



SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

Meeting to be held in Civic Hall, 1st Floor West, LS1 1UR on
Wednesday, 20th November, 2019 at 10.30 am

MEMBERSHIP

N Buckley	- Alwoodley
L Cunningham	- Armley
N Dawson	- Morley South
K Dye	- Killingbeck and Seacroft
J Goddard	- Roundhay
R Grahame	- Burmantofts and Richmond Hill
C Hall	- Rothwell
K Maqsood	- Gipton and Harehills
M Shahzad	- Moortown
J Taylor	- Horsforth
P Truswell (Chair)	- Middleton Park
P Wadsworth	– Guiseley and Rawdon

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)	
2			EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC 1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2 To consider whether or not to accept the officers recommendation in respect of the above information. 3 If so, to formally pass the following resolution:- RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-	
3			LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration. (The special circumstances shall be specified in the minutes.)	

4		DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.	
5		APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES To receive any apologies for absence and notification of substitutes.	
6		MINUTES - 9 OCTOBER 2019 To approve as a correct record the minutes of the meeting held on 9 October 2019.	1 - 6
7		ADVANCING BUS PROVISION To consider the report of the Head of Democratic Services, Director of City Development and West Yorkshire Combined Authority, which provides an overview of the progress made in response to the recommendations of the Scrutiny Board in its inquiry report 'Advancing Bus Service Provision', published 17 May 2017.	7 - 92
8		REFERRAL TO SCRUTINY - PROPOSAL FOR SURFACE LEVEL CAR PARK KIRKGATE MARKET To consider the report of the Head of Democratic Services regarding the referral to scrutiny in the name of Cllr Mark Dobson.	93 - 110
9		WORK SCHEDULE To consider the Scrutiny Board's work schedule for the 2019/20 municipal year.	111 - 132
10		DATE AND TIME OF NEXT MEETING - 8 January 2020 at 10.30am (10am pre-meeting for Scrutiny Board members).	

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

WEDNESDAY, 9TH OCTOBER, 2019

PRESENT: Councillor P Truswell in the Chair

Councillors B Anderson, L Cunningham,
K Dye, R Grahame, C Gruen, K Maqsood,
S Seary, M Shahzad and J Taylor

30 APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS

There were no appeals.

31 Exempt Information - Possible Exclusion of the Press and Public

There was no exempt information on the Agenda.

32 Late Items

There were no late items.

Revised minutes of the meeting held on 4 September had been circulated prior to the meeting.

33 Declarations of Disclosable Pecuniary Interests

There were no declarations.

34 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted on behalf of Councillors N Buckley, N Dawson, J Goddard, C Hall and P Wadsworth.

Councillors B Anderson, C Gruen and S Seary were in attendance as substitutes.

35 Minutes - 4 September 2019

RESOLVED – That the minutes of the meeting held on 4 September 2019 be confirmed as a correct record.

36 Number of People Killed or Seriously Injured in Road Traffic Accidents

The report of the Director of City Development provided the Board with a summary update to casualty figures submitted as part of June's Best Council Performance Report and provided a progress update with regards to some

Draft minutes to be approved at the meeting
to be held on Wednesday, 20th November, 2019

key areas highlighted in the comprehensive 'Casualty Reductions and Initiatives' report of February 2019.

The following were in attendance for this item:

- Cllr L Mulherin – Executive Board Member for Climate Change, Transport & Sustainable Development
- Gary Bartlett - Chief Officer, Transportation & Highways
- Paul Foster - Transport Planning Manager
- Superintendent Mark Jessop - West Yorkshire Police
- Inspector Nick Berry - West Yorkshire Police
- Chief Superintendent Steve Cotter - West Yorkshire Police

The following key issues were highlighted:

