkstall Forge, since it was upgraded in 2015. These works also included the removal of some barriers altogether and the replacement of the remaining A-frame Barriers with adjustable K-frame barriers and radar keys to improve accessibility of the towpath for a range of users.
- 2.11 The supplementary 'Walking for Health' project is complete, and the results analysed and disseminated.
- 2.12 A wide range of consultation, engagement and promotional activities have been undertaken to date, including:
- 22,000 people consulted on Phase 1 with 78% in support of the scheme
 - 4470 school children participated in activities
 - 2040 commuters engaged through 169 businesses
 - 400 students engaged
 - 526 adults received cycle training
 - 160 cycle storage spaces created
 - 1709 members of public engaged in West Yorkshire Love to Ride cycle challenge
- 2.13 The initial 'pre' works surveys have been completed and results analysed. Some early results from cycle counters are available and show over 250,000 cycles have been recorded on the superhighway since completion. Comprehensive post-scheme surveys are currently being undertaken to understand the impact of the programme to date, including, cycle parking counts, screen line counts, speed surveys and user surveys.

Re-scoping the Programme

- 2.14 It has been necessary to re-scope the programme in view of recently awarded additional DfT funding and emerging cost pressures on the budget for the programme.
- 2.15 DfT has awarded £700k CCAG ‘top up’ funding to WYCA to develop a business case for a cycle and walking bridge over the A629 to address safety concerns and provide improved segregated connectivity between the communities of Silsden and Steeton. Further funding will need to be sought to deliver the bridge following development of the Full Business Case by Bradford Council in line with the Assurance Process. In addition £1.5m revenue funding has been allocated to West Yorkshire from the Cycling and Walking to Work Fund in 2017/18. This will be used to support and enhance the CityConnect engagement activities working with jobseekers, apprentices and workplaces to encourage access to work and training on foot and by bike.
- 2.16 A consequence of securing funds through competitive bidding processes, with tight timescales, is that costs are based upon preliminary estimates, rather than detailed design and tendered costs. As the programme has progressed it has become apparent that the level of contingency within the original bids, which was based on standard practice, has proved to be insufficient as projects provide details of the quantified risk associated with delivery going forward. In addition, construction costs have increased at a higher rate than originally envisaged, and claims for increased contractor payments have arisen for Phase 1.
- 2.17 It is considered that a programme contingency of £3m is required in order to support the future contract awards as well as residual risk associated with Phase 1 as detailed in table 1 below.

Table 1: CCAG Budget

<u>Forecast</u>	<u>Risk</u>	<u>Budget</u>
£55,021m	£4,086m	£56,460m
Potential Shortfall £2,647m		

- 2.18 WYCA has therefore worked with partner authorities (the five West Yorkshire District Councils and City of York Council) to review the scope of the programme with the aims of maintaining the ambition of transformed infrastructure connecting towns and cities, within the approved funding envelope.
- 2.19 This review concluded that the cycle hubs element was difficult to progress through the City Connect programme in view of the long term maintenance implications for revenue expenditure, and that hubs would be better progressed through other initiatives including private sector investment. The review also concluded that the

'neighbourhood' element, designed to facilitate cycle and walking access to segregated routes, was not as yet well defined, had wider benefits and could be better addressed through the 'Quality of Place' theme of the draft West Yorkshire Transport Strategy.

