

---

**Report to:** West Yorkshire Combined Authority

**Date:** 10 May 2018

**Subject:** **Transport Strategy and Bus Strategy update**

---

**Director:** Liz Hunter, Interim Director of Policy and Strategy

**Author(s):** Steve Heckley

---

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:	

## **1 Purpose of this report**

- 1.1 To provide an update on work to deliver the West Yorkshire Transport and Bus Strategies.
- 1.2 To seek approval to adopt a Performance Management Framework of indicators and targets to set the West Yorkshire Combined Authority's ambition for the transport system and to assess performance in delivering the Transport Strategy.

## **2 Information**

- 2.1 The Combined Authority adopted the West Yorkshire Transport Strategy 2040 and Bus Strategy in August 2017, following extensive public consultation on both. The technical work to develop the two strategies was overseen by the Transport Committee.
- 2.2 In adopting the Transport Strategy, the Combined Authority delegated a decision on the final appearance and minor amendments to the strategy for publication to the Combined Authority's Managing Director in consultation with the Chair of the Transport Committee. Minor amendments were agreed

relating to presentation, edits to text and the addition of a foreword. The final Transport Strategy is available on the Combined Authority's website, accessed at: <https://www.westyorks-ca.gov.uk/transport/transport-strategy>. The Bus Strategy is available at <https://www.westyorks-ca.gov.uk/transport/bus-strategy/>.

- 2.3 The Transport Strategy sets out the Combined Authority's high level vision and policy aspirations for the whole of the transport system for the next 20 years. The Bus Strategy, as a daughter document to the Transport Strategy, sets out the detailed approach to delivering a modern, integrated and innovative bus system.
- 2.4 Both the strategies sit within the emerging policy framework of the Combined Authority, with the development of a Leeds City Region Industrial Strategy at its heart, targeted at placing the City Region on the front-foot with an ambitious policy platform that improves competitiveness and drives inclusive growth outcomes. A world class, 21<sup>st</sup> Century transport system is a vital requirement of a competitive, inclusive economy, where jobs are created, productivity is boosted and the benefits of economic success are shared fairly.
- 2.5 Providing more and better transport options for individuals and businesses is a central theme of the two strategies, with particular emphasis placed on the role of clean, sustainable transport to improve air quality and minimise the impact of climate change on communities and businesses. The strategies sets out our ambition through vision statements, objectives, policies and a set of challenging targets to grow the amount of trips made by sustainable transport.

### **Transport Strategy**

- 2.6 The Transport Strategy contains 67 policies, arranged under six core themes. Each policy suggests an action or number of actions. The Combined Authority agreed that Transport Committee continued to oversee work to develop the detail of how each policy can be implemented, and highlighted these key pieces of work:
- Develop a full set of indicators and targets to be used to measure the performance in delivering the Transport Strategy.
  - Develop the understanding of our transport connectivity requirements for our important economic places across the city region, including our approach to mass transit.
  - Develop the role of specific transport modes e.g. walking, cycling, bus, rail.
  - Develop the detailed approach to delivering the desired social, environmental and public health benefits through, for example, better air quality and local safety and accessibility improvements.

### **Performance Management Framework of Indicators and Targets**

- 2.7 Transport Strategy delivery is intended to be informed by a performance management framework of indicators and targets to monitor and evaluate the

performance of the Combined Authority and its partners in delivering investments and achieving desired outcomes.

2.8 The Department for Transport's guidance for Transport Plans (2009) recommends that Transport Authorities consider performance indicators appropriate for monitoring the strategy, and for which targets could be set to secure delivery. The guidance states that "a strong plan will include ambitious target setting, clear trajectories, and close monitoring of delivery."

2.9 The Combined Authority in adopting the Transport Strategy agreed some mid-term targets for the first 10 years of the strategy, to substantially grow the number of journeys made by sustainable modes of 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.

The Combined Authority agreed that more indicators and targets would be added.

