

OVERVIEW AND SCRUTINY COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY 22 MARCH 2019
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. POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING HELD ON 18 JANUARY 2019**
(Pages 1 - 12)
- 5. CHAIR'S UPDATE**
- 6. STRATEGIC TRANSPORT PRIORITIES**
(Pages 13 - 82)
- 7. BUSINESS GRANTS CRITERIA AND INCLUSIVE GROWTH**
(Pages 83 - 104)
- 8. SCRUTINY WORK PROGRAMME 2018/19**
(Pages 105 - 118)
- 9. DATE OF THE NEXT MEETING - 24 MAY 2019**

Signed:



**Managing Director
West Yorkshire Combined Authority**

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**MINUTES OF THE MEETING OF THE OVERVIEW AND SCRUTINY COMMITTEE
HELD ON FRIDAY 18 JANUARY 2019 AT COMMITTEE ROOM A, WELLINGTON
HOUSE, LEEDS**

Present:

Councillor Liz Smaje (Chair)	Kirklees Council
Councillor Stephen Baines MBE	Calderdale Council
Councillor James Baker	Calderdale Council
Councillor Glenn Burton	Wakefield Council
Councillor Ian Cuthbertson	City of York Council
Councillor Dot Foster	Calderdale Council
Councillor Peter Harrand	Leeds City Council
Councillor Graham Isherwood	Wakefield Council
Councillor David Jenkins	Leeds City Council
Councillor Paul Kane	Kirklees Council
Councillor Manisha Kaushik (substitute)	Kirklees Council
Councillor Sarfraz Nazir	Bradford Council
Councillor Mike Pollard	Bradford Council
Councillor Denise Ragan	Leeds City Council
Councillor Betty Rhodes	Wakefield Council

In attendance:

Khaled Berroum	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Michelle Burton	West Yorkshire Combined Authority
Joanne Grigg	West Yorkshire Combined Authority
Catherine Lunn	West Yorkshire Combined Authority
James Flanagan	West Yorkshire Combined Authority
Ian Smyth	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Rachel Jones	West Yorkshire Combined Authority
Jonathan Skinner	West Yorkshire Combined Authority

34. Apologies for absence

Apologies for absence were received from Councillors Jenny Brooks, Marielle O'Neill, Tina Funnell, and Rosie Watson.

35. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

36. Possible exclusion of the press and public

There were no items requiring the exclusion of the press and public.

37. Minutes of the meeting held on 16 November 2018

Resolved: That the minutes of the meeting held on 16 November 2018 be approved.

38. Chair's update

The Chair informed the committee of a series of introductory briefings with key officers, an initial discussion with the Chair of the Combined Authority and that further meetings were planned with Chairs of other key committees such as Transport, Governance & Audit and the LEP Board.

Resolved: That the Chair's update be noted.

39. Governance changes

The Committee received a report of the Scrutiny Officer providing confirmation of membership changes since the last meeting and information about the implications for scrutiny arising from the Combined Authority delegating new decision making functions to the Investment Committee.

The Committee was also informed of a change in membership arrangements since the publication of the agenda.

- Councillor Jenny Brooks stepped down from the Committee. A replacement must be appointed at a meeting of the Combined Authority when a nomination from York is confirmed.
- Councillor Steve Tulley replaced Councillor Albert Manifold as substitute to Councillor Betty Rhodes.

The Committee recorded its thanks to departing members.

Members discussed call-in procedures and expressed concern that the power of call-in was not strong enough as it only allowed decisions to be delayed momentarily while decision-makers reconsidered the decision.

The Committee agreed that this highlighted the need to strengthen pre-decision scrutiny and awareness, such as ensuring key decision notices are published as early as possible for Members to scrutinise – not just at the 28 day statutory deadline – and to allow Members to raise concerns as early as possible and discuss them with decision-makers in good time.

Resolved: That the governance changes pertaining to overview and scrutiny since the last meeting be noted.

40. Scrutiny Work Programme

The Committee received a report of the Scrutiny Officer outlining the Scrutiny Work Programme for the 2018/19 municipal year.

The Committee was informed that the government has not yet published new statutory scrutiny guidance and supported a proposal to arrange Member workshops to consider reform to current scrutiny arrangements and compliance with guidance and best practice more closely once the guidance is published.

The Committee was updated on the response from Northern to a query raised by the Director of Transport Services on the Committee's behalf, confirming that they do not currently allow mobility scooters on their trains, but are in the process of securing new trains which will accommodate them in 2019/20. Members expressed dissatisfaction with the length of time it would take while people with mobility scooters wait for implementation. The Committee asked that the Transport Committee and Transport Scrutiny Working Group consider what can be done to help people in the interim.

Members proposed that the Committee consider the energy strategy pre-decision and that the Transport scrutiny working group revisit accessibility in view of the mobility scooter / Northern issue and consider looking at air quality if possible.

Resolved:

- i) That the agenda forward plan and scrutiny work programme for the 2018/19 municipal year as outlined in **Appendix 1** be approved.
- ii) That, following the publication of statutory scrutiny guidance by the government, a report detailing proposals for improving current scrutiny arrangements and ensuring the Combined Authority is compliant is submitted to the 22 March 2019 meeting.
- iii) That, following the publication of statutory scrutiny guidance by the government, a series of workshops involving all interested Members be arranged between January and March 2019 to consider and discuss the changes to scrutiny arrangements and ensuring compliance with new statutory scrutiny guidance.

41. Apprenticeships

The Committee considered a joint-report of the Director of Resources and Executive Head of Economic Services providing an update on internal and external apprenticeship activity and programmes being delivered, or part funded, by the Combined Authority.

The following were in attendance for this item:

- Joanne Grigg, Head of HR
- Michelle Burton, Head of Employment and Skills
- Catherine Lunn, Skills Funding Manager

After questions and discussion, the Committee **concluded** that:

- It is essential that the Combined Authority leads by example by recruiting and strongly supporting apprenticeships internally, as it cannot credibly promote externally what is not being achieved internally. The Combined Authority's role as an enabler and promoter is weakened if it does not meet internal targets.
- The ongoing development of an internal staff development strategy and framework where apprenticeships feature as a key element was welcomed and progress is expected in the near future.
- More financial data about how Combined Authority's apprenticeship levy has been spent and the cost and quality of apprenticeship schemes the Combined Authority has enrolled apprentices on, would be useful context for Members in a future report.
- While it is understood that European Union regulations make too much flexibility in procurement challenging and that the Combined Authority is currently bound by existing contracts and funding agreements, in the future, stronger consideration should be given to a more being more selective in which suppliers and partners it procures and enters into contracts. Current work being undertaken within the Combined Authority to revise procurement policies is a good opportunity to support apprenticeships through a more selective approach.
- It is vital that businesses take ownership of their role in, and impact on, communities – particularly those businesses who are in receipt of Combined Authority funding and support. Funding and support should come with stronger conditions and 'strings attached' that aim to enable better practices and outcomes.
- The regional and national picture regarding apprenticeships appears bleak. Members expected an upswing of apprenticeships, at larger organisations in particular, following the introduction of the Apprenticeship Levy.
- The report's appendices are not clear on what action can be taken to mitigate the downturn. Statistics and data presented in reports in future should include further analysis alongside a greater insight into what actions the Combined Authority could take to help mitigate the downturn and bridge the gap.
- While the Combined Authority cannot access much data from the private sector, it should seek to gain a greater insight into the current picture and data from partner organisations and other public sector organisations regionally which make up around 35% of the economy – such as the NHS, local councils and other agencies.
- Feedback to Members indicate that there appear to be too many barriers to young people being able to take on and complete apprenticeships including cost, quality of training provider's provision,

quality of placement, awareness and access to opportunities, and when completed, not enough progress from an apprenticeship to a long term, meaningful job.

- To encourage apprenticeship starts, the Combined Authority supports businesses through the bureaucracy involved in taking on apprentices through the Employment Hub and incentivises small and medium sized businesses (SMEs) to take on apprentices for the first time through the Apprenticeship Grants for Employers (AGE) programme – however, the Combined Authority does not fund apprenticeship training directly, does not monitor the quality of apprenticeships (currently OFSTED's remit), and is not funded to perform follow-up checks on apprentices (funded through AGE grants) while they are in training or after their apprenticeships are completed. Although, a survey of businesses funded through Phase 1 of the AGE programme was undertaken.
- Both nationally and locally, there appears to be a greater focus on apprenticeship starts than on completion of apprenticeships and outcomes arising from apprenticeship-related activity. Increasing the number of *completed* apprenticeships should be a key priority in the long term – not just increasing the number of starts. The difficulties of gathering this data was also noted.
- Apprenticeships must lead to long-term meaningful jobs and monitoring and enabling that ultimate outcome should be a priority for all apprenticeship activity.
- Responsibility for the success of apprenticeships should not be left solely with the training providers and employers. The Combined Authority should consider what it can do to help through existing service delivery and in future service / programme development to 'fill the gaps' and support apprenticeships more broadly.
- The Combined Authority should consider whether it is in a position to monitor the quality of what training providers are delivering and engage with apprentices directly to influence and enable higher completion rates – particularly in respect of programmes and businesses it is involved with.
- Where the Combined Authority provides funding or support to apprenticeship, the Committee expects that the outcomes and impact of spending / support is being monitored and evaluated and future policy and delivery models are being developed with those outcomes and conclusions in mind.
- Further information on how the first phase of the AGE programme was evaluated and how the conclusions from that evaluation informed the development of the second phase would be useful information in a future report. Information on how apprenticeship activity more broadly has impacted on the regional picture was also requested.

- The Committee was alarmed by reports that many schools and sixth forms are not receptive to approaches from education and training providers to promote apprenticeships amongst students and that when schools do engage, they often direct apprenticeships to a regressively stereotypical cohort of students.
- Members suggested officers speak to STEM coordinators that many schools have, who may be more receptive, and Members also expressed a desire to assist officers in any way they could either through formal correspondence or through their positions as school governors.
- There may be a need to develop a broader engagement strategy aimed at reaching young people and students directly and cross-selling opportunities through other services areas, such as transport services, as well as targeting the 80% of businesses in the region that have never taken on an apprentice. The Combined Authority currently aims to build apprenticeship messaging into all of its 'Enterprise in Education' activity in order to reach as many people as possible.
- The current gender disparity across apprenticeship types and sectors is disappointing and Members would support a piece of work focused on unpicking the reasons for the disparity and discussing potential solutions.
- Future reports to Overview and Scrutiny on apprenticeship activity should aim to include:
 - more information and focus on the impact of, and outcomes arising from, apprenticeship activity and money spent by the Combined Authority
 - more detailed information about financial, legal, and staffing implications for the Combined Authority
 - greater evidencing of the planned timescales of major areas of work, such as phase 2 of the AGE programme and the Skills Commission, to enable Members to understand targets and better determine when to scrutinise developments
 - Further information about engagement strategy and performance
 - Further information on long term sustainability and achievement in apprenticeship activity and delivery
 - and take into account and reference feedback and suggestions that Members have provided and focused on at previous meetings

Resolved: That the report be noted and the Committee's feedback and conclusions be considered further.

42. Inclusive Growth

The Committee considered a report of the Director of Policy, Strategy & Communications providing an overview of how delivering inclusive growth has progressed since it last came before the committee and the emerging work and priorities of the newly established Inclusive Growth and Public Policy Panel.

The following were in attendance for this item:

- Ian Smyth, Head of Economic Policy
- James Flanagan, Lead Policy Manager (Public Sector Reform)

In response to questions, the Committee **learned** that:

- The Inclusive Growth and Public Policy Panel is still in the early stages of coordinating and determining the regional picture with regards to inclusive growth activity and identifying areas of focus and cooperation.
- The Panel's current working principle is to avoid duplication and instead identify good local programmes to assess the possibility of upscaling them for adoption across the region.
- Another working principle of the Panel is in fostering cooperation and focusing on cross-cutting policy work streams. The Panel was given a particular mandate by the LEP and Combined Authority to consider, and work across, all policy areas with the hope of embedding inclusive growth in the policy framework and appraisal.
- One particular priority the Panel identified early on is the correlation between deprivation and air quality and has sought to approach it as a 'joined up' cross-cutting area of work through the 'Healthy Streets' project which aims to create more accessible streets for pedestrians, promote air quality and health and reduce the number of cars.
- Another example of a cross-cutting, cross-regional community focused area of work is the 'Inclusive Growth Corridors' project, which aims to connect deprived areas to growth opportunities that will emerge as a consequence of HS2 and Northern Powerhouse Rail. Further information on inclusive growth corridors can be circulated to interested Members.
- Panel members and Combined Authority officers are approaching inclusive growth activity with the principle that they are programmes / projects being delivered *with* communities and not as actions being done *to* communities.

After discussion, the Committee **concluded** that:

- The holistic approach in focusing on cross-cutting policy areas and including many organisations and partners regionally was a welcome and necessary principle.

- Inclusive growth policy and project activity should itself be inclusive and cooperative to avoid duplication and inter-regional competition. The Combined Authority should take care to ensure current emerging policy and activities link with the inclusive growth activity in local councils and with the work of other local partners e.g. any health inequality related policies should take into account current work by West Yorkshire Health Partnership.
- It is important to define inclusive growth in order to clearly identify and measure outcomes through the policy framework. The policy framework should also take into account secondary outcomes such as a reduction in asthma levels – not just in the number of deaths.
- There is an opportunity through the cross-cutting 'joined up' inclusive growth policy work to more strongly link together policies which have been disjointed in the past, for instance linking planning and development to environmental impact, air quality, health and accessibility.
- The holistic approach could also be extended to and embedded within service delivery, not just policy development. Members suggested that service delivery teams could seek to 'cross-sell' services and support across Combined Authority / LEP activity e.g. 'Enterprise in Education' Coordinators who network within local schools could help introduce young people to other inclusive projects in due course and support that are not only skills / education focused.
- While it noted the complexities around attaining inclusive growth and that the Inclusive Growth and Public Policy Panel's ambition to see early progress and impact, inclusive growth activity should take care to avoid overlooking certain areas and communities and maintain a focus on sustainable, long term outcomes.

Resolved:

- i) That the report be noted and the Committee's feedback and conclusions be considered further.
- ii) That more information about the 'inclusive growth corridors' project be circulated to interested Members and be considered in more detail at a future meeting.

43. Assurance Framework

The Committee considered a report of the Director of Delivery providing an update on changes proposed to the Assurance Framework with regard to ensuring compliance with new national local growth assurance framework guidance published by the government in January 2019.

The following were in attendance for this item:

- Dave Haskins, Head of Feasibility & Assurance

- Rachel Jones, Programme Development Manager

The Committee **concluded** that:

- While the current Assurance Framework is considered to be relatively ahead of other LEP areas and already largely compliant with many of the newer requirements, the new national assurance framework guidance published by government had some stronger references to scrutiny and would have to be re-considered carefully by scrutiny with that in mind.
- It is key that the LEP scrutiny working group has the opportunity to feed in and make any recommendations before the final Assurance Framework document is submitted to the LEP Board and signed off by the end of March 2019 deadline.
- The LEP scrutiny working group should re-convene as soon as a final draft is ready to scrutinise, with particular attention to the changes with regards to scrutiny and the Committee's desire to strengthen pre-decision scrutiny arrangements and processes.
- If timescales prove difficult, any decisions on recommendations be delegated to the Chair – in conjunction with LEP scrutiny working group members – on the Committee's behalf and reported back to a future committee meeting as appropriate.

Resolved:

- i) That the report be noted.
- ii) That the LEP scrutiny working group continues to scrutinise the development of the updated Assurance Framework and report back any recommendations agreed in conjunction with the Chair to a future committee meeting.
- iii) Any final decision on recommendations be delegated to the Chair to act on the Committee's behalf.

44. LEP Review

The Committee considered a report of the Director of Policy, Strategy and Communications providing an update on how the LEP, Combined Authority and partners are addressing the requirements following the government's review of LEPs.

The following were in attendance for this item:

- Jonathan Skinner, Lead Policy Manager (Private Sector Growth)

The Committee was **informed** that:

- The first meeting of the Transition Subgroup was taking place that same afternoon (18 January 2019).

- That financial matters are included and are being considered by the Transition Subgroup under the 'Transition and Leadership' work stream (bullet point a) in section 2.11 of the report).
- The Chair of Overview and Scrutiny is currently in discussion with the Chairs of the LEP and Combined Authority on the LEP Review going forward.
- The Chair of Overview and Scrutiny would continue to be briefed on outcomes arising from Transition Subgroup meetings and the LEP Review implementation more widely.

Resolved: That the update be noted and the committee, LEP scrutiny working group and Chair be kept informed of developments as they arise.

45. **Draft Budget 2019/20**

The Committee considered a report for of the Director of Resources providing an update on work underway to progress the budget for 2019/20.

The following were in attendance for this item:

- Angela Taylor, Director of Resources

The Committee **concluded** that:

- A comparison to budgets from previous years being presented alongside the proposed budget for this year would be a useful indicator for Members to track trends and changes over time.
- The breakdown of spending currently filed under 'miscellaneous' could be broken down further.
- The impact of the LEP review outcome and implementation on Enterprise Zones and other budget consideration is likely and requires careful monitoring.
- The attached business plan detailed many directorate / service area objectives without a connection to how each department / service area objective fulfilled wider corporate / organisational strategy. A separate report on the corporate plan would be brought to a future committee meeting.
- Equality Impact Assessments are undertaken as and when required by a major policy change.
- Leaving posts vacant to save costs, although necessary at present, was not a strong long term strategy and could be resolved through a further organisational design process. Long term staffing matters were currently being reviewed.

Resolved: That the report be noted and the Committee's feedback and conclusions be considered.

46. Date of the next meeting – 22 March 2019

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Report to: Overview and Scrutiny Committee

Date: 22 March 2019

Subject: **Cover report – Strategic transport priorities**

Director(s): Angela Taylor, Director of Corporate Services

Author(s): Khaled Berroum, Scrutiny Officer

1. Purpose of this report

- 1.1 To introduce and provide background to the joint report of the Director of Transport Services and the Director of Policy, Strategy & Communications entitled 'Strategic Transport Priorities'.

2. Information

The report of the Directors of Transport Services and Policy, Strategy & Communications

- 2.1 Following discussions with the Committee, Members, Chair and Officer, the following was requested to be covered in the appended report of the Directors of Transport Services and Policy, Strategy & Communications to the Overview and Scrutiny Committee:
1. A focus on strategy, with any relevant interventions in the short / medium / long term to support strategic priorities also highlighted.
 2. The Transport Committee Chair's own strategic priorities going forward such as the Bus Alliance, Rail Forum, cycling and walking groups.
 3. Development of the Connectivity Strategy and how it is informing short / medium term actions such as the Transforming Cities Fund (TCF) bid.
 4. How Local Authorities and the Combined Authority can be more joined up – particularly in linking land use / planning and transport – and in particular how bus provision can adapt to changing demand (new housing sites, strategic bus network reviews etc).
 5. Information on the Infrastructure Map being developed by the Combined Authority.
 6. An outline of the links between transport policy / services and other policy areas, in particular health / social care, and how they can be strengthened.

7. How the Transport Committee's role can be strengthened to manage the disruption arising from the TransPennine Rail Upgrade (TRU) and other transport investments schemes.

Transport scrutiny working group (2018-19)

- 2.2 At its 13 July 2018 meeting, the Overview and Scrutiny Committee reappointed¹ the Transport Scrutiny Working Group for the 2018-19 municipal year, with the following membership: Cllr Ian Cuthbertson, Cllr Dot Foster, Cllr Peter Harrand, and Cllr Denise Ragan. Cllr Cuthbertson was also selected to act as Lead Member and chair working group meetings.
- 2.3 The working group was assigned a task to determine how the Overview and Scrutiny Committee can better engage with the Transport Committee and transport agenda without duplicating efforts².
- 2.4 The working group held four meetings between November 2018 and March 2019 covering the following topics:
 - Rail performance
 - Integrated Ticketing, including mCards, travel information services and digital inclusion
 - Accessibility in transport, including rail operator policies on mobility aids on trains
 - Links between employment, housing / planning and transport policies, discussing the findings of the Joseph Rowntree Foundation (JRF) report entitled 'Tackling transport-related barriers to employment in low-income neighbourhoods'
- 2.5 The Transport Scrutiny Working Group intends to report back findings and conclusions at the next Overview and Scrutiny Committee meeting on 24 May 2019 within the Annual Scrutiny Report looking back at scrutiny activity in 2018/19. The planned Annual Scrutiny Report will also be tabled at the Combined Authority's annual meeting meeting on 27 June 2019 and published on the scrutiny section on the Combined Authority's website (currently in development).

3. Recommendations

- 3.1 To note this cover report and consider the appended joint report of the Director of Transport Services and the Director of Policy, Strategy & Communications.

4. Background Documents

[Minutes – 13 July 2018 meeting](#), Overview and Scrutiny Committee.

¹ Minute 6, 13 July 2018 – Overview & Scrutiny Cttee

² Minute 6, 13 July 2018 – Overview & Scrutiny Cttee

Report to: Overview and Scrutiny Committee

Date: 22 March 2019

Subject: **Strategic Transport Priorities**

Director: Alan Reiss, Director of Policy, Strategy and Communications
Dave Pearson, Director of Transport Services

Authors: Liz Hunter

1. Purpose of this report

- 1.1 To provide the Overview and Scrutiny Committee with an overview of strategic transport priorities and an opportunity to discuss them with the Chair of the Transport Committee.

2. Information

Transport Strategy 2040¹

- 2.1 The West Yorkshire Combined Authority is the Local Transport Authority (LTA) for West Yorkshire, with a statutory duty to produce and keep under review a Local Transport Plan².
- 2.2 The Combined Authority agreed to update and replace the previous West Yorkshire Local Transport Plan (WYLTP), which was adopted in 2011, with a new, long term Transport Strategy to 2040. The Transport Committee led the development of the new Transport Strategy that the Combined Authority adopted in August 2017 – at Appendix 1.
- 2.3 The Transport Strategy sets out the vision of the region, the policies to help deliver it and series of targets. The Transport Strategy covers the geography of West Yorkshire but recognises the importance of the wider Leeds City Region, and that people and goods travel longer distances across administrative boundaries. The Transport Strategy is also set in the context of the Leeds City Region LEP's 'Strategic Economic Plan' (to be replaced with a Local Inclusive Industrial Strategy and Policy Framework currently in

¹ <https://www.westyorks-ca.gov.uk/transport/transport-strategy/>

² In accordance with the Local Transport Act 2008, Section 109.

development) and Transport for the North's (TfN) 'Strategic Transport Plan for the North'.

- 2.4 The Transport Committee report that sought agreement on the Strategy in July 2017³ stated that 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 residents and visitors. Improvements in transport can and should be a catalyst for change across all these objectives.
- 2.5 The Transport Strategy contains 67 policies, arranged under six core themes. The Combined Authority, in adopting the Transport Strategy, agreed three mid-term targets for the first 10 years of the strategy, to substantially grow the number of journeys made by sustainable modes of transport. 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 2017. The background to the target setting was set out in an appendix to the Transport Committee meeting of 17 July 2017⁴. The targets are as follows:
- 25% more trips made by bus by 2027;
 - 75% more trips made by rail by 2027;
 - 300% more trips made by bicycle by 2027.
- 2.6 In May 2018, a full set of indicators and targets was adopted by the Combined Authority to provide the Performance Management Framework to monitor and evaluate the performance in delivering the Transport Strategy⁵. This added other modal targets to supplement the targets for bus, rail and bicycle trips identified in para 2.5 above. These included a target to increase by 10% trips made by walking by 2027 and a target for 3.5% less trips by car by 2027. The walking target reflects both changes in population and aspirations to increase healthy, active travel related to the Transport Strategy. The target to reduce car trips reflects the Combined Authority preferred option to continue the previous West Yorkshire Local Transport Plan 2011 target to maintain the total number of car journeys made by West Yorkshire residents per year at 2011 levels through to 2027. This requires that any additional growth in trips is accommodated by other, sustainable modes of transport. The rationale is that capping growth in car trips is desirable to deliver environmental, health, inclusive growth and economic benefits (through reducing the impact of traffic congestion).

³ Item 6 – Transport Strategy -

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MIId=465&Ver=4>

⁴ Item 6 – Transport Strategy -

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MIId=465&Ver=4>

⁵ Item 8 – Transport Strategy and Bus Strategy Update

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MIId=545&Ver=4>

- 2.7 During 2016 and 2017⁶, the Overview and Scrutiny Committee's Transport Working Group provided detailed input to the development of these indicators and targets, and confirmed its satisfaction with the process of developing the indicators and targets and that they reflected the views and inputs of stakeholders provided through consultation and engagement.
- 2.8 A first annual report of progress against all the Transport Strategy indicators and targets referenced in this report will be presented to a Transport Committee meeting in autumn 2019 with the intention to publish on the Combined Authority's website. These can also be made available to Overview and Scrutiny.
- 2.9 Combined Authority has and is developing further detail on various elements in the overarching Transport Strategy. For example, the Bus Strategy was adopted in 2017 and a new Leeds City Region Connectivity Strategy is underway.

Bus Priorities through the Bus Alliance

- 2.10 Bus 18 demonstrated effective collaboration between bus operators and the Combined Authority. It established a set of pledges and a programme of work supported by an informal and flexible leadership. It developed a shared purpose and momentum to improve bus services in the region and has enjoyed modest success in this regard. For example, MyDay, was launched in July 2018 as the new all-day £2.60 county-wide bus ticket for West Yorkshire's under 19s, replacing the current half metro day ticket. In August 2018 15,300 tickets were sold, whereas 12,000 equivalent tickets were sold in the same period last year. Bus 18 was a time limited programme and so following Bus 18, one of the main delivery vehicles for the policies in the Bus Strategy is the new Bus Alliance. This is a non-statutory alliance (technically known as a Voluntary Partnership) with a view to migrating to a statutory partnership model as it matures. On the 11 January 2019 Transport Committee agreed for further work the commitments proposed for delivery through the West Yorkshire Bus Alliance. The table below provides a summary of the themes, work streams and commitments.

Theme	Work Stream	Commitments
Customers at the Heart	Network Legibility	Single clearly identifiable brand
	Ticketing and Retail	Account based ticketing
	Ticketing and Affordability	Simple fares structure and fare offers for young people
	Travel Information	Live journey planning information, real time and disruption collaboration

⁶ Overview and Scrutiny Committee, 22nd March 2017 had feedback from the working group – agenda and papers here – item 5
<https://westyorkshire.moderngov.co.uk/CeListDocuments.aspx?CommitteedId=135&MeetingId=511&DF=22%2f03%2f2017&Ver=2>

	Customer Service	Consistent customer service offer, improved on board bus customer facilities
	Communication and Engagement	Promotional engagement to encourage behavioural change
Keeping Buses Moving	Highway Infrastructure	Highway Improvement Programme to reduce journey times, congestion relief programme, improved bus waiting infrastructure, development of a Transport Coordination Centre
	Service Provision	Extended operating hours, Review of the bus network structure, improved network security, better emergency planning, major highway events planning and resilience
A Sustainable Bus Network	Clean Bus Technology	Delivery of a clean bus technology programme
	Economy of the Bus Network	Better data availability, review of the economy of the bus network

2.11 The next steps for the Bus Alliance include launching the Alliance and completing the legal agreement. Councillor Groves, as Chair of the Transport Committee will be the lead signatory for the West Yorkshire Bus Alliance, with co-signatories from each West Yorkshire district. The Alliance will have strong participation from bus operators. Transport Focus will represent passenger interests and there will be close liaison with local authority highway teams. It is proposed that the Alliance is managed through a Steering Group chaired by Cllr Groves. Regular updates will be provided to Transport Committee and Overview and Scrutiny.

Rail Priorities and Rail Forum

2.12 Continuing to champion the needs of the rail passenger remains the priority. This is particularly relevant with further service changes planned in May and December and new rolling stock expected this year. The Chair of the Transport Committee has established a new Rail Forum has been established which met for the first time on 30 January 2019. This was attended by Network Rail, Arriva Rail North, Trans-Pennine Express, Transport Focus, and Transport for the North (Rail North Partnership). The purpose of the Forum is to bring these parties together in order for them to better to understand the Combined Authority's strategy, priorities and concerns, and for the Combined Authority to be directly informed as to developments, progress and issues from those responsible for the day-to-day running and planning of railway. Cllr Groves, Cllr Firth and Cllr Bolt attend. A summary of the meeting will be provided to Transport Committee.

2.13 Current performance and actions being taken to improve passenger confidence were the focus of the inaugural meeting on the 30th January 2019. The meeting set out to discuss the key issues and priorities in the coming year ahead. Northern, TransPennine Express, Network Rail and Transport Focus

attended and explained their plans for 2019. It was also agreed that this would be a useful forum to better understand and plan for TransPennine Route Upgrade to ensure that disruption during the construction of the scheme could be managed and mitigated as far as possible. Department for Transport remain the client for TransPennine Route Upgrade and are the ultimate decision makers. Transport Committee have asked for regular updates. The latest update is part of the Rail Matters Affecting West Yorkshire paper on the agenda for Transport Committee for the 15th March 2019.⁷

- 2.14 In terms of longer term schemes, work continues with partners to shape the development of national rail schemes including Leeds Station and track capacity east and west, High Speed Two, Northern Powerhouse Rail, Calder Valley improvements, Trans Pennine Route Upgrade and East Coast Mainline.

