

**Report to:** Overview and Scrutiny Committee

**Date:** 22 March 2019

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

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

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## **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 reappointed<sup>1</sup> 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 efforts<sup>2</sup>.
- 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.

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<sup>1</sup> Minute 6, 13 July 2018 – Overview & Scrutiny Cttee

<sup>2</sup> Minute 6, 13 July 2018 – Overview & Scrutiny Cttee

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**Report to:** Overview and Scrutiny Committee

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**Subject:** **Strategic Transport Priorities**

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

**Authors:** Liz Hunter

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## **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 2040<sup>1</sup>**

- 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 Plan<sup>2</sup>.
- 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

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

<sup>2</sup> 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 2017<sup>3</sup> 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 2017<sup>4</sup>. 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 Strategy<sup>5</sup>. 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).

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<sup>3</sup> Item 6 – Transport Strategy -

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

<sup>4</sup> Item 6 – Transport Strategy -

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

<sup>5</sup> 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 2017<sup>6</sup>, 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.

<b>Theme</b>	<b>Work Stream</b>	<b>Commitments</b>
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

<sup>6</sup> 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 30<sup>th</sup> 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 15<sup>th</sup> March 2019.<sup>7</sup>

- 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

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<sup>7</sup> 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 Vision<sup>8</sup> 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 Plan<sup>9</sup> 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.

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<sup>8</sup> 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>

<sup>9</sup> 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 Assessment<sup>10</sup> 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 Plan<sup>11</sup>. 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 Strategy<sup>12</sup>. Engagement will continue on the detail of proposals at the relevant time for each. The new YourVoice<sup>13</sup> website is a tool to support that engagement.

#### **7. Recommendations**

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

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

<sup>11</sup> In accordance with the Local Transport Act 2008, Section 109.

<sup>12</sup> 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/>

<sup>13</sup> 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