- 2.20 The review also considered the inter-relationship between City Connect component projects and other WYCA funded initiatives, including those forming part of the West Yorkshire Plus Transport Fund (WY+TF).
- 2.21 An option to integrate the Canal Road (Bradford) element within a complementary WY+TF project in the area was explored. Although the scheme was assessed as providing benefits through the WYCA Assurance Framework, the timing was not considered sufficient to progress this option as the complementary WY+TF scheme is not sufficiently progressed at this time to link the projects and fully assess the impact of this scheme on the overall benefits of the wider project.
- 2.22 The review also looked at the value for money, deliverability and quality of all the other projects in the programme in order to provide a standard methodology for scheme prioritisation.
- 2.23 A number of schemes performed poorly compared to others in terms of quality, aspiration, value for money and overall deliverability. The review noted that the Scarborough Bridge scheme in York may prove to be unaffordable and that slippage in progressing the Huddersfield town centre scheme may mean that the expenditure deadlines associated with the Cycle City Ambition Grant funding might not be met. In addition, the Rochdale Canal Phase 2 and elements of the Wakefield – Castleford Greenway project are at earlier stages in the delivery process and may not provide good value for money once firm costs are available. Further work is now being undertaken to understand these issues further.
- 2.24 The review also noted that it would be desirable to, if affordable, re-allocate funding to address the deterioration in the condition of the Leeds-Liverpool canal towpath near Shipley that was not upgraded as part of the towpath works.
- 2.25 These issues have been informally discussed with DfT, as the primary funder of the CityConnect Programme. Further discussions will be needed as the programme moves forward.
- 2.26 It is therefore recommended that the remaining projects within the programme, detailed below in Table 2, are put on a 'reserve list' with work continuing to develop and shape the projects going forward with the programme objectives and ambition in mind. Following which, further assessment will be required to select which to take forward whilst bringing overall programme within total budget.
- 2.27 These projects are still required to progress through Decision Point 5 of the Assurance Framework and include an updated position on the overall CCAG Programme.

Table 2: CCAG Remaining Projects ‘reserve list’

Scheme	Residual Costs (000s)	BCR	Quality
Huddersfield Town Centre	£1,257	0.35	Amber
Calderdale Canals Phase 2	£1,295	0.73	Red
York Scarborough Bridge	£1,743	0.81	Green/Amber
Wakefield – Castleford future phases	c£1,000	0.97	Green/Amber

2.28 The following schemes have completed procurement and have been assessed as providing good value for money as well as achieving the quality expectations as set out in the bid to DfT. Therefore the next step is for WYCA to enter into funding agreements with each delivery partner for the named projects:

- Leeds City Centre Project – Leeds City Council
- Wakefield to Castleford: Phase 1 – Wakefield Council
- Calderdale Canals: Phase 1 – Canal and Rivers Trust
- Leeds-Liverpool Canal (Airedale Greenway) – Canal and Rivers Trust
- Huddersfield Narrow Canal – Canal and Rivers Trust
- Bradford Canal Road – Bradford Council

2.29 Following delivery of the priority schemes listed above c£3.3m will be available to deliver schemes from the ‘reserve list’ plus any funds remaining from the risk allocation should risk not materialise as the projects progress through delivery.

3 Financial Implications

3.1 The delivery of the projects identified in Paragraph 2.28 will be funded through the CCAG Programme budget of £30.279m as approved by WYCA at its meeting on 25 June 2015.

4 Legal Implications

4.1 The schemes that are recommended to move forward to delivery as detailed in para 2.28, will be subject to funding agreements between WYCA and the delivery partners identified.

5 Staffing Implications

5.1 There are no staffing implications from this report.

6 Consultees

6.1 CityConnect Programme Board has been consulted in the preparation of this report.

7 Recommendations

7.1 That Transport Committee notes that the DfT grant funding offers of £700k (capital) and £1.5m (revenue) are to be included within the programme and expenditure on related cycling and walking initiatives, as approved by WYCA on 6 April 2017.

7.2 That the Committee notes the approach to managing the CCAG budget and that the remaining projects within the programme in Table 2, are put on a 'reserve list' and must go through further assessment to select which to take forward that will bring overall programme within total budget.

7.3 That the Committee further notes that the schemes listed below will proceed to delivery:

- Leeds City Centre Project – Leeds City Council
- Wakefield to Castleford: Phase 1 – Wakefield District Council
- Calderdale Canals: Phase 1 – Canals River Trust
- Leeds-Liverpool Canal (Airedale Greenway) – Canals River Trust
- Huddersfield Narrow Canal – Canals River Trust
- Bradford Canal Road – Bradford District Council

7.4 The Committee notes the removal of the cycle hubs and neighbourhood projects, and alternative means of progressing this type of intervention.