Connectivity Strategy and Transforming Cities Fund

- 2.15 With the arrival of HS2, the Combined Authority has reviewed how it can best distribute the economic benefits of high-speed rail across the whole of the Leeds City Region. The Leeds City Region HS2 Connectivity Strategy is part of that work. Transport Committee considered the first tranche of Inclusive Growth Corridors (those areas with greatest economic need/opportunity), as identified in the HS2 Connectivity Strategy last year.

- 2.16 The development of the Inclusive Growth Corridors has followed three stages:

- **Stage 1:** Prioritising those communities of greatest economic need (as identified through the Leeds City Region HS2 Connectivity Strategy and endorsed by Transport Committee on 25 May 2018, following public and stakeholder).
- **Stage 2:** Creating a ‘**Single Evidence Base**’, which brings together the challenges and opportunities across: socio-economic demographics; major housing and employment opportunities; anticipated land use changes and new employment growth zones; the environmental and clean energy opportunities; the known transport constraints as well as the forecast changes to travel demand patterns and capacity.
- **Stage 3:** Based on conclusions above, identify those key ‘**Communities to Connect**’ through transformed connectivity.

- 2.17 Through this process, the key ‘places to connect’ have been identified where it is proposed that new public transport services are needed to increase capacity between key local urban communities into national hubs. A conversation on future solutions has started – mostly through existing channels such as Executive Boards of district council partners and the Transport Committee’s District Consultation Sub-Committees. To help fund investment on a number of these corridors, the Combined Authority is bidding into the Government’s

⁷ Transport Committee – 15 March 2019, Item 11 - Rail Matters Affecting West Yorkshire
<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MIId=732&Ver=4>

Transforming Cities Fund. This aims to drive up productivity through improved connections between urban centres and suburbs.

- 2.18 One of the options for funding work on the corridors is through Transforming Cities Fund - a £2.45bn pot announced by Government to drive up productivity and spread prosperity through investment in public and sustainable transport in some of the largest English city regions. For Mayoral Combined Authorities with an existing, directly-elected Mayor, half of the Fund has been allocated on a devolved, per capita basis with the freedom to invest on strategic transport priorities. Those without a Mayor have the opportunity to submit a number of different competitive bids – a bid big, short term bids and to create a Future Mobility Zone. The Combined Authority’s bid was successful at stage one of the ‘big bid’, which focussed around three themes:
- Strand 1: Transforming connectivity on four corridors in greatest need (these are a subset of the corridors of greatest economic need identified through the Leeds City Region HS2 Connectivity Strategy as above)
 - Strand 2: Creating eight Transformed 21st Century Gateways (plus a number of smaller locations).
 - Strand 3: Transforming mobility for future generations (which to a degree also cuts across Strands 1 & 2).
- 2.19 The next step is to complete a Strategic Outline Business Case (SOBC) by June 2019, with final submissions made by 28 November 2019. The SOBC is for a share of the £1.28billion available to the 12 successful areas, to be spent by 2023.
- 2.20 The Combined Authority has already submitted four smaller bids in January for shorter term delivery. At the time of writing, a decision was still pending on:
- Bradford Forster Square – Delivering the Masterplan.
 - Kirklees Cycling and Walking Early Gateway Transformation Package.
 - Leeds City Region Clean Bus Corridors and Accessibility Improvement Package.
 - York Station Gateway Cycle Route Enhancements.
- 2.21 A further fund of £90 million has also been announced for the establishment of Future Mobility Zones (£20m of this funding has been directly allocated to West Midlands). As the CA has been successful in reaching stage 2 of the Transforming Cities Fund process, it is eligible to bid for this funding. Guidance is expected from Government in March 2019 and a decision will be taken as to whether to bid then

Cycling and Walking

- 2.22 Transport Committee has established a new cycling and walking subgroup. The group will review the Combined Authority’s approach on progress against West Yorkshire Transport Strategy targets relating to cycling and walking, development of a West Yorkshire Local Cycling and Walking Infrastructure Plan (LCWIP), emerging issues affecting cycling and walking policy and

delivery and to advise and make recommendations to Transport Committee on policy and delivery relating to cycling and walking. The first meeting was held in February 2019 and considered the current strategy, targets, barriers to walking and cycling and the work programme for the group.

- 2.23 The development of the Local Cycling and Walking Infrastructure plans and pipeline is underway with districts leading the work in specific parts of their authorities. Transport Committee will be reviewing outputs in early summer.

Joining up infrastructure planning

- 2.24 The West Yorkshire Combined Authority does not have any statutory planning powers, nor is it responsible for the delivery of infrastructure such as housing and highways. However, the Combined Authority does have a role to play in facilitating cross boundary working and making links between different agendas. Below are some examples of how the Combined Authority is making the links between transport infrastructure and planning.
- 2.25 The new Place Panel is an advisory panel feeding into the Combined Authority and LEP Board. Under the overall objectives of economic and inclusive growth, the panel considers barriers to housing and employment opportunities and issues around quality of place, including historic and cultural assets, all linked by an effective transport system. The Place Panel oversaw the creation, with partners, of a Leeds City Region Housing Vision⁸ that sets out collective aims, ambitions and principles for creating good places to live. The Vision refers to: ‘working across local authorities to unlock the potential of privately owned stalled sites through leveraging public sector investment in infrastructure’ and ‘Infrastructure funding supports public sector investment in roads, bridges and improved public space incentivise private sector to bring forward development faster’. Also adopted by the Combined Authority is the Green and Blue Infrastructure Strategy and Delivery Plan⁹ that sets seven priority areas for action and one of those is to ‘enhance green and blue corridors and networks – integrating green and blue infrastructure within the transport routes that link our towns, cities and rural areas.’
- 2.26 The Combined Authority has designed and built in-house a Leeds City Region Infrastructure Map as a technical tool designed to provide information on infrastructure and planned growth across Leeds City Region on a single, easily accessible map. This has been used for example to see synergies between investment in transport and flood mitigation schemes.
- 2.27 The Combined Authority is carrying out strategic reviews of the bus network across the region that is identifying future demand to help determine the service pattern and infrastructure needs of the future. This is taking account of current and planned housing and employment growth.

⁸ Place Panel – October 24 2018 Item – 6 Leeds City Region Housing Vision - <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=202&MIId=759&Ver=4>

⁹ Combined Authority – December 13 2018 Item 9 – Policy Developments - <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MIId=742&Ver=4>

Transport and Health

- 2.28 Public Health England (PHE) were involved in producing the Transport Strategy providing a Public Health registrar to help draft the Inclusive Growth, Environment, Health & Wellbeing chapter and policies, and inputting to the choice of indicators and targets for the Strategy.
- 2.29 PHE also hosted a Yorkshire and Humber Transport and Health Conference in March 2018 where West Yorkshire was flagged as good practice for other areas to follow. A main output from that conference was further work on Healthy Streets, a concept created by Lucy Saunders who is leading TfL's work on Healthy Streets. In March Transport Committee will be reviewing plans for Healthy Streets Demonstration Projects to be funded by the Integrated Transport Block programme 2019-22.
- 2.30 There are multiple activities being delivered across the region to target air quality improvement, including innovative trials of new technology to address key issues. The Combined Authority is also bidding for funding where available. For example, the Combined Authority has just been successful in two bids totalling £4.2m from the DEFRA Clean Bus Technology Fund. The scheme will see the retrofit of 300 mid-life buses across West Yorkshire – approximately 30% of the West Yorkshire bus fleet to the latest Euro VI emission standard.
- 2.31 There is clearly a lot more that needs to be done though to improve the quality of the air in the region and this is something that Transport Committee will be reviewing summer this year.
- 2.32 The Combined Authority is working with Leeds City Council and Centre for Ageing Better to pilot a "Door to Door Digital Hub" in South Leeds. This will seek to co-ordinate spare capacity in the public and third sector social care passenger transport fleets to provide travel to health, social care, community and shopping facilities for older and disabled people. The LPTIP Connecting Leeds programme will fund the IT provision to co-ordinate transport from different providers. If the pilot is successful the CA will consider how it can be rolled out further.

3. Financial Implications

- 3.1 The Policy, Strategy and Communications revenue budget covers the work of the team in developing the Transport Strategy and its related policies. Funding to develop interventions identified in the Strategy comes from a number of sources. For example, the Combined Authority makes use of the Integrated Transport Block to support the Bus Strategy, development of the TCF bid is supported by a grant from Government and the West Yorkshire Transport Fund covers the development work on the Inclusive Growth Corridors. If bids are unsuccessful, the schemes are generally unable to proceed until other funding sources are identified and secured. The National Infrastructure

Commission has recommended in its National Infrastructure Assessment¹⁰ that that 'Government should set out devolved infrastructure budgets for individual cities for locally determined urban transport priorities in line with the funding profile set out by the Commission.' A response from Government is due this year.

4. Legal Implications

- 4.1 As mentioned above, the Combined Authority is the Local Transport Authority (LTA) for West Yorkshire, with a statutory duty to produce and keep under review a Local Transport Plan¹¹. The Transport Strategy 2040 fulfils that statutory function. Legal advice is sought as needed as the strategies are developed. For example, external legal advisers are supporting the development of the Bus Alliance as this will be a co-signed agreement between the Chair of the Transport Committee and Bus Operators. It is a non-statutory partnership.

5. Staffing Implications

- 5.1 The work above is mostly led by the Policy, Strategy and Communications Directorate but that team works closely with Delivery and Transport Operations and draws on support from Corporate Services. Governance Services provide support where Transport Committee working groups meet, however, the majority of the content of the cycling and walking group and Rail Forum is provided by the Policy, Strategy and Communications Directorate. Additional activities requested through Committees such as Transport Committee require re-prioritisation of other work if no extra funding is available.

6. External Consultees

- 6.1 Extensive consultation was carried out on the development of the Transport Strategy and Bus Strategy¹². Engagement will continue on the detail of proposals at the relevant time for each. The new YourVoice¹³ website is a tool to support that engagement.

7. Recommendations

- 7.1 The Overview and Scrutiny Committee notes and comments on the report.

¹⁰ Link to the National Infrastructure Assessment – Transport chapter - <https://www.nic.org.uk/assessment/national-infrastructure-assessment/transport-and-housing-for-thriving-city-regions/>

¹¹ In accordance with the Local Transport Act 2008, Section 109.

¹² This is documented in various reports here - <https://www.westyorks-ca.gov.uk/transport/bus-strategy/> and here <https://www.westyorks-ca.gov.uk/transport/bus-strategy/>

¹³ Link to YourVoice website - <https://www.yourvoice.westyorks-ca.gov.uk/>

8. Background Documents

Transport Strategy 2040 - <https://www.westyorks-ca.gov.uk/transport/transport-strategy/>

Leeds City Region Housing Vision - <https://www.westyorks-ca.gov.uk/about-west-yorkshire-combined-authority/freedom-of-information/what-our-priorities-are-and-how-we-are-doing/>

Leeds City Region Green & Blue Infrastructure Strategy - <https://www.westyorks-ca.gov.uk/about-west-yorkshire-combined-authority/freedom-of-information/what-our-priorities-are-and-how-we-are-doing/>

Leeds City Region HS2 Growth Strategy - <https://www.westyorks-ca.gov.uk/about-west-yorkshire-combined-authority/freedom-of-information/what-our-priorities-are-and-how-we-are-doing/>

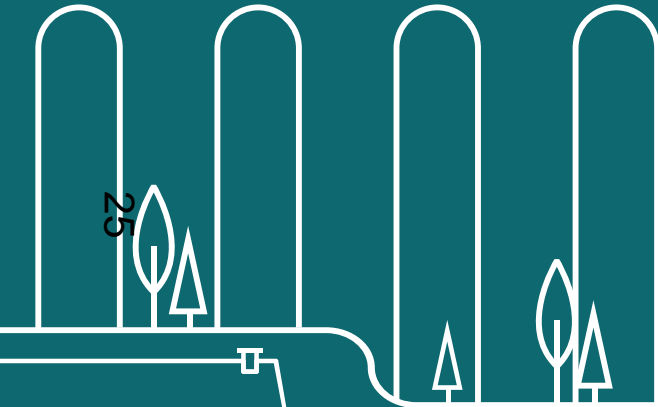
Leeds City Region Infrastructure Map: <https://www.westyorks-ca.gov.uk/economy/interactive-infrastructure-map/>

9. Appendices

Appendix 1 - Transport Strategy 2040



TRANSPORT STRATEGY 2040



25



Foreword

For the West Yorkshire and Leeds City Region economy to thrive and grow in a way that benefits everyone living and working here, we need the right transport system in place.

Our Vision, supported by our Strategic Economic Plan is for Leeds City Region “to be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone”.

To deliver that vision, we need a transport network that connects businesses to customers and suppliers, that links people to education, training and fulfilling employment opportunities, that supports the building of much-needed, affordable new homes and makes possible the regeneration and development of industrial land and that minimises emissions that are harmful to our environment.

In addition, having the right transport network is key to attracting and building on Leeds City Region’s growing levels of investment – 22% in the Department for International Trade’s latest annual report (2017) – and Yorkshire and Humber’s position as the Northern Powerhouse’s only region named as attracting increasing levels of inward investment in the influential EY 2017 Attractiveness Survey.

We aim to create the world-class, modern, integrated transport system that West Yorkshire and Leeds City Region need and deserve and this Strategy sets out how we intend to do it. It takes into account the enormous opportunities that HS2 and the planned Northern Powerhouse Rail represent and sets out how we can ensure their benefits are felt throughout the City Region. The strategy also recognises the need to upgrade our key local and regional roads and motorway system and identifies the huge potential for growth in active travel through cycling and walking, which is already underway.

Vitaly, this document has been produced through engagement and input from a range of public and private sector partners including West Yorkshire’s five local authorities and the Leeds City Region Enterprise Partnership. It identifies our current transport system’s many strengths as well as its weaknesses. And it sets out how the West Yorkshire Combined Authority, its public and private sector partners, neighbouring city regions and government can maximise the benefits of transport investment across all our communities on our local economy and for our nation’s prosperity.

This Transport Strategy is a long-term document which paints a picture of what a successful transport system might look like in 2040. It will be integrated with wider plans to support growth and we will be seeking further views from you, our partners and people across the City Region as we develop and implement it.



Cllr Keith Wakefield
Chair, West Yorkshire Combined Authority
Transport Committee

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This Transport Strategy was adopted by the West Yorkshire Combined Authority on 3 August 2017.

The Strategy has been produced by the West Yorkshire Combined Authority and the West Yorkshire district councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

The West Yorkshire Combined Authority was established in 2014 to bring together economic development and transport functions across West Yorkshire in a more strategic way.

The West Yorkshire Combined Authority has a statutory duty to produce and keep under review a Local Transport Plan for West Yorkshire. This overarching transport strategy, accompanied by constituent documents providing detail for bus, rail and other forms of transport, replaces the West Yorkshire Local Transport Plan published in 2011. Consultation on the Transport Strategy with the public and organisational stakeholders was carried out in 2015 and 2016. The results of both consultations have informed the approach set out in this document. An electronic copy of this Transport Strategy document can be accessed at: www.westyorks-ca.gov.uk/transport-strategy

1. Transport Strategy 2040 - Plan on a Page

STRATEGIC ECONOMIC PLAN



HIGH PRODUCTIVITY,
INNOVATION AND
OUTPUT



QUALITY PLACES,
ENVIRONMENT AND
CONNECTIONS



GOOD JOBS,
INCOMES AND LESS
INEQUALITY



GOOD GROWTH

OUR VISION FOR TRANSPORT

We will enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.

OUR TRANSPORT OBJECTIVES



ECONOMY

Create a more reliable, less congested, better connected transport network



ENVIRONMENT

Have a positive impact on our built and natural environment



PEOPLE & PLACE

Put people first to create a strong sense of place

OUR CORE THEMES



ROAD
NETWORK



PLACES TO
LIVE & WORK



ONE SYSTEM
PUBLIC TRANSPORT



SMART
FUTURES



ASSET MANAGEMENT
& RESILIENCE

INCLUSIVE GROWTH,
ENVIRONMENT, HEALTH
AND WELLBEING



OUR MID-POINT TRANSPORT TARGETS



25%

MORE TRIPS MADE BY
BUS BY 2027



75%

MORE TRIPS MADE BY
RAIL BY 2027



300%

MORE TRIPS MADE BY
BICYCLE BY 2027

EXECUTIVE SUMMARY

Transport that drives inclusive growth

A world-class, integrated transport system is a vital requirement of the competitive, inclusive economy that the West Yorkshire Combined Authority and its partners are working to create. It connects people to jobs, brings businesses closer together, gets goods to local, national and global markets, provides opportunities for education, training and investment, and reduces social exclusion so that everyone benefits from economic growth.

This Transport Strategy 2040 sets out partners' ambitions for a transport system that serves the needs of businesses and residents as well as enhancing prosperity, health and wellbeing for people and places across West Yorkshire.

It also takes into account the necessity to provide 21st Century infrastructure that will support the City Region to grow and compete globally, so it is able to meet the ambitions of the Leeds City Region Strategic Economic Plan (SEP) and the Government's emerging Industrial Strategy.

Focused on West Yorkshire but recognising the importance and impact of links with the wider Leeds City Region, the Transport Strategy 2040 vision is:

To enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.

The key objectives that we must address to realise this ambition are:

Economy: Create a more reliable, less congested, better connected transport network.

Environment: Have a positive impact on our built and natural environment.

People and place: Put people first to create a strong sense of place.

The opportunities we must seize

As the largest city region outside London and the biggest contributor to the Northern Powerhouse, Leeds City Region's economic growth is fundamental to rebalancing the country's economy. As such, this Transport Strategy 2040 supports work at national, pan-northern, regional and local levels to create a northern economic powerhouse that will deliver greater economic productivity, jobs and prosperity for a stronger, fairer country.

Major national and pan-northern rail investment including improvements to the TransPennine line and East Coast Main Line, HS2 and Northern Powerhouse Rail will reduce journey times between West Yorkshire and the UK's other major urban centres. The planned Yorkshire Hub station in Leeds will make our region the gateway to the whole North East of England and beyond, and the £1bn West Yorkshire plus Transport Fund we are investing as a result of our 2015 City Region Growth Deal with Government is already having a beneficial impact on our local transport network.

The challenges we face

There are real transport challenges we need to address however, if our region is to play its full part in a confident, competitive and connected North.

The size and diversity of West Yorkshire - with its many retail centres, business areas, former mining and textile communities, market towns and extensive rural areas - may in some instances be a strength but it also presents challenges in balancing transport priorities and funding.

Investment in road and rail has not kept pace with economic and population growth – resulting in congestion and delays on our roads, a lack of seats on public transport and a lack of resilience in these networks or alternative options when things go wrong.

Research shows that cars and vans still make up a significant proportion of our travel to work (70% in 2011) while there have been significant increases in commuting from places outside of West Yorkshire. This contributes to air quality issues, which are responsible for one in 20 deaths in our region.

Although rail use has seen a 96% increase from 2005/6 to 2014/15, the existing public transport network capacity cannot support future growth opportunities in the region.

The end result of all of this is a West Yorkshire transport network that is under increasing pressure.

Our policies

This strategy aims to put in place the right transport conditions - building on the City Region's strengths and tackling underlying issues - meeting increasing demand for travel in a sustainable way while also realising the ambitions for inclusive growth contained in our SEP and district local plans. It also aims to influence and make the most of investment decisions being made at the pan-northern and national levels, to maximise opportunities for our region.

Our **Transport Strategy 2040** ambitions and policies are framed within six core themes:

Inclusive Growth, Environment, Health and Wellbeing

- Our ambition is to connect people to better living standards and higher earning jobs, and to significantly improve the health, overall well-being and environment of the people living and working here.
- We aim to reduce traffic emissions to near zero, tackle the damaging impacts of climate change on our homes and businesses and reduce road accidents, aspiring to 'zero tolerance' of transport-related deaths. We want to become known as a great, safe place for cycling and walking.

Road network

- Our ambition is for an efficient, safe and reliable road network for all users, that 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 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, which attracts greater inward investment.

One System Public Transport

- 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 make best use of advancements in technology across all of 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.
- 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.

03

OUR OBJECTIVES:



ECONOMY



ENVIRONMENT



PEOPLE AND PLACE

WEST YORKSHIRE TRANSPORT STRATEGY 2040

2. Introduction

This strategy sets out a vision and a framework to deliver a world-class, modern, integrated transport system.

The strategy covers the geography of West Yorkshire but recognises the importance of the wider Leeds City Region.

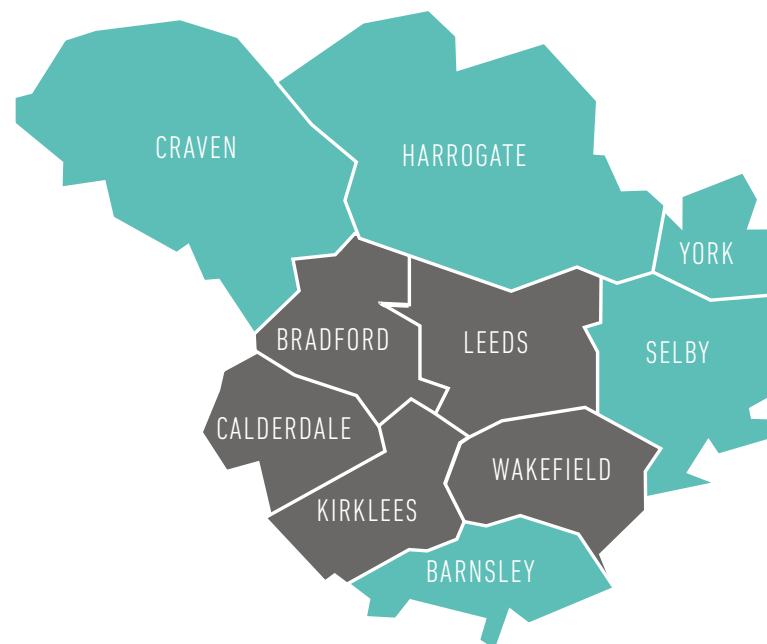
Development of the Transport Strategy was led by the West Yorkshire Combined Authority, and has been produced through engagement with many partners and stakeholders. Where 'we' is used in the strategy it refers to the West Yorkshire Combined Authority, the five West Yorkshire local authorities of Bradford, Calderdale, Kirklees, Leeds and Wakefield and the Leeds City Region Enterprise Partnership (LEP)

Working with other organisations to bring transformational change to our transport system.

The strategy supports work at the national, pan-northern, regional and local levels to create a northern economic powerhouse that delivers greater economic productivity and jobs and prosperity for a stronger, fairer country.

The Leeds City Region is critical to the North's and the nation's success. As the largest city region outside London, Leeds City Region's economic growth will be fundamental in rebalancing the economy, but the productivity and the attractiveness to businesses of our places must improve to compete in a global market.

A good transport system, connecting people to jobs, bringing businesses closer together, getting goods to local, national and global markets, providing opportunities for education and training, and reducing social exclusion to provide more inclusive growth, is a vital requirement of a competitive economy. However, current levels of motor traffic on our roads and the impacts of this traffic are a concern for the health of our economy and our communities. Furthermore increasing demand for travel is likely to be characterised by longer distances and more dispersed commuting and business trips.



WEST YORKSHIRE



WIDER LEEDS CITY REGION

This strategy aims to put in place the right transport conditions - building on the City Region's strengths and tackling our underlying weaknesses - to grow the economy in an inclusive way, and to meet the demand for travel in a sustainable manner.

The size and diversity of West Yorkshire with its many retail centres, business areas, former mining and textile communities, market towns and extensive rural area is a strength, but it also presents challenges in balancing needs and funding transport improvements.

By aligning transport spending with the plans of our public and private sector partners, neighbouring city regions and government, we believe the impact of our investment for transport and the economy can be maximised for all our communities.

3. Delivering the Strategic Economic Plan 2016-36

The Strategic Economic Plan (SEP) for the Leeds City Region, now revised to cover the period 2016 – 2036 was adopted in 2016 by the Leeds City Region Enterprise Partnership (LEP) and West Yorkshire Combined Authority (WYCA).

Produced through engagement with key partners, including businesses, local authorities, universities and colleges and community organisations, the SEP sets out a transformative vision for the City Region **“to be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone”**.

In achieving this vision, the City Region will deliver an extra 36,000 jobs and £3.7 billion of economic output by 2036 that will help the region become a positive, above average contributor to the nation’s purse, and, make significant progress against headline indicators of growth and productivity, earnings, skills and environmental sustainability.

This ambition will be delivered through four interconnected priorities and a central principle of ‘good growth’: **Growing Businesses; Skilled People, Better Jobs; Clean Energy and Environmental Resilience; Infrastructure for Growth**.

The focus of the SEP is not just growth for growth’s sake but good growth. This means achieving both the right quantity and the right quality of growth; creating a strong, productive and resilient economy where a radical uplift in business competitiveness and productivity goes hand in hand with access to good jobs that pay higher wages, and where all residents have access to opportunity and enjoy improved quality of life.

Transforming transport connectivity and building 21st century infrastructure that will support the City Region to grow and compete globally is critical to meeting the ambitions of the SEP. This is where the SEP sets out the importance of delivering the 30+ schemes of the West Yorkshire plus Transport Fund and making significant progress towards a single ‘metro style’ public transport network, connected to major national/northern schemes so that the benefits and impact of HS2 and Northern Powerhouse Rail are maximised. You can find out about the SEP by visiting the LEP’s website at: the-lep.com

The Transport Strategy provides the transport policies and strategies to help deliver the SEP. Appendix A to this document describes how the Transport Strategy’s core themes, policies and key programmes fit with the SEP’s priorities.

We have already made some substantial progress in recent years delivering new transport projects to support inclusive, economic growth, including:

- opening **three new train stations** since December 2015 at Apperley Bridge (Bradford), Low Moor (Bradford) and Kirstall Forge (Leeds)
- opening a **new Southern Entrance** to Leeds Station
- opening **two new bus park and ride sites** at Elland Road and Temple Green (both Leeds)
- opening a **new bus station** at Castleford and a public transport hub at South Elmsall (Wakefield)
- commenced the **doubling of the number of car parking spaces** at rail park and ride sites across West Yorkshire, from 1,800 to 3,600
- created space for **parking for over 200 cycles** at rail stations including opening secure cycle hubs at Huddersfield and Dewsbury (Kirklees)
- opened **23km of new Cycle SuperHighway** between Bradford and Leeds, and 14km of towpath improvements to the Leeds Liverpool canal.
- opened **Wakefield Eastern Relief Road**
- developed **new Smart Card products** for public transport customers

We also invest **£19 million per year in community bus services** to help people get to work and travel across the region easily and affordably.

This Transport Strategy sets out how we plan to continue to increase and upgrade the transport system to further enhance the areas’ offer to businesses and people.



Our economic challenge

THE CHALLENGE

Leeds City Region makes up 20% of the 'Northern Powerhouse' economy. The successful transformation of the northern economy is not truly possible without a Leeds City Region that fulfils its potential.

The size of the West Yorkshire economy, its wide variety of economic and cultural assets and its many strengths, provide a great platform on which to build future prosperity of the City Region and northern economy. However, and in common with much of the north of England, West Yorkshire faces many key challenges: the productivity gap is increasing, incomes are lower than elsewhere in the country, living standards have stalled and stubborn deprivation persists.

A further critical challenge facing many areas across the City Region is to provide the right commercial and residential sites in the right locations supported by appropriate transport, digital and energy connections. Getting the required infrastructure in place to enable the creation of new jobs and homes and secure private sector investment by getting stalled projects moving again is a key priority for the City Region and an enabling driver of growth.

Decades of underinvestment has left a transport infrastructure that does not go far enough to easily, quickly and affordably connect business, people or communities within the region or beyond.

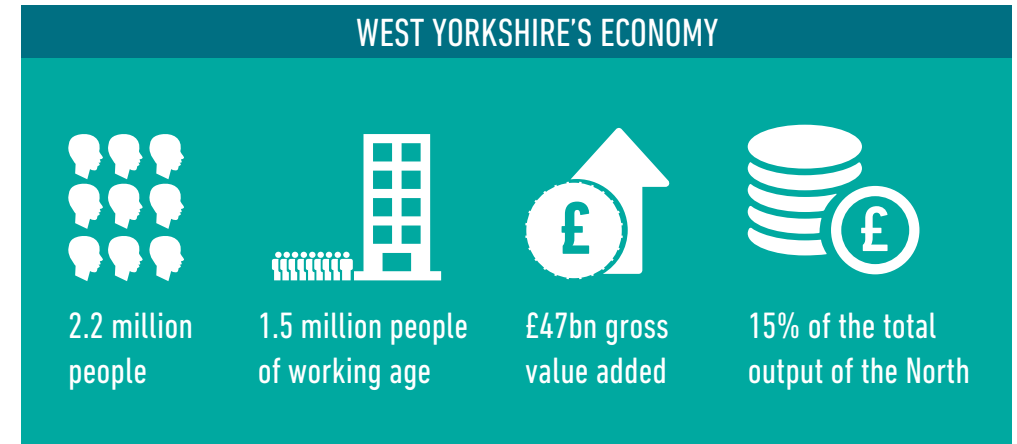
THE OPPORTUNITY

Investment in our transport system is vital to delivering the growth ambitions of the SEP, as it will unlock development, lower the cost of travel for our businesses and citizens and will improve connectivity, allowing our businesses to grow more quickly and giving greater choice and opportunity in the local jobs market to our citizens.

