
Report to: Transport Committee

Date: 10 February 2023

Subject: **The Mayor’s West Yorkshire Local Transport Plan Update**

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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 checked="" type="checkbox"/> Yes <input 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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this Report

- 1.1 To agree the strategic approach and key messages for the development of the new Mayor’s West Yorkshire Local Transport Plan, and to provide an update on the Department for Transport’s consultation on Local Transport Plan (LTP) guidance.

2. Information

- 2.1 A Local Transport Plan is a transport strategy for an area, setting out a vision, policies, a delivery programme as well as metrics to gauge success and overall performance in the delivery of its objectives. The West Yorkshire Transport Strategy 2040 is our current LTP adopted by the Combined Authority in August 2017.
- 2.2 The Combined Authority has a statutory duty to produce and keep under review a LTP on behalf of West Yorkshire. The Transport Act 2000, as amended by the Local Transport Act 2008, introduced a statutory requirement for local transport authorities to produce a LTP every five years and to keep it under review. In October 2022 Transport Committee noted the anticipated government update to LTP Guidance, and the subsequent development of a new West Yorkshire LTP (WYLTP).
- 2.3 In addition to discharging the Combined Authority’s statutory duties, an updated LTP is also required to deliver on the objectives of our Corporate Plan

and facilitate the scale of change needed to decarbonise the transport sector and deliver the ambition contained within the West Yorkshire Climate and Environment Plan, the Bus Service Improvement Plan (BSIP), and our Mass Transit Vision.

- 2.4 LTPs are also used to bid for, prioritise and allocate funds, and provide the strategic narrative and rationale for specific schemes and interventions. The Mayor's WYLTP will form the basis for future delivery programmes including future City Region Sustainable Transport Settlements (CRSTS) plus other funding bids.

Department for Transport Local Transport Plan Guidance

- 2.5 DfT provides guidance on requirements for LTPs, most recently in 2009. Guidance was initially prescriptive, but from 2009 was flexible, emphasising the development of local strategies and policies that work best for the area, its economy and environment. Under the 2009 guidance the DfT no longer formally assessed LTPs or imposed mandatory targets.
- 2.6 In October 2022 Transport Committee were informed of the DfT's indication to update their guidance on LTPs, with new LTP's expected to be in place by early 2024. As a result of stakeholder engagement, we anticipate that LTPs will need to set out in one place local objectives for transport in an overarching unifying plan which brings together different transport modes. The anticipated new LTP guidance is likely to build on the approach set out in the government's Levelling Up White Paper and Transport Decarbonisation Local Authority Toolkit. It is also anticipated that Bus Service Improvement Plans will also need to be fully aligned with LTPs.
- 2.7 As part of their stakeholder engagement, government indicated that LTP's will need to focus on delivering Quantified Carbon Reductions (QCR's) and that new technical guidance will require authorities to embed an evidence-led carbon approach in LTP development. In addition to this, future funding settlements are also expected to be contingent on LTP's demonstrating ambitious, quantifiable carbon reductions. This is new as a significant area of focus in the development of LTP's which will require technical work to demonstrate QCR within the LTP. In addition, there will be trade-offs to consider between carbon priorities and other objectives.
- 2.8 Given the delay to the publication of the government guidance, developing an LTP which will deliver on our corporate objectives, mayoral pledges and district partner local priorities, and which demonstrates best practice against the new government guidance, by early 2024 is a significant challenge.
- 2.9 The Combined Authority would need to be able to demonstrate a lawful/fair consultation exercise had been undertaken on the LTP, which is extremely challenging if LTPs are required to be updated by government in accordance with new guidance by early 2024. Our intention is to progress in developing a new LTP based on our aspiration to deliver key priority initiatives to achieve meaningful transport outcomes across West Yorkshire. It is recognised that refinements may need to be made once guidance is published.

- 2.10 As a statutory document LTPs are also subject to legislative requirements these include Strategic Environmental Assessment, Equality Impact Assessment, and Habitats Regulation Assessment, which take time. Alongside requirements to consult, integrate our relevant plans and statutory duties, it is recognised that developing a new LTP is a significant undertaking.

Developing the Mayor's West Yorkshire Local Transport Plan

- 2.11 The West Yorkshire Transport Strategy 2040 is our current LTP adopted by the Combined Authority on 3 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.
- 2.12 The West Yorkshire Transport Strategy since its adoption has enabled work to progress on the 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 CRSTS. Further supplementary LTP strategy development work is also currently underway across the following policy areas, Active Travel, Rail, Electric Vehicles and Freight.
- 2.13 Since the West Yorkshire Transport Strategy was adopted, the Combined Authority have declared a climate emergency and undertaken new work - setting an ambitious science-based target for the region to be net zero carbon by 2038. The West Yorkshire Climate and Environment Plan identifies that the transport sector is the highest emitting sector for carbon emissions within West Yorkshire, dominated by road-transport and the private car. To reduce emissions to virtually zero within the sector will require a fundamental change in how we travel, with fewer journeys enabled by digital technology and more of the journeys made being undertaken by public transport, cycling and walking.
- 2.14 The West Yorkshire LTP will need to provide the policy framework to create the space needed on our roads to prioritise low carbon sustainable transport modes, as set out in the development of our supplementary LTP modal strategy documents. As a region we are aiming to deliver significant growth in space on our roads for bus, walking and cycling provision. 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.
- 2.15 At December Transport Committee, members were updated on monitoring of the West Yorkshire Transport Strategy our current LTP. To help understand and plan for the creation of the new LTP and targets, it is important to understand what evidence and data is available about past trends. 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.