8 Background Documents

8.1 None.

Cycle City Ambition Grant Programme Project Summaries

Project	Progress/Status	Notes
<p>Leeds – Bradford Cycle Superhighway: Split into two sections CS1 Superhighway is just over fourteen kilometres of segregated cycle route between Leeds and Bradford, running from Leeds city centre along the A647 to the new Broadway shopping centre right in the heart of Bradford. CS2 is 6km of segregated cycle route along the A64 York Road between Leeds City Centre and Seacroft.</p>	Project substantially complete.	Some minor works required following road safety audit process. Some works continuing on CS2 as part of development related works at eastern end (Seacroft hospital site). Ongoing contractual dispute between LCC and their appointed contractor, associated financial risk being managed.
<p>Leeds 20mph zones: delivery of 20mph zones within communities along the superhighway route to create streets that are safer for all users, creating areas that are much more liveable and attractive for cycling and walking and providing access to the Superhighway.</p>	Project Complete	
<p>Bradford 20mph zones: delivery of 20mph zones within communities along the superhighway route to create streets that are safer for all users, creating areas that are much more liveable and attractive for cycling and walking and providing access to the Superhighway</p>	Project Complete	
<p>Phase 1 Canal Towpath Project: Upgrade of 16km of the Leeds-Liverpool Canal towpath between Kirkstall and Shipley to create an all-weather high quality path suitable for commuting or leisure by all users. Along with improving access by removing and upgrading barriers.</p>	Project Complete	There is a small section of towpath in the Shipley area that was not included in the original scope of works, this has now degraded to a point where works are required. If funding was to become available this section would be considered for upgrade.
<p>Leeds Cycle Parking and Hubs: An additional 340 on street cycle parking spaces was provided in Leeds City Centre. The project also aimed to provide a high quality cycle hub in the city.</p>	The on street cycle parking is complete.	The cycle hub element has been removed as the ongoing maintenance liability would not be acceptable to WYCA or partners in addition it was noted that this may be in competition with commercial operations.
<p>CityConnect Walking and go:walking: A range of walking engagement activities delivered in target areas of health deprivation in partnership with Living Streets and Public Health through community based delivery organisations.</p>	Project Complete	This project was completed through additional funding from the DfH and DfT LSTF and ran for the first three years of the programme.
<p>Leeds City Centre: The Leeds</p>	Detailed designs are	The project's scope no longer

<p>CityConnect scheme will expand the Cycle Superhighway network in Leeds City Centre, providing links to the education quarter a central cycling loop and a superhighway to Elland Road stadium.</p>	<p>complete and the project has been tendered for construction by Leeds City Council. Recommendation to progress to delivery.</p>	<p>includes the Elland Road superhighway or the complete cycling loop due to funding constraints. The public consultation asked for feedback on which sections of route should be prioritised, these have been taken forward for construction.</p>
<p>Bradford Canal Road: The new segregated cycle route would run between the City Centre nearby the Forster Square Rail station area, for approximately 2.3km along the Canal Road/Valley Road corridor.</p>	<p>Detailed designs are complete and the project has been tendered for construction by Bradford District Council. Recommendation to progress to delivery.</p>	<p>There have not been any changes in scope or design ambition.</p>
<p>Castleford to Wakefield: The Castleford to Wakefield Greenway project will deliver a fully surfaced cycle path from Castleford to Wakefield alongside the River Calder, filling in the gaps of the existing greenway and providing bridge access over the Hallam line. This project is planned to be delivered in five phases, some with interdependencies.</p>	<p>Designs for first section completed and the scheme has been tendered for construction by Wakefield District Council. Recommendation to progress this section to delivery. Tender documents have been prepared and are ready to be issued for detailed design and construction of the bridge (with a break clause following design and detailed costs). Sustrans have been appointed to complete the design of the following three sections as the land is owned by Railway Paths Ltd (a subsidiary of Sustrans).</p>	<p>The original scope included a further section of riverside greenway from Ashfields to Chantry Bridge in Wakefield. This section will now be delivered through associated developer contributions as the route abuts new housing sites.</p>
<p>Canal Towpaths: The Canals Project is delivering schemes on four canals in two phases. The Calderdale Canals project aims to improve the route between Tormorden and Brighouse, following the National Cycle Network Route 66 along the Rochdale and Calder-Hebble canals (the Rochdale element is planned to be delivered in two phases). In addition, there will be towpath improvements along the Huddersfield Narrow Canal from Huddersfield town centre to Golcar and upgrades to the Leeds-Liverpool from Riddlesden to Silsden.</p>	<p>All schemes have been designed, consulted on and firm prices have been obtained for the works from Canal and Rivers Trust's Framework contractor. Recommendation to move all schemes (except Rochdale Phase 2) to delivery.</p>	<p>The scope of the works are the same as set out in the bid. There is an additional element of the project that has been identified in the Cooper Bridge area that will provide links into Brighouse. This element requires the creation of a Bridleway or permissive route over private land along with towpath improvements. In addition improvements for cyclists and pedestrians in Sowerby Bridge and Brighouse are being progressed through complementary projects being developed by Calderdale MBC.</p>
<p>Huddersfield Town Centre: The Huddersfield town centre project</p>	<p>Designs developed including Stage 1 & 2 safety audits.</p>	<p>The scope and design aspiration of this project has reduced since the</p>