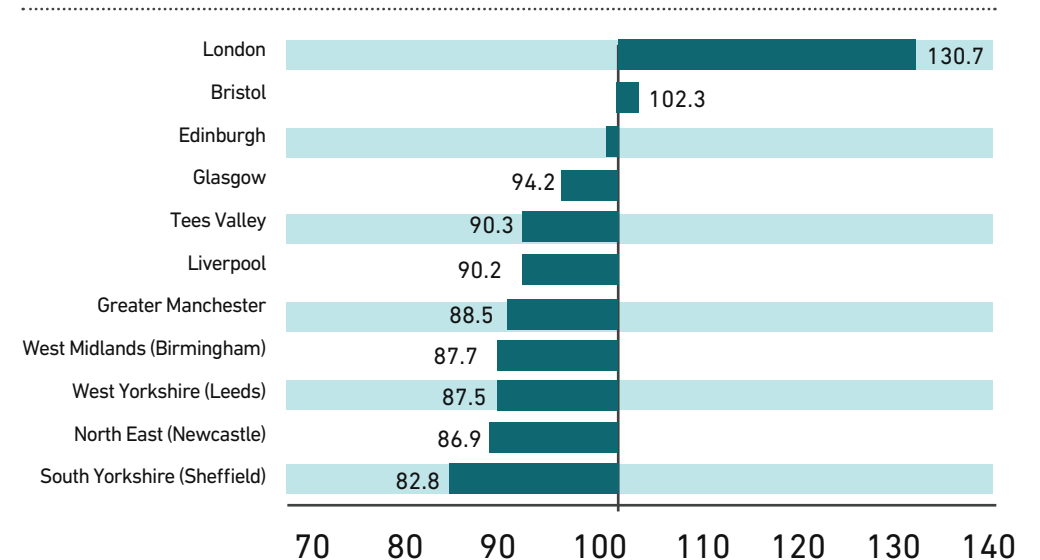
A key priority for the City Region is to develop an integrated approach to the development of our Spatial Priority Areas if we are to accelerate job creation, deliver new homes and secure more private sector investment.

The West Yorkshire plus Transport Fund is already delivering significant enhancements to the City Region's road, rail and bus networks over the next decade, alongside the major improvements that are already in the pipeline to invest in the motorway network and to increase rail capacity and speed through the electrification programme and new franchises. But more needs to be done.

As well as unlocking the potential of our places, significantly improved City Region connectivity will also ensure the benefits from HS2 are spread as far as possible across the region, benefitting local residents and enabling existing businesses to expand and providing opportunities for new businesses.



Productivity in UK City Region - Gross Value Added per hour worked (Office for National Statistics, 2016)



¹ The economic output achieved by the amount of hours worked

4. Our transport challenges

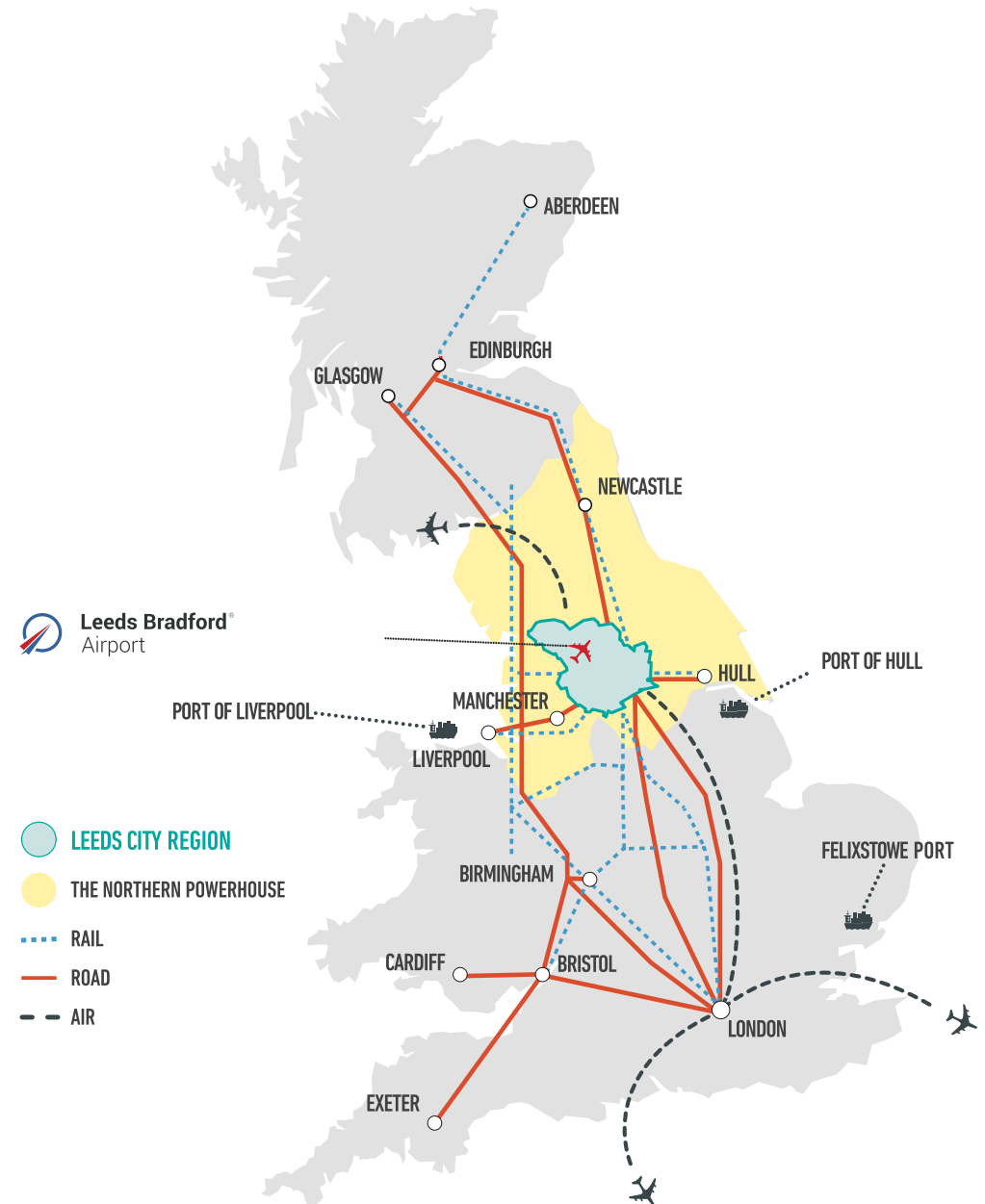
Our transport system already supports high volumes of passenger and freight movement – but the responses to our public consultation exercises and the analysis of evidence shows there are challenges facing transport, which we need to address. **Fundamentally, our transport system is under pressure.** Investment in road and rail has not kept pace with economic and population growth, resulting in congestion and delays on our roads, a lack of seats on public transport, and a lack of resilience in these networks/alternative options when things go wrong. These transport restrictions could limit the ambitions for growth contained in our SEP and our District Local Plans.

The future also presents challenges. An aging population, as well as higher levels of disability will create new and different demands for travel. Research by Leeds University Institute of Transport Studies¹ and the Urban Transport Group² has also identified some key social and technological trends that are likely to impact on the demand for travel by younger people in the future - among these trends are lower levels of car ownership, participation in the share-economy and greater use of smart technology.

These considerations, taken together with an energy revolution with a shift to the electrification of transport, mean we must not plan on yesterday's assumptions and should prepare for a more flexible and technology-assisted future.

¹ Leeds University Institute of Transport Studies, Flexi-Mobility, 2015

² Urban Transport Group, Horizon Scan, 2015)





Challenges

TRANSPORT CAPACITY AND PERFORMANCE

- **Strategic connections to the UK's major cities are aging** and face increasing demands for travel
- **Traffic congestion on motorway corridors, junctions and routes into our urban centres** is impacting on business costs and the accessibility of labour markets
- **Bus journeys are being made slow or unreliable** by road congestion and long dwell times from on-bus payments
- **There is severe crowding on trains** in the busiest periods, with services to and from Leeds having some of the worst crowding nationally
- **Car parking at rail stations** is insufficient and there are limited bus park and ride options to our centres
- **Poor access** to key development sites and gateways, including Leeds Bradford Airport, holding back job creation and house building

ENVIRONMENTAL

- **Climate change:** A slower rate of carbon reduction in the transport sector than in other sectors
- **Poor air quality:** The negative impacts of harmful pollutants produced by traffic is linked with a range of illnesses and premature deaths
- **Noise pollution:** Exposure to harmful noise levels from road, rail and air transport, that can cause mental health problems, poor performance at school and work and an increased risk of heart disease

PEOPLE AND PLACE

- **Over-reliance on car use** is contributing to a rise in obesity, diabetes and coronary heart disease
- **Safety on our roads**, with particular concerns for those walking, cycling and motorcycling,
- **Heavy traffic flows** creates barriers to communities and the movement of young, elderly, frail and disabled people
- **Some roads are in poor condition** with public dissatisfaction with defective roads and footpaths
- A limited choice of travel options is restricting people's opportunities
- **Car dominance** in town and city centres is impacting on the attractiveness of our places

Our Transport Characteristics

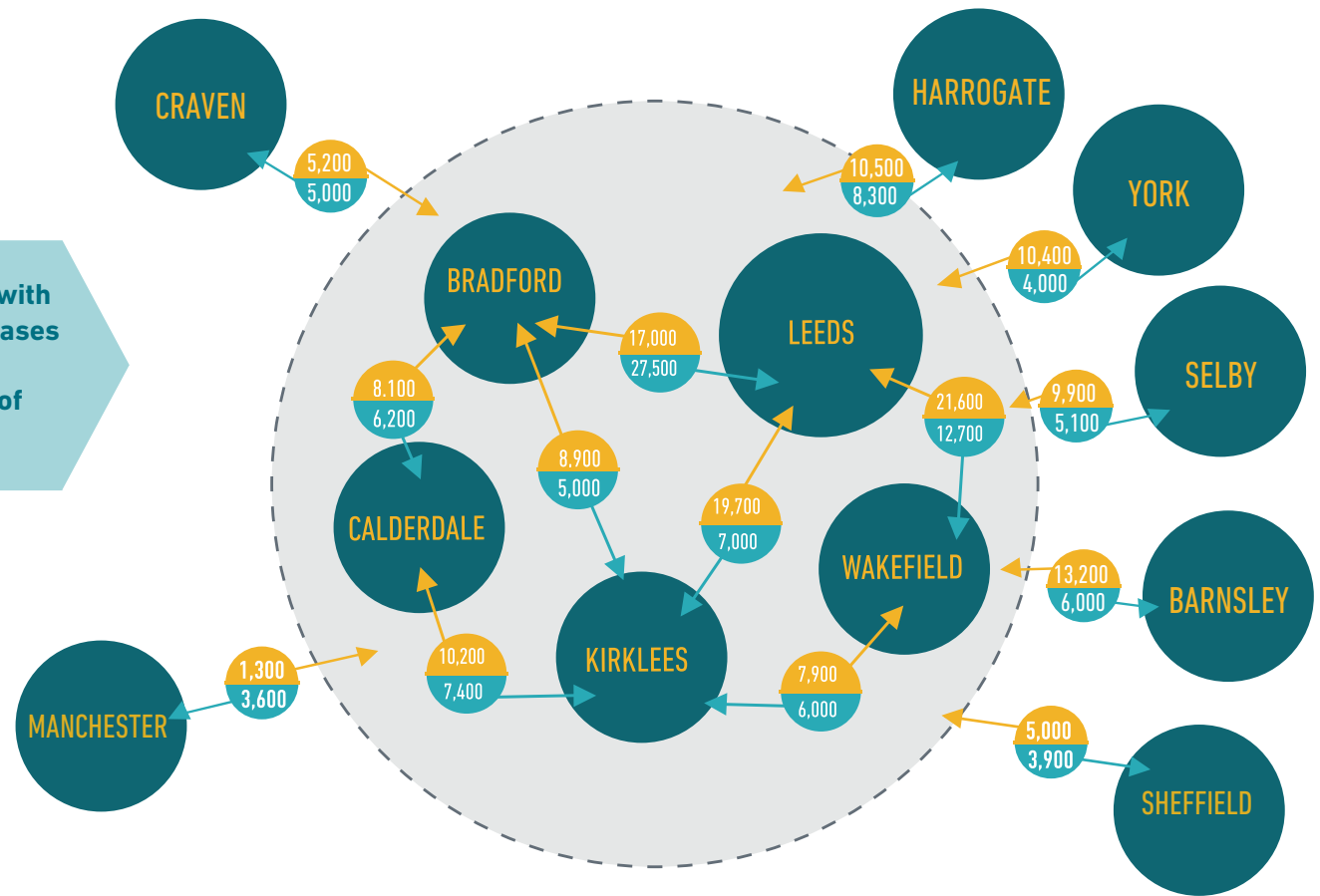
Between 2001 and 2011, the average distance we travel to work rose by

14%

from 7 miles (11.3km) to 8 Miles (12.9km)

36

Our districts import and export workers with each other and there have been big increases in commuting from places outside West Yorkshire. Leeds is the largest importer of labour; Kirklees is a major exporter.



key



Number of people traveling to work in a different area each day



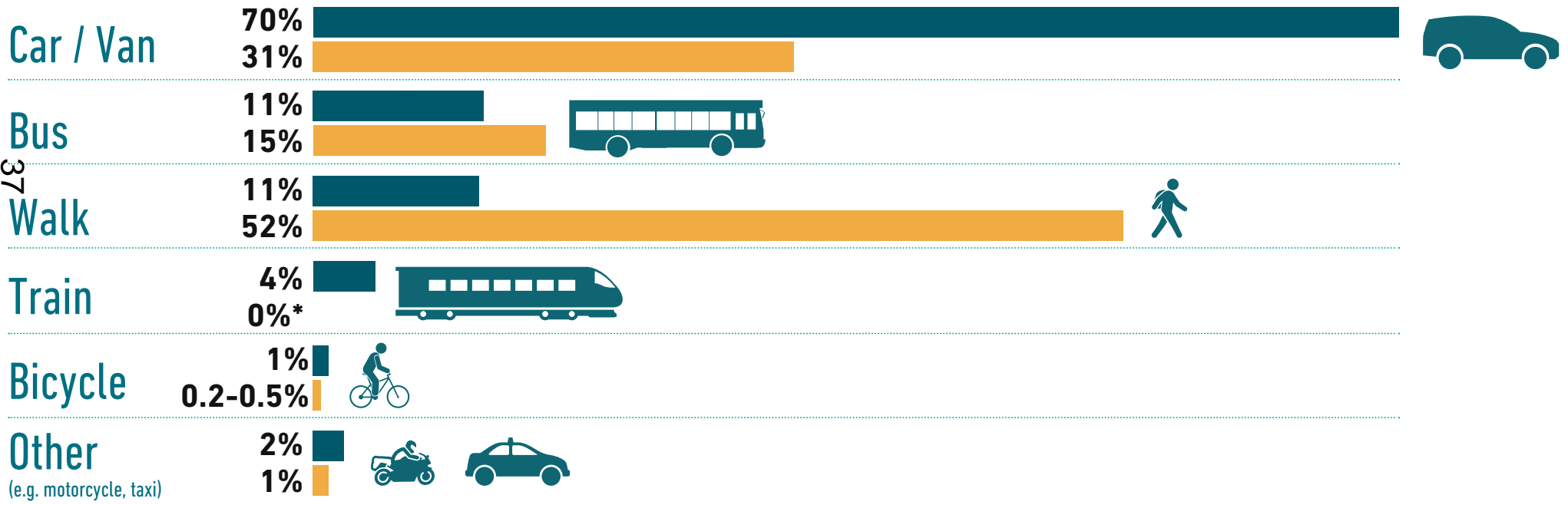
West Yorkshire

Our Transport Characteristics

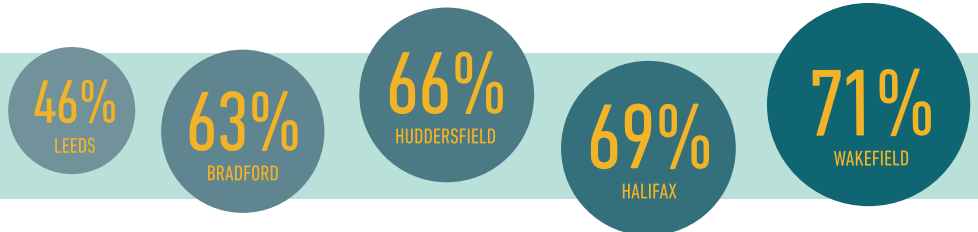
WEST YORKSHIRE TRAVEL TO WORK AND SCHOOL SHARE

WORK
SCHOOL

Cars and vans dominate commuting and make up **70%** of all travel to work (2011)



For commuting to our five main centres the proportion of car trips is generally lower (2011)



* Small numbers of people do travel to school by train, but numbers are so low that rounded down they become 0%

CYCLING

Cycling represents less than **1%** of commuting journeys in West Yorkshire in 2011, but numbers travelling to work by bike since 2001 are increasing, especially in larger urban areas.

Investment in new cycle routes helps to support the number of people cycling. The Leeds Liverpool Canal towpath, which has an increase in usage of more than **60%**, helps to support greater numbers of people cycling.

225,000 trips have been recorded by counters on the Leeds-Bradford Cycle Superhighway in its first year since opening in June 2016.



WALKING

More people walked to work in 2011 than in 2001 (105,000 vs. 96,000). The highest increases in walking trips to work were in Leeds (more than 18%) and Bradford (12%).

11% of all journeys to work in West Yorkshire are made on foot.

The numbers of people walking to work between 2001 and 2011 has grown by almost 10% with particular growth in larger urban areas such as Leeds and Bradford.



FREIGHT

Freight – 61m tonnes of freight arrive into West Yorkshire annually and we export 54 million tonnes (2010).

93% of goods are transported by road, **only 7% rail**

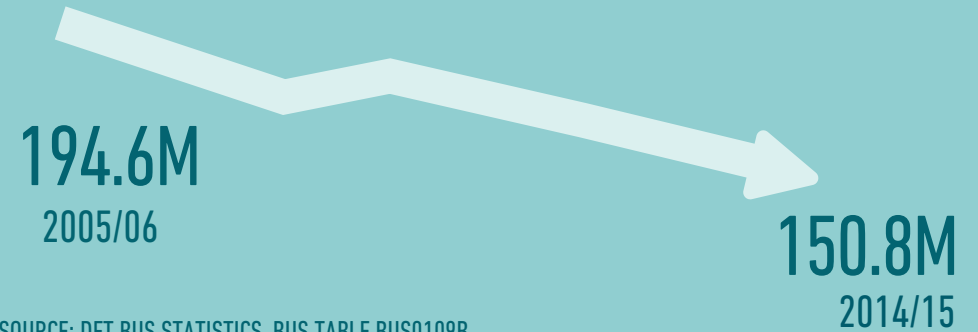
Heavy goods vehicles account for only 5% of vehicles on our roads, but **30-45%** of air pollution from road transport in UK urban areas.



WEST YORKSHIRE BUS USE



THERE HAS BEEN A REDUCTION IN BUS PATRONAGE OF 43.8M ANNUAL TRIPS OVER THE LAST DECADE



SOURCE: DFT BUS STATISTICS, BUS TABLE BUS0109B

WEST YORKSHIRE RAIL USE



34.85M
2014/15

17.8M
2005/06

96%

INCREASE IN TRAIN TRAVEL ACROSS
WEST YORKSHIRE IN THE LAST 10 YEARS

5. Transport strategy vision and objectives

OUR VISION

We will enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.

We want a transport system that supports inclusive growth, serving the needs of businesses and people, and enhancing prosperity, health and wellbeing for people and places across West Yorkshire.

This Transport Strategy provides the policy framework for the planning and delivery of improved transport infrastructure and services in West Yorkshire, to influence investment decisions to help deliver our vision and objectives.

39



Our transport objectives

The Transport Strategy's vision is accompanied by the following high level objectives:



ECONOMY

Create a more reliable, less congested, better connected transport network, increasing business productivity and access to wider labour markets



ENVIRONMENT

Have a positive impact on our built and natural environment and increase resilience against climate change



PEOPLE AND PLACE

Put people first to create a strong sense of place - increasing access in a safe, inclusive way and encouraging walking and cycling for health and other benefits

40

Our ambition is in the objectives we have and the outcomes we want to achieve.

The strategy has been informed by two rounds of consultation with stakeholders and the public, in 2015 and 2016. Feedback from consultation told us that our focus on the economy, and the approach described in a number of core themes, was well received. But there were also expectations for transport to make a positive contribution to the environment, to combat poor air quality and tackle climate change, and to address the economic and health inequalities in our more disadvantaged communities. In addition, transport for young and elderly people and in rural areas were identified as important issues. People wanted to see greater ambition with the better integration of all forms of transport as a vital early step in improving transport.

Our Targets

We have identified some mid-term targets for the first 10 years of the strategy, to grow the number of journeys made by using sustainable transport:

- **25% more trips made by bus by 2027**
- **75% more trips made by rail by 2027**
- **300% more trips made by bicycle by 2027**

We are developing more targets for the whole period of the strategy, which will be tailored to suit the circumstances and options on offer in a particular place. The public consultation on the Transport Strategy provided public and stakeholders views on the types of indicators that should be used to measure our performance in delivering the strategy. The Transport Strategy will be updated once these indicators and targets for the full period of the strategy have been agreed.

Our growth proposals

INTEGRATING SPATIAL AND TRANSPORT PLANNING

West Yorkshire's population is forecast to grow by 12% from 2015 to 2035, an increase of nearly 300,000 people from 2.2 million to 2.5 million. The Leeds City Region population will grow in the same period from 3 million to 3.4 million.

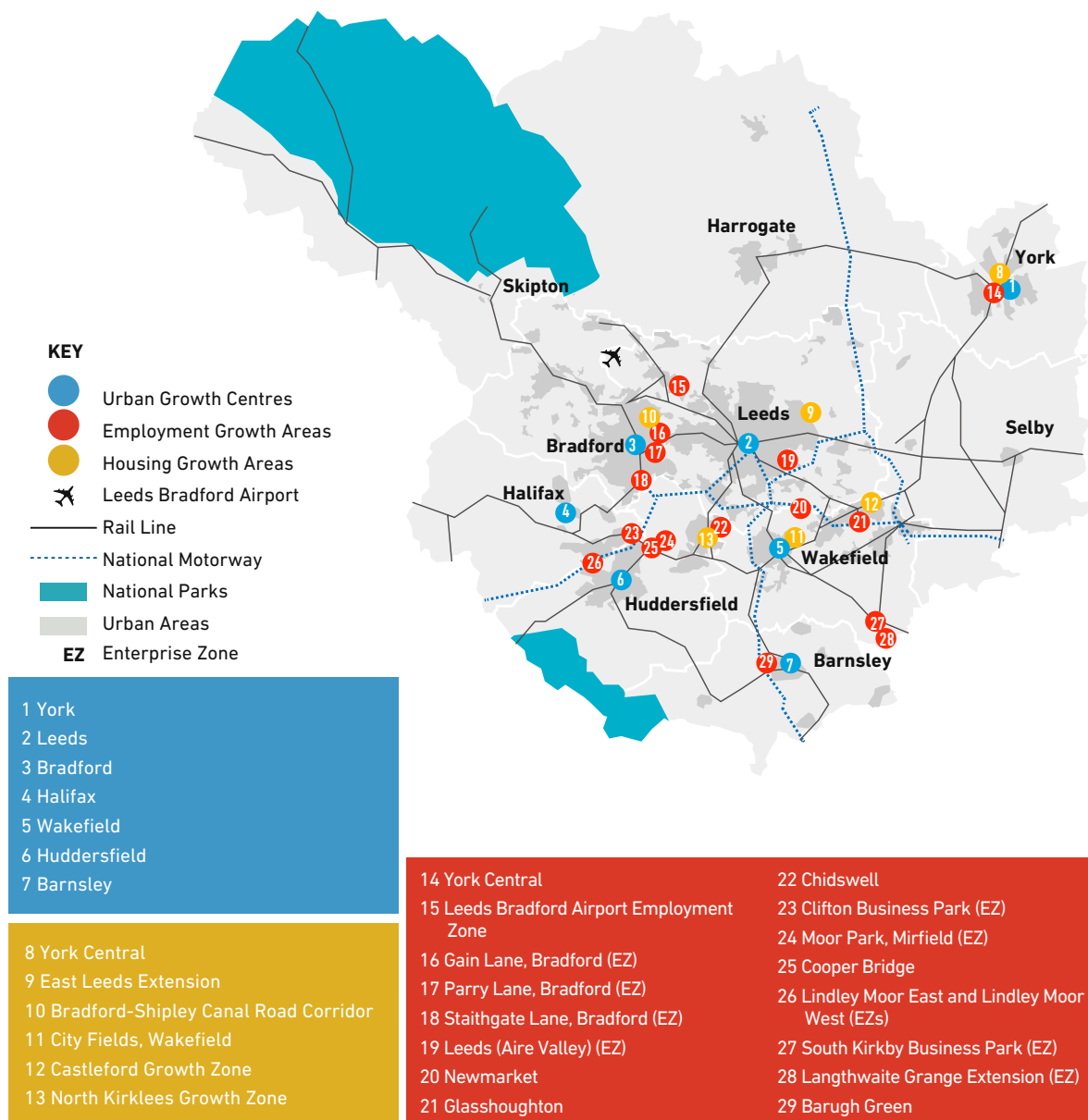
Through their Local Plans, the West Yorkshire district councils are developing land use proposals to accommodate this growth. The Local Plans identify the location of land allocations where employment and housing development can take place, and the scale of that development.

The SEP sets out a vision for developing the Leeds City Region economy over the next 20 years and identifies a number of headline initiatives that are crucial to achieving that vision. Among these headline initiatives is an ambition to deliver **10,000** **13,000 new homes per year**. If delivered in full, the SEP is expected to create **36,000 additional jobs**, over and above those already forecast to be created. While it is recognised that development will be dispersed across the City Region, the SEP identifies a number of Spatial Priority Areas that offer substantial opportunities and will be central to delivery success.

The SEP Spatial Priority Areas are:

- **Seven urban growth centres** - in the West Yorkshire city and town centres of Bradford, Halifax, Huddersfield, Leeds (including the South Bank) and Wakefield, plus Barnsley and York in the wider City Region.
- **Six housing growth areas** - in the Bradford-ShIPLEY Canal Road corridor, Castleford Growth Zone, East Leeds Extension, North Kirklees Growth Zone and Wakefield City Fields, plus York Central.
- **16 employment growth areas** - including employment and mixed use sites and the two Leeds City Region Enterprise Zones which comprise ten sites across the five West Yorkshire districts which are located along key arterial routes such as the M1, M62 and M606 corridors.

LEEDS CITY REGION SPATIAL PRIORITY AREAS



Locating new development in accessible locations is important and re-populating our urban centres will be one way of achieving growth without significantly increasing travel. In 2001, there were only 3,200 people living in Leeds city centre, but by the 2011 census this had grown to 13,000 people and a further 10,200 dwellings are now planned to be built in Leeds city centre by 2028.

More employment growth in our centres could be achieved with transport investments in high quality and high capacity public transport projects, linked with improved orbital highway routes.

Elsewhere, development located close to existing or new public transport hubs or corridors, and linked to them by improved cycle and pedestrian networks, will help create better, more sustainable places.



The growth in Leeds, in particular, in the city centre and Aire Valley, and also from other strategic and local growth priorities, will generate more commuting from across West Yorkshire and the City Region. The challenge will be to ensure this growth can happen in a sustainable way and to mitigate any negative impacts of the extra travel generated by this growth.

To predict future commuting and business-to-business travel patterns we have developed a transport, land use and economic forecasting model for the City Region. This model takes account of the land use allocations set out in current Local Plans and prioritised in the SEP. The approach of targeting transport investment where it could best support economic growth was used successfully to justify our Growth Deal proposal for the £1bn West Yorkshire plus Transport Fund in 2014. The projections have been used to identify where future problems in the transport network, such as road congestion or overcrowding on the rail network, are likely to constrain economic growth and business-to-business activity.

Further tests and analysis, including understanding the impacts of High Speed Rail, emerging Transport for the North projects and other transport projects and policies, will be carried out to help identify and develop further transport interventions.