Emerging Overarching Narrative

2.16 In advance of the anticipated new government guidance and the need to update our LTP, building on the Combined Authority's extensive evidence base and the technical work undertaken as part of the development of the Connectivity Infrastructure Plan, BSIP, Mass Transit Vision and Rail Strategy, an overarching transport strategy narrative has been developed as outlined below. This will continue to evolve as the detail of the Mayor's WYLTP is prepared

- West Yorkshire is key to growing and re-balancing the national economy and enabling the north of England to contribute fully to, and benefit from, national economic growth and prosperity. Mass Transit is key to unlocking the productivity of our polycentric region.
- Almost all journeys begin and end on the local road network, local connectivity must be transformed through significant investment in an integrated, safe and sustainable transport system that connects all parts of our region. A focus on making space for buses and active travel on our roads will make journeys by public transport quicker, with less time spent stuck in traffic.
- Transport will play a crucial role in delivering a net-zero economy by 2038. The LTP must tackle the climate emergency through the fair and inclusive decarbonisation of our transport network, delivering the right choice of transport, in the right place, at the right time.
- Transport has an enabling role in addressing many of the challenges we face across West Yorkshire. Reflecting the rich diversity of our region, equality will be at the forefront of our LTP. We will invest in transport to create an environment where everyone can access opportunities for education, employment and leisure, regardless of income, geography or background.

2.17 This will require the Combined Authority and its partners to:

- Include the following WYLTP modal priorities and focus on transport integration; delivering bus reform, unlocking the benefits of mass transit, customer focussed rail, making active travel the natural choice for shorter journeys and shared transport solutions which empower local communities.
- Move at pace to decarbonise the transport sector to deliver the local sustainable transport infrastructure and services that will transform

connectivity, and deliver affordable and competitive public transport options, particularly to meet the requirement to achieve net-zero carbon target of 2038.

- Explore the policy options that can make the space needed on our roads to prioritise low carbon sustainable transport modes, deliver on bus reform and make walking and cycling safer.
- Work to greater align investment in transport with future housing and employment growth across West Yorkshire through the local plan process with a focus on the role of transport in boosting productivity through high density, low carbon sustainable development.
- Secure an increase in the total investment made in West Yorkshire's Transport Infrastructure, with greater flexibility in funding from government.
- Continue to work with the private sector to maximise the leverage achievable through public sector investment, in addition to exploring options to raise revenue locally.

Emerging Vision

2.18 We continue to work closely with districts to ensure the Mayor's new WYLTP will match our partners vision and ambition for transport locally and reflect the challenges and opportunities of our diverse geography. A single draft vision for the West Yorkshire transport network, supported by three strategic ambitions, has been developed as follows:

'By 2040 the West Yorkshire will be a recognised globally as a fair and inclusive region where our communities, businesses and places all benefit from sustainable economic growth. Enabled through a zero emission, affordable, integrated, safe and sustainable transport system'.

2.19 The above draft vision is supported by three strategic ambitions proposed as:

- Boosting productivity through an integrated, reliable, and resilient transport network that supports growth which expands our labour markets, increases innovation and creates jobs.
- Enabling inclusive growth by connecting our people and communities with opportunities, delivering equal access for all and eliminating transport related social exclusion.
- Tackling the climate emergency through the fair and inclusive decarbonisation of our transport network, delivering the right choice of transport, in the right place, at the right time

The right choice of transport, in the right place, at the right time

2.20 The high-level LTP vision and strategic ambitions for West Yorkshire will be underpinned by a clear set of outcome measures and supporting metrics and the subsequent right mix of future transport modes will, collectively, guide West Yorkshire and district partners activities and investment. These metrics will also be developed in line with meeting the West Yorkshire Climate and Environment Plan target of net zero by 2038.

- 2.21 To fulfil its full potential as a major player in the Northern Powerhouse, our region needs a transformation in its transport system, to one that is fit for the 21st Century and for a decarbonising economy. In the context of fair and inclusive decarbonisation, building on the work of our Connectivity Infrastructure Plan, the emerging WYLTP modal priorities and focus on transport integration have been developed as follows.

