

Report to: Transport Committee

Date: 14 December 2022

Subject: **West Yorkshire Transport Strategy Monitoring Report**

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

1. Purpose of this Report

- 1.1 This report gives an update on the annual monitoring of the West Yorkshire Transport Strategy, our current local transport plan. This report sets out how we are currently travelling across West Yorkshire, alongside the need to develop a new Mayor's Local Transport Plan.

2. Information

Background

- 2.1 The West Yorkshire Transport Strategy 2040 is the Combined Authority's current Local Transport Plan (LTP) adopted on 2 August 2017. Based on district priorities and consultation, the strategy was produced by the West Yorkshire Combined Authority and the West Yorkshire district councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 2.2 The West Yorkshire Transport Strategy 2040 provides a high-level framework of 67 policies. In accordance with 2009 LTP guidance the intention was that further detail would be provided in a series of supplementary documents, plans and programmes. The West Yorkshire Transport Strategy since its adoption has enabled work to progress on our Connectivity Infrastructure Plan, Mass Transit Vision, and Shared Transport Strategy, as well as supported the case for

investments through West Yorkshire Transport Fund, Transforming Cities Fund and City Region Sustainable Transport Settlement.

- 2.3 The West Yorkshire Transport Strategy performance monitoring framework was adopted by the Combined Authority and partner councils to monitor the delivery and outcomes associated with the Transport Strategy. It monitors key transport indicators, using 2016-17 as a baseline.
- 2.4 The following sections of this report cover how West Yorkshire is currently travelling, recognising the impact the Covid-19 pandemic has had, framing this alongside the need to refresh the Mayor's LTP.
- 2.5 Appendix 1 of this report covers additional headline transport related data, including that which features in this report.

Covid-19 Implications

- 2.6 It should be noted that data and travel trends have been severely impacted by the covid-19 pandemic, affecting the way people travelled and the availability of data for collection.
- 2.7 The outbreak of the Covid-19 pandemic and the subsequent lockdowns resulted in a radical change in terms of how people travel and how often they do so. This is particularly apparent with public transport, where patronage figures across the country plummeted in 2020 and two years later are experiencing a slower recovery than private car use.
- 2.8 The collection of mode share data is a challenge acknowledged which has impacted the monitoring of the West Yorkshire Transport Strategy. The disruption to data collection, both nationally and locally, together with normal data lags, means that for some indicators the latest data available is pre-pandemic, with no directly comparable post-pandemic figures. Consequently, there are still some important knowledge gaps in how the Covid-19 pandemic has impacted on travel.
- 2.9 There is still uncertainty around lasting impacts of the pandemic. It is therefore vital that emerging trends from our latest Covid-19 Transport Recovery Survey and West Yorkshire Residents' Perception of Transport Survey are used to understand more recent travel trends and behaviours. As we move through future reporting cycles and new data is presented, we will be able to gain a clear understanding of impacts on the transport network. This context is critical when considering the indicators which should be treated as the latest snapshot across a range of reporting timelines.
- 2.10 Also, since the Strategy and targets were agreed, the CA has declared a Climate Emergency and secured a devolution deal with an election of West Yorkshire's first Mayor. The industry has also changed, with a different relationship between rail operators and national Government and also between the CA and the bus operators through an Enhanced Partnership and initiatives such as the Mayor's Fares. These were not activities, along with the pandemic,

where not predicted in the strategy or reflected in the targets. Therefore, a new Local Transport Plan and new targets are needed.

How We're Travelling Across West Yorkshire

- 2.11 In order to help understand and plan for the creation of the new Local Transport Plan and targets, it's important to understand what evidence and data is available about past trends. Whilst the trends might not be a prediction of the future, given the number of changes mentioned above, they are helpful context, nonetheless.
- 2.12 The data sources used for modal share are pre-pandemic using a data set taken from the National Travel Survey covering the years 2017-2019. The bespoke survey for West Yorkshire has a small sample size so is grouped over three-year period. Reporting on these indicators was discontinued during the Covid-19 pandemic.
- 2.13 Pre-pandemic mode share data indicates that West Yorkshire residents made 1,016 trips a year, this was down 3% from the previous 3-year period, and 6% lower than the England average. The mode share breakdown was:
- **62%** of all trips in West Yorkshire were made by car, either as a driver (40%) or a passenger (22%). This represents a reduction of 5% since 2016.
 - **26%** of trips in West Yorkshire were made on foot.
 - **6%** of trips in West Yorkshire were made by bus, a similar level seen in 2016.
 - **1.7%** of trips in West Yorkshire were made by rail, marginally above its share in 2016.
 - **0.5%** of trips in West Yorkshire were cycle trips, down slightly from 0.8% in 2016.
- 2.14 The table below compares mode share across West Yorkshire against national trends.