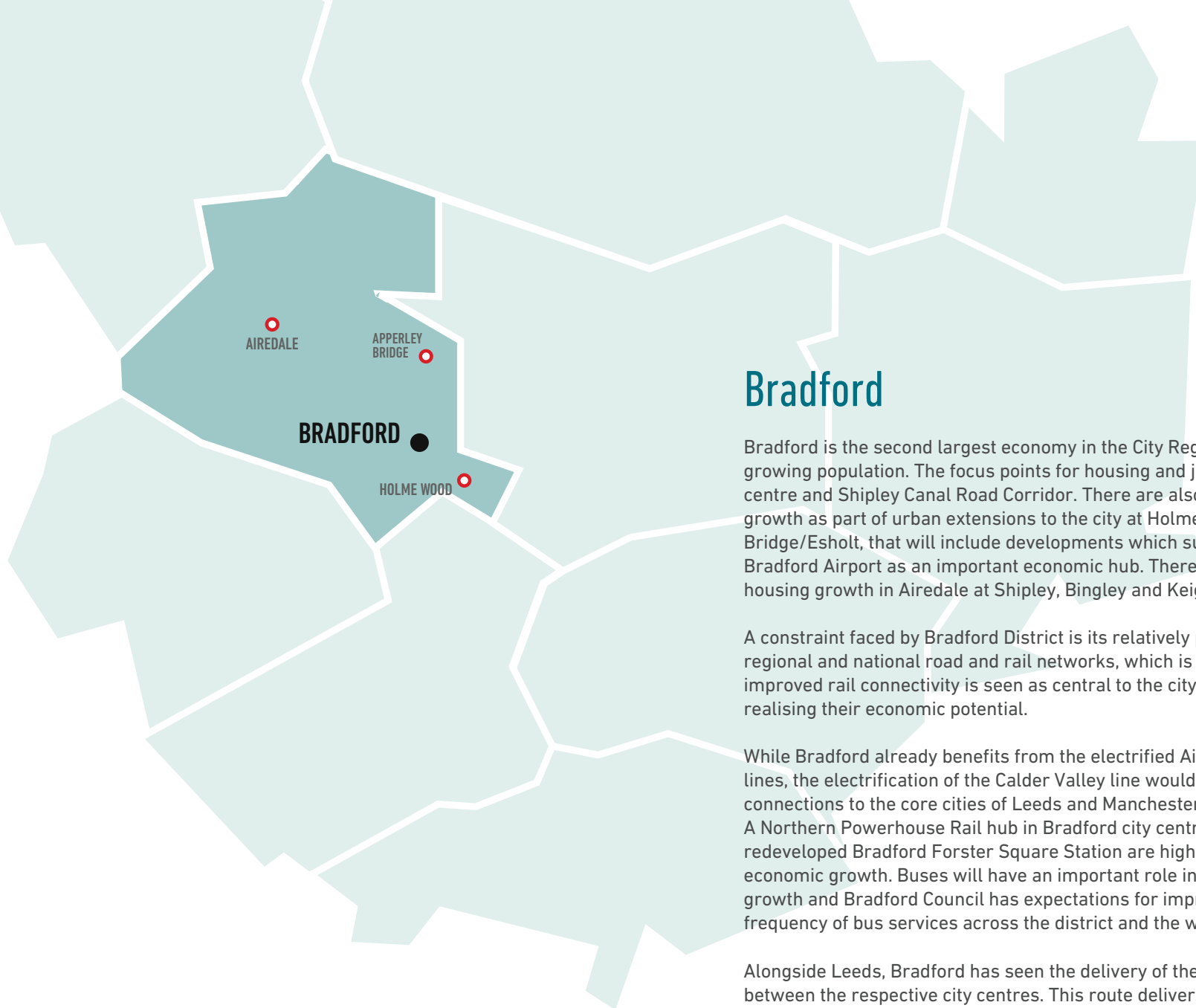
Some new road building will be necessary to relieve congestion hot spots, take traffic away from town and city centres, and to connect and bring forward development sites. For example, the Aire Valley, in Leeds, would benefit from enhanced highway access to support business activity, which is dependent on good, reliable road connections.

We believe, however, that many of the new trips associated with our economic growth can be made in full or in part by sustainable transport, i.e. public transport including rail, bus and new mass transit technologies, and cycling and walking, or combinations of these modes.

OUR PLACES

Each of our West Yorkshire districts has its own economic strengths, distinctive features and diversity of place and related travel patterns. This means that while there are common transport challenges and themes, there is unlikely to be a 'one-size fits all' transport solution.





Bradford

Bradford is the second largest economy in the City Region and has the fastest growing population. The focus points for housing and jobs growth are Bradford city centre and Shipley Canal Road Corridor. There are also opportunities for economic growth as part of urban extensions to the city at Holme Wood and Apperley Bridge/Esholt, that will include developments which support the growth of Leeds Bradford Airport as an important economic hub. There will also be jobs and housing growth in Airedale at Shipley, Bingley and Keighley.

A constraint faced by Bradford District is its relatively poor connectivity on to the regional and national road and rail networks, which is why significant investment in improved rail connectivity is seen as central to the city and the district areas in realising their economic potential.

While Bradford already benefits from the electrified Airedale and Wharfedale rail lines, the electrification of the Calder Valley line would improve the city's connections to the core cities of Leeds and Manchester and to Manchester Airport. A Northern Powerhouse Rail hub in Bradford city centre as well as a redeveloped Bradford Forster Square Station are highlighted as catalysts for economic growth. Buses will have an important role in supporting Bradford's growth and Bradford Council has expectations for improvements to the quality and frequency of bus services across the district and the wider City Region.

Alongside Leeds, Bradford has seen the delivery of the Cycle Superhighway (CS1) between the respective city centres. This route delivers a level of infrastructure quality not seen in the UK outside of London and in Bradford there is an expectation that this level of quality in design and implementation will be delivered for further new sustainable infrastructure transport routes.

Calderdale

Calderdale is a centre for financial services and the location of the Lloyds Banking Group headquarters. It has a higher than UK average of employment in advanced engineering and manufacturing (AEM), specialising in complex components. The concentration of AEM means there is a well-developed supply chain and dense logistics sector dependent on the strategic and key road networks. Calderdale's priorities for growth lie in developing employment sites in the north and east of the district, including Halifax and the Leeds City Region Enterprise Zones, as well as the delivery of Calderdale Local Plan requirements for 17,000 new homes by 2031.

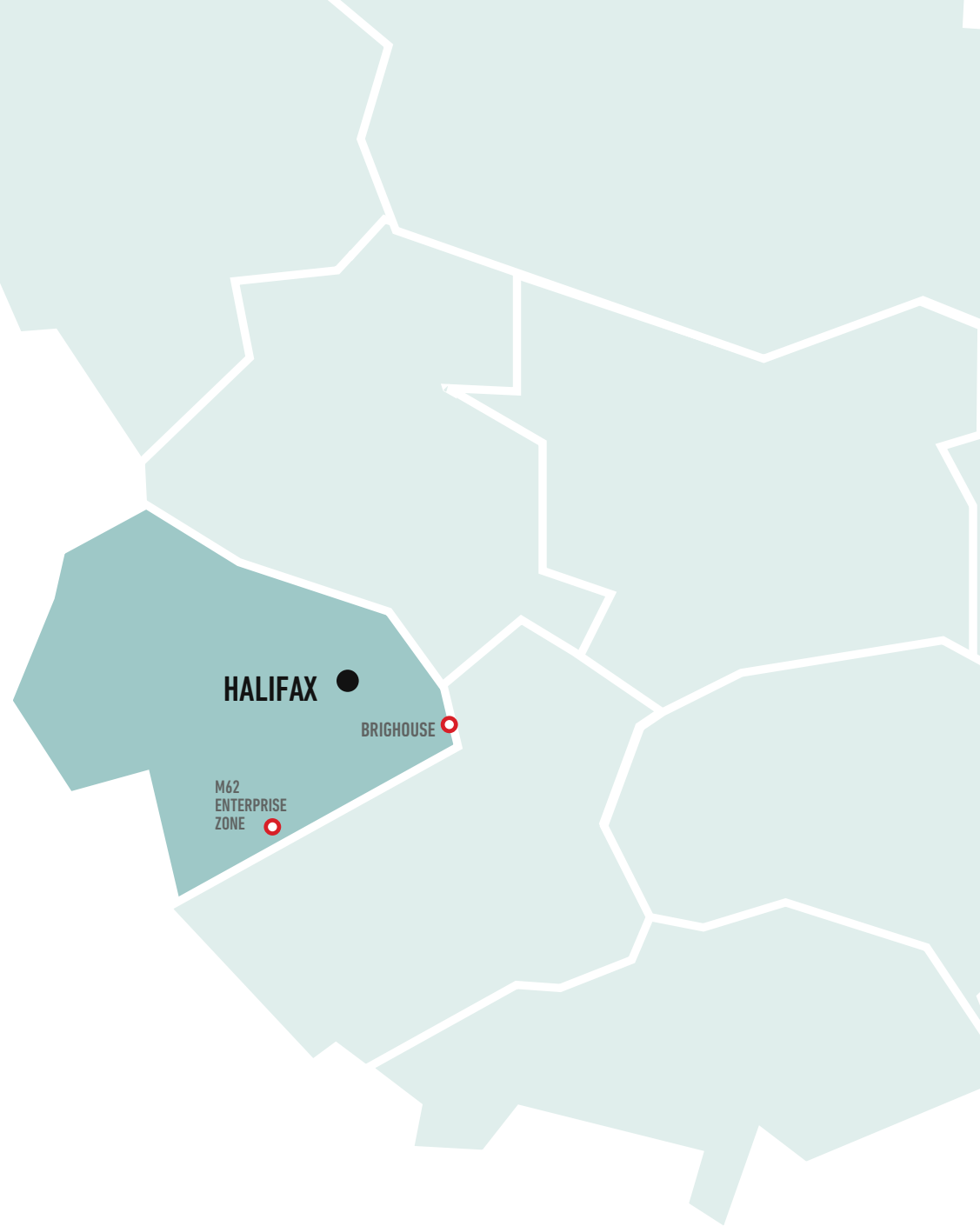
Improving transport connectivity within West Yorkshire and to Manchester is key to supporting Calderdale's existing economic activity and facilitating growth. Some important road corridors are operating at capacity and journeys can be unreliable. Major congestion hotspots include Junction 25 of the M62, A629 Brighouse, Hipperholme Crossroads through to Stump Cross junction, A6026 and Copley Lane and Brighouse, Sowerby Bridge and Hebden Bridge town centres.

Improvements in road capacity and operation will be delivered through the West Yorkshire plus Transport Fund, but road congestion is forecast to worsen significantly and major road building is made difficult by the district's geography, topography and heritage considerations. At the same time, the quality of rail and bus alternatives are perceived as 'lacking'.

The focus is on enhancing the quality of sustainable transport options to reduce car dependency and accommodate new trips. Rail is growing in importance for Calderdale residents, particularly for longer, cross-boundary journeys and a priority is to capitalise on planned HS2 and Northern Powerhouse Rail investment as well as upgrades to the strategic road network.

Electrification of the Calder Valley line, capitalising on committed road and rail improvements to the Bradford-Halifax-Huddersfield corridor are key strategic transport priorities. The buses will be important in serving communities not connected by rail and there is a desire to build on past investment in cycling.

Improved quality of life and environment with good air quality, public realm and local accessibility are viewed as key to selling the attractiveness of Calderdale's places for attracting and retaining skilled workers and high value businesses.



Kirklees

The population of Kirklees is well dispersed across the district and there are a number of areas of relatively high population density that require access to the main employment centres of Dewsbury and Huddersfield. Outside of the district, the polycentric nature of the wider regional economy, coupled with Kirklees' strong concentration of manufacturing means there is a need to ensure that people and goods can be moved around efficiently and flexibly now and in the future.

Given the district's strategic position on the national motorway and rail networks, its links with regional facilities such as airports/ports and surrounding Leeds, Sheffield and Manchester city regions are essential to Kirklees and a key factor in supporting the vitality of urban areas. The aim locally is to achieve a balanced and integrated transport network that makes the most efficient and effective use of road, rail and public transport.

By 2031 the Kirklees Local Plan expects to provide for approximately 23,000 new jobs and 31,200 new homes in the district, with Huddersfield and Dewsbury accommodating large parts of this growth.

The integrated approach to transport, climate change, environmental objectives and development across the district reflects future ambitions, while also acknowledging the current economic reliance on road-based transport; an approach that is also locally recognised in the Kirklees Economic Strategy (KES).

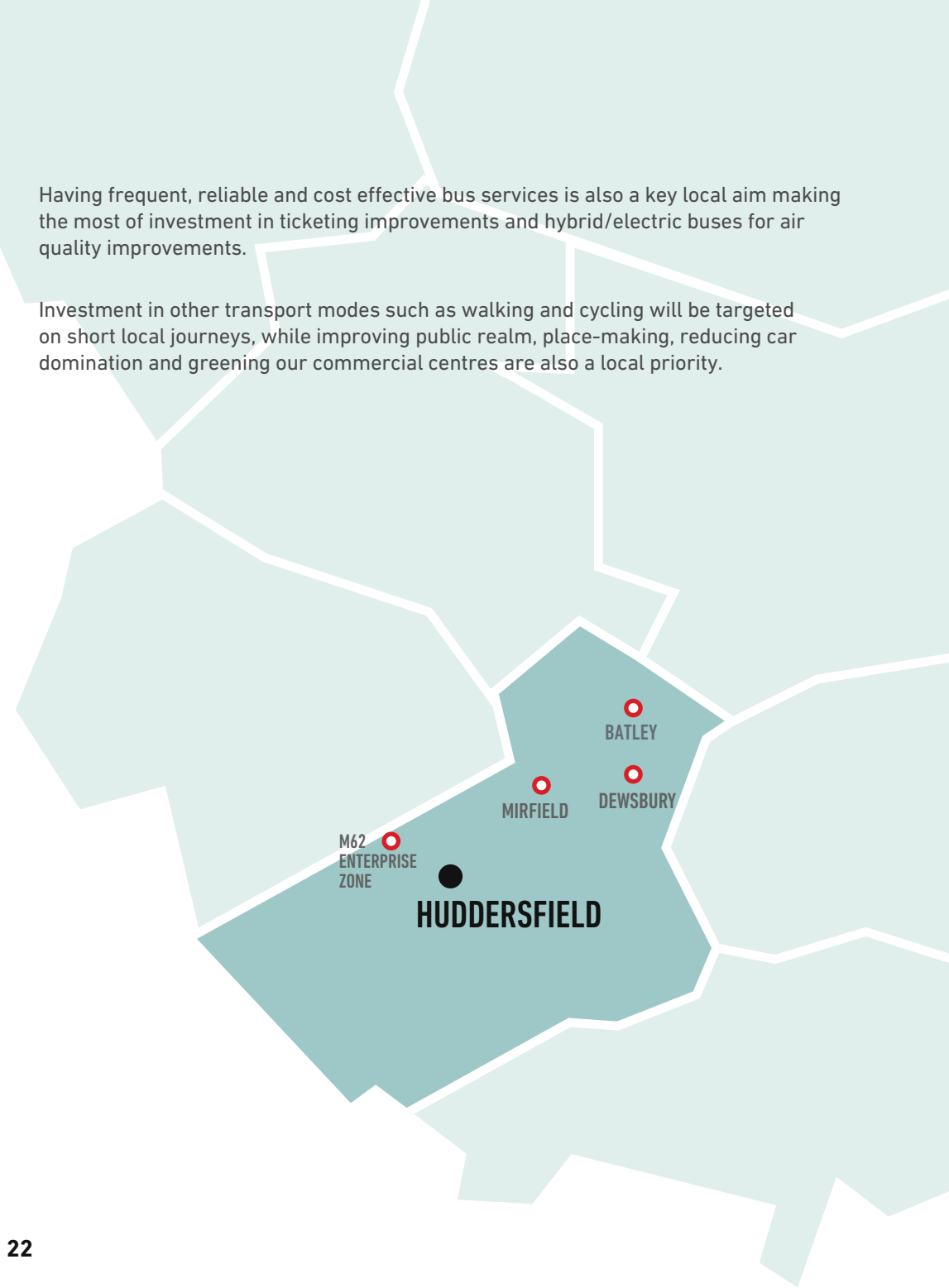
Schemes currently being developed in the West Yorkshire plus Transport Fund will address the main local congestion issues the Local Plan will produce, but there will remain other existing hotspots to address on the A616, A636 and A637 - all key routes within the district.

The designation of the North Kirklees Growth Zone means that future transport infrastructure needs are starting to emerge around Dewsbury and Batley town centres while also highlighting the importance of strategic transport links to the area.

Improved rail journey times and capacity improvements on the TransPennine rail corridor are key priorities for Kirklees. The other rail connectivity issues for Kirklees are the Penistone Line (Huddersfield to Sheffield) and north-south connections from Huddersfield to Halifax/Bradford. Rail station improvements and more rail user car parking are also priorities.

Having frequent, reliable and cost effective bus services is also a key local aim making the most of investment in ticketing improvements and hybrid/electric buses for air quality improvements.

Investment in other transport modes such as walking and cycling will be targeted on short local journeys, while improving public realm, place-making, reducing car domination and greening our commercial centres are also a local priority.



Leeds

Leeds' growth is important both to the economy of the City Region and to the North's shared objective of rebalancing the economy. To improve productivity, investment in the city's transport infrastructure and assets, new and existing, is vital. Within Leeds itself, the focus is on creating connections to the key growth areas of an expanded city centre (South Bank area), an employment hub north of Leeds Bradford Airport, the Leeds City Region Enterprise Zone and East Leeds. Leeds has an ambitious target of 70,000 new homes spread across the district.

The highway network will continue to play a central role in mobility, particularly for orbital journeys, but there are number of big challenges. The road and rail networks are constrained with congestion and crowding in the peak periods, there are significant air pollution and carbon emissions, and the road casualty record is not improving. Embracing new technology will help solve some of these issues, but there is also need for a debate about how road space is allocated for pedestrians, cyclists and public transport uses. There is an opportunity to think differently about the traffic flow around the city. This is especially the case in the city centre where it will be important to begin the process of developing a long-term strategic approach and solution for the Inner Ring Road – this will be required during the 2020s ahead of decisions about the future of the tunnels.

Improved access to air travel and to the ports is needed to support global trading. Improved strategic road reliability, smart ticketing and a redeveloped Leeds station to incorporate HS2 and Northern Powerhouse Rail will play their part in supporting Leeds' position at the heart of the North. At the local level, while the new rail franchises mark a step change, the need for further investment will remain. There is a place for enhanced station provision, including new stations, within the Leeds district and there is a need for better choices for those communities on corridors not served by heavy rail. The role and quality of an integrated and reliable bus services is likely to be paramount alongside a growing role for park and ride.

There are choices to be made for the longer term where the ultimate transport mode may vary according to the local circumstances and demand, but integration – of ticketing and brand along with seamless interchange – needs to be a common theme. Targeted investment in district centres and neighbourhoods remains essential, where there is a focus on creating places that people can enjoy and to support mobility and sustainable transport for all ages and needs.

Leeds City Council ran a public engagement exercise in 2016 on transport in Leeds to test these priorities. The response from public and stakeholders has informed the allocation of funding within the Leeds Public Transport Investment Programme using the £173.5m provided by the Government.

LEEDS
BRADFORD
AIRPORT



EAST LEEDS



LEEDS



SOUTH BANK



AIRE VALLEY



Wakefield

Wakefield district includes the main population centres of Wakefield city, Ossett and Horbury in the north west, the Five Towns of Normanton, Castleford, Pontefract, Featherstone and Knottingley in the north east; and Hemsworth, South Elmsall, South Kirkby and Upton in the south east. Wakefield's location close to key transport corridors and the availability of land to accommodate housing and employment has put it in a strong position to grow.

Wakefield's priorities for growth include the SEP employment and housing priorities in Wakefield and Castleford. Wakefield Council's Local Plan sets out spatial priorities for growth mainly in Wakefield city and the Five Towns up to 2026. Future growth will be focused in areas where there is an opportunity to benefit from improved connectivity provided by new investment in rail and road infrastructure, including the Five Towns and south east of the district. Transport investment and future spatial development strategy will be aligned with the Council's Local Plan and Good Growth Plan. There will be an increased focus on delivering sustainable development and communities, with an improvement in quality of place, air quality, active travel and lifestyles, and health.

Wakefield has a large, well maintained road network serving many communities in the district and linking to key towns and cities in West and South Yorkshire. It will be important to maintain the condition of the network. There has been significant investment in new highway infrastructure in recent years with the Pontefract Northern Link Road and the Wakefield Eastern Relief Road improving connectivity, relieving congestion and opening up land for new development.

There is a continued need and desire to invest in the road and rail network during the next 20 years. Further investment in road infrastructure will be needed to support growth in the Five Towns and south east of the district, but there is a need to maximise connectivity through Northern Powerhouse Rail, East Coast Main Line and High Speed Rail. Improving connectivity to Leeds and Sheffield and beyond to other key employment centres is essential, including delivering transformational mass transit schemes between Leeds and the Five Towns.



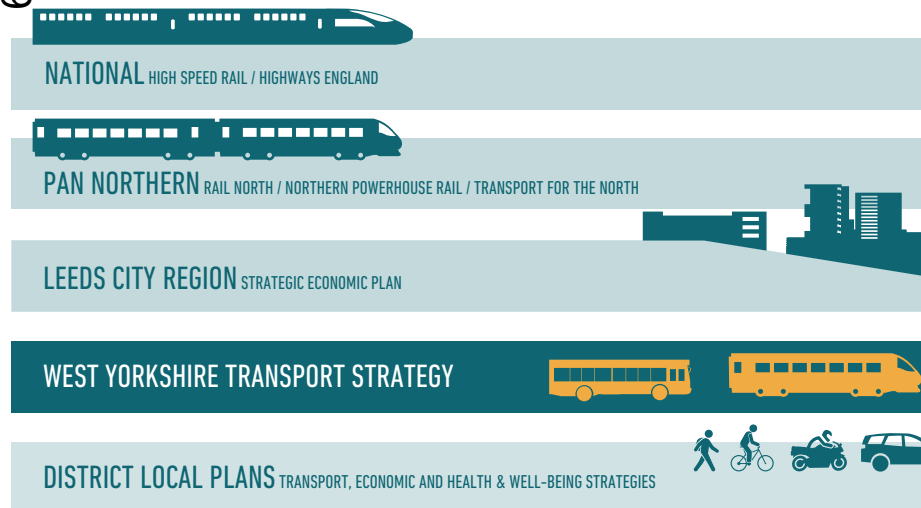
6. How our plans fit together

Over the next 20 years, West Yorkshire and the Leeds City Region are going to benefit from substantial investment while some significant changes in how transport planning is organised and improvements are delivered which will transform our connectivity to regional, national and global markets.

Efficient motorways, High Speed Rail, fast East-West rail connections through Northern Powerhouse Rail across the North of England and better access to international gateways will ensure our physical links to the rest of the UK and the world match or exceed other comparable city regions. But we also need transformational change in our transport system at a West Yorkshire and local level to realise our economic ambitions.

The Transport Strategy provides the policy framework for the planning and delivery of improved transport infrastructure and services in West Yorkshire. It will support the Strategic Economic Plan and West Yorkshire District Local Plans, and as well as influence and make the most of investment decisions being made at the pan-northern and national levels.

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Transformed national and international connectivity

High Speed Rail provides the prospect of transformational change giving a major boost to our local economy. The Government plans to invest £55.7 billion to build a new high speed rail network, High Speed 2 (HS2), from London to Birmingham, Leeds and Manchester.

Direct high speed rail services will be operational by 2033, reducing journey times from London to Leeds by up to an hour, to only 83 minutes. This new line will provide a significant increase in capacity to meet the growing demand for rail travel.

As well as the direct improvements from HS2, the new high speed network will release constraints on the existing local and longer distance rail networks, creating opportunities for improving connections between the North's major cities and towns for commuters, business travel and, potentially, freight.

We are calling on the Government to accelerate delivery of HS2 and to future-proof a connection to the existing High Speed 1 in the South for improved crosschannel links, and connections with Northern Powerhouse Rail (previously called HS3) in the North.








A new HS2 station will be built alongside, and integrated with, the existing Leeds Station in the centre of Leeds. We are working with the government, HS2 Ltd, the rail industry, Transport for the North and local partners to develop our proposals for the Leeds Station now.

The upgrade of Leeds Station will be a project of regional and national significance, providing a centrepiece of the region's transport network and an excellent passenger experience. It will bring together on a single integrated site HS2, Northern Powerhouse Rail and other inter-city and urban rail services, alongside regional rail and other local public transport services as part of our proposals for a world-class public transport system.





Creating a new, integrated Leeds Station will not only strongly support the regeneration in the South Bank area of Leeds and the transformation of Leeds city centre, but it will be an asset that benefits the whole of the City Region. A HS2 Growth Strategy will set out ways to spread the benefits across the region.

The HS2 eastern leg will begin construction in 2023. It will take 10 years to complete before opening in 2033, connecting Leeds and York to the largest infrastructure project in the UK.

HS2 ROUTE MAP

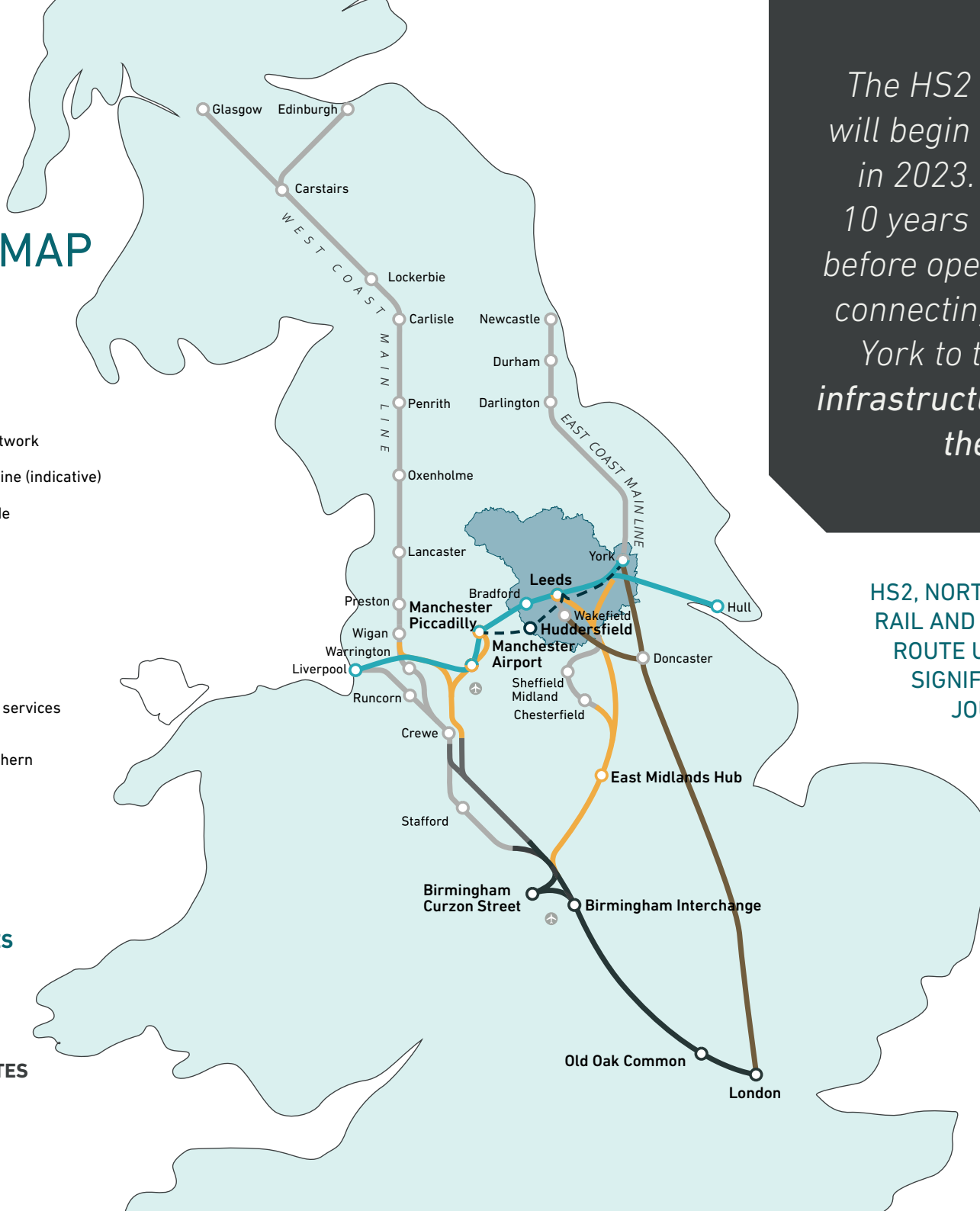
-  HS2 line (Phase One)
-  HS2 line (Phase 2a)
-  HS2 line (Phase 2b)
-  HS2 services on existing network
-  Northern Powerhouse Rail line (indicative)
-  TransPennine Route Upgrade
-  Existing network

50

-  New station (Phase One)
-  New station (Phase 2b)
-  Destinations served by HS2 services on existing network
-  Destinations served by Northern Powerhouse Rail line

LEEDS TO BIRMINGHAM
EXISTING 1 HOUR 58 MINUTES
PROPOSED 49 MINUTES

LEEDS TO LONDON
EXISTING 2 HOURS 11
PROPOSED 1 HOUR 21 MINUTES



HS2, NORTHERN POWERHOUSE RAIL AND THE TRANSPENNINE ROUTE UPGRADE WILL ALL SIGNIFICANTLY REDUCE JOURNEY TIMES

To allow the region to play a full role on the global stage, we need to ensure we have easy access to international connections.

