
Report to: Transport Committee

Date: 16 March 2018

Subject: **Transport Strategy 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: | |

1 Purpose of this report

- 1.1 To provide Transport Committee with an update on work to deliver the West Yorkshire Transport Strategy 2040.
- 1.2 To seek comments on a proposed Performance Management Framework of Indicators and Targets to assess performance in delivering the West Yorkshire Transport Strategy 2040.

2 Information

- 2.1 The West Yorkshire Combined Authority meeting of 3 August 2017 adopted the West Yorkshire Transport Strategy 2040. The new Strategy sets out our Combined Authority's high level vision and policy aspirations for the transport system for the next 20 years.
- 2.2 The Combined Authority delegated oversight of the technical work to develop the Transport Strategy to the Transport Committee. In adopting the Transport Strategy, the Combined Authority delegated a decision on the final appearance and any 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 have been made and agreed

relating to data presentation, updating of plans from HS2 and the Leeds City Region Connectivity Study, edits to text and the addition of a foreword. The final Transport Strategy has been published on the Combined Authority's website, accessed at: <https://www.westyorks-ca.gov.uk/media/2664/transport-strategy-2040.pdf>.

- 2.3 The Transport Strategy and the Bus Strategy (which is a daughter document to the Transport Strategy and reported separately to this meeting as item 6) 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 to ensure that the benefits of economic success are shared fairly.
- 2.4 The Transport Strategy contains 67 policies, arranged under six core themes:
- Inclusive Growth, Environment, Health and Well-being;
 - Road Network;
 - Places to Live and Work;
 - One System Public Transport;
 - Smart Futures;
 - Asset Management and Resilience
- 2.5 Each of the policies suggests an action or number of actions. The Combined Authority in adopting the Transport Strategy agreed that further work will be needed to develop the detail of how each policy can be implemented and required that Transport Committee continues to have oversight of this work. Work is now underway developing an action plan for all of the policies. The Combined Authority highlighted the following 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 detailed approach to delivering the desired social, environmental and public health benefits through, for example, better air quality and local safety and accessibility improvements;
 - Develop the role of specific modes of transport e.g. cycling, walking, rail.

Performance Management Framework of Indicators and Targets

- 2.6 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 interventions and achieving desired outcomes.

- 2.7 The current Department for Transport guidance for Transport Plans (2009) recommends that Transport Authorities consider which performance indicators are most appropriate for monitoring the strategy, and for which of these indicators targets should be set to secure delivery. The guidance identifies that “a strong plan will include ambitious target setting, clear trajectories, and close monitoring of delivery.”
- 2.8 The adopted Transport Strategy provides some mid-term targets for the first 10 years of the strategy, to grow the number of journeys made by using 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.
- 2.9 The strategy identifies that more indicators and targets would be added.
- 2.10 A proposal for the full set of indicators and targets has been developed with the input of the West Yorkshire District Councils and a range of stakeholders and is informed by feedback from the public consultation on the Transport Strategy. This work has been scrutinised by the Combined Authority’s Overview and Scrutiny Committee’s Transport Working Group. The proposal is attached as **Appendix 1**.
- 2.11 The key features of the proposed Performance Management Framework are:
- A set of five modal targets - with a proposal to add targets for car and walking trips, to supplement the existing targets for influencing bus, rail and cycle trips identified in para. 2.8 above;
 - A set of six key indicators with a target proposed for each - with one key indicator and a target to illustrate each of the six core themes of the Transport Strategy;
 - A longer set of 32 supporting technical indicators - for each core theme of the Transport Strategy to provide additional insight into performance.
- 2.12 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. For the proposed additional Car and Walking modal targets, options are offered for target setting with an explanation of each option. For the proposed six key indicators a single recommendation is made for the target.

Mode target - Car trips

- 2.13 Stakeholders have suggested the adoption of a target for the total number of car trips made each year. The previous West Yorkshire Local Transport Plan (LTP3) set a target to keep the total number of car journeys made by West Yorkshire residents per year at 2011 levels through to 2026 i.e. no growth in

car trips, with any additional growth in trips to be accommodated by other, sustainable modes of transport. The rationale was that capping growth in car trips was desirable to deliver environmental, health and economic benefits (through reducing the impact of traffic congestion on roads).