Table 1: Mode Share West Yorkshire vs England

Mode	West Yorkshire	National
Car	62%	55%
Bus	6.1%	3%
Rail	1.7%	2.2%
Cycle	0.5%	1.6%
Walking	26%	31%

- 2.15 Pre-pandemic, mode share differed between West Yorkshire district centres, with higher car use seen in morning peak for travel into Bradford (71%), Halifax (71%) and Wakefield (68%) when compared to Leeds (53%). Rail use is higher in Leeds (15%) and Wakefield (17%), with bus usage also highest in Leeds across the district centres (25% compared to 10-16% in other district centres). Cycle mode share was highest in Leeds (1.4%) compared to a range of 0.2% - 0.5% across other district centres.

- 2.16 It should be noted, the mode share data being presented is contemporaneous with circumstances at the time of the individual dataset collection and not necessarily indicative of current conditions. To supplement the above information and provide a more up to date picture of how we are currently travelling in West Yorkshire, we have used more recent data from the Residents' Perception of Transport Survey and our Covid-19 Transport Recovery Survey to understand more recent travel trends and behaviours.
- 2.17 Within West Yorkshire demand for public transport for commuting purposes could continue to be lower, as more people could continue to opt for some form of hybrid working. This is supported by data from the eighth wave of our Covid-19 Transport Recovery Survey (November 2022) which implies that respondents commuting patterns may now have settle.
- 2.18 The latest West Yorkshire Residents Perception of Transport Survey (2021/22) indicates a positive trend in the increase of general travel activity through 2021 and 2022, although noting that public transport usage is still below pre-pandemic trends. Frequency of mode use insights include:
- West Yorkshire residents travelling at least monthly has increased for car, taxi, train and walking relative to the previous year, but cycling reduced from 14% to 11%, and bus remained at 33%.
 - Those using a bus at least monthly remains lower than the two years before the Covid-19 pandemic (33% compared to 49%) with 18% of West Yorkshire residents catching a bus at least weekly (compared to 33% in 2018/19).
 - Monthly train use has increased from 22% to 29% of residents, close to the 2018/19 proportion of 30% but lower than 2019/20 (35%), with 7% of West Yorkshire residents catching a train at least weekly.
- 2.19 This positive trend in general travel activity is also reflected in the latest Covid-19 Transport Recovery Survey results which indicate that people do expect to travel more in a year's time than they do now.
- 2.20 Modal share across MCAs differs greatly with the below table comparing West Yorkshire against other MCAs on the number of modal trips per person.

Table 2: Mode Share West Yorkshire and Other MCAs

Mode	West Yorkshire	South Yorkshire	Greater Manchester	West Midlands	Liverpool City Region	Tyne and Wear
Car (driver)	402	435	387	311	435	392
Bus	62	61	64	49	71	80
Rail	17	7	12	14	27	3
Cycle	5	10	11	9	13	10
Walking	267	264	237	220	210	243

3. Updating the West Yorkshire Local Transport Plan – Changing Policy Landscape

- 3.1 There is a recognition that the policy landscape has seen significant changes since the production of the West Yorkshire Transport Strategy 2040. This includes the production of the Combined Authority's Connectivity Infrastructure Plan, Bus Service Improvement Plan (BSIP), Mass Transit Vision and Rail Vision.
- 3.2 The West Yorkshire Transport Strategy also predates the Combined Authority and West Yorkshire districts climate emergency declarations in 2019 and subsequent ambition to become net zero by 2038, with significant progress by 2030. The West Yorkshire Climate and Environment Plan was adopted by the Combined Authority in Autumn 2021. Transport was identified as the main contributor to carbon emissions, accounting for 4.9 MtCO₂e/yr, with road transport, dominated by the private car, accounting for 90% of these emissions. In order to deliver against this priority, the new West Yorkshire Transport Strategy will need to recognise decarbonisation as one of its key themes.
- 3.3 Due to the factors discussed above, and Government's requirements for all Local Transport Authorities to have new Local Transport Plans by March 2024, work has commenced on developing the new transport strategy, to be presented for adoption in early 2024.
- 3.4 The new LTP will need to deliver on the Mayor's ambition for transport across West Yorkshire, as well as help deliver on the Mayoral pledge to tackle the climate emergency and protect the environment. The new LTP will also need to continue to reflect our vision to be a leader recognised nationally for our focus and commitment to equality, diversity, and inclusion.
- 3.5 There is a therefore a need to review, strengthen and update our statutory LTP strategic policy framework, in accordance with anticipated new guidance from government. This will enable the Combined Authority and our district partners to deliver on our local priorities.