- **Trends in performance data:** There has been a welcome trend in the reduction of Road Traffic Accidents (RTAs) but officers noted the “stubborn lack of movement” in the numbers of KSI accidents.
- **Fatalities:** There has been an increase in fatal collisions in recent years and an increase in the number of fatalities linked to wider occurrences of criminality.
- **Safety cameras:** the meeting discussed criteria for the deployment of fixed, mobile and pro laser system speed cameras, and the use of laser devices by Neighbourhood Policing Teams in co-operation with local communities.
- **Dash-Cam technology:** Representatives from WYP noted that the region had not been an early adopter of this technology as a means to report offences but suggested they had therefore been able to “learn lessons” from the experiences of other forces. WYP Officers noted the need to manage public expectations and to better understand whether footage provided would be sufficiently robust to be used as evidence.
- **Education:** Education, training and publicity were highlighted as vitally important in changing behaviour. This includes delivering a programme of early intervention with schools.
- **Role of the West Yorkshire Road Safety Executive.**
- **The Fatal Four motoring offences:** The meeting discussed the need to tackle the ‘fatal four’ motoring offences – drink driving, speed offences, non-wearing of seat belts, driving while distracted (using a mobile phone or device) - that result in road casualties. It was noted that there had been an increase in arrests for drink driving and the issuing of speeding fines for speeding offences and not wearing seatbelts.
- **Local Road Safety Plan:** West Yorkshire Police had developed a road safety strategy with a local road safety plan for Leeds.

In response to Members comments and questions, the following was discussed:

- **Community intelligence:** The use of community intelligence and reporting mechanisms were discussed.

- **Pro-Laser Devices:** Concern was expressed about investment in staff training in relation to the operation of these devices. Some areas have used Ward monies to support this. WYP acknowledged there are constraints on investment due to finite resources and competing priorities for the force. There is an ambition to increase the amount of officers trained.
- **Speed indication devices:** Positive feedback was reported in relation to the use of speed indication devices. It was noted that criteria for the use of information gathered from these devices to support fixed cameras varied due to speed limits and the type of road was discussed. There were also other determinants to consider such as the collision record.
- **Community use:** The use of speed indication devices by local communities was explored and the use of information provided from these exercises was considered.
- **Drink and Drugs arrests:** There has been an increase in the detection of drink and drug driving particularly in young men.
- **Fixed speed cameras:** The challenging criteria for securing the installation of fixed speed cameras was discussed along with wider considerations about the siting of such cameras.
- **Mobile Units:** WYP highlighted the benefits of directing resources into mobile units that can target areas where speeding has been identified as a particular concern to local residents. Members expressed concern regarding the effectiveness of some speed devices in cases where drivers change their speeds when they are present.
- **Average speed cameras:** The potential introduction of city wide average speed cameras was discussed.
- **Horsforth multiple fatality:** The Board considered a statement provided by the mother of a young person killed in a road traffic accident in Horsforth and the calls locally for fixed cameras at this location.
- **Updated information:** It was requested that the Board be updated with regard to the review of speed cameras by the West Yorkshire Casualty Prevention Partnership.
- **Methodology for measuring speeds:** Methodology used when measuring speed in locations varied for various reasons including the current speed limit of a road. A briefing note was requested for Board Members.
- **KSI Targets:** The target for 50% reduction was a national target.
- **Changes to the profile of road users:** There has been an increase in the number of cyclists using the roads as well as the general driving population. There were also increased distractions to pedestrians with the increased use of mobile devices and headphones.
- **Car safety:** In spite of improved car safety KSI figures had not reduced.
- **Statutory responsibilities:** The Council as a highways authority had a statutory duty to analyse road safety issues and provide a programme of safety work.

- **Restorative justice:** Restorative justice involving people who had lost loved ones or people who received life changing injuries was explored. This was something that was in its infancy locally and varying results had been seen in other areas of the country. Other examples of restorative justice included Driver Improvement Schemes where offenders could undergo training instead of having penalty points on their licence.
- **Schools:** Ongoing concerns about road safety around schools was discussed.
- **Signs and lines:** Concern was noted that safety markings are not replaced on roads following resurfacing works. LCC officers confirmed there have been some problems with the current contractor but noted there will always be a delay before painting to allow new surfaces to settle.
- **Quad bikes:** Anti-social behaviour relating to off road bikes and quad bikes was considered. It was understood that prosecutions had been carried out following enforcement activity carried out in the summer. There had been an increased resource for the Neighbourhood Policing Teams for this area of work.