- 2.14 The total annual number of car trips made by West Yorkshire residents has fluctuated in response to the performance of the economy. In the year 2015 to 2016 there was a marked increase in car trips that took the total number of car trips above 2011 levels for the first time, after a period of recession had had an impact on suppressing car trips. Projections indicate that car trips could be expected to continue to grow if no action is taken to improve the attractiveness of alternatives to the car or to limit the opportunities for car trips. The proposal shown in **Appendix 1** suggests option A 'high growth' and option B 'medium growth' scenarios. Both scenarios could be expected to increase congestion and to impact on the efficiency of our road network. The West Yorkshire Transport Strategy provides a number of policy commitments to substantially invest in increasing the attractiveness of public transport to increase travel options and encouraging walking and cycling for environmental and health benefits, and could be expected to contribute to reducing demand for car trips. Therefore Options C and D describe alternative trajectories for reducing car trips over the next 10 years to 2011 levels and it is recommended that Option C (a reduction of 3.5% in car trips) is adopted.
- 2.15 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 the long 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.

Mode target - Walking trips

- 2.16 For the number of walking trips, the report presents two options. Option A suggests an upward trajectory of a 10% increase in walking trips, reflecting both changes in population and aspirations related to Transport Strategy policies. Option B is a flat trajectory reflecting that the overall change in walking trips between 2011 and 2016 has been approximately zero, and continues this trend forward. The recommendation is to adopt option A.

Monitoring Framework

- 2.17 Comments are sought on all of the proposed targets explained in **Appendix 1**. An endorsed set of indicators and targets will be reported to a future meeting of the Combined Authority for adoption. Once agreed, the Transport Strategy will be updated to include a Performance Management Chapter.
- 2.18 The proposal is cost neutral. The monitoring and analysis of the indicators and targets is affordable within existing resources. Many of the indicators are carried forward from the previous 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 available.

- 2.19 The proposal makes use wherever possible 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.
- 2.20 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 regular reviews of the performance data on a minimum annual basis. It is proposed to provide the performance management data on the Combined Authority's website for ease of access by Members, public and stakeholders.

Transport Strategy delivery

- 2.21 The Transport Strategy is now shaping the delivery of the Combined Authority and its partners. The ongoing delivery of the West Yorkshire plus Transport Fund and Integrated Transport Block programmes and associated grant funded programmes are reported in a separate item 15 to this meeting. Other delivery highlights achieved in the six months since the adoption of the strategy are listed below under each of the core theme headings:

Inclusive Growth, Environment, Health and Well-being

- Publication of the Leeds City Region HS2 Growth Strategy - with consultation running from 15 January to 2 March 2018;
- Work progressing with West Yorkshire partners to develop an approach to the identification and development of inclusive growth corridors;
- 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;

- 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;
- On-going Bus 18 delivery - detailed a the separate report, item 6 Bus Strategy update, to this meeting;
- 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.

2.22 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 Financial Implications

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

4 Legal Implications

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

5 Staffing Implications

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

6 External Consultees

- 6.1 The Combined Authority's Overview and Scrutiny Committee Transport Working Group has provided detailed input to the development of the proposed indicators and targets. The Working Group has confirmed its satisfaction with the process of developing the indicators and targets and that the proposals for Transport Committee contained in this report reflects the views and inputs of stakeholders provided to-date. The Working Group was satisfied that further public consultation was not necessary following the extensive consultation on the Transport Strategy 2040 which included questions on indicators.
- 6.2 West Yorkshire District Directors of Public Health and Heads of Transport were consulted and commented on draft proposals. District Directors of Public Health and Heads of Transport were requested to cascade the information to relevant officers within their authorities.
- 6.3 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.

7 Recommendations

- 7.1 That Transport Committee note the progress in delivering the West Yorkshire Transport Strategy 2040.
- 7.2 That subject to comments at this meeting, the Transport Committee endorses the proposals for the indicators and targets for the West Yorkshire Transport Strategy 2040 to proceed to the next available meeting of the WYCA for adoption.

8 Background Documents

West Yorkshire Transport Strategy 2040 - accessed at:
<https://www.westyorks-ca.gov.uk/media/2664/transport-strategy-2040.pdf>

9 Appendices

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