<p>aims to provide new cycle infrastructure that will connect cyclists to the town centre removing the ring road as a barrier. It will look to improve the access to health and education facilities within the town and improve the connectivity to existing cycle infrastructure.</p>	<p>The project has stalled due to sensitivity around political difficulties in Huddersfield Town Centre.</p>	<p>bid phase due to deliverability and cost issues. There is an option to progress Cross Church St scheme as a standalone enhanced scheme as this has links to development and other funding opportunities.</p>
<p>Scarborough Bridge York: This project consists of building a new, 3.5m wide bridge deck across the River Ouse near to the centre of York, adjacent to the existing Scarborough-line railway bridge. The bridge will have ramped access for pedestrians and cyclists.</p>	<p>Network Rail have completed the GRIP3 process.</p>	<p>The scope of this project has not changed since the bid stage however the forecast costs have increased significantly from £3m to £4.5-5m. York CC are seeking additional funding through the York and NY Growth Deal to progress the scheme.</p>
<p>Neighbourhoods: The concept of a neighbourhood's project was included in the initial bid that was approved by Department for Transport in 2015. Whilst some initial work was undertaken to scope out and define an approach early in the second phase of programme delivery, no resources were allocated to this project and no further work has been undertaken.</p>	<p>Project not progressed.</p>	

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Director: Dave Pearson, Director of Transport Services
Author: Departmental Managers



Report to: Transport Committee
Date: 7 July 2017
Subject: City Region Transport Update

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12a, Local Government Act 1972, Part 1	

1 Purpose

1.1 To provide the Transport Committee with an update on current issues.

2 Information

HS2 Growth Strategy

- 2.1 Transport Committee considered a report on HS2 Growth Strategy at the April 2017 meeting. The report set out that Phase 2 of the development of the HS2 Growth Strategy will focus on how connectivity can support economic growth as a result of HS2. The purpose of this workstream will be to establish the major local and regional connectivity priorities which are required to enable and maximise growth associated with HS2 coming to Leeds.
- 2.2 In accordance with committee Terms of Reference, at its meeting on 29 June 2017, WYCA approved the creation of a new Leeds City Region HS2 Connectivity Strategy, and delegated oversight of the development of the Strategy to Transport Committee. In parallel to this, ARUP have now also been commissioned to provide support to the development of this strategy.
- 2.3 Development of the Strategy which will consider rail as well as mass transit options will be brought to future Transport Committee meetings and to workshops of Transport Committee for detailed consideration.