Transport for the North (TfN) is considering ways to improve the movement of freight, enabling ports and airports to move goods and materials more efficiently. This would bring opportunities for more goods and materials to be processed in the North.

Enhanced surface access to Manchester Airport will be delivered through the Northern Powerhouse Rail (NPR) proposals. Leeds Bradford Airport has a vitally important role as a gateway to international markets and we have an aspiration to develop the role of the airport as a transport hub as well as to facilitate the development of the airport area as an employment growth zone. For this to happen, improved surface access needs to be delivered. A link road project is being taken forward by Leeds City Council and the long-term public transport goal is to have a fixed, rapid, mass-transit link joining the airport with the centres of both Bradford and Leeds. For the short-to-medium term we are developing a proposal for a parkway-type station on the existing rail network to provide enhanced connections to the airport.

Transformed connectivity across the North

The West Yorkshire Combined Authority is working with a range of partners on a number of opportunities to deliver much-needed capacity, performance and quality improvements to the transport network connecting the major towns and cities of the North in the coming years.

Rail North was created in 2015 to bring together the Department for Transport (DfT) and transport authorities across the North, including the West Yorkshire Combined Authority, in a body to set the strategic objectives for delivering a world class railway for the North.

Rail North has already overseen the award of the new Northern and TransPennine franchises, which came into effect from April 2016 and is currently overseeing (as of August 2017) a £1.2 billion investment in rail services across the North, including:

- 500 new-build carriages introduced across both franchises.
- All Pacer units withdrawn by the end of 2019 and all remaining rolling stock to be refurbished by 2020.
- 66% extra morning peak capacity on TransPennine Express into the main cities by 2019
- 37% extra morning peak capacity on Northern trains into the main cities by the end of 2019
- £30m invested in improving stations, including interactive ticket vending machines
- 45 currently unstaffed stations to be staffed for at least part of the day

Transport for the North (TfN) has been established by the Government as the new sub-national transport body for the North – comprising all the northern city regions, local enterprise partnerships, Highways England, Network Rail and HS2 Ltd.

In the March 2016 Budget, funding was confirmed for TfN to develop options for a Northern Powerhouse Rail (NPR) network to radically improve journey times between the North's main urban centres.

Leeds is already considered part of the NPR core network for fast connections and frequent services to Newcastle, Hull, Sheffield, Manchester, Manchester Airport and Liverpool. We are working with TfN to influence the delivery of additional NPR stops in Bradford and York as part of that core network, and to fully integrate the NPR network with HS2 within the new, central Leeds Station.

We are also working with the DfT, TfN and the rail industry to press and develop the case for continued investment in the existing rail network. This includes upgrades to the East Coast Mainline to improve reliability and connectivity and the Calder Valley Line, which will have pan-northern benefits as well as improving connectivity for key local population centres.

It is crucial the Government funds Network Rail in making upgrades to:

- **The existing north TransPennine rail line** - between Manchester, Leeds and York, via Huddersfield, to improve journey times by 2022
- **Calder Valley line** with speed, frequency improvements, new trains expected to be in place by the end of 2019 alongside a new range of destinations available including Chester, Liverpool, Manchester Airport, Sheffield, Nottingham and Hull.
- **Harrogate Line** with improvements including increased local service frequency and better connectivity to London expected by 2019.

5.2

On the roads, better performance and more capacity is needed to serve the growing economy.

Smart Motorway technology is already being introduced by Highways England to improve motorway journeys through maximising the use of the running lanes by adjusting speed limits and closing and opening lanes, including the hard shoulder. Technology has already been introduced on sections of the M1 and M62 and more sections are to follow by 2025.

Through their Road Investment Strategy, Highways England has committed schemes to deliver infrastructure improvements to relieve congestion and increase motorway performance on the M1, M62 and M621 and at junctions such as Chain Bar and Lofthouse, with more to follow. We are working with Highways England to assist delivery of the most needed short term improvements.

For the medium to longer term, TfN has identified the Central Pennines (including West and North Yorkshire and parts of the North East and North West) as one of its seven Strategic Development Corridors that it will take forward as part of its long-term Investment Programme up to 2050. It also will be used to inform Highways England's development of its upcoming Road Investment Strategy 2 (RIS 2) programme for the next five- year period (2020 to 2025).

The Central Pennines corridor has been prioritised by TfN for a detailed study starting in 2017. This will investigate TransPennine road, rail and inland waterways requirements, including freight and logistic needs in supporting the ports, airports and inland ports and servicing the businesses located across the corridor. The West Yorkshire Combined Authority is working with TfN and Highways England to progress the Central Pennines Strategic Development Corridor study.

Transformed connectivity in the City Region

We are already making significant progress to improve connectivity within the City Region. Funding secured by the LEP and West Yorkshire Combined Authority through the Leeds City Region Growth Deal in 2014 has enabled the establishment of a £1 billion West Yorkshire plus Transport Fund, covering West Yorkshire and York. The Transport Fund is targeted at enabling key development areas and will help to create about 20,000 new jobs over the next 10 years. A number of strategic transport projects will be delivered to facilitate growth identified in the SEP, which encompass:

- Improved motorway access
- Orbital road improvements
- Radial improvements on corridors for better public transport options into our urban centres
- 53 Road and rail improvements between district hubs to provide capacity and better connectivity
- Enhanced rail station gateways with increased car parking capacity for park and ride.

More details of the West Yorkshire plus Transport Fund schemes that are programmed for early delivery are identified in the high level delivery programme in section 7 of this document, and further details can be accessed by visiting our website at westyorks-ca.gov.uk

These Transport Fund improvements will work towards addressing the underinvestment of the past and unlocking constraints on our networks – but gaps will remain and more investment will be needed. This strategy therefore sets out our ambitions to further improve transport in our City Region.











Apperley Bridge rail station

7. Our Policies

The Transport Strategy identifies six core themes containing 67 policies which describe the actions that will be taken by the West Yorkshire Combined Authority, the West Yorkshire District Councils, the LEP and our partners to deliver our vision for transport.

The themes and policies address the transport challenges and opportunities facing us and provide a framework for making investment decisions going forward. Each of the themes and policies are explained in this section.

Our vision: to enhance business success and people’s lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable. We have identified our policies and actions to deliver this vision within six core themes:

CROSS CUTTING THEME	CORE THEME	OUR AMBITION
<div style="text-align: center;">   INCLUSIVE GROWTH, ENVIRONMENT, HEALTH AND WELLBEING </div> <p>Our ambition is to connect people to better living standards and higher earning jobs, and to significantly improve the health, overall wellbeing and environment of the people living and working here</p> <div style="text-align: center;">  </div>	 ROAD NETWORK	<p>Our ambition is for an efficient, safe and reliable road network for all users, that creates new opportunities for jobs and housing</p>
	 PLACES TO LIVE AND WORK	<p>Our ambition is for West Yorkshire to be known for the quality and liveability of its places</p>
	 ONE SYSTEM PUBLIC TRANSPORT	<p>Our ambition is for a world-class public transport system that connects different modes of transport seamlessly into one comprehensive easy-to-use network</p>
	 SMART FUTURES	<p>Our ambition is to make best use of advancements in technology across all of our transport networks</p>
	 ASSET MANAGEMENT & RESILIENCE	<p>Our ambition is to ensure we make best use of our existing and future transport assets</p>

54



Inclusive Growth, Environment, Health and Wellbeing

Our ambition is to connect people to better living standards and higher earning jobs, and to significantly improve the health, overall wellbeing and environment 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.

We believe that promoting economic growth is compatible with improving the environment and enhancing people's quality of life. Transport has a vital role in supporting economic growth, not only through investment to improve the performance of our transport system to improve business productivity, but also by helping more people to contribute to and benefit from economic opportunity.

We want to make the transport system more accessible and better connect people to opportunity. Our travel for work and other purposes has been characterised in recent decades by increased car use. The car will continue to be a vital part of our transport system, but the environmental, health and social issues created by car dependency are a concern. We also need to provide practical transport options for the 28% of households in West Yorkshire, and 64% of job seekers, with no access to a car.

To deliver a vision of good growth, we need to address the negative impacts and build on the positives of our transport system to provide more and better options for healthy, sustainable and inclusive transport.

Our Policies

Enable the widest range of people and places to both contribute to and benefit from economic success.

We will work with City Region authorities, business, voluntary and community groups and transport providers to target our transport procurement and investment. This will help provide access to opportunity for more secure, better paid, more rewarding employment. By focusing on people through an inclusive growth programme we believe that we can have a positive impact in improving living standards for all, with very tangible benefits for people in our more disadvantaged and excluded communities.

1

We will engage with those not currently connected to economic growth because of their transport needs, to create connections that ensure good jobs are accessible to everyone with the potential to work, including the most disadvantaged groups and those with disabilities.

2

We will improve connections between communities to help increase business start-ups and improve business survival in deprived neighbourhoods.

3

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.

4

We will develop an inclusive 'total transport' approach to connecting rural or disadvantaged communities to jobs and other opportunities, seeking to coordinate and better target the resources of other agencies and transport services.

5

We will use ticketing and payment technology to develop concessionary travel offers for targeted groups.

6

We will work with operators and other partners to make our transport facilities more attractive places for young, old, vulnerable and disabled people, by improving safety and personal security and eliminating anti-social behaviour and crime on the transport network.

Reduce air pollution, carbon emissions and noise levels associated with road transport

Road transport is the biggest contributor to roadside air pollution. Cars are the largest source of emissions, but buses, trains, taxis and goods vehicles also contribute. Air pollution - especially nitrogen dioxide and particulate matter - increases the risk of lung cancer, asthma and heart disease. New evidence also suggests links with other cancers, strokes, low-birth weight babies and children's development.

West Yorkshire's urban areas have some of the highest levels transport emissions in the UK. Public Health England estimate that 1 in 20 deaths in West Yorkshire are attributable to particulate air pollution and Leeds is required to reduce its Nitrogen Dioxide levels in central areas by 2020 to within legal limits.

Road traffic also accounts for 21% of carbon emissions in West Yorkshire. Moving to a lower-carbon transport system is vital if we are to play our part in combating the effects of climate change and the disruptive impact of extreme weather on our infrastructure, homes and communities, as well as wider objectives towards global carbon reduction.

Exposure to noise pollution can cause mental health problems, poor performance at school and work, and an increased risk of heart disease. The World Health Organisation recommends that average noise levels at night should not exceed 40 dB(A), but in West Yorkshire nearly 1 in 10 people are exposed to road, rail or air transport noise above this level.

A West Yorkshire Low Emission Strategy (WYLES) was adopted in 2016 by all of the West Yorkshire Local Authorities following public consultation in 2015, and we will deliver the recommendations of WYLES to reduce local transport emissions, especially nitrogen dioxide and particulate matter.

In 2017, the Government published its Plan for Reducing Nitrogen Dioxide, which announced an end to the sale of conventional and petrol cars and vans by 2040 as well as measures to bring nitrogen dioxide emissions to within legal limits. It is also due to publish its broader Clean Air Strategy in 2018.

7

We will work with partners to deliver the West Yorkshire Low Emission Strategy to reduce as far as possible to zero, emissions of CO2, NO2, particulates and noise from transport.

8

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.

9

We will provide a comprehensive electric vehicle charging network to support the shift to more environmentally-friendly cars, provide facilities to charge power assisted bicycles and work with bus operators to move to a near-to-zero emissions bus fleet.

Protect and enhance green infrastructure and the built environment

We need to protect and enhance the great diversity of landscapes, water bodies and internationally recognised and protected habitats that together form West Yorkshire's 'Green Infrastructure'. These natural environments support a significant array of biodiversity including protected flora and fauna. West Yorkshire's heritage, cultural assets and built environment are equally important, with a variety of nationally and internationally recognised historic buildings and public spaces, including parks and gardens that create enjoyable spaces in which to live and work, supporting wellbeing and physical activity.

Consideration must be given to the potential impact, protection and mitigation of the following environmental issues at all stages of delivering transport projects: air quality, noise, biodiversity, carbon, flood risk, use of natural resources, water quality, soil resources and contaminated land, heritage and landscape and townscape. We recognise that certain transport schemes may be subject to the requirements of an Environmental Impact Assessment (EIA) and Habitats Regulation Assessment (HRA).

57

10

We will protect and, where possible, enhance our Green Infrastructure and townscapes. 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.



Encourage healthy, active travel with improved cycling and walking facilities supported by training and promotional campaigns

Health evidence links physical inactivity to premature deaths and more than 20 chronic conditions, including heart disease, stroke, diabetes, cancer, obesity, mental health problems and musculoskeletal conditions. In West Yorkshire, 38% of people are considered inactive, causing almost 5,500 premature deaths each year. Getting more people to cycle and walk as part of their daily routine could play a key role in reducing health inequalities and reducing premature deaths. We must ensure, however, that the health benefits of increased active travel are not compromised by increased risk of injury on the roads.

Evidence shows that access to green space can improve mental health and wellbeing, reduce the risk of obesity and increase life expectancy; however levels of access to green space are worst for people in deprived communities. Although we have an extensive network of footpaths, bridleways and canal towpaths in West Yorkshire, only 18% of the population say they access green space for health and exercise.

58

11

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 Superhighway and canal towpath improvements.

12

We will improve access to green space in rural and urban areas, with particular emphasis on improving access for people with limited mobility.

13

We will provide behaviour change programmes, including training, access to cycles through grant and sharing schemes, and promotional campaigns, that encourage walking, cycling and public transport use for healthier travel and lifestyles.

Improve safety on our transport networks particularly for vulnerable road users

The annual cost to society of road accidents in West Yorkshire is estimated to be £365m. In 2016, the number of road fatalities on our roads was the lowest ever recorded, with 37 people killed (down from 48 fatalities in 2015), with another 849 people seriously injured - but this is still too many.

Currently 13% of collisions involve cyclists, and 11% involve motorcycles. With our focus on encouraging a shift to more sustainable modes of travel, we need to ensure we provide a safer road environment that gives people the confidence to make this shift.

14

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.

15

We will continue our support of Safety Cameras and use of Automatic Number Plate Recognition (ANPR) cameras to tackle car accidents.

16

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 and those with disabilities.

Our ambition is for an efficient, safe and reliable road network for all users, that 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.

The road network, comprising highways and footways, is an essential part of our transport system. Across West Yorkshire, there are 100 miles of motorway managed by Highways England and 6,000 miles of local roads managed by the five West Yorkshire local authorities. These roads have a range of users including drivers and passengers in cars, vans, lorries, coaches, buses, taxis and motorcycles and, more locally, cycling and walking.

Our road network is congested at busy times of the day, slowing journeys and making them unreliable. Congestion is costly for businesses and freight operators and inconvenient and frustrating for individuals.

The Strategic Road Network of motorways and significant 'A' roads, managed by Highways England is essential to the functioning of our economy, but our local authorities also have a responsibility under the Road Traffic Reduction Act 1997 to investigate and introduce strategies and measures to address the growth in traffic on local roads.

Our Policies

Increase capacity on the Strategic Road Network and Major Roads Network to improve journey times, reliability and resilience.

Investment is required in improvements to the Strategic Road Network (SRN) including the M1, M62 and the A1, and our most important local roads to maintain an acceptable level of operation.

Highways England commenced work in 2015 on a West Yorkshire Infrastructure Study to identify locations where improvements would be needed to support future planned growth. The initial study findings suggests that if all the SEP Spatial Priority Areas and Local Plan aspirations for growth in West Yorkshire are fully realised, by 2030 the West Yorkshire sections of the SRN will become exceptionally congested. This traffic growth will not be accommodated by schemes that are currently planned and the performance of the SRN, and our most important local roads that connect with it, will be significantly worse in the future.

We have been working with Transport for the North to identify a Major Road Network (MRN) for the North. The MRN will be a specific network of economically important roads, additional to the SRN, that link the most important economic places across the North, both current urban centers and planned areas for job creation. The intention is to use this network and a better understanding of performance in respect of journey reliability, network efficiency, resilience and quality, to identify, prioritise and seek funding for improvements.

17

We will work with Highways England and Transport for the North to identify, prioritise and seek funding for key infrastructure projects to reduce congestion and disruption on the Strategic Road Network and Major Road Network to improve journey times, reliability, resilience and quality.

Manage a West Yorkshire Key Route Network to improve journey times and reliability

We propose to focus our attention on improving journey times and reliability on the busiest and most important local roads that are the most susceptible to congestion and delay, regardless of district boundaries. The West Yorkshire local authorities and Combined Authority will manage this network through collaborative working with neighbouring local highway authorities and with Highways England’s motorways.

We will seek to draw down appropriate devolved powers from Government to better coordinate and fund our actions. Our investment in the road network will be underpinned by our commitments set out in the Inclusive Growth, Environment, Health and Wellbeing theme to safeguard and improve quality of life.

60

18

We will jointly manage a 400-mile West Yorkshire Key Route Network of the most important, most congested West Yorkshire roads through targeted improvements, the use of smart technology and provision of quality information to improve journey times and reliability.

19

We will deliver local pinch point schemes to relieve traffic congestion and, where needed, add new roads to open up development sites.

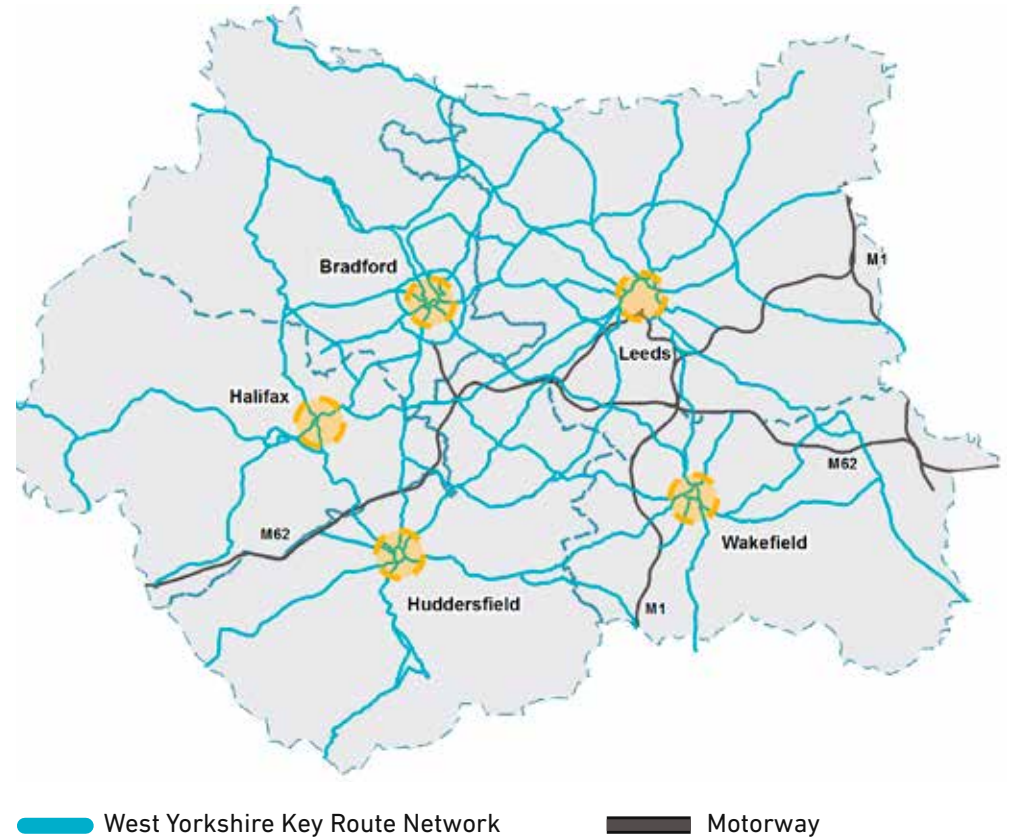
20

We will deliver targeted campaigns to improve driver behaviour to reduce safety problems and unnecessary delay and inconvenience on the road network.

21

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.

West Yorkshire Key Route Network



Provide wider options for car travel and improve environmental performance

The car has a vitally important role to play in our future economic activity and our transport system, and it will remain necessary for many trips, especially outside of our major centres. However, we need to manage the growth in car use, as well as anticipate future technologies and changing attitudes to car ownership.

22

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.

23

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

Work with the freight industry and other partners to improve freight movements and environmental performance

Road transport will continue to be the main mode by which we connect supplies to and from manufacturing and other sectors of the economy, and with communities. With the M1, M62 and A1 and with intermodal centres at Stourton, Leeds and Normanton/Wakefield Europort, West Yorkshire has potentially good freight connections, but disruptions on the key road corridors adds costs to freight operations. The introduction of smart motorway operation to the M62 is starting to deliver some of the reliability that the freight industry needs, but we will need to do more to deliver greater reliability.

We also want to reduce emissions from freight vehicles and to move more freight on to other modes. Good progress has been made by the freight industry in reducing emissions from heavy goods vehicles through the Euro Standards, but we can do more to encourage the take-up of electric vehicles and alternative fuels.

There is potential to increase the transport of goods by rail and also by inland waterway from both Stourton and Wakefield Europort. The Aire and Calder Navigation is a designated commercial waterway with the potential to cater for Euro Class II barges. Research identifying the increasing role marine aggregates from the North Sea could play in meeting the region's aggregate requirements for development activity has led to the conclusion that there needs to be effective action to exploit the use of inland waterways to transport them. We will work with the Canal and River Trust and other stakeholders to secure appropriate improvements to the infrastructure and facilities of the inland waterway necessary to facilitate such use, and to safeguard and enhance local wharves.

24

We will work with the freight industry, businesses and other partners 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 inland waterway.

25

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.





Work with the taxi trade to improve taxi facilities and environmental performance

Taxis, including hackney carriages and private hire vehicles are a valuable part of our transport system, providing more choice for whole journeys or part journeys. Taxis also provide a valuable service for those people with a disability or mobility impairment. We want to enhance this offer.

26

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.

27

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.

Provide safer, more convenient networks for walking and cycling

Two-thirds of the journeys made by West Yorkshire residents are under five miles. Walking and cycling are ideal ways of making these shorter journeys, offering convenient, affordable and healthy travel, which makes good use of limited road space.

Olympic cycling successes and the hosting of the Tour de France Grand Depart 2014 and Tour of Yorkshire cycle events appear to have had an impact in changing attitudes towards cycling and introducing new people to the fitness and financial benefits of cycling in our region. We are starting to see real growth in use. We believe we can build on this trend to meet and exceed the Government's target set out in its Cycling and Walking Investment Strategy (2016) to double cycling levels by 2016. Identifying and making improvements to cycling and walking networks is key to ensuring we achieve our targets and we will use best practice and guidance in the development of our cycling and walking routes and networks. Increased cycling has however contributed to an increase in the number of cyclists involved in road collisions, and we must invest in more cycle facilities and safety schemes to remove the fear and possibility of collisions if we are to match the cycling levels of leading UK and European cities.

9 We have made a start with our £60m CityConnect programme to deliver a step change in the quality of cycle infrastructure on some key routes across West Yorkshire, including a 23km segregated, Cycle SuperHighway connecting Bradford to east Leeds via Leeds city centre, the first stage of which opened in July 2016. The delivery of CityConnect has been supported by traffic calming and engagement work with the communities along the routes to identify barriers to cycling and build confidence and skills through training.

The increases in walking that we are seeing can be attributed in part to the growth in city centre living and changes in the design of our town and city centres to become more pedestrian-friendly. We believe we can get more people to walk for shorter journeys as we invest in the quality of our public realm and pedestrian routes and facilities and improve access to our public transport hubs.

28

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

Motorcycles are another convenient, affordable and efficient form of transport in their use of fuel and of road space. We believe that levels of motorcycle usage could increase due to the lower costs associated with motorcycles and the limited alternative transport options in some areas. However it is recognised that users are vulnerable to road traffic collisions.

29

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 and secure motorcycle parking provision; and adopting a standardised approach to local authority controlled motorcycle parking.



Places to live and work

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, which attracts greater inward investment.

The 'good growth' economy we are proposing will require us to attract and retain high-quality businesses and skilled, talented people in a highly competitive and mobile global market place. West Yorkshire offers outstanding heritage, culture and quality of life and it is vital that we build on and enhance our assets to ensure that our cities, towns and smaller settlements continue to offer attractive places to live, work and visit.

The quality of our public realm, including civic buildings, open spaces, parks and publicly owned streets and pathways, has a fundamental bearing on the attractiveness of our places. Bradford City Park shows the impact that can be achieved in increasing city centre attractiveness, footfall, business activity and confidence by investing in high quality public realm and green infrastructure. High quality green infrastructure, water and drainage features will be central to the way in which we plan and shape places and new developments, and the corridors that connect them, to increase the attractiveness and sustainability of our places.

We will also seek to improve our neighbourhoods through the creation of healthy and safer streets. This will make them great places to live with the added benefits of clean air, local trips easily made on foot or by bike, more social interaction between neighbours, and greater opportunities for outdoor activity and play, all well connected to public transport.

In our central areas and neighbourhoods, getting the mix right will be important, balancing movement and access for goods and people alongside the quality of people-friendly places. To ensure we get that right mix, our delivery will be underpinned by consideration of our inclusive growth, environment, health and wellbeing theme.

Our Policies

Create more accessible, people-friendly city and town centres

We want to enhance our urban centres to create environments that will foster greater business and social interaction and collaboration. We want them to attract more inward investment and new businesses to the region, attract more city living to increase the vitality of town and city centres and to boost businesses already located there. To do this we will improve the public realm and streetscape of our centres, providing more space for people than vehicles, making this space both useful and attractive, using high quality materials, more greenery and providing facilities that will allow people to use and enjoy the spaces we create.

30

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.

31

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.

Create more accessible people-friendly local centres and neighbourhoods

We want to improve our local centres, high streets and neighbourhoods. We will balance the needs for traffic access with creating spaces that people can live in and enjoy. Better residential and high streets will provide important elements of local walking and cycling networks, linked to a wider network of cycle and walking routes into and between urban centres.

32

We will improve our residential areas with transport and streetscape improvements, using best practice in street design. We will work with local communities to make residential areas safer, healthier and greener, with attractive environments for play, walking and cycling.

33

We will wherever possible seek to mitigate the impacts that major transport corridors have on communities. We will reduce the severance, noise and poor air quality that can affect people's quality of life.

Create more accessible, people-friendly new developments

As well as the places in which we currently live and work, our ambitions for growth will see the development of new places, as we create new communities and commercial developments. We want these new developments to be designed to the highest possible standards to ensure they also provide great places to live and work.

34

We will work with planning authorities and developers to ensure new developments are accessible and that they positively promote walking, cycling and public transport use.

Artists impression: Kirkstall Forge, a new, thriving mixed-use community, comprising homes, offices and retail, leisure and community space. Credit: CEG



M One System Public Transport

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.

We want to create a public transport network that offers passengers a seamless, high quality experience. Rail is currently the backbone of our mass transit network. Where the service is frequent and with newer trains, the number of commuters using rail is high. We want to replicate this high quality service across the City Region. Buses are currently the most used form of public transport and we need to ensure there is better integration between these two modes including physical interchange, timetabling, ticketing and payment.

We have an ambition to build on our current public transport networks and we will set out a plan for how different modes, including rail, mass transit and bus rapid transit, can unlock economic growth constraints. We recognise the benefits of segregating public transport from other road vehicles and will look at key corridors or where this could be developed further. More people are now travelling between districts to access work opportunities. The diagram on page 43 shows the linkages between our major hubs and illustrates the need to consider improved connectivity across the different parts of the region to create easier journeys for people living, working and accessing services.

We need our public transport system to be High Speed ready. We will link to and build on national investment in High Speed Rail and Northern Powerhouse Rail proposals and we will align our public transport investment with improvements to the motorways and our local roads for a truly integrated transport system. Only through improving our public transport offer, be that bus, rail, park and ride, mass transit or other modes, will we be able to achieve our economic objectives at the same time as ensuring that our towns and city centres are places that promote health, wellbeing and attract inward investment.

Our ideas for public transport have been developed with the involvement of Chambers of Commerce. We will continue to work with business leaders to develop and deliver short and long-term improvements to provide the necessary connectivity and capacity to support a vibrant City Region.

Our Policies

Integrate and enhance the public transport network

Integrating different modes run by different private sector operators is not easy. However, passengers rightly expect a public transport network that provides them with fast, frequent, reliable journeys with easy to use ticketing and useful and timely information – regardless of who runs, or owns, it.

Therefore we will work with the Government and transport operators to provide a more seamless journey for passengers. We will also work to ensure we make the most of the investments in national, regional and local projects to enhance our network.