In conclusion it was suggested that the following areas be given further consideration ahead of the Board receiving its next update on this topic:

- Review of speed camera criteria
- Provision of average speed cameras across the city
- Methodology used for speed surveys
- The Road Safety Action Plan for Leeds and outcomes arising from the plan and how they are measured
- Possibility of inviting community campaigners to share their views.

RESOLVED – That the report and discussion be noted.

37 Climate Emergency Advisory Committee - Update

The report of the Head of Democratic Services presented an update surrounding the function and the work priorities of the Climate Emergency Advisory Committee.

The following were in attendance for this item:

- Councillor L Mulherin - Executive Board Member for Climate Change, Transport and Sustainable Development
- Councillor N Walshaw - Chair, Climate Emergency Advisory Committee
- Neil Evans - Director of Resources and Housing

It was reported that the Climate Emergency Advisory Committee (CEAC) had been established in response to the Council's declaration of climate emergency. The Committee's role is to advise the Council on actions and recommendations that could be taken to mitigate the impact of Council decisions on climate change.

Draft minutes to be approved at the meeting
to be held on Wednesday, 20th November, 2019

There has been significant public interest in the meetings held so far and deputations have been presented to the Committee along with public speakers at the open forum stage of meetings. Advice had been taken from a range of partners and issues discussed have included the rollout of the district heating scheme, the Council's commitment to electric vehicle usage and the encouragement to shift to public transport use and active travel.

The importance of proving the correct evidence based advice to Council was stressed as there is not time to get things wrong.

CEAC's last meeting had been very detailed in relation to transport which is one of the Committee's main concerns. Leeds remains the largest city in Europe without a mass transport system which is regarded as an 'Achilles heel.' The board noted that the Council does have influence over surface transport but not aviation, which is a critical areas of consideration with regards to climate change. The Chair informed the Board that one of the roles of CEAC will be to lobby Central Government and he argued it is important that cities such as Leeds are heard at nationally and internationally.

The next meeting will focus on Planning and regeneration. Issues to consider will include housing, employment and transport links.

CEAC has a number of working groups and these are open to all Members of Council regardless of whether they are members of CEAC.

In response to comments and questions from Members, the following was discussed:

- The Chief Executive of Leeds Bradford International Airport will be attending a future meeting.
- The role of CEAC is advisory and it is important to be able to hear from and question the relevant experts.
- Public transport and connecting people to workplaces was agreed to be a key priority for the city. Governance of public transport providers has been discussed.
- The Board considered how CEAC may interact with Scrutiny. The forthcoming request for scrutiny for increased parking at Kirkgate Market was used as an example.
- The CEAC Chair reiterated the importance of understanding the carbon implications of all areas of Council activity and the need for interaction between CEAC and Scrutiny.

RESOLVED - That the report and discussion be noted.

38 Work Schedule

The Head of Democratic Services submitted a report which invited Members to consider the Board's Work Schedule for the remainder of the current Municipal Year.

Draft minutes to be approved at the meeting
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It was reported that the request for scrutiny for additional car parking at Kirkgate Meeting would be considered at the Board's next meeting.

RESOLVED – That the work schedule be noted.

39 Date and Time of Next Meeting

Wednesday, 20 November 2019 at 10.30 a.m. (Pre-meeting for all Board Members at 10.15 a.m.)

The meeting concluded at 12.45 p.m.

Report of Head of Democratic Services, Director of City Development and West Yorkshire Combined Authority

Report to Scrutiny Board (Infrastructure, Investment & Inclusive Growth)

Date: 20 November 2019

Subject: Advancing Bus Service Provision

Are specific electoral wards affected?	☐ Yes	☒ No
If yes, name(s) of ward(s):		
Has consultation been carried out?	☒ Yes	☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1. This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Advancing Bus Service Provision