Delivering Bus Reform

- a) Our Bus Service Improvement Plan provides the opportunity to transform the local bus service for the people of West Yorkshire. The LTP will provide the policy framework to help deliver an enhanced and more cohesive bus network – which takes people where they need to go, when they need to go.
- b) How we allocate road space and give priority for buses on our roads is central to the development of the LTP, so journeys by bus are quicker, with less time spent stuck in traffic, and are a viable alternative to the private car. Our vision for bus priority measures extends beyond new bus lanes, and includes bus gates, traffic signal priority, improved kerb spaces and access. Stronger performing radial routes will be strengthened to become “core services”.

Unlocking the benefits of Mass Transit

- c) Mass Transit will support clean growth our region. It will help us meet the demands of growing capacity and increased connections, so our communities can better access jobs, education, and opportunities.
- d) Roadspace reallocation will be required to facilitate bold and ambitious designs, as well as land use changes, such as higher housing and employment densities. The potential for the longer-term use of fiscal measures will be explored once competitive alternative travel options are available. The focus will be on our most accessible urban areas when local conditions are right, with the aim to reduce the use of the private car and facilitate mode shift to Mass Transit as well as provide revenue for delivery.

Customer focused rail

- e) Expanding our labour markets, increasing access to jobs through investment in rail is vital for our region, through investments such as the Transpennine Route Upgrade, delivering Northern Powerhouse Rail between Leeds and Manchester via Bradford and a new line between Leeds and Sheffield supporting both NPR and HS2.
- f) Delivering additional capacity and service frequency, to improve passenger experiences, alongside growing the freight use of our rail network is at the heart of our Rail Strategy.

Making active travel the natural choice for shorter journeys

- g) How we allocate road space and make space for walking and cycling on our roads is central to the development of the LTP, as well as embedding our Healthy Streets approach and a Vision Zero approach to Road Safety.

Shared transport solutions which empower local communities

- h) Shared transport will enable more choice for those who are unable to access the public transport network using innovation, technology and new ways of travelling to help to create a better, more inclusive, and greener transport system that meets our changing travel and transport needs.
 - i) New modes of transport, such as e-scooters, new public transport services, such as on-demand buses, and new technology like shared autonomous cars as well as mobility hubs will improve the equality of access to transport system.
- 2.22 The integration and efficiency and affordability of public transport will be at the forefront of the Mayor's LTP. At present, our region's bus and rail networks do not offer the level of integration needed to facilitate the scale of mode shift from private car required to decarbonise the transport sector.
- 2.23 Public transport services across West Yorkshire, especially between different modes can be disparate and not coordinated with one another. Journeys which involve more than one bus, more than one train, or the use of both rail and bus, are often inconvenient, unreliable, inconsistent, slow, confusing and expensive. Timetables and routes often do not match up with one another, and other than our highly successful M-Card products, tickets valid across multiple services are a limited. This means that our buses and trains tend only to be an attractive proposition for 'simple' journeys such as between urban centres, or from a suburb into a main centre, rather than journeys which outside of urban centres which account for a major proportion of car traffic on our road network
- 2.24 We are developing a new Mass Transit Network to provide a step-change in public transport connectivity – but this will only unlock its full potential if bus rail and active travel networks complement it. The LTP will focus on developing the policies required to achieve the seamless integration of, bus, rail and mass transit modes to create a single harmonised network, complemented by other forms of sustainable mobility to increase the accessibility of our public transport network such as active travel and shared mobility, and in parallel with our park & ride strategy.
- 2.25 Freight and logistics are essential to the economic performance of the region and are a key employer. However, it is also associated with a number of challenges, from air quality to road safety and maintenance. The LTP will set out how we will support smooth movement of goods throughout West Yorkshire, through a decarbonised freight and logistics sector. This may include a framework for working with district and industry partners to help ensure that the freight sector plays its part in our 2038 net zero target.

A West Yorkshire place-based partnership approach

- 2.26 The Mayor's LTP will need to ensure that our strategic vision is one we can all support across West Yorkshire and focus on where change is most needed to deliver our strategic ambition. Delivering our LTP through a place-based approach is a recognition that the decarbonisation of transport will happen at different a pace and require a different combination of policies and investment across our different place typologies.

- 2.27 As well as core and thematic policies to support the delivery of our strategic vision, a place-based approach to the LTP will also be developed. For each of the differing place typologies across West Yorkshire we will need to understand the existing levels of accessibility and transport options, combined with demographics, such as housing and employment density impact on trip patterns, social exclusion and the existing level of car dependence across West Yorkshire.

3. Tackling the Climate Emergency Implications

- 3.1 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.

4. Inclusive Growth Implications

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

5. Equality and Diversity Implications

- 5.1 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.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That Transport Committee notes the delay to the DfT's consultation on new guidance for Local Transport Plans and the implications that this has on delivering an updated West Yorkshire LTP by early 2024.
- 10.2 That Transport Committee
- I. approves the development of a new Mayor's West Yorkshire Local Transport Plan based on the emerging overarching narrative, vision and ambitions presented within this report.
 - II. approves the development of a new Mayor's West Yorkshire Local Transport Plan in line with the West Yorkshire Climate and Environment Plan target of net zero by 2038.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None