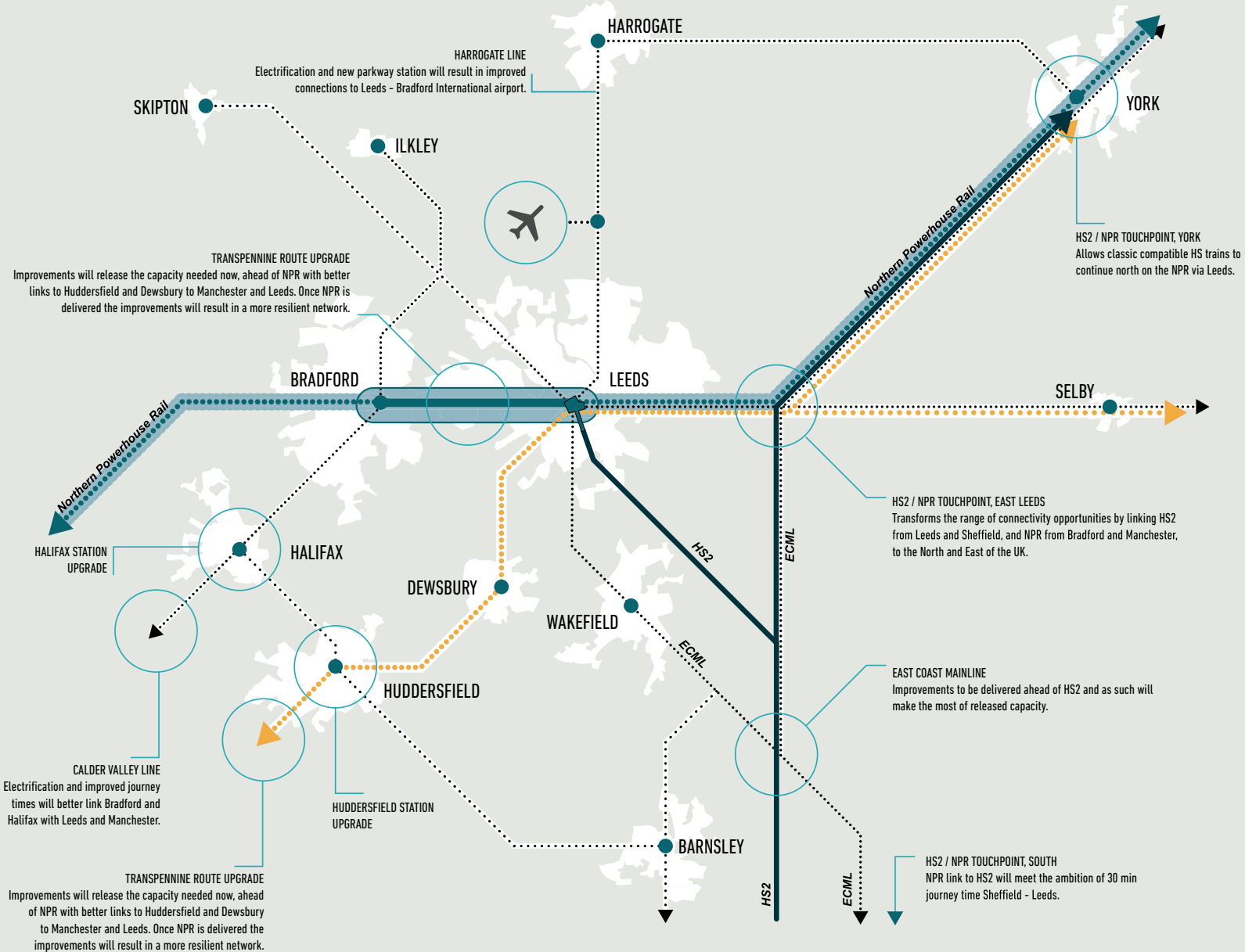
35 We will improve the public transport offer by investing in bus corridors and accelerating the delivery of new and expanded Park and Ride facilities. We will deliver a mass transit strategy for the City Region, which caters for the future growth planned in our city centres.

36 We will better integrate all tiers and modes of transport, including physical interchange, timetabling, ticketing and payment.

37 We will ensure the local public transport system across the City Region is 'High Speed' and 'Northern Powerhouse Rail' ready. We will align our public transport investment with improvements to the motorways and our local roads, for a truly integrated transport system.

Our regional public transport priorities

This diagram outlines our plans for the public transport network



Enhance the rail network as the core of an integrated, public transport system

Rail services provide many of our regional connections, linking towns and cities across West Yorkshire and beyond. They also provide local connections in some areas, but there can be a conflict between the need for fast journey times while also trying to meet the need for local access.

Removing some constraints on the rail network will be important to delivering greater capacity and operating more trains. Heavy rail will remain a key part of transformed public transport system, providing the main solution on the following corridors:

38

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).

39

We will focus on corridors that do not currently meet the standards of the YRNS (or do not have schemes that are committed or in development) such as the Calder Valley, Hallam, Pontefract and Penistone Lines. We will focus on providing capacity across all corridors to meet rising rail demand.

40

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.

41

We will work with HS2, Department for Transport and Transport for the North and the rail industry to develop plans that make best use of HS2 and Northern Powerhouse Rail for this region, including the use of released capacity. We will work to develop and deliver a Northern Powerhouse Rail with stops in Bradford, Leeds and York and to ensure HS2 and NPR are properly integrated.

42

We will work with Government, HS2, TfN, the rail industry and partners to develop and implement a phased plan for Leeds Station. 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.

43

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.

44

We will bring forward solutions to improve connectivity for strategic growth areas such as Leeds Bradford Airport, the East Leeds Extension Housing developments, Millshaw/White Rose, Elland and the Five Towns area of Wakefield and others.

45

We will work with East Coast Main Line authorities, the rail industry, Transport for the North and the Government to make the case for investment in capacity and resilience of the East Coast Main Line.

Deliver a bus system that reflects travel patterns and puts the customer first

Bus is a fundamental and significant component in the delivery of a modern, integrated, inclusive transport network. Each week, people in West Yorkshire make almost three million journeys on local bus services, making the bus the most highly used form of public transport. People use the bus for traveling to work, education and training, hospitals, shops and a range of social and leisure activities.

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 unemployed people 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 delivering the 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

The ambition is to increase bus users by 25% growth from 2017 levels, over the next 10 years, but given the level of housing and employment growth forecast, it may be possible to target even higher levels of bus patronage in certain areas.

To achieve our vision for bus travel we will deliver a blend of seven coordinated policies:

46

We will provide consistent, excellent customer services across the bus system
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 present the bus system as a single network
We will provide a modern bus system which improves air quality
We provide an inclusive and accessible bus system

Deliver high quality Transport Hubs for improved interchange between all modes

Achieving excellent connectivity through high quality and efficient interchange is pivotal to delivering this strategy. Our Transport Hubs are where journeys link up, and where a range of services are available.

47

We will deliver improved transport hubs at our national and international gateways and regional and district centres to better link our local networks.
We will provide more integrated payment options and travel information.

48

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.

A West Yorkshire Bus Strategy has also been adopted by the Combined Authority and can be accessed at:

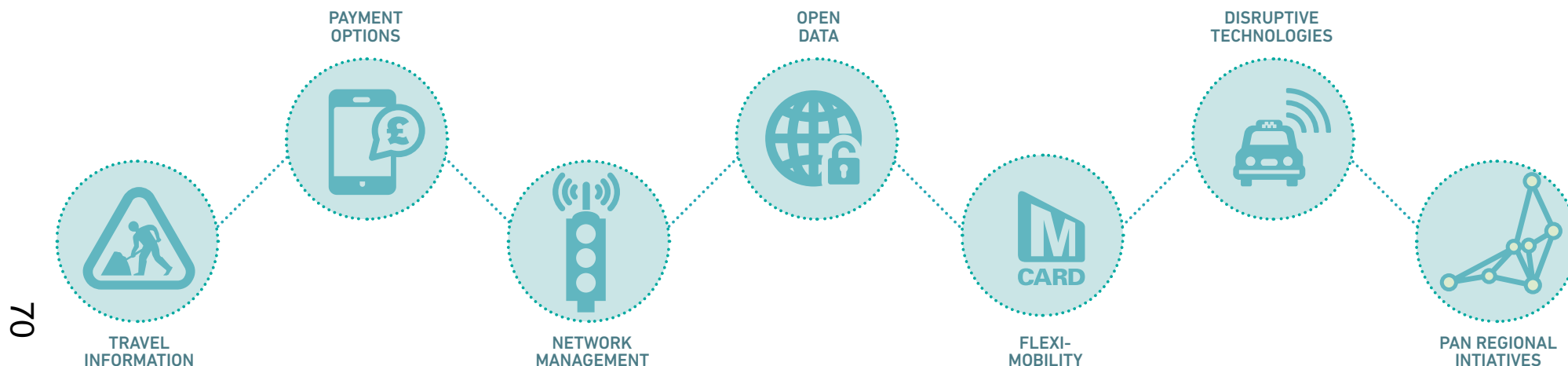
www.westyorks-ca.gov.uk/transport/bus_strategy

Smart futures

Our ambition is to make best use of advancements in technology across all of 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.

Technology is already transforming transport. We will harness advancement in smart and disruptive technologies, connected transport and open data to further transform our transport system by delivery through national, pan-northern and local initiatives, reflecting the need for wider integration and economies of scale.



Our Policies

Improve and coordinate traffic management systems to improve journey times and reliability

Our road network policies highlights the importance of improved journey times and reliability. We propose to fully harness the potential of smart technology to improve how we manage our road networks to extract maximum efficiency and performance and to provide a consistency of service across the region.

49

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. We will work closely with Highways England for comprehensive coverage of the road network.

50

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.

51

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.

Deliver mobility as a service for an enhanced customer experience

We want to be at the forefront of developing 'mobility as a service' where customers have a mobility account that enables them to use buses, trains, taxis and shared cars (car clubs) and bikes. We have a strong foundation for mobility as a service through our existing MCard travel smart ticketing card system for West Yorkshire's bus and train networks. MCard is the biggest smart system outside London with more than a million transactions per week. The system already encompasses concessionary and period products, with further enhancements such as pay as you go launched in 2016. MCard holders are already able to link their cards with the West Yorkshire car club scheme, currently operated by Enterprise, with preferential pricing offers.

We believe that this approach will help meet the needs of our future transport users supporting and facilitating a trend away from car ownership to a more flexible model of transport combining public transport, car club membership or bike sharing.

71

52

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).

Improve passenger information for greater availability and ease of use

Real-time passenger information is already available on nearly all buses and trains and can be accessed via web and SMS, as well as on information screens.

53

We will work with partners to develop new easy-to-access customer information, allowing greater choice between travel modes, and the replanning of journeys if disruption occurs.

54

We will ensure travel information is available in a number of non-digital and accessible formats.



Support Open Data initiatives to improve network performance and customer experience

55

We will collaborate on open data initiatives to continuously improve our transport network's performance and the customer experience.

56

We will engage with and support innovators that develop smart technologies that will enhance our transport network and improve accessibility for all.

We will explore the potential for other smart initiatives, which are being developed by the market to act as 'disruptive' technologies. Current examples include the private hire vehicle system Uber and the adoption of driverless vehicles.

Connected and autonomous/driverless vehicles have the potential to transform transport provision and usage, with the ability to make better use of highway capacity as well as encouraging new models of car sharing. We will develop our approach to the deployment of autonomous vehicles on our roads, as the technology is tested through pilot projects in the UK ensuring that this new form of travel becomes well integrated with other modes.

We will also explore the opportunities for applying innovations, user interface, smart communications, and journey planning to develop our Mobility as a Service offer.



Asset management and resilience

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.

Transport asset management is about more than just maintaining our roads. There are bridges, traffic control systems, street lighting and public transport infrastructure that requires investment to deal with current and future demands. While our customer satisfaction surveys tells us that the travelling public rate roads and our other assets as being 'very important', these people also express dissatisfaction with their condition. Potholes, defective roads and poor quality cycle tracks and footways can create inconvenience, affect the quality of journeys and incur costs on users but also present potential hazards to our more vulnerable road users such as motorcyclists, cyclists and pedestrians.

Although research shows that poorly maintained roads fall into a deeper state of disrepair contributing to traffic delays and disruption, the under investment in highway maintenance by successive governments means managing our transport assets presents a major challenge. We have a backlog of repairs and there is a growing gap between the costs of the repairs and the funding that is available. We must make our approach to, and funding for asset management work better.

We have already adopted the Government's Highways Maintenance Efficiency Programme (HMEP) and, since 2011, have achieved significant efficiencies and been awarded the maximum incentive funding from Government for our good work. The key features of the Highways Maintenance Efficiency Programme are:



HMEP LIFECYCLE PLANNING

To review funding, support investment decisions and substantiate the need for sustainable long-term investment at the right time



HMEP PRIORITISED FORWARD WORKS PROGRAMME

Delivery of a five year rolling programme of interventions



HMEP PERFORMANCE REVIEW

Regular performance reviews to measure progress and adjust programmes to keep on track

Our Policies

Deliver efficiencies and maximise funding and environmental performance in asset management

We want to build on the good start made with HMEP and continue to develop our practice, deliver further efficiencies and maximise the funding that we can put back into our road network

57

We will adopt better longer-term asset management planning, with common standards across district boundaries. This will make better use of limited budgets, enable joint working and sharing of best practice

58

We will reduce carbon emissions from the renewal and maintenance of our transport assets by maximising the re-use and recycling of materials

59

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.

74

Improve the resilience of our road network to function reliably

Network resilience for road is related to the network's ability to function reliably during periods of high demand such as the daily morning commute and entertainment and sporting fixtures, varied conditions such as heavy rain and snowfall, and more serious disruption caused by vehicle collisions, breakdowns or extreme weather events such as flooding. Maintenance and renewal of our roads will also help ensure reliable services such as water, gas and electricity are connected to our businesses and homes which are subject to their own maintenance regimes. Planning of highways and utilities maintenance will be done in a coordinated way to minimise disruption to users and ensure that the condition of assets is maintained.

60

We will take a proactive approach to network resilience by tackling problems associated with disruption to the road network through active maintenance in clearing drains regularly and carrying out tree or retaining wall inspections.

61

We will invest in the timely renewal of assets such as traffic signals and lights to minimise the possibility of failures, with new equipment that is more reliable and cheaper to operate.

62

We will carry out regular inspections of roads and roadworks to safeguard these assets, and provide customer information through signage and social media to minimise delays and disruption.

'Invest to save' to improve performance and value for money in our transport networks

New equipment has the advantage of providing more performance data about the network, helping us to manage it actively and deal with changing circumstances.

63

We will 'invest to save', and seek new and alternative funding sources to support asset maintenance and renewal, including from private sector developments to invest back into the network.

7. Funding the strategy

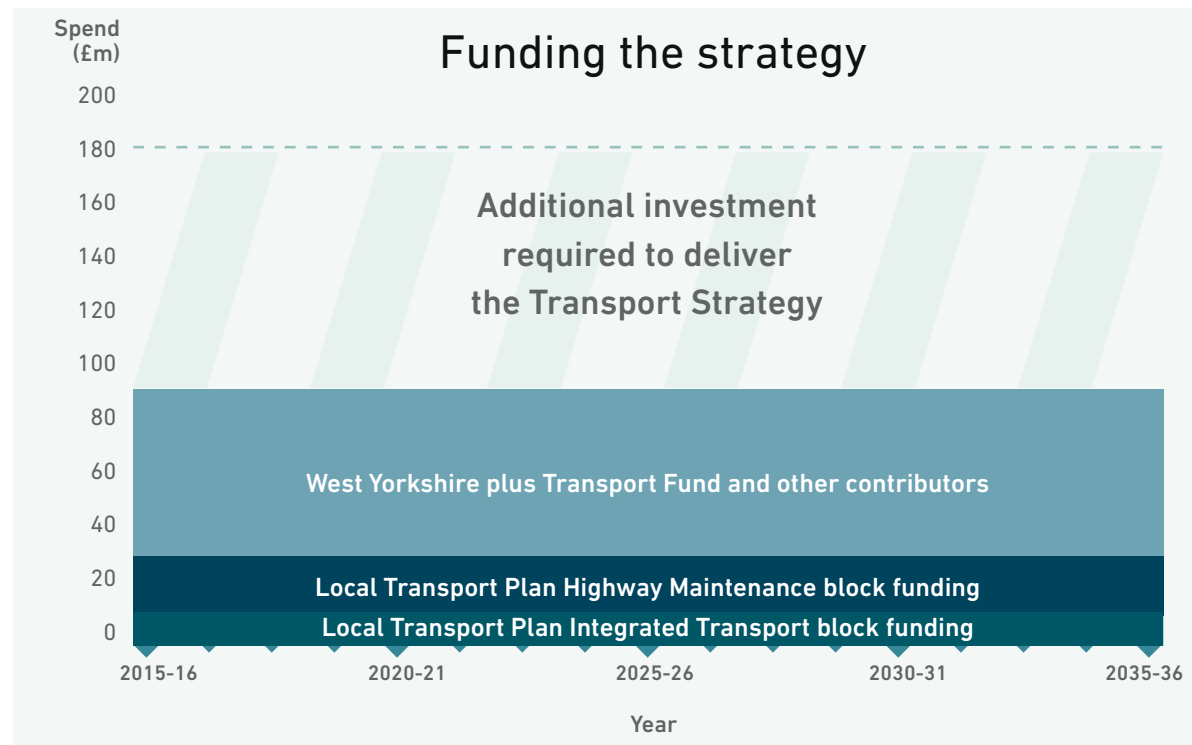
We have ambitious plans for the transport system – but the affordability of our plans is a challenge.

In 2014 we secured one of the country’s largest Growth Deal settlements in the country, This will provide £1bn to establish a 10-year Transport Fund for West Yorkshire and York that will fund the delivery of a number of large, strategic transport projects to help to create 20,000 new jobs and add £2.4bn a year to the economy by the mid-2030s. But this is only a starting point after decades of under investment. Achieving our economic, environmental and social objectives will require a long-term programme of sustained, substantial capital investment together with a revenue base programme to support it.

Our funding proposals are not all about strategically important major transport schemes. Smaller interventions offer great outcomes and great value, and are less complex and easier to deliver in a shorter time period.

In consultation with our partners, stakeholders and customers we will develop phased programmes that provide a balance of small and large schemes and a mix of capital and revenue funding. This will ensure we can make good progress delivering early wins on the ground and ensuring that progress is accelerated on delivering the strategic, transformational infrastructure.

75



Our Policies

New capital funding

Capital funding is spent on new additions or improvements to the transport network, for example improving a highway junction, repairing a bridge, building a new bus or rail station or cycle route. In the past, capital funding has generally been provided by central government through direct grant, major scheme funding or through one-off bidding competitions.

The way in which transport is funded is changing. Each year the direct capital grant received from Government gets smaller, with more bidding competitions taking its place. Major transport schemes have, in recent years, been largely funded from Local Growth Deals.

We want to build on the solid foundation provided by the West Yorkshire plus Transport Fund and we will develop new ways to fund the ambitions set out in this strategy. Maintaining these current levels of capital funding over the full life of this strategy will require about £80m - £90m per year of funding. To deliver all of the Strategic Economic Plan and all of the ambition in the West Yorkshire district council's Local Plans could require double this current level of capital funding.

76

64

We will aim to take full advantage of devolution deal powers and local deal funding streams to secure devolved and consolidated transport budgets set within multi-year settlements.

65

We will develop new funding arrangements to deliver the transformational step-change required in transport. We will 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.

New revenue funding

Revenue funding is spent on activities that support the operation of the transport system such as repairs and maintenance of assets; electricity for street lights; evening, Sunday and rural bus services; providing customer travel information and promotional activities. Generally revenue is provided locally from Council Tax, but the government also provides significant revenue resources for supporting local rail franchises and towards the cost of the national concessionary travel scheme. However, revenue funding continues to be under pressure from the government's austerity programme.

66

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.

Development funding

The private sector can also help fund infrastructure projects. When market conditions are right - and the development market is buoyant - the private sector invests significant funding into our local areas through retail, commercial and housing projects; for example, where quality of place and connectivity are essential ingredients.

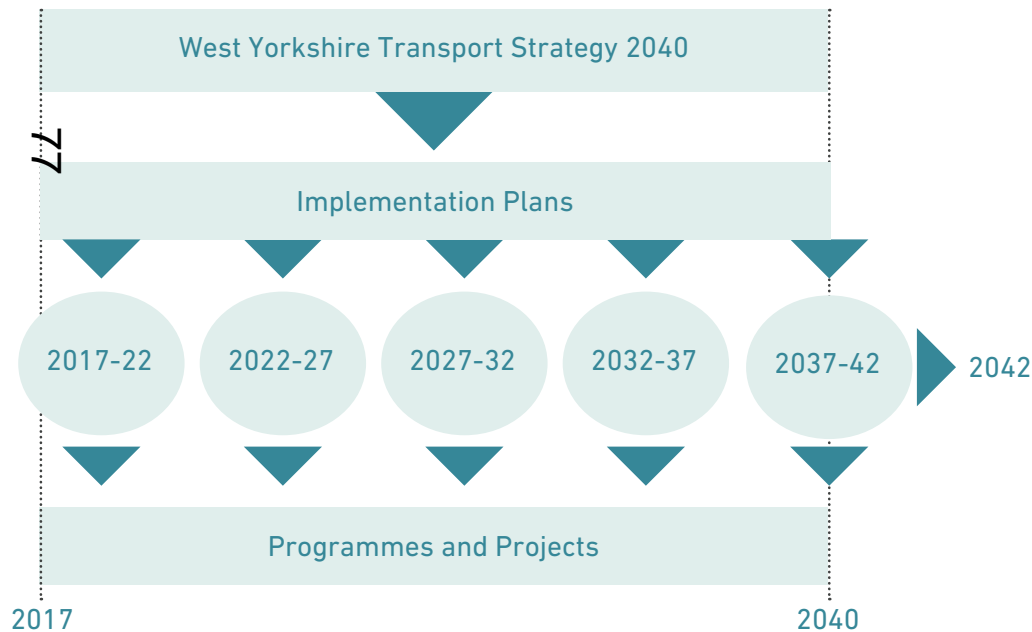
67

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 Local Planning Authority has a scheme in place for strategic infrastructure.

8. Implementing the strategy

This Transport Strategy sets the vision, objectives and policies to steer investment in our transport infrastructure and services.

The strategy will be supported by a series of five-year Implementation Plans, containing the specific programmes and projects. The implementation of the strategy will be managed by the West Yorkshire Combined Authority with the five West Yorkshire local authorities, with the delivery carried out by various partners and agencies. Appropriate programmes and projects will be aligned to ensure delivery costs are minimised. Regular reviews of progress will be carried out to ensure the strategy is on track.



High-level programme and early delivery

An indication of the high-level programme that will be required to deliver the Strategy is shown on page 54. In it we show some of the key programmes and projects that will form part of the first two, five-year Implementation Plans. Development work is underway to develop the detail and to progress the delivery of the programmes and projects in the first five-year period.







Our approach to assurance

Recognising the growing levels of investment and funding under local control or influence, it is essential that there are robust, transparent and accountable processes in place to ensure value for money for the public purse. The Combined Authority and LEP have agreed an Assurance Framework that sets out the safeguards and processes we have put in place to ensure the proper use of public funds and that value for money is secured from all the funding under our remit. We view the Assurance Framework as an essential part of good practice and as an asset that further builds government trust in our capability to take our own investment decisions.

Our approach to performance management

The delivery of the Transport Strategy will be supported by a performance management framework of indicators and targets for the monitoring and evaluation of our investments and interventions. Questions were asked in our 2016 public consultation about how we should measure performance, and the consultation responses will form an important part in identifying appropriate indicators and targets. The Combined Authority is currently working with partners to develop the full indicator and targets set, with the work to be completed in early 2018. The Transport Strategy will be updated once these indicators and targets for the full period of the strategy have been agreed.

INDICATIVE TRANSPORT STRATEGY IMPLEMENTATION PLANS - First 10 years of the strategy

	First five-year Implementation Plan period	Second five-year Implementation Plan period
 <p>INCLUSIVE GROWTH, ENVIRONMENT, HEALTH AND WELLBEING</p>	<ul style="list-style-type: none"> Electric vehicle and bike charging infrastructure Bus Emission Strategy implementation Safer Roads highways improvements, education, training CityConnect 1 and 2 cycling and walking programmes, with engagement on cycling and walking to work and education Greener fleet initiatives Transport and Health programmes 	<ul style="list-style-type: none"> CityConnect 3 - cycling and walking programmes Low carbon/alternative fuels Transport, Health and Environmental programmes
 <p>ROAD NETWORK</p>	<p>West Yorkshire plus Transport Fund:</p> <ul style="list-style-type: none"> Castleford Northern Gateway East Leeds Orbital Road Glasshoughton Southern Link Road Leeds Bradford Airport Link Road York Central Access A650, A62, A641 Corridor Improvements West Yorkshire Key Route Network improvements Local motorcycle, cycling and walking improvements Local Network Traffic management improvements 	<ul style="list-style-type: none"> Highways England RIS2 Road Investment Strategy Highway capacity improvement programmes Journey time reliability programmes Projects to unlock strategic growth areas Strategic cycle networks and walking improvements Strategic freight improvements Highways, Bridges, structures, lighting and drainage renewal
 <p>78 PLACES TO LIVE AND WORK</p>	<p>West Yorkshire plus Transport Fund:</p> <ul style="list-style-type: none"> Leeds City Centre Package Wakefield City Centre Package Rail Gateway Improvements; Bradford Interchange, Bradford Forster Square, Castleford, Huddersfield, Leeds Station Bus station enhancements Local centre and neighbourhood improvements 	<ul style="list-style-type: none"> Urban realm programmes to enhance urban centres Neighbourhood investment programmes to create liveable streets Rural transport investment programmes
 <p>ONE SYSTEM PUBLIC TRANSPORT</p>	<ul style="list-style-type: none"> TransPennine Route Upgrade and Electrification Leeds Bradford Airport Public Transport Access HS2 and Northern Powerhouse Rail design and consultation phase 'Park and Rail' programme Leeds Public Transport Improvement Programme incl. new park and ride, city centre and district hubs, new rail stations, bus priority Elland Rail station development and delivery Bus journey time improvements 	<ul style="list-style-type: none"> TfN programmes Transport hubs and interchanges Mass transit and public transport corridor enhancements HS2 design and construction phase Northern Powerhouse Rail design phase Harrogate Line and Calder Valley Line electrification
 <p>SMART FUTURES</p>	<ul style="list-style-type: none"> Smart Motorways for improved motorway capacity Transport for the North Integrated and Smart Programme West Yorkshire MCard smartcard enhancements 	<ul style="list-style-type: none"> Smart North programme Travel information / journey planning programme Motorway and junction programmes
 <p>ASSET MANAGEMENT & RESILIENCE</p>	<ul style="list-style-type: none"> Highways, bridges, structures, lighting and drainage renewal Pothole repairs Flood resilience improvements Bus shelter and station maintenance 	<ul style="list-style-type: none"> Highways, bridges, structures, lighting and drainage renewal Pothole repairs Flood resilience improvements Bus shelter and station maintenance

Gearing up to deliver the Transport Strategy

We will need to gear up to deliver an expanding capital programme of transport infrastructure schemes including HS2, Northern Powerhouse Rail, the West Yorkshire plus Transport Fund and a range of transformational active travel and low carbon/low emission projects.

Our transport investment represents a challenge and at the same time an opportunity for the region. There will be demand for a highly skilled construction workforce which will exceed current numbers and where skills shortages in certain occupations have already been highlighted including civil engineers, labourers, plant operatives and logistics - but this delivery of capital schemes and physical developments will also provide significant opportunities for creating jobs, skills, apprenticeships and addressing social inclusion.

The West Yorkshire Combined Authority and the LEP published an Employment and Skills Plan in 2016, which sets out how we will help the construction industry to meet its long-term skills and labour needs, and maximise the jobs, skills and poverty reduction opportunities that these schemes present.

67 In 2017, the Combined Authority launched a major careers campaign targeting young people and parents to raise awareness of career opportunities available in the region, including construction and transport. There will be a particular emphasis on targeting our more disadvantaged communities and improving the diversity of the workforce by engaging girls and pupils from ethnic minority backgrounds. The West Yorkshire Combined Authority has already worked with the Joseph Rowntree Foundation to implement a Good Growth approach to its procurement of major capital and infrastructure schemes, in order to improve jobs and skills outcomes, and will shortly launch a scheme to maximise employment and apprenticeship opportunities linked to our major infrastructure schemes.

Full details of the Employment and Skills Plan can be found at:
www.the-lep.com/skills

9. Integrated sustainability appraisal (ISA)







Creating and sustaining transformational economic growth requires an environment where people want to work and live, businesses of the future want to invest and all individuals and communities have access to job opportunities and services (such as education, training and healthcare), and are able to contribute to and benefit from economic growth.

The Transport Strategy, in setting a high level framework for future transport investments is subject to the requirements of the EU Directive (2001/42/EC) which requires the undertaking of a Strategic Environmental Assessment (SEA). We decided to incorporate this Strategic Environmental Assessment requirement within a broader Integrated Sustainability Appraisal (ISA), that also included other assessments such as Habitats, Equalities and Health Impact Assessments. The aim of an ISA is to promote sustainable development through the better integration of social, environmental and economic considerations into the preparation and adoption of plans. An ISA shows how sustainable the effects of a policy, project or site are likely to be and where there may be harmful impacts from development and how far these can be mitigated.







Undertaking the ISA provided independent review and challenge to our proposed objectives, policies and interventions throughout the development of the Transport Strategy, to help us arrive at the right balance of appropriate policies. The recommendations of the ISA have been incorporated into this Transport Strategy.

APPENDIX A.