2. Background information

- 2.1 An inquiry into Advancing Bus Service Provision was undertaken by the Scrutiny Board (City Development) between January and October 2016. The scope of the inquiry and its findings were set out in the final report which was published in May 2017. This is attached as appendix 3. In July 2017, the Scrutiny Board received a formal response to the recommendations arising from this review.
- 2.2 Improving the bus network has been identified by both Leeds City Council and West Yorkshire Combined Authority as an integral part of transforming transport in Leeds. This is reflected in the Leeds Transport Strategy, which was agreed by the Executive Board in 2016, and the subsequent Bus Strategy 2040 adopted by West Yorkshire Combined Authority in August 2017.
- 2.3 These strategies have strong links to Leeds City Region's Strategic Economic Plan and its aspirations around economic output and job creation. They also support ambitions to create a cleaner, greener city in which a reduction in pollution delivers significant public health benefits.

- 2.4 Following the 2016 Government decision not to grant powers for a new rapid transit system in the city, the unprecedented decision was taken to make the Department for Transport's funding element of £173.5m for the proposed NGT trolleybus system available for public transport improvements in Leeds.
- 2.5 In response the Leeds Public Transport Investment Programme (LPTIP) was developed jointly by Leeds City Council and WYCA. The programme considered how best to use the £173.5m investment to respond to the city's key transport challenges in a way which also complemented investments being made through the West Yorkshire Transport Fund programme. The transformation of the bus network was one of the LPTIP's three core elements.
- 2.6 Since the original scrutiny inquiry the Bus Services Act 2017 has been enacted, expanding the range of powers available to directly elected mayors and local transport authorities to improve bus services in areas of England outside London.
- 2.7 On the 5 July 2019 the WYCA Transport Committee approved the establishment of a voluntary partnership with bus operators with a view to migrating to a statutory partnership model as the partnership matures.

3. Main issues

Recommendation Tracking

- 3.1 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.2 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then identify further action as appropriate.
- 3.3 Progress in implementing the recommendations of the Advancing Bus Provision inquiry was last considered by the Scrutiny Board on 18 December 2018. Recommendation 3 had already been agreed as achieved in April 2018 and in December the Board determined that progress against the remaining recommendations was acceptable and members would continue to monitor activity.
- 3.4 Recent progress against each recommendation is set out within the table at Appendix 2. There is also a standard set of criteria presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed and if not whether further action is required.

4. Consultation and engagement

- 4.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 There are no equality and diversity, or cohesion and integration implications as a result of this report.

4.3 Council policies and the Best Council Plan

- 4.3.1 The content of this report supports the Best Council Plan objectives for inclusive growth and the aims for an integrated transport strategy. The work also complements the shared transport priorities set out in the West Yorkshire Transport Strategy and Bus Strategy.

Climate Emergency

- 4.3.2 Appendix 2 details progress made in relation to ensuring that air quality in Leeds is improving. Action includes introducing 130 of the 284 new ultra-low emission, Clean Air Zone compliant buses provided by First as part of their commitment to the Leeds Public Transport Improvement Programme. Eight ultra-low emission buses have also been introduced on Leeds Park & Ride services.
- 4.3.3 Successful bids to the DEFRA Clean Bus Technology Fund are also enabling the retrofitting of emission control technology on 479 buses operating in West Yorkshire. Priority has been given to vehicles which will operate within the Leeds and Bradford Clean Air Zones.

4.3 Resources, procurement and value for money

- 4.4.1 There are no specific implications as a result of this report.

4.4 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal implications as a result of this report.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5 Conclusions

- 5.1 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Advancing Bus Service Provision.

6 Recommendations

- 6.1.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;