2.10 A proposal for a full set of indicators and targets has now been developed with the input of the West Yorkshire District Councils and stakeholders, including Public Health England. The proposal was endorsed by the Transport Committee at its meeting of 16 March 2018. The proposal is attached as **Appendix 1**. The key features are:

- **A set of five modal targets** - adding targets for car and walking trips to supplement the targets previously agreed by the Combined Authority for growing bus, rail and cycle trips (identified in para. 2.8 above).
- **A set of six key indicators with a target for each** - with one key indicator and a target to illustrate each of the strategy's six core themes.
- **A longer set of 32 supporting technical indicators** - to provide additional insight into performance.

2.11 Engagement on the proposal identified a preference to set mid-term (10 year) targets, rather than for the whole period of the strategy through to 2040. It also identified the importance of monitoring performance to review progress and if appropriate reset targets and/or strategy depending on performance. Transport Committee endorsed the use of mid-term targets, and in considering alternative options for target setting, endorsed preferred options.

2.12 The targets proposed for the main transport modes and the key indicators to illustrate the core themes of the Transport Strategy are intended to show the Combined Authority's ambition and to be applied to drive the delivery of the policies and implementation programmes described in the Transport Strategy.

2.13 The work to develop the proposal was scrutinised by the Combined Authority's Overview and Scrutiny Committee's Transport Working Group. The Working Group has confirmed its satisfaction with the process of developing the

indicators and targets and that the proposals contained in this report reflects the views and inputs of stakeholders. The Working Group continues to have a role in overseeing the development and delivery of policies contained in the Transport and Bus Strategies.

#### Mode target - Car trips

- 2.14 Transport Committee endorsed the setting of a target for the total number of all car trips made each year by West Yorkshire residents, with a preferred option to continue the previous West Yorkshire Local Transport Plan (LTP3) 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).
- 2.15 The total annual number of car trips made by West Yorkshire residents has fluctuated in response to the performance of the economy. In 2015 to 2016 there was an increase in car trips that took the total number of car trips above 2011 levels for the first time. Projections indicate that car trips could be expected to continue to grow if no action is taken to improve alternatives to the car. The Transport Strategy provides a number of policy commitments to substantially invest in the performance and quality of public transport to increase travel options, and in cycling and walking to provide environmental and health benefits. Delivery of these interventions could be expected to contribute to reducing the demand for car travel. Reducing car trips over the next 10 years from current (2016) levels to target (2011) levels will result in an overall reduction of 3.5% in car trips. The trajectory endorsed by Transport Committee shows the total annual car trips anticipated to rise to a point around 2021 then beginning to reduce once a number of transport investments have been delivered and begin to influence mode shift.
- 2.16 There are risks to setting a target for car trips given the close relationship with the economic performance, and a target to reduce the overall level of car trips can be seen as challenging given a longer term historic trend of growth in trips, but a target to reduce car trips can also be viewed as ambitious and consistent with the policies contained within the Transport Strategy. The target endorsed by Transport Committee is shown in Appendix 1.2

#### Mode target - Walking trips

- 2.17 Transport Committee endorsed the setting of a target for the total number of walking trips made each year with a preferred option to achieve an upward trajectory of a 10% increase in walking trips by 2027, reflecting both changes in population and aspirations related to Transport Strategy policies. The target endorsed by Transport Committee is shown in Appendix 1.3

### Core theme Key indicators and targets

- 2.18 Transport Committee endorsed the setting of one key indicator with an associated target to illustrate each of the strategy's six core themes: Inclusive Growth; Road Network; Places; One System Public Transport; Smart Futures; and Asset Management and Resilience. The key indicators and targets endorsed by Transport Committee are shown in Appendix 1.4 to 1.9.