How the Transport Strategy fits with the Strategic Economic Plan

SEP PRIORITIES			
	PRIORITY 1 Growing Business	PRIORITY 2 Skilled people & better jobs	
TRANSPORT STRATEGY CORE THEMES	 INCLUSIVE GROWTH, ENVIRONMENT, HEALTH AND WELLBEING	<ul style="list-style-type: none"> A transport system that serves disadvantaged and rural communities and encourages a healthy and active workforce. 	<ul style="list-style-type: none"> Support for young and unemployed people to access work and apprenticeships - addressing costs and travel barriers Increased active travel benefiting health - with cycling established as a significant transport mode
	 ROAD NETWORK	<ul style="list-style-type: none"> Provide access to the widest possible labour pool and bring new markets in reach for firms Supply chain development linked to major roads projects 	<ul style="list-style-type: none"> Ensuring people have an efficient road network that supports safe access to training and employment for all road users. A network that unlocks new employment sites and opportunities
	 PLACES TO LIVE AND WORK	<ul style="list-style-type: none"> Creating quality environments that attract investment and support businesses to thrive 	<ul style="list-style-type: none"> Creation of liveable centres and neighbourhoods
	 ONE SYSTEM PUBLIC TRANSPORT	<ul style="list-style-type: none"> Provide access to the widest possible labour pool Supply chain development linked to major transport infrastructure projects e.g. HS2 	<ul style="list-style-type: none"> Creating an integrated public transport network that increases access to training and employment opportunities for all
	 SMART FUTURES	<ul style="list-style-type: none"> Open data access for innovation in digital travel information 	<ul style="list-style-type: none"> 'Smart' ticketing that improves the cost of travel
	 ASSET MANAGEMENT & RESILIENCE	<ul style="list-style-type: none"> Providing a resilient and dependable transport network that supports the movement of goods and people 	

SEP PRIORITIES

<p>PRIORITY 3</p> <p>Clean Energy & Environmental Resilience</p>	<p>PRIORITY 4</p> <p>Infrastructure for Growth</p>	
<ul style="list-style-type: none"> • Low Emission Strategy - to reduce carbon emissions and air pollution from transport • Achievement of clean air standards • Modal shift to sustainable transport 	<ul style="list-style-type: none"> • Electrified transport infrastructure and options • A test-bed for non-conventional fuel technologies • Reduced accidents 	 <p>INCLUSIVE GROWTH, ENVIRONMENT, HEALTH AND WELLBEING</p>
<ul style="list-style-type: none"> • High quality Green Infrastructure • Infrastructure to support low carbon travel on the road network - e.g. electric vehicle charging points 	<ul style="list-style-type: none"> • Enhanced strategic road network with increased capacity • Efficient local highway network with optimised traffic management • New or improved access to spatial priority areas and to unlock development • Improved access to Leeds Bradford International airport • Infrastructure and capacity to support manufacturing and business supply chains 	 <p>ROAD NETWORK</p>
<p>81</p> <ul style="list-style-type: none"> • High quality Green Infrastructure • Achievement of clean air standards 	<ul style="list-style-type: none"> • High quality public realm • Enhance Station gateways and transport hubs as catalysts for regeneration • Orbital road improvements to route traffic away from centres • More cycling and walking • Improved air quality 	 <p>PLACES TO LIVE AND WORK</p>
<ul style="list-style-type: none"> • High quality Green Infrastructure • Improved transport energy / fuel efficiency to reduce costs to business and public transport operators 	<ul style="list-style-type: none"> • Connections to major national and northern schemes such as HS2 and Northern Powerhouse Rail • A single, integrated, Metro-style public transport system - supporting high densities of jobs in the centres • Extended Park and Ride facilities • Enhanced bus and rapid transit systems for faster, more reliable journeys 	 <p>ONE SYSTEM PUBLIC TRANSPORT</p>
<ul style="list-style-type: none"> • Low carbon connected and autonomous vehicles 	<ul style="list-style-type: none"> • New and 'smart' technologies - for travel information, integrated ticketing and payment systems and better traffic management 	 <p>SMART FUTURES</p>
<ul style="list-style-type: none"> • High quality Green Infrastructure • Transport Infrastructure that is 'future proofed' for Climate Change 	<ul style="list-style-type: none"> • An efficient, well maintained, resilient highways network • High quality Green infrastructure • Climate Adaption • Flood risk reduction 	 <p>ASSET MANAGEMENT & RESILIENCE</p>

TRANSPORT STRATEGY 2040

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Report to: Overview and Scrutiny Committee

Date: 22 March 2019

Subject: **Cover report – Business grants criteria and inclusive growth**

Director(s): Angela Taylor, Director of Corporate Services

Author(s): Khaled Berroum, Scrutiny Officer

1. Purpose of this report

- 1.1 To introduce and provide background to the report of the Executive Head of Economic Services entitled 'Business grants criteria and inclusive growth'.

2. Information

Background and the role of scrutiny to date

- 2.1 At the 14 September 2018 meeting of the Overview and Scrutiny Committee, the Committee received a report focusing on business grant activity and performance since last reporting to the committee on 24 January 2018. Following robust questioning and discussion, the Committee focused on two aspects in particular to scrutinise further – grant criteria and purpose, in terms of pre-decision scrutiny in the future, and evaluation and monitoring of outcomes, in terms of post-decision scrutiny when programmes come to an end. The Committee resolved to agree two recommendations¹:

- 1) That work should begin on exploring the extension of inclusive growth criteria to all current and future business grant programmes at all grant award levels and conclusions reported back to the Overview & Scrutiny Committee.
- 2) That, upon the conclusion of a business grant programme, a full outcomes report for each programme be produced for the Overview & Scrutiny Committee focusing on, but not limited to, inclusive growth, productivity, job creation, innovation, and environmental outcomes.

¹ Minute 17, 14 Sept 2018 – Overview & Scrutiny Cttee

- 2.2 At the same meeting, the Committee also made a series of additional comments and suggestions about business grants in general, as highlighted in the minutes of that meeting² (available online).
- 2.3 At the following meeting on 16 November 2018, the Committee resolved³:
"That a report detailing the consultation and development of the current inclusive growth criteria and policy for the Business Growth Programme (BGP) and an assessment of the options relating to extending inclusive growth criteria to all business grants programme be commissioned for the Overview and Scrutiny Committee to consider on 22 March 2019."

The report of the Executive Head of Economic Services

- 2.4 Following discussions with the Scrutiny Committee, Members, Chair and Officer, the following was requested to be covered in the appended report of the Executive Head of Economic Services to the Overview and Scrutiny Committee:
1. The new proposed inclusive growth criteria for business grants as an appendix to the report, in order to invite feedback and comments from the Committee.
 2. Consideration of the recommendations, suggestions and views the Overview and Scrutiny Committee expressed at the 14 September 2018 committee meeting.
 3. Clarification of which decision-maker or decision-making body has overall responsibility and ownership of business grants criteria in policy terms and decision-making terms.
 4. Explanation of how the current direction and idea to revise Business Growth Programme (BGP) criteria to include inclusive growth outcomes originated and who was originally consulted when the current criteria was set.
 5. An overview of the findings of the internal review of the 6-month trial of inclusive growth criteria for the Business Growth Programme (BGP), including:
 - data outlining the differences in job creation and application uptake compared to before inclusive growth criteria was applied
 - thought to the long term sustainability of applicants fulfilling inclusive growth criteria, especially with regards to the living wage
 6. An outline of the advice given by the Business Innovation and Growth (BIG) Panel and Inclusive Growth and Public Policy Panel members when consulted on the new proposed criteria at their 26 February and 1 March 2019 meetings respectively.
 7. Outline of any legal, financial and risk implications that revising business grants criteria might have on existing funding agreements, targets and delivery models.

² Minute 17, 14 Sept 2018 – Overview & Scrutiny Cttee

³ Minute 26, 16 Nov 2018 – Overview & Scrutiny Cttee

8. Outline of any further possible risks and issues associated with strengthening inclusive growth criteria, in particular living wage requirements, on achieving current targets and fulfilling existing funding agreements.
9. An overview of the upcoming external and internal evaluations planned for business grants programmes due to end soon (Eg the BGP programme) and what evaluation is being planned for other grant programmes due to end in the near future (Eg Resource Efficiency Fund (REF)).
10. *If available*, the most current performance data for information as an appendix.

3. Recommendations

- 3.1 To note this cover report and consider the appended report of the Executive Head of Economic Services.

4. Background Documents

[Item 8 – Business grants](#). Report to Overview and Scrutiny Committee. 14 September 2018.

[Minutes – 14 September 2018 meeting](#), Overview and Scrutiny Committee.

[Minutes – 16 November 2018 meeting](#), Overview and Scrutiny Committee.

Report to: Overview and Scrutiny Committee

Date: 22 March 2019

Subject: **Business Grants Criteria and Inclusive Growth**

Director(s): Sue Cooke, Executive Head of Economic Services

Author(s): Henry Rigg, Head of Business Support

1. Purpose of this report

- 1.1 To follow up to the Overview and Scrutiny Committee's consideration of business grants at its 14 September 2018 meeting and:
- i) update the Overview and Scrutiny Committee on the review of the new approach to securing inclusive growth commitments from recipients of business grants.
 - ii) gain the Overview and Scrutiny Committee's views to inform the future direction of the approach, and report these for consideration by LEP Board and Combined Authority at their respective meetings on 26 March and 25 April 2019.
 - iii) update the Overview and Scrutiny Committee on activity related to its other recommendations, suggestions and ideas on business grants put forward at the 14 September 2018 meeting.

2. Information

Background – business grants and support programmes and the role of scrutiny

- 2.1 The Overview and Scrutiny Committee considered a report on Business Grants at its meeting on 14 September 2018. The report provided detail on all of the current business support programmes being delivered by the LEP and Combined Authority that have a business grants component within the delivery models. This included two programmes delivered by Leeds City Council (Digital Enterprise and Ad:venture) that are in receipt of match-funding from the Combined Authority for the grant components, and several others being delivered directly by the LEP and Combined Authority via the LEP Growth Service.
- 2.2 The report also provided an update on other aspects of the business grants being delivered, including progress against the main contractual outputs

(mostly jobs created and apprenticeships), the Productivity Pilot, the approach to multiple applications and the approach to Inclusive Growth criteria and commitments.

- 2.3 The business grant programmes currently being delivered or part funded by the Combined Authority under the business-facing brand of the Leeds City Region Enterprise Partnership (LEP) are detailed in **Appendix 1**.
- 2.4 **Appendix 2** contains the primary target outputs and sources of funding of the programmes. It also sets out when the current programmes will end and when the impact reports for each will be produced, as requested by the Overview and Scrutiny Committee following the 14 September 2018 meeting.
- 2.5 It was reported to Overview and Scrutiny in September 2018 that the funding for all programmes is time-limited with many of them due to end in late 2019 / early 2020, and that new funding opportunities are now being pursued to continue successful programmes with proven outcomes as well as developing new programmes to meet emerging needs and priorities.
- 2.6 This includes a successor to the Resource Efficiency Fund that, if successful in its current application to the European Regional Development Fund and Combined Authority, will have an element focussed on sustainable recycling and on the reduced use of non-recyclable materials, taking on board suggestions made by Overview and Scrutiny in September 2018). The target date for the new programme to commence is November 2019 and the current intention is to deliver it across all of West and North Yorkshire.
- 2.7 All grant awards are also listed in summary form on the LEP website and updated quarterly - <http://www.the-lep.com/about/governance-and-funding/grants-for-business/>.

Development of the inclusive growth criteria for the Business Growth Programme (BGP) in 2017/18

- 2.8 In 2017/18, the Combined Authority and LEP made a decision to position inclusive growth as a key policy priority for their activities. The 2018/19 Corporate Plan included three headline commitments, one of which was 'Enabling inclusive growth', with the others being 'Boosting productivity' and 'Delivering 21st century transport'.

"As economies globally look to tackle inequality, we aim to be a leader in promoting inclusive economic growth – in other words focus our efforts on supporting everyone in the City Region to feel the benefits of a strong economy – with a particular focus on diversity and those in communities high on the multiple deprivation index. Alongside this, we will continue our efforts to improve air quality and minimise the impact of climate change on communities and businesses.

Working with our partners in the region we aim to reduce the proportion

of jobs that pay less than the real Living Wage and reduce the employment rate gap for all disadvantaged groups."

Corporate Plan 2018/19¹, p17

- 2.9 To support this aim, each directorate within the Combined Authority was asked to consider how they could contribute more to the inclusive growth agenda through, for example, the tailoring of current and planned workstreams to incorporate stronger commitments to inclusive growth.
- 2.10 As a result, a series of inclusive growth criteria and commitments for one of the more longstanding business grants programmes – Business Growth Programme (BGP) – were developed over several months in late 2017 / early 2018. This involved detailed consultation with various advisory panels, as well as directly with businesses and other private sector professionals. A summary of the consultation and findings is set out below.
- 2.11 The LEP hosted a workshop in November 2017 with representatives of prominent private sector intermediaries in the City Region, including accountants, banks and legal companies (known as the ‘Professionals’ Perspective’). Attendees were consulted on the proposed changes to the grant criteria, and also provided valuable feedback from their own perspectives and those of their clients and customers. There was strong consensus amongst attendees of the importance of prompt payment to small businesses.
- 2.12 A survey of businesses in the City Region that had previously been awarded grants was undertaken in late 2017/early 2018. Almost 30 businesses responded by completing a detailed questionnaire on the revised criteria and associated conditions. The main findings included strong support for the inclusive growth agenda and its underpinning principles, and for encouraging employers of all sizes to invest in their lower-paid staff and facilitate career progression. There was also a consensus that the LEP and the Combined Authority should realise increased inclusive growth outcomes and benefits from the grants awarded to businesses in the City Region. However, there was also a clear view that support for the new approach should be proportionate depending on the size of the business and of the grant i.e. businesses in receipt of larger grants should deliver the most inclusive growth outcomes.
- 2.13 The headline results of the business survey are set out below: -
- 72% of businesses agreed that the LEP/Combined Authority is right to look at ways in which businesses can support the inclusive growth aims.
 - 56% of businesses already were, or had plans to, become a Real Living Wage employer within two years.
 - 32% were inclined to committing to become a Living Wage employer within two years.
 - 44% of businesses were not put off from applying for a grant under the new conditions, 24% were put off and 32% were unsure.

¹ <https://www.westyorks-ca.gov.uk/media/3362/corporate-plan-18-19.pdf>

- Most businesses welcomed support from the LEP/Combined Authority to deliver more inclusive growth outcomes e.g. through skills plans and apprenticeships, working with schools, training lower paid staff, recruiting people with disabilities, undertaking a supply chain audit etc.
- 2.14 The businesses that responded to the questionnaire stated that paying the Real Living Wage was the main barrier for businesses in terms of meeting the criteria, primarily because of the cost implications in sectors with typically low margins. Furthermore, there was strong support for incentivising businesses to deliver more inclusive growth outcomes, but without excluding certain sectors or sub-sectors with lower profit margins and some lower-skilled staff. Other common views from the consultation included the importance of grant-recipients making a commitment to prompt payment of their small business suppliers, and the need to improve the link between grants and increased productivity (subsequently taken forward via the Productivity Pilot).
- 2.15 The above activity then informed further revisions of the criteria and commitments which were considered by the LEP Board in January 2018, following feedback from the Business Innovation and Growth (BIG) Panel and Business Investment Panel (BIP) at their respective December 2017 meetings. A final version of the criteria and commitments was then supported by the BIG Panel, agreed by the LEP Board in March 2018, and approved by the Combined Authority on 10 May 2018. Implementation then followed from 31 July 2018, along with a request from the LEP Board and the Combined Authority for a six-month review on the impact and effectiveness of the approach. The review is now complete and the findings are outlined below.

Review of Initial Effectiveness after Six Months – February 2019

- 2.16 Analysis of BGP grants awarded in the 12 months before the new criteria were implemented, showed that approximately **58% of the jobs created** were paying at least the Real Living Wage.
- 2.17 Since the introduction of the new criteria in July 2018, 62 BGP applications have been approved. These applications are linked to the creation of 321 new jobs, 216 of which have committed to pay the Real Living Wage or above. This represents **67% of all of the jobs to be created** via the investment projects to be supported on BGP. So far, 15 of these jobs have been created, 10 of which are paying at least the Real Living Wage, and this will continue to be closely monitored as the supported projects progress and the associated jobs are filled.
- 2.18 13 BGP applications of above £50,000 have been approved since the introduction of the new approach. Applicants at this grant level are required to commit to additional inclusive growth interventions, as well as creating new jobs. To date, 30 such commitments have been secured from the 13 applications. A list of inclusive growth commitments has been developed, and support is available from the LEP/Combined Authority, and its partners, such as Jobcentre Plus and Local Authorities, to implement them.

2.19 Alongside the Real Living Wage incentive, the other current inclusive growth commitments include:

- Inspire the next generation by working with schools and/or colleges;
- Develop a Skills Plan including apprenticeships;
- Offer training to low paid staff to help them progress;
- Offer work opportunities to local people with disabilities or health issues;
- Offer more sustainable 'green travel' options to employees;
- Undertake an energy audit to identify ways to reduce energy consumption;
- Undertake a supply chain audit to identify opportunities to buy more from local suppliers;
- Pay small business suppliers in accordance with the Prompt Payment Code - <http://www.promptpaymentcode.org.uk/> - including a commitment to pay all suppliers within 60 days and to commit to 30 days as the norm;
- Commit to paying staff the Real Living Wage within an agreed timescale.

2.20 Of commitments agreed with businesses to date, the highest number are for undertaking an energy audit - leading to action plan and access to a grant fund to implement the actions, such as moving to low energy lighting or investing in bailing equipment to reduce waste - (20%), followed by offering more sustainable green travel options for employees, developing a skills plan and working with schools and colleges (all 17%). All commitments have had at least one adoption, except for undertaking a supply chain audit to identify opportunities to buy more from local suppliers, but the new Supply Chain Development Programme at the University of Huddersfield is now in place and can support businesses with this commitment. Examples of the commitments made to date include : -

- a mid-sized manufacturing business in south Wakefield has committed to working with Jobcentre Plus to provide employment opportunities for people that have been out of the labour market for some time.
- a small manufacturing business in Bradford has committed to taking part in the Resource Efficiency Fund project to identify ways to reduce its waste and energy usage, and has committed to offering work opportunities to local people with disabilities and/or health issues. The business has also agreed to adapt its recruitment process to make it more accessible to people with disabilities and/or health issues.
- a small health and life sciences business based in Wakefield has committed to pay its suppliers in accordance with the Prompt Payment Code, and has committed to becoming a Real Living Wage employer within two years.

2.21 The commitments will be monitored as part of the grant appraisal and monitoring process, with each recipient required to provide evidence of undertaking the commitment before the full grant amount is released (25% is typically retained until the contracted outputs have been met). The jobs

created are monitored for three years if the business has fewer than 250 staff, and for five years if the business has over 250 staff. The monitoring is undertaken on an annual basis once the full grant amount has been paid, and this will include monitoring of the relevant jobs continuing to pay the Real Living Wage at that time. Clawback of grant funding can be implemented if the number and wage level of jobs within a grant-recipient have changed. These situations are assessed on a case-by-case basis. If the changes proposed in **Appendix 3** are adopted, this would necessitate increased monitoring and may require additional staff resource.

- 2.22 Feedback from businesses that have received grants since July 2018 has been positive to date, with the majority being receptive to the new approach. As expected, the smaller businesses have been those that have expressed some concern related to their more limited resources to implement the commitments.
- 2.23 Payment of the Real Living Wage has been the main challenge reported for businesses since the new approach has been implemented, in particular for those operating in lower value sectors, and/or, in geographical areas where wages are lower than the City Region average. These are often more disadvantaged areas, so the decision to adopt a two-tier grant rate has been beneficial to avoid an outright exclusion of certain firms in these locations from grant support.

Recent Consultation with Panels

- 2.24 The BIG Panel considered the outcome of the six-month review and the recommendations of the Overview and Scrutiny Committee at its meeting on 26 February 2019. A summary of its response is as follows:
- The Panel remains committed to the importance of inclusive growth and of supporting businesses to develop their employees, increase wage rates, continually improve and contribute to the City Region's economic, social and environmental priorities. In this regard, it is supportive of continuing the approach.
 - The Panel believes that the approach needs to be proportionate in relation to the size of the business, and was specifically concerned about the impact on smaller businesses that are less likely to have the resources to meet additional commitments. This is particularly the case with grants of smaller values e.g. those under £25k.
 - The Panel expressed concern that broadening the commitments to grants of all values across all programmes could cause the unintended consequence of a downturn in applications, resulting in less support for businesses and a negative impact on contractual targets with funding providers.
 - The Panel felt that the current £50k threshold for additional commitments to be delivered by grant-recipients remains appropriate, but that recipients of grants over £25k should be strongly encouraged - and supported - to make at least one commitment. It was suggested that this should be

trialled and closely monitored for a period to determine take-up and inform next steps.

- The Panel also suggested that as part of the wider inclusive growth agenda, more activity should be undertaken to engage with businesses in sectors and locations where there is a lower take-up of LEP business support e.g. some parts of inner Leeds, Bradford and Kirklees, as well as more outlying rural/market towns with (to date) less engagement in LEP business support.

- 2.25 The above was also considered by members of the Inclusive Growth and Public Policy Panel on 1 March 2019. The members were similarly supportive of the criteria and commitments, welcomed the leadership role of the LEP in pioneering this approach and commended the good progress to date. They particularly stressed the inherent value from an inclusive growth perspective of supporting the low carbon agenda through encouraging businesses to adopt more holistic approaches to recycling and reuse, as well as continued support for employers to recruit apprentices. Panel members recognised the importance of proportionality in terms of commitment levels from smaller businesses, and acknowledged the risks of unintended consequences.
- 2.26 The Overview and Scrutiny Committee is, therefore, also asked to consider the benefits and risks of extending/adapting the approach to other grant programmes in the LEP's portfolio. Considerations include the potential impact on smaller businesses arising from perceived bureaucracy; and therefore potential impact on the take-up of the grants; the proportionality of applying the criteria and commitments for all grant values, particularly where jobs creation is not a requirement of the grant (e.g. the Resource Efficiency Fund grant that targets carbon reduction as its primary output); and the additional cost of staffing resources required to monitor the delivery of the commitments and outcomes across all grant awards, particularly the smaller grants available from the Apprenticeship Grant for Employers.
- 2.27 Some of the key operational risks to consider in relation to extending the inclusive growth criteria and commitments across all programmes are set out below within the Financial and Legal Implications sections. It is also worth noting that feedback from some of the previous consultation (as set out at point 2.20 above) related to the risk of excluding some sectors / sub-sectors, and/or, some districts / localities from LEP support as they are less likely to pay the Real Living Wage for all employees e.g. bed manufacturing in parts of Kirklees and freight/distribution in parts of Wakefield.
- 2.28 Following this meeting, the LEP Board and Combined Authority will consider the progress on implementing the inclusive growth criteria and commitments, and determine next steps in terms of future delivery, at their respective meetings on 26 March 2019 and 25 April 2019. This will include written feedback from consultation with the Overview and Scrutiny Committee and with the BIG Panel on 26 February 2019 and members of the IG&PP Panel on 1 March 2019.

Recommendations made by the Overview and Scrutiny Committee in September 2018

- 2.29 *That work should begin on exploring the extension of inclusive growth criteria to all current and future business grant programmes at all grant award levels and conclusions reported back to the Overview and Scrutiny Committee.*

Following the above, and ongoing consultation with businesses and panels of the LEP and Combined Authority (as set above at 2.20 to 2.21), **Appendix 3** sets out the proposed new inclusive growth criteria and commitments for the delivery of all LEP business grants programmes. The main changes from the previous criteria are:

- all LEP grant programmes should be in scope and not just the Business Growth Programme (BGP).
- the value of grant at which the additional commitments are mandatory should be reduced from £50,000 to £25,000.
- businesses receiving grants from £10,000 to £24,999 should be actively encouraged (and supported) to make a commitment.
- it is proposed that the above be trialled for a further six months to monitor effectiveness of the policy and any adverse consequences.

- 2.30 *That, upon conclusion of a business support programme, a full outcomes report for each programme be produced for the Overview and Scrutiny Committee focussing on, but not limited to inclusive growth, productivity, job creation, innovation and environmental outcomes.*

Plans are in place for impact evaluations (including outcomes analysis) for all current business support programmes (please see **Appendix 1** for timings). These will be independently commissioned and will include a mix of quantitative and qualitative analysis, including outcomes realisation, stakeholder interviews, case studies and additionality assessments. In addition, the inclusive growth outcomes and commitments are now being monitored / reported over longer periods, as are the longer-term outcomes of the Productivity Pilot. The cost of the reports has been built into the budgets of each programme and typically equate to between 1 and 2% of each programme budget.

Other points raised by the Committee in September 2018

- 2.31 In addition to the two formal recommendations related to inclusive growth criteria and commitments, the Overview and Scrutiny Committee requested updates on several suggestions made at the September 2018 meeting.
- 2.32 *Inclusive growth commitments around disabilities, mental health and wellness at work should be a central feature of all criteria for business grants programmes.*

The Inclusive Growth commitments include, 'offer work opportunities to local people with disabilities or health issues', and this is now being actively

promoted to all business grant-recipients and support is available from Jobcentre Plus and Local Authorities with implementation. This includes the support now available from the Employment Hubs located within each Local Authority in West Yorkshire and York. These act as a link between businesses with recruitment plans and people looking for work, and broker individuals to the right employment support for them. This could include support from Local Authorities with preparing for interviews, motivational support from work coaches via Jobcentre Plus or specialist equipment to support people with disabilities in the workplace. Adoption of the proposed changes set out within **Appendix 3** will require a larger number of businesses in receipt of grants to make inclusive growth commitments, which may include those related to the above.

- 2.33 *Greater consideration should be given to strengthening environmental commitments in core criteria, target outputs and outcomes evaluation for grant programmes in future.*

This consideration is informing several new business support programmes that are currently being developed and that, if successful with funding applications, will commence between late 2019 and mid-2020. The proposed programmes are being worked on by officers under the strategic direction of the Green Economy Panel and the Business Innovation and Growth (BIG) Panel. This will continue over the next six months and the Overview and Scrutiny Committee is welcome to provide input into the development of these programmes. In addition, two of the most popular Inclusive Growth commitments with businesses to date have been adopting more sustainable travel approaches and undertake an energy audit to identify ways to reduce energy consumption.

- 2.34 *A business grant / support scheme aiming to promote sustainable recycling and reduce use of non-recyclable materials should be considered for development.*

The Resource Efficiency Fund 2 programme is now under development with a target commencement date of November 2019. The £3.7m proposed programme has outline business case approval and has a clear focus on the Circular Economy. As above, input and involvement from Committee members is welcomed. At this point in time, the European Regional Development Fund (ERDF) is the only funding option for delivering new and enhanced business support programmes.

- 2.35 *A greater emphasis on monitoring and evaluating the outcomes arising from outputs, and, outcome reports should be produced for each programme up on their completion to allow scrutiny members to better assess value for money and long-lasting changes for local communities.*

Please see point 2.30 above and **Appendix 1**. The Combined Authority's Research and Intelligence Team is responsible for the overall evaluation strategy for the Combined Authority, and determines whether impact

evaluations of projects can be undertaken in-house or externally commissioned.

- 2.36 *It would be useful to compare Leeds City Region's performance against other combined authority and LEP areas, such as Greater Manchester and Sheffield City Region, subject to available data of comparable programmes.*

It has been difficult to find published data on the performance of comparable programmes to allow for direct comparison.

- 2.37 *It would be useful to include a breakdown of funding sources for each programme and the associated risks related to funding.*

Included within this report and within **Appendix 1**.

- 2.38 *Data should be collated as frequently as possible and there should be closer monitoring of outputs and performance, especially where third parties are involved in delivery, to ensure that data is as current as possible.*

Please see Appendices 1 and 2. In addition, performance data is collated and analysed on a monthly basis for all programmes, including those being delivered (or part-delivered) by third party providers (including contractors). Each Local Authority receives a detailed quarterly report on all interventions (including grant awards) in their districts.

3. Financial Implications

- 3.1 There will be financial implications arising from the recommendation to extend inclusive growth commitments more widely, such as the need for additional staff to monitor the delivery of the commitments to a much larger cohort of businesses. Financial penalties could also be incurred if outputs, outcomes and expenditure targets are not met due to fewer businesses engaging with programmes.
- 3.2 The financial penalties would be incurred by the Combined Authority as the accountable body and contract holder for the current business support programmes. Any penalties would be payable to the European Commission or the UK Government as the ultimate funder of the programmes. The amounts would vary in accordance with the degree of under-performance on outputs and expenditure.
- 3.3 An additional monitoring resource within the Combined Authority would cost between £30,000 and £40,000 p.a.

4. Legal Implications

- 4.1 There are no legal implications directly arising from this report. However, there will be increased requirement for legal resources for contracting and compliance issues if the inclusive growth criteria are to be applied more extensively to grants on all programmes.