Leeds Public Transport Investment Programme

- 2.4 December 2016 Transport Committee considered the submission of the Leeds Strategic Outline Case, which was a £270m package of measures to improve public

transport in Leeds District. It included the £173.5m which had previously be identified for the NGT trolleybus project. The documentation was submitted to the Department for Transport in December and is available on the WYCA website <http://www.westyorks-ca.gov.uk/News/Articles/Leeds-Transport-Strategy-submission/>

- 2.5 In addition to the DfT £173.500m contribution, monies from Leeds City Council and the West Yorkshire Combined Authority of £8.800m and £0.966m respectively will increase the funding to £183.266m. The programme also includes private sector finance including expenditure on more environmentally friendly buses by bus operators bringing the total programme investment to over £270m. The DfT funding will be provided in tranches up to 2020/21.
- 2.6 Following consideration of the submission, the Department approved the programme on 21 April 2017. The main conditions of the grant from the DfT are that the funding is to be used for public transport improvements in Leeds which must be substantially complete by March 2021. As outlined in January’s Investment Committee report, WYCA will be the accountable body for the programme, and will apply the Assurance Framework to the programme. As such, the investment decisions around the programme will be overseen through Investment Committee and WYCA, but with updates provided to Transport Committee.
- 2.7 The first steps in the delivery of the programme have now commenced. Investment Committee and also WYCA have now approved the first tranche of £15.310m funding towards delivery of the Programme. This approval covers the initial development work to progress schemes to Outline Business Case. This will be completed in a phased approach from late 2017.
- 2.8 The programme will be jointly delivered by Leeds City Council and WYCA and the development funding will be spent by both organisations

Package	Spend for developing to OBC stage (£m)	Scope
1	5.260	Feasibility works on Bus priority corridors
2	2.750	Mix of outline and detailed design work on bus Park and ride
3	2.900	Development of outline design work for City centre gateways
4	1.950	Rail development of feasibility work
5	1.450	Bus delivery
6	-	Development of Mass transit
7	-	Bus delivery Board
8	1.000	Programme management (WYCA/LCC), PR/Comms, PMO, Legal, Resource, scheme leaders & Assurance
TOTAL	£15.310m	

ULEV Taxi Scheme

- 2.9 WYCA reported to Transport Committee in April 2017 that it has successfully bid to the Government Office for Low Emission Vehicles (OLEV) Ultra Low Emission Taxi Scheme and will receive £1.98m in capital funding to deliver 88 electric vehicle charge points across West Yorkshire dedicated for taxi and private hire use.
- 2.10 An allocation of £1.2m of Local Transport Plan Integrated Transport block funding had been used as match funding to support infrastructure rollout and deliver the project over the 3 year delivery period up to 2019/20. This was part of the LTP IP3 programme endorsed by Transport Committee on 24 February 2017 and approved by Combined Authority on 6 April 2017. Due to the project's net value of £3.18m (including £1.2m LTP grant) it sought and gained endorsement (including LTP match) via Investment Committee on 16 June and approval at the Combined Authority on 28 June 2017.

National Productivity Investment Fund

- 2.11 The National Productivity Investment Fund (NPIF) was announced in the Autumn Statement 2016. Department for Transport announced funding allocations in January 2017 for each local authority area for the year 2017/18 and a total of £6.925m capital grant funding was received from Government for delivery of schemes by WYCA and District partners. At their meeting on 6 April 2017, Combined Authority approved the provisional programme and spend of the £6.925m National Productivity Investment Fund (NPIF) allocation
- 2.12 NPIF funding for the period 2018-20 is being granted on the basis of competitive bidding. Bid guidance was published in April 2017 with a deadline for bids of 30th June. Bids are expected to be submitted by local highways authorities (i.e. in West Yorkshire, the WY District partners) for "small" (£2-5m) or "large" (£5-10m) schemes. The Combined Authority has a role in co-ordinating and ranking bids. LEP endorsement of District bids will also contribute positively in the assessment of the bids.
- 2.13 WYCA have co-ordinated discussions between Districts and will submit the bids by the end of June.

Cycling and Walking Investment Strategy/Local Cycling and Walking Infrastructure Plans

- 2.14 On 21 April 2017 Government published the first ever statutory Cycling and Walking Investment Strategy¹ (CWIS) as required by the Infrastructure Act 2015 after a consultation period in 2016 to which WYCA responded.