### Supporting technical indicators

- 2.19 A number of the supporting technical indicators (and the Modal and Key Indicators) are carried forward from the previous West Yorkshire Local Transport Plan, but with refinements and additions to reflect the increased breadth of the new Transport Strategy in including policies for example in respect of inclusive growth and public health. The proposal makes use of existing data sets and collection methodologies used by the Combined Authority and the West Yorkshire District Councils and from partner agencies and government, but also seeks to make use of new developments in data sources and methods to collect data where freely available. The proposal is affordable within current budgets.
- 2.20 The proposal makes use of Customer Satisfaction data collected by the Combined Authority's Tracker Survey in respect of public transport and road performance. Transport Committee in overseeing the Transport Strategy work emphasised the importance of users of our transport networks and services and the need to understand and be responsive to customer requirements.
- 2.21 The delivery of the Transport Strategy will be monitored and managed by the Combined Authority in partnership with the West Yorkshire Districts, which will include reviews of the performance data. The proposed performance indicators lend themselves to annual reporting as most of the data is released on an annual basis. It is proposed to provide the performance data on the Combined Authority's website for ease of access by Members, public and stakeholders.
- 2.22 Once a full set of Indicators and Targets has been agreed by the Combined Authority it is proposed to update the Transport Strategy to include a Performance Management section to explain the indicators and targets and the process for their regular monitoring and review.

### Bus Strategy Performance Management Framework

- 2.23 In endorsing a Performance Management Framework of Indicators and Targets to assess overall performance in delivering the Transport Strategy, the Transport Committee meeting of 15 March 2018 agreed that a report setting out a proposed performance management framework for the Bus Strategy to be presented to its forthcoming meeting on 25 May meeting.

## **Transport Strategy and Bus Strategy delivery**

- 2.24 The Transport and Bus Strategies are now shaping the delivery of the Combined Authority and its partners. Delivery highlights achieved in the eight months since the adoption of the strategy are listed below under each of the Transport Strategy core theme headings:

### **Inclusive Growth, Environment, Health and Well-being**

- Publication of, and consultation on, a Leeds City Region HS2 Growth Strategy.
- Work progressing with the West Yorkshire partners to develop an approach to the identification and development of Inclusive Growth corridor.
- Secured additional funding to the existing Cycling and Walking to Work Fund, to deliver more engagement, training and grant programmes to help more people access employment and training opportunities by foot/bike.

### **Road Network**

- Signing of a Memorandum of Agreement by each of the West Yorkshire District Councils and the Combined Authority to collaborate on operational management and improvements to a West Yorkshire Key Route Network, including developing a collaborative, cross-boundary approach to Urban Traffic Management Control funded through the West Yorkshire plus Transport Fund.
- Input to Transport for the North's development of a defined network and funding proposal for a Major Road Network for the North - which includes 70% of the West Yorkshire Key Route Network.
- Commenced delivery of the £1.98m Ultra Low Emission Vehicle Taxi Scheme for up to 88 charge points to support a zero emission taxi and private hire fleet in West Yorkshire.

### **Places to Live and Work;**

- Securing funding support from the DfT to develop Local Cycling and Walking Infrastructure Plans, enabling future cycling and walking networks to be identified and a prioritised programme of schemes to deliver the required networks.
- Development of the Leeds City Region Green and Blue Infrastructure Strategy Delivery Plan to deliver 1000 miles of green and blue infrastructure rich corridors.

### **One System Public Transport;**

- Bus Strategy delivery of our 'Bus 18' short term programme of initiatives - with progress on:

- **Ticketing** - launch of a Day Saver smart ticket which enables customers to buy travel by the day (a “carnet”) which particularly helps part time workers. The MCard android phone app is now available enabling customers to top up their smartcard.
- **Network Stability** - agreement been made with bus operators to consult on major bus route changes and limit changes to six times of the year.
- **Air Quality** - buses in West Yorkshire now display an Eco Star rating to identify their environmental performance. Fleet replacement plans are being agreed with operators.
- **Punctuality and Reliability** - a £1m programme of work to address “hotspot” locations on the highway which impact on bus “punctuality is in progress.
- **Customer Service** - customers not happy with their bus journey can now claim a free travel voucher from the major bus operators. Customers can call a taxi and claim the cost back from either First, Arriva or Transdev if their last bus doesn’t arrive within 20 minutes of the scheduled time.
- **Information** - the CWYCA and bus operators have collaborated on a new design for bus stop information which is being rolled out from February 2018.
- A number of improvements to make bus travel more attractive for young people
  - Engagement with youth groups to shape development of young people’s ticketing initiatives.
  - Arrangements made to ensure young people under 16 can take advantage of concessionary fares when wearing school uniform.
  - Development of a new “go anywhere” ticket in the summer holidays aimed at young people who occasionally use the bus.
  - On-going work to simplify the eligibility passes and ticket products aimed at people under 25.
- Agreement between the Combined Authority and bus operators to a punctuality monitoring scheme, effective from January 2018 which will involve periodic reporting of performance against targets to the Transport Committee.
- Successful application to the government’s Clean Bus Technology Fund for £4.2m grant to improve emissions on 25% of the existing West Yorkshire bus fleet to Euro VI emission standard.
- Commenced work to develop the Combined Authority’s refreshed RailPlan.