4. Ambition for the Mayor's West Yorkshire Local Transport Plan

- 4.1 As outlined at October Transport Committee a new Mayor's West Yorkshire Transport Plan is currently being developed to be presented for adoption by the Combined Authority in early 2024.
- 4.2 Addressing the car dominance seen throughout, and continuing, post-pandemic is a key challenge. Current monitoring of national modal usage suggests that that car remains the dominant mode of transport with above pre-pandemic car usage at weekends, suggestive of a post-pandemic change in travel patterns. Local data indicates that from the outset of the pandemic, public transport and car usage has followed similar trends to those seen nationally demonstrated through the latest Residents Perception of Transport Survey (2021/22) with 80% of residents driving a car or van at least weekly an increase from 2020/21 and 2018/19 (73% and 67% respectively). Car passenger use, at least weekly

was 61% in 2021/22, an increase from last year (52%) and slightly higher than 2018/19 (58%).

- 4.3 The new Local Transport Plan will need to help deliver on the Mayoral pledge to tackle the climate emergency and protect the environment. Decarbonisation of transport is vital to achieving this, with latest data on carbon emissions within the region indicating a downtrend trend, however the rate of reduction needs to be accelerated to achieve net zero by 2038. If we are to decarbonise the transport sector the new Mayor's Local Transport Plan will need to help facilitate a fundamental change in the need and how we travel, with fewer journeys enabled by digital technology and more of the journeys made being undertaken by public transport, cycling and walking. By investing and creating the space needed on our roads to prioritise walking cycling and public transport and looking at way in which we can manage the demand for travel by private car.
- 4.4 The new West Yorkshire LTP will need to provide the policy framework to create the space needed on our roads for walking, cycling and public transport, as set out in the development of our supplementary LTP modal strategy documents. For West Yorkshire to deliver on fair and inclusive decarbonisation we will need to investigate road space reallocation on key corridors for cycling, walking and public transport as a key mechanism for reducing carbon emissions from travel by the private car. A road space reallocation and travel demand management strategy will be developed and consulted on as part of our updated LTP.
- 4.5 The West Yorkshire Mass Transit Vision will be central to the development of our new LTP. A new transport system for a greener, more inclusive and better-connected West Yorkshire, will be an integral part of improving passenger satisfaction with public transport across West Yorkshire. By offering a new public transport option, which increases capacity and provides an attractive alternative to car travel, Mass Transit will support and facilitate a low emission, low carbon, inclusive future.
- 4.6 The new Mayor's West Yorkshire Local Transport Plan will also need to help deliver on our objectives for the Bus Service Improvement Plan (BSIP) to reverse the trend in declining patronage across West Yorkshire.
- 4.7 It will be important to recognise the Place Narrative in the production of the new transport strategy, acknowledging and recognising the individual strengths of our districts and the different ways people travel across these, discussed above. The LTP will need to recognise the role of transport in placemaking alongside the diversity of place across West Yorkshire – and that the scale and pace of change could look and feel very different across our different place typologies. Early engagement with our district partners and a place-based approach is integral to our strategy development to help ensure that the Mayor's LTP ambition and policies are ones we can all share and support across West Yorkshire.

4.8 Transport is an enabler. The West Yorkshire LTP has the potential to provide the strategic policy framework to empower our region to decarbonise transport and build a modern and sustainable economy, with vibrant communities, free of air pollution, rich in green spaces and biodiversity and supported by an efficient low emission transport network and world class infrastructure. However, we know that changing travel behaviour is easier said than done. An on-going conversation about change across the transport sector in West Yorkshire will take place as part of the development of the new Mayor's Local Transport Plan.

5. Tackling the Climate Emergency Implications

5.1 One of the key aims of the updated West Yorkshire LTP is to facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to tackle the climate emergency.

6. Inclusive Growth Implications

6.1 One of the key aims of the updated West Yorkshire LTP will be to improve connectivity and support the region's inclusive growth ambitions.

7. Equality and Diversity Implications

7.1 Supporting Equality and Diversity through ensuring the transport is attractive, inclusive and accessible for all is a key aim of the updated West Yorkshire LTP. Public engagement will prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights, it provides to support Equality and Diversity.

8. Financial Implications

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

9. Legal Implications

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

10. Staffing Implications

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

11. External Consultees

11.1 No external consultations have been undertaken; however, the Local Transport Plan will be subject to an external consultation. In accordance with Local Transport Plan Guidance.

12. Recommendations

- 12.1 That Transport Committee note the development of an updated West Yorkshire Local Transport Plan, and the timeline for this to be presented for adoption in early 2024.
- 12.2 That a workshop involving Transport Committee members be arranged to consider the emerging direction of the West Yorkshire Local Transport Plan.

13. Background Documents

There are no background documents referenced in this report.

14. Appendices

Appendix 1 – Additional Transport indicators.