- 4.2 In addition, if the criteria are applied to all business support projects with grant elements, this could result in fewer applications. In turn, this could have a negative impact on legal agreements with external funders i.e. on ERDF-funded programmes, failure to reach deliver at least 85% of contracted outputs and expenditure can result in 10-15% of programme budget allocations being withdrawn.

5. Staffing Implications

- 5.1 There will be staffing implications as set out in paragraph 3.1 and 4.1 above.

6. External Consultees

- 6.1 The report's findings were considered by the BIG Panel on 26 February 2019 and by members of the Inclusive Growth & Public Policy Panel on 1 March 2019. Consultation with businesses was undertaken in 2018 as set out in point 2.11 above.

7. Recommendations

- 7.1 That the Committee notes and comments on the report.
- 7.2 That the Committee provides any feedback, comments and recommendations on the new proposed inclusive growth criteria and commitments for all LEP business grants programmes (**Appendix 3**) for consideration by the LEP Board and Combined Authority at their respective meetings on 26 March and 25 April 2019 on next steps for implementing the approach.

8. Background Documents

None

9. Appendices

Appendix 1 – List of current LEP grant programmes

Appendix 2 – Outputs progress for all LEP grant programmes

A summary sheet detailing progress against jobs and expenditure outputs from 1 April 2015 and 31 January 2019 for all grant programmes delivered, or part funded, by the LEP

Appendix 3 – Proposed Inclusive Growth Criteria and Commitments for Rollout

Appendix 1 - List of Leeds City Region Enterprise Partnership (LEP) Grant Programmes

The LEP currently offers the following grants to businesses:

Grant Scheme	Purpose	Range of grant awards £	Grants approved (April 17 – March 18)	Grants approved (April 18 - January 19)	Primary outputs / outcomes	Funding Source	Funding end date and impact report
Business Growth Programme	Provides capital grants to businesses within priority sectors that enable them to grow and create new jobs.	£10k-250k	24	42	Jobs created	Local Growth Fund (LGF)	March 2021 Impact report Summer 2019 & Summer 2021
Access to Capital Grants	Provides capital grants to SME businesses with projects linked to innovation, digital, supply chain and start-up. Also provides funding for the grant element of Strategic Business Growth and part funds the grant element of Access Innovation and partner products Ad:venture and Digital Enterprise (covered below).	£10k-£100k	149	50	Jobs created	Local Growth Fund (LGF)	March 2021 Impact report Summer 2019 & Summer 2021)

Grant Scheme	Purpose	Range of grant awards £	Grants approved (April 17 – March 18)	Grants approved (April 18 - January 19)	Primary outputs / outcomes	Funding Source	Funding end date and impact report
Strategic Business Growth	Provides capital grants to high growth SME businesses engaging with the advisory support element of the Strategic Business Growth programme.	£10k-£40k	6	26	Jobs created Businesses achieving high growth	Local Growth Fund (LGF) and European Regional Development Fund (ERDF)	March 2020 Impact report early 2020
Resource Efficiency Fund	Provides financial support to SME businesses for capital investment projects that lead to reductions in use of energy, water and waste.	£1k-£10k	84	41	Tonnes of CO2e saved Businesses supported to improve resource efficiency	Local Growth Fund (LGF) and European Regional Development Fund (ERDF)	October 2019 Impact report late 2019
Access Innovation	Provides grants to SME businesses developing new products and processes.	£1k-£50k	8	38	New products & processes developed Jobs created	Local Growth Fund (LGF) and European Regional Development Fund (ERDF)	December 2019 Impact report late 2019

Grant Scheme	Purpose	Range of grant awards £	Grants approved (April 17 – March 18)	Grants approved (April 18 - January 19)	Primary outputs / outcomes	Funding Source	Funding end date and impact report
Strategic Inward Investment Fund	Provides capital grants to businesses investing in the Leeds City Region that are creating at least 50 new jobs.	£180k-£1m	3	1	New jobs created / safeguarded Inward investment into Leeds City Region	Local Growth Fund (LGF)	March 2021 Impact report Spring 2021
Digital Inward Investment Fund	Provides capital grants to digital businesses investing in the Leeds City Region that are creating at least 5 new jobs.	£10k-£50k	1	2	Jobs created Inward investment into Leeds City Region	Local Growth Fund (LGF)	March 2021 Impact report Spring 2021
Apprenticeship Grant for Employers – Phases 1 and 2*	Supports SME businesses to recruit individuals into employment through apprenticeships.	£2k-£2.5k	248 (Phase 1)	2 (Phase 2)	Apprenticeship starts Businesses taking on first apprentice	European Social Fund (via Employment & Skills Funding Agency)	March 2020 Impact report Spring 2020

* For phase 2, the grant is only available to businesses that pay the National Minimum Wage / National Living Wage for the age of the apprentice, and not the lower Apprenticeship Rate

Programmes delivered by key partners with match-funding from the Combined Authority:

Grant Scheme	Purpose	Range of grant awards £	Grants approved (April 17 – March 18)	Grants approved (April 18 - January 19)	Primary outputs / outcomes	Funding Source	Funding end date and impact report
Ad:venture (start-ups) Managed by Leeds City Council	Provides capital grants to new and early-start SME businesses within priority sectors that enable them to grow and create new jobs.	£0.5k – £25k	53	54	New businesses created Jobs created	Local Growth Fund (LGF) and European Regional Development Fund (ERDF)	September 2019 Impact report July 2019
Digital Enterprise Managed by Leeds City Council	Provides grants to SME businesses to invest in digital technologies.	£0.5 – £13k	320	337	Businesses supported to improve digital capability Jobs created	Local Growth Fund (LGF) and European Regional Development Fund (ERDF)	August 2019 Impact report July 2019

Outputs for all LEP grant programmes 1 April 2015 to 31 January 2019

Business Support Product	Programme Start Date	Programme End Date	Programme Start Date to Jan 2019								
			Total Grant Funding	Total Target Jobs	Number of Grants	Total Grant Offered	Total Grant Paid	Proposed Match	Actual Match	Proposed Jobs	Actual Jobs ¹
Business Growth Programme	01/04/2015	31/03/2021	£44,316,000	5,160	675	£31,511,031	£26,004,808	£300,088,505	£234,738,477	5,192	3,568
Resource Efficiency Fund ²	01/11/2016	31/12/2019	£931,695	N/A	127	£841,836	£695,399	£945,478	£756,939	N/A	N/A
Apprenticeship Grant for Employers	01/12/2015	31/03/2020	£7,393,961	4,184	3,394	£6,524,300	£6,524,300	N/A	N/A	3,836	3,835
Strategic Inward Investment Fund	01/04/2017	31/03/2021	£12,450,000	1,245	4	£2,853,386	£1,500,000	£36,298,575	£15,216,000	952	331
Ad:Venture	01/07/2016	30/09/2019	£1,000,000	100	109	£1,111,208	£521,092	£1,051,667	£743,487	261	127
Digital Enterprise	01/09/2016	31/08/2019	£750,000	75	171	£750,000	£750,000	£688,446	£688,446	104	104
Access Innovation ³	01/01/2017	31/12/2019	£1,599,500	63	46	£1,562,219	£125,975	£1,984,752	£193,960	107	2
Strategic Business Growth ⁴	01/02/2017	31/12/2019	£990,000	88	32	£844,781	£442,075	£2,907,842	£1,393,087	167	22
Digital Inward Investment Fund	01/07/2018	31/03/2021	£1,000,000	175	3	£96,500	£0	£121,500	£0	15	0
TOTAL			£70,431,156	11,090	4,561	£46,095,261	£36,563,648	£344,086,765	£253,730,396	10,634	7,989

¹ These are new jobs (or in the case of the Apprenticeship Grant for Employers programme, new apprenticeships) created at beneficiary businesses. There are an additional 1,682 jobs which have been safeguarded through the Business Growth Programme, which are not included in the table. Typically jobs are created between 6 and 12 months following the grant award. 25% of the grant award is usually withheld until the grant outputs have been delivered.

² The primary outputs for the Resource Efficiency Fund are supporting businesses to reduce their energy, waste and water use and 217 businesses have been supported to date, against a target of 303. This has resulted in reductions per annum of 6,027,319 kWh in energy use (against a target of 1,000,000 kWh), 9,376 m³ in water usage (against a target of 12,000 m³) and 1,918 tonnes of CO₂e (against a target of 3,290).

³ The primary output for Access Innovation is supporting businesses with innovation projects and 310 businesses have been supported to date, against a target of 450.

⁴ The Strategic Business Growth Programme is a package of support to help high growth businesses and 230 have been supported to date, against a target of 330.

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Appendix 3 - Proposed Inclusive Growth Criteria and Commitments for Rollout

A. Job Creation: Real Living Wage Incentive

The Leeds City Region Enterprise Partnership (LEP) is incentivising business to pay the 'Real Living Wage' through its grant programmes). For grants where jobs are created, there will be an incentive to pay the 'Real Living Wage' as set out below.

Recipients are expected to meet certain core criteria according to the purpose of each grant scheme, including as a minimum:

- Investment projects must create permanent new jobs in the Leeds City Region
- Applicants will be incentivised to employ staff on or above £9 per hour, by allocating more grant per new job for those paying that rate
- All new jobs funded by the LEP grant must be paid at least the National Living Wage or Minimum Wage (£8.21 per hour from age 25+ as of April 2019)
- Apprenticeship jobs are permissible but applicants are expected to pay the apprentice at least the National Minimum Wage appropriate for the age of the apprentice (rather than the lower national apprenticeship wage)
- For each new job created, the following maximum amounts will be available to the applicants:

Pay Rates for New Jobs Created with LEP Grant	Maximum per new job
Pay £9 per hour (Real Living Wage)	£12,500
Pay £8.21 per hour (National Living/Minimum Wage)	£7,500

B. Inclusive Growth Commitments

Businesses receiving grants will be also expected to deliver additional Inclusive Growth commitments as outlined below:

- Inspire the next generation by working with schools and/or colleges
- Develop a Skills Plan including Apprenticeships
- Offer training to low paid staff to help them progress
- Offer work opportunities to local people with disabilities or health issues
- Offer more sustainable 'green travel' options to employees
- Undertake an energy audit to identify ways to reduce energy consumption
- Undertake a supply chain audit to identify opportunities to buy more from local suppliers
- Pay small business suppliers in accordance with the Prompt Payment Code - <http://www.promptpaymentcode.org.uk/> - including a commitment to pay all suppliers within 60 days and to commit to 30 days as the norm.
- Commit to paying staff the Real Living Wage within an agreed timescale
- Other inclusive growth commitments bespoke to the company's own policies, considered sufficient by the Combined Authority.

The required commitment will vary depending on the level of grant awarded:

- For grants from £10,000 - £24,999, the applicant is expected to adopt **one or more** of the commitments (non-mandatory).
- For grants from £25,000 - £49,999, the applicant is expected to adopt **one or more** of the commitments (as a grant condition).
- For grants from £50,000 - £99,999, the applicant is required to adopt **two or more** of the additional commitments (as a grant condition).
- For grants from £100,000 - £249,999, the applicant is required to agree to **three or more** of the additional commitments (as a grant condition).
- For grants over £250,000, the applicant is required to agree to **four or more** of the additional commitments (as a grant condition).

Report to: Overview and Scrutiny Committee

Date: 22 March 2019

Subject: **Scrutiny Work Programme 2018/19**

Director(s): Angela Taylor, Director of Corporate Services

Author(s): Khaled Berroum, Scrutiny Officer

1. Purpose of this report

- 1.1 To consider the Scrutiny work programme including future agenda items, formal referrals to scrutiny, reviews, call in, matters to raise at the next Combined Authority meeting and any other tasks, issues or matters the Committee resolves to undertake or consider further.

2. Information

- 2.1 The Scrutiny work programme details the planned work the Overview and Scrutiny Committee has resolved to undertake, investigate further and focus on in the current municipal year (June 2018 – June 2019) within the resources, remit and powers available to it. The work programme is considered at each meeting and can be amended and changed as the year progresses.

Referrals

- 2.2 Under Scrutiny Standing Order 9, any Member of the Overview and Scrutiny Committee, the Combined Authority or any elected Member of a West Yorkshire council or the City of York Council may formally refer a matter to the Committee for consideration. The referral must be in writing to the Scrutiny Officer. The Committee must then consider and discuss the referral and respond to the referrer explaining whether or not it will consider the matter further and why.
- 2.3 No formal referrals have been made in writing under Scrutiny Standing Order 9 for the Overview and Scrutiny Committee to consider at this meeting.

Scrutiny Reviews

- 2.4 On 13 July 2018, the Overview and Scrutiny Committee expressed an intention to begin a review of current scrutiny arrangements. The review was deferred until such a time that new statutory scrutiny guidance was published by the government. At the time of the production and publication of this report, the guidance has not yet been published. The Scrutiny Officer shall inform Members when the guidance has been published and fulfil the resolutions passed at the last Committee meeting.
- 2.5 There are no other reviews ongoing at this time.

Scrutiny agenda forward plan 2018/19

- 2.6 A summary of the current work programme is outlined in **Appendix 1**. Changes are outlined below.
- 2.7 The Corporate Plan and performance item originally earmarked for consideration at the 22 March 2019 meeting has been deferred to the 24 May 2019 meeting to accommodate the attendance of Cllr Susan Hinchcliffe, Chair of the Combined Authority, and Ben Still, the Combined Authority's Managing Director, who have been invited to the next meeting on 24 May 2019 to present and take questions from Members.
- 2.8 The next committee meeting on 24 May 2019 will also include an annual scrutiny report looking back at scrutiny activity in 2018/19 to be tabled at the Combined Authority's annual meeting on 27 June 2019 and published on the Combined Authority's website. A scrutiny section on the website is currently in development.
- 2.9 Consequently, it is proposed that the item on fuel poverty which was previously suggested for 24 May 2019 be placed on the shortlist for consideration for next municipal year's (June 2019 – June 2020) scrutiny work programme.
- 2.10 At the previous meeting, it was suggested that the Committee partake in pre-decision scrutiny of the Energy Strategy. However, officers have informed the Committee that the final version of the Energy Strategy was adopted at the December 2018 meeting of the Combined Authority and its inclusion in the April 2019 Combined Authority meeting agenda is only as an update. Energy Strategy has been added to the shortlist (**Appendix 1**).

Scrutiny working groups

- 2.11 Under Scrutiny Standing Order 7, the Overview and Scrutiny Committee may appoint working groups to consider matters more closely, fulfil 'tasks' and otherwise inform the scrutiny process.
- 2.12 At the last committee meeting, the LEP scrutiny working group was asked to report back any initial contributions to the Assurance Framework so far. The

working group discussed the general principles of how scrutiny should engage with the assurance process and contributed suggested wording to Section 3.8 ("Scrutiny") of the draft Assurance Framework 2019. The wording is attached at **Appendix 2** for information. A fuller report will form part of the Annual Scrutiny report referenced in 2.8 (above).

- 2.13 The planned Annual Scrutiny Report will also include a report on the Transport Scrutiny Working Group's deliberations in this municipal year. This will include the topics previously covered by the working group in 2018, such as:
- Accessibility, including mobility aids on Northern trains
 - Integrated Ticketing and the issue of digital inclusion
 - Rail performance
 - Linking transport with employment and planning policy
 - Employment and work – Joseph Rowntree Foundation (JRF) report entitled 'Tackling transport-related barriers to employment in low-income neighbourhoods'

Key decisions and call in

- 2.14 Members of the Overview and Scrutiny Committee may call in any decision of the Combined Authority, a decision-making committee and any key decisions taken by an officer (with the exception of urgent decisions). Key decisions are defined as any decision incurring a financial cost or saving of £1 million or more, or a decision likely to have a significant effect on two or more wards.
- 2.15 Decision makers have two days to publish notice of a decision, at which point scrutiny members have five working days to call in the decision, delaying its implementation, and formally requiring the decision maker to reconsider.
- 2.16 Five members of the Overview and Scrutiny Committee – including at least one member from two different constituent councils (West Yorkshire) – may call-in a decision by notifying the Scrutiny Officer in writing by 4.00 pm on the fifth working day following publication. The Committee then has 14 days to scrutinise the decision and make recommendations. Further information is set out in Scrutiny Standing Order 13.
- 2.17 The latest key decisions and forward plans of key decisions are published on the [key decisions section of the Combined Authority's website](#).

Matters to raise at the Combined Authority meeting on 25 April 2019

- 2.18 The Chair of the Overview and Scrutiny Committee has a standing invite to meetings of the Combined Authority as a (non-voting) observer in order to raise any scrutiny matters and convey any feedback from scrutiny members to the Combined Authority.
- 2.19 The Combined Authority's draft agenda forward plan is summarised in **Appendix 1**.

- 2.20 Currently, the agenda for the 25 April 2019 meeting of the Combined Authority plans to include an item considering the future approach of inclusive growth criteria for business grants programmes – which is also being considered by the Overview and Scrutiny Committee in Item 6 of this meeting (22 March 2019).
- 2.21 [Minutes and agendas from past meetings](#)¹ of the Combined Authority can be accessed on the Combined Authority’s website. Agendas and reports for future meetings will also be published there.

Actions for the Scrutiny Officer

- 2.22 As outlined in Scrutiny Standing Order 15, the statutory scrutiny officer provides support to the Overview and Scrutiny Committee’s work programme and all of its members in exercising their scrutiny duties and fulfilling their objectives.
- 2.23 A list of any outstanding or completed actions is included in the work programme summary attached at **Appendix 1**.

Notification of changes in membership and substitute arrangements

- 2.24 Scrutiny Standing Order 2.1 states that any changes in the membership, or substitution arrangements for any existing member, of the Overview and Scrutiny Committee must be formally ratified at a meeting of the Combined Authority – and only after a formal nomination from a local authority is received by the Monitoring (or Deputy) Officer of the Combined Authority.
- 2.25 Scrutiny Standing Order 2.4 states that a substitute may only act in the absence of a member for whom they are the designated substitute and where that member will be absent for the whole of the meeting.
- 2.26 Since the last meeting of the Overview and Scrutiny Committee, the following changes in membership were ratified at the 14 February 2019 meeting of the Combined Authority:
- Councillor Helen Douglas (York) fills the vacancy left by Councillor Jenny Brooks.
 - Councillor Steve Tulley replaces Councillor Albert Manifold as substitute member for Councillor Elizabeth Rhodes
 - Councillor Carol Thirkill replaces Councillor Joanne Dodds as substitute member for Councillor Rosie Watson
 - Councillor Michael Watson is appointed as substitute member for Councillor Liz Smaje.
- 2.27 A current list of members and their designated substitutes is attached at **Appendix 3**.

¹ <https://westyorkshire.moderngov.co.uk/ieListMeetings.aspx?Committeeld=133>

3. Financial Implications

3.1 There are no financial implications directly arising from this report.

4. Legal Implications

4.1 There are no legal implications directly arising from this report.

5. Staffing Implications

5.1 There are no staffing implications directly arising from this report.

6. External Consultees

6.1 No external consultations have been undertaken.

7. Recommendations

7.1 That the agenda forward plan and scrutiny work programme for the 2018/19 municipal year as outlined in **Appendix 1** be noted or amended.

7.2 That the changes in membership and substitute arrangements highlighted in 2.24 be noted.

7.3 That any other actions and decisions relating to the work programme be agreed.

8. Background Documents

[Scrutiny Standing Orders](#) (amended on 3 January 2019) – West Yorkshire Combined Authority.

[Past Combined Authority meeting agendas and minutes.](#)

Key decision forward plans for the Combined Authority [can be found here.](#)

9. Appendices

Appendix 1 – Scrutiny Work Programme Summary (22 March 2019)

Appendix 2 – Section 3.8 "Scrutiny" of the draft Assurance Framework 2019

Appendix 3 – List of current Overview and Scrutiny members and designated substitutes (*as of 13 March 2019*)

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Scrutiny Work Programme 2018/19 Summary

Formal referrals	None
Reviews	<ol style="list-style-type: none"> 1. A review into the Combined Authority's scrutiny arrangements (<i>deferred until new government scrutiny guidance is published</i>). 2. No other reviews

Overview and Scrutiny Committee – Forward Plan (2018/19)		Info
Standing items for all meetings	Chair's Update Scrutiny Work Programme <ul style="list-style-type: none"> - Referrals - Reviews - Agenda forward plan - Working groups - Matters to raise at the Combined Authority - Key decisions and call in 	
13 July 2018	<ol style="list-style-type: none"> 1. Policy Framework / Local Inclusive Industrial Strategy 2. Devolution 	
14 September 2018	1. Government review of LEPs	
	2. Business grants	
	3. Business planning and Budget 2019/20	
	4. "West Yorkshire... and beyond – Calderdale Council's contribution to the Combined Authority"	
16 November 2018	1. Flood Review	
	2. Combined Authority's engagement with the public	
	3. Devolution	
18 January 2019	1. Governance changes	
	2. Assurance Framework (incl. working group findings)	
	3. Apprenticeships	
	4. Inclusive Growth	
	5. LEP Review	
	6. Draft Budget 2019/20 (for information)	
22 March 2019	1. Strategic transport priorities	
	2. Business grants criteria and inclusive growth	
24 May 2019	1. Corporate Plan 2019/20 and performance 2018/19	
	2. Annual Scrutiny Report 2018/19 (incl. working group reports)	
	3. Statutory scrutiny guidance – <i>to be confirmed</i>	

Issues / Reports Shortlist – 2018/19		
Issue	Notes	Date
Devolution - scrutiny arrangements in One Yorkshire Combined Authority (deferred)	Requested at 16 November 2018 meeting. See minutes. Deferred until further clarity over devolution position.	<i>TBC</i>
Scrutiny communications and engagement plan / strategy	Requested at 16 November 2018 meeting. See minutes.	<i>TBC</i>
Digital Inclusion	Suggested by Member at 16 November 2018 meeting. See minutes.	<i>TBC</i>

Apprenticeships	Suggested at 18 January 2019 meeting. See minutes.	<i>TBC</i>
Skills Commission	Suggested at 18 January 2019 meeting. See minutes. 12 month Commission ending and reporting conclusions in early 2020.	<i>TBC</i>
Fuel Poverty	Deferred from May 2019 meeting.	<i>TBC</i>
Devolution	When developments arise.	<i>TBC</i>
LEP Merger	When developments arise.	<i>TBC</i>
Energy Strategy	Suggested by Member at 18 January 2019 meeting. See minutes. Opportunity for pre-decision scrutiny has passed. Placed on shortlist.	<i>TBC</i>

Proposed Workshops		
Issue	Notes	Date
Review of scrutiny arrangements / new statutory scrutiny guidance.	When new guidance is published. Two / three workshops.	<i>After guidance is published – possibly early/mid 2019</i>
Productivity	Possible 'Scrutiny in a day' session	<i>Likely to be 2019/20</i>

Working Groups		
	LEP	Transport
Membership *Lead Member	S Baines (C – Calderdale) * P Kane (L – Kirklees) M Pollard (C – Bradford) R Watson (L – Bradford)	I Cuthbertson (LD – York) * D Foster (L – Calderdale) P Harrand (C – Leeds) D Ragan (L – Leeds)
Items / Tasks	<ul style="list-style-type: none"> - LEP review implementation plan' governance and scrutiny arrangements (<i>deferred until the LEP Transition Subgroup reports back</i>) - Assurance Framework - Local Inclusive Industrial Strategy (deferred to 2019/20) 	<ul style="list-style-type: none"> - Recommend transport issues for consideration by scrutiny - 'Tackling transport-related barriers to employment' – JRF report - Accessibility in transport - Integrated ticketing - Rail performance and review
Meeting dates	<ul style="list-style-type: none"> - 9 November 2018 - 14 December 2018 - 4 January 2019 - 5 March 2019 	<ul style="list-style-type: none"> - 22 October 2018 - 29 October 2018 - 5 November 2018 - 4 March 2019

Other actions		
Action	Date	Actioned
Director of Transport Services raising issue of mobility scooters not being permitted on Northern trains on behalf of the Committee	16.11.18	Yes. Response received from Northern outlining policy and circulated to scrutiny Members via email on 07.01.2019.
Develop a scrutiny section on the Combined Authority website	16.11.18	<i>In progress.</i>

Combined Authority forward plan 2018-19	
Standing items at all meetings	<ol style="list-style-type: none"> 1. Capital spending and project approvals (standing item) 2. Corporate planning and performance (standing item)
<p>Combined Authority draft agenda 25 April 2019</p>	<ol style="list-style-type: none"> 1. Corporate Plan 2019/20 2. Corporate priorities (including capital strategy and gender pay gap) 3. Integrated transport block funding 4. Rail issues (Network rail to be invited) 5. Brexit 6. Inclusive Growth criteria for business grants – 6 month review 7. Energy strategy update 8. Devolution – possible update 9. LEP merger – possible update 10. Scrutiny statutory guidance – possible update 11. West Yorkshire Bus Alliance
<p>Combined Authority Annual Meeting draft agenda 27 June 2019</p>	<ol style="list-style-type: none"> 1. Annual meeting arrangements <ul style="list-style-type: none"> • Membership of Combined Authority • Appointment of Chair and Vice Chair • Committee arrangements and appointments • Representation on outside bodies • Governance arrangements <ul style="list-style-type: none"> – Procedure Standing Orders – Access to Information Annex – Scrutiny Standing Orders – Contracts Standing Orders – Code of Conduct for Members – Financial Regulations – Complaints procedure • Members allowance scheme • Officer delegation scheme • Calendar of meetings 2. Annual Scrutiny Report 2018/19 3. West Yorkshire Bus Alliance 4. <i>Other items to be confirmed</i>

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Suggested wording for Section 3.8 ("Scrutiny") of the draft Assurance Framework 2019

To secure independent and external scrutiny of decisions, the Combined Authority's statutory Overview and Scrutiny Committee reviews and scrutinises decision-making by the LEP and by the Combined Authority.

No member of the Combined Authority or the LEP may be appointed to the Committee. The terms of reference, membership, meeting dates, agenda items and minutes of the Committee can be found [here](#).

The Committee may produce independent reports and make recommendations on any matter considered by the LEP or relating to LEP governance. It may also review or scrutinise any Combined Authority decision in its role as accountable body for the LEP.

The LEP may also seek input from the Committee on any issue relating to policy and strategy development, or otherwise.

The Committee operates in accordance with Scrutiny Standing Orders, which can be found [here](#). These provide for the committee to require any member of the Combined Authority (including the LEP Member or a Chair of any committee or Panel) to attend to answer questions or provide information.

Further details on the LEP's agreement with the Combined Authority (in its role as Accountable Body) in respect of scrutiny arrangements are set out in **Appendix 1**.

The Overview and Scrutiny Committee has a specific power, in accordance with its Scrutiny Standing Orders, to "call in" decisions¹ for further scrutiny after they are made. If the threshold of five scrutiny members, with at least two from different local authority areas, is met the Committee may instruct that the implementation of a decision be deferred while post-decision scrutiny takes place and make recommendations to the decision maker.

In anticipation of new statutory scrutiny guidance due to be published by the Government early this year, the Committee is also seeking to review the effectiveness of current scrutiny arrangements with a view to strengthening its role in terms of undertaking pre-decision scrutiny in relation to impending project approvals.

To support pre-decision scrutiny, officers will maintain a forward plan of projects in development and anticipate timescales and decision-point milestones and make this forward plan available to scrutiny members to review periodically on request.

Following the technical appraisal of business cases by case officers and subsequent consideration by the Programme Appraisal Team (PAT), officers will ensure that the relevant documents, information and analysis relating to each project can be made available to scrutiny members on request.

Schemes might be selected for further scrutiny based on a sectoral mix around cost, risk, complexity, aimed benefits or strategic value – as determined by the Committee's priorities and work programme. Scrutiny members could then look closer at a particular project or selection of projects.

¹ Key decisions include investment decisions at decision point 2 of the Assurance Process.

Officers will support scrutiny members to have the opportunity to review projects, raise any concerns and ensure comments are reported and brought to the attention of decision making committees and officers prior to the approval and progression of projects through decision points.

The pre-decision scrutiny review process serves as an important function in parallel to the Assurance Process, not as an additional step to delay the progress of projects in development as a matter of course.

Overview and Scrutiny Committee

List of members and designated substitutes as of 13 March 2019

Members	Designated Sub	Party	District
Stephen Baines	Geraldine Carter	Con	Calderdale
James Baker	Ashley Evans	LD	Calderdale
Glenn Burton	Harry Ellis	Lab	Wakefield
Ian Cuthbertson	Anne Reid	LD	York
Helen Douglas	Sam Lisle	Con	York
Dot Foster	Steve Sweeney	Lab	Calderdale
Christina Funnell	Michael Pavlovic	Lab	York
Peter Harrand	Neil Buckley	Con	Leeds
Graham Isherwood	Richard Forster	Lab	Wakefield
David Jenkins	Ben Garner	Lab	Leeds
Paul Kane	Manisha Kaushik	Lab	Kirklees
Sarfraz Nazir	Angela Tait	Lab	Bradford
Marielle O'Neill	Vacancy	Lab	Kirklees
Mike Pollard	Naveed Riaz	Con	Bradford
Denise Ragan	Salma Arif	Lab	Leeds
Betty Rhodes	Steve Tulley	Lab	Wakefield
Liz Smaje (C)	Michael Watson	Con	Kirklees
Rosie Watson	Carol Thirkill	Lab	Bradford

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