### Smart Futures:

- Continued delivery of the MCard smartcard ticketing offer, including the addition of 8 new MCard ticketing machines and 8 new information points at bus stations.
- Development of the Trav.ly app, trialled for park and ride users.
- Launch of the UK's first app which allows customers to load products on the go or from home, 24/7.

### Asset Management and Resilience

- Development and ongoing delivery of an action plan to implement the recommendations of the Well Managed Highway Infrastructure Code of Practice developed by the UK Roads Liaison Group.

- 2.25 Further reports on the delivery of the Transport Strategy, including delivery details and performance against indicators and targets, will be brought to future meetings of the Transport Committee.

## **3 Inclusive Growth Implications**

- 3.1 Inclusive Growth, Environment, Health and Well-being is a core and cross-cutting theme of the West Yorkshire Transport Strategy. The Performance Management proposal for the Transport Strategy includes a set of indicators to monitor the performance of the Combined Authority in delivering the policies for Inclusive Growth, Environment, Health and Well-being contained in the Transport Strategy. An Inclusive Growth target is proposed to measure the level of accessibility that West Yorkshire's most deprived communities have to employment opportunities. The target is identified in Appendix 1.4.

## **4 Financial Implications**

- 4.1 There are no direct financial implications from the report. The proposals for the monitoring and analysis of Transport Strategy performance are affordable within existing budgets and resources.

## **5 Legal Implications**

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

## **6 Staffing Implications**

- 6.1 There are no direct staffing implications from the report. The proposals for the monitoring and analysis of the Transport Strategy performance are possible within existing resources.

## **7 External Consultees**

- 7.1 The development of the West Yorkshire Transport Strategy 2040 was subject to extensive public and stakeholder consultation. The public and stakeholder consultation undertaken on the Transport Strategy in 2016 contained questions in respect of the type of indicators that the public and stakeholders considered appropriate to monitoring the performance of the strategy. The results and analysis of that consultation were reported to the Transport Committee and published on the Combined Authority's website. There was a total of 1,711 responses to the West Yorkshire Transport Strategy consultation.
- 7.2 The 2016 consultation exercise responses on possible performance indicators were considered in developing the proposal for the Performance Management Framework of indicators and targets for the Transport Strategy. The Combined Authority's Overview and Scrutiny Transport Working Group in overseeing the work to develop indicators and targets for the Transport Strategy was satisfied that further public consultation on indicators and targets was not necessary, and also that the round of stakeholder engagement referred to in paragraph 2.10 to develop the detail of the Performance Management proposals was accurately reflected in the proposal presented to Transport Committee.
- 7.3 Public Health England as a key partner to the Transport Strategy 2040 has been closely involved in the development of the indicators and targets and was consulted and commented on draft proposals.

## **8 Recommendations**

- 8.1 That the Combined Authority notes the progress in delivering the West Yorkshire Transport Strategy 2040 and Bus Strategy 2040.
- 8.2 That the Combined Authority adopts the proposals for the Performance Management indicators and targets for the West Yorkshire Transport Strategy 2040 and the Transport Strategy is updated to include a Performance Management section.

## **9 Background Documents**

The West Yorkshire Transport Strategy 2040 and associated documents can be accessed at: <https://www.westyorks-ca.gov.uk/transport/transport-strategy/>

The West Yorkshire Bus Strategy 2040 and associated documents can be accessed at: <https://www.westyorks-ca.gov.uk/transport/bus-strategy/>

## **10 Appendices**

Appendix 1 - The proposed Transport Strategy 2040 Performance Management Framework of targets and indicators