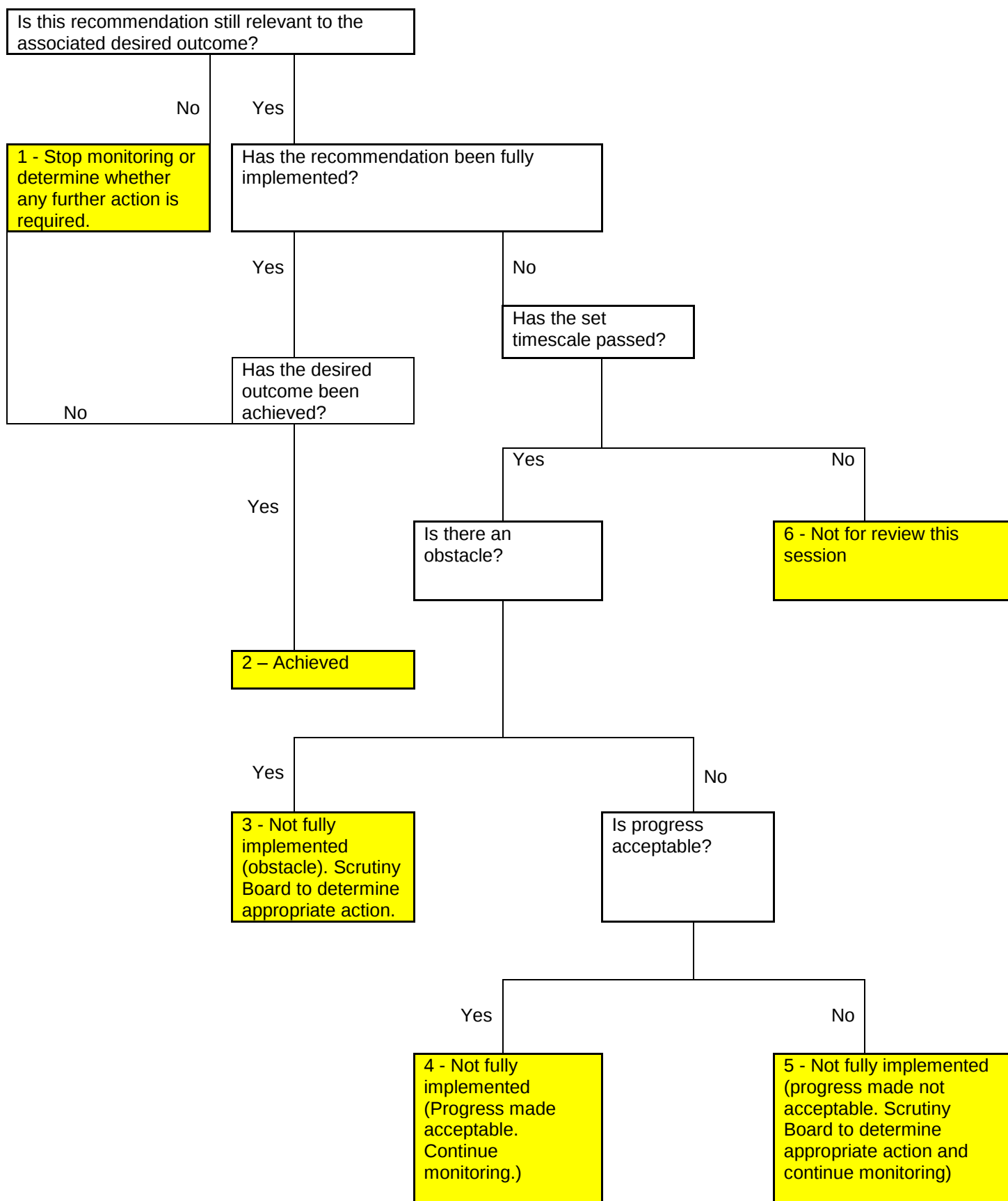
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Recommendation tracking flowchart and classifications:
Questions to be considered by Scrutiny Boards



Position Status Categories

- 1 - Stop monitoring or determine whether any further action is required
- 2 - Achieved
- 3 - Not fully implemented (Obstacle)
- 4 - Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 - Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

Desired Outcome – To improve bus services to the public through improved accountability and competition.

Recommendation 1 – That the Director of Transport Services (WYCA) explores how existing legislation and powers recently provided in the Bus Services Act could be utilised:

- a) To enhance the responsiveness and accountability of bus operators to local communities.
- b) To open up the bus service market to new competitors and to promote competition in Leeds and the West Yorkshire region.

The findings and conclusions are to be reported to the Scrutiny Board (City Development) in the first quarter of 2018.

Current Position: On the 5 July 2019 Transport Committee approved the establishment of a voluntary partnership with