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/603527/cycling-walking-investment-strategy.pdf

- 2.15 The CWIS states the Government’s ambition for cycling and walking to be “the natural choice for shorter journeys” and identifies targets and objectives to be achieved by 2025. The CWIS also sets out the funding sources available to deliver the ambition, including capital from the Local Transport Plan, Local Growth Fund and revenue funding from the Access Fund and Cycling and Walking to Work Fund.
- 2.16 One of the key actions identified in the CWIS is for Government to publish technical guidance on the development of Local Cycling and Walking Infrastructure Plans (LCWIP) in order to help Local Authorities take a more strategic approach to improving conditions for cycling and walking and increase the numbers of people doing so. Preparation of LCWIPs is not mandatory for Local Authorities but authorities who have plans will be well placed to make the case for future investment, through the identification of a planned network and prioritised pipeline of schemes to deliver the network.
- 2.17 It is proposed to develop LCWIPs for each District area in West Yorkshire that function as standalone Plans, that will be brought together to allow the creation of a single West Yorkshire LCWIP for use at a strategic level (for example, for use as part of the West Yorkshire Transport Strategy). District partners have confirmed their intention to develop LCWIPs for their area as part of a West Yorkshire approach.
- 2.18 In order to support Local Authorities in developing LCWIPs, Government is offering consultancy support to a limited number of authorities, on the basis of submissions of Expressions of Interest by 30 June 2017.
- 2.19 Government is offering the maximum amount of consultancy support (80 days) to Combined Authorities, and WYCA intends to submit an Expression of Interest with input and support from District partners following discussions about the best use of this support across the West Yorkshire partners, reflecting local priorities and needs. The Expressions of Interest are seen by Government as the starting point for wider engagement with authorities on future plans for cycling and walking.
- 2.20 LTP IP3 funding for Cycle Network Development is also available which could be used to either enhance any Government-funded consultancy support as part of the initial development of LCWIPs; deliver further phases of LCWIPs with expanded geographic reach; or support development of LCWIPs if Government support is not secured.

Park & Ride Update

- 2.21 A new 1,000 space Park & Ride facility opened on 19 June 2017 at Temple Green on the A63 south eastern approach to Leeds close to the M1 junction 45. The £9m West Yorkshire Transport Fund scheme provides an indoor heated and staffed passenger facility which includes toilets, a baby changing area and ticket machines. The site also caters for cycles and motorcycles and electric vehicles providing free charging points. Buses make the 15-minute journey into the city centre every weekday every 10 minutes. The service operates between 6am and 9pm and on Saturdays from 7am to

7pm. The service will operate with Euro 6, Wi-Fi-equipped double deck buses. Ultra low emission buses will enter service on Park & Ride later in the year. Over 200 cars per day were parked at Temple Green during the first week of operation when free travel was provided; this level of use was sustained in the following week when charges were introduced.

- 2.22 Also on 19 June, the Elland Road Park & Ride service was extended to operate longer hours on a weekday (6am until 9pm) and on Sundays (10 15am until 5 40pm). Currently an average of 650 cars are parked at Elland Road each weekday; 1,300 single passenger trips are made each day.

Bus 18 Update

- 2.23 The Bus 18 programme of initiatives was jointly launched by WYCA and bus operators in March and was reported in detail to the last meeting. Since that meeting the following progress has been made against the key workstreams;
- Customer service standards – a trial of on-bus cleaning will commence at Leeds Bus Station;
 - Air Quality – Eco Stars ratings are now being displayed on buses;
 - Travel Information – a new format of bus stop information will be rolled out from October following consultation with passengers and operators. Examples will be available to view at the meeting; and
 - Punctuality and Reliability – the Bus Hotspots programme outlined elsewhere in these papers has been developed as a product of collaboration within the Bus 19 programme.

3 Financial Implications

- 3.1 None directly as a result of this report.

4 Legal Implications

- 4.1 None as a result of this report.

5 Staffing Implications

- 5.1 None as a result of this report.

6 External Consultees

- 6.1 None.

7 Recommendations

7.1 That the updates provided in this report are noted.

8 Background Documents

8.1 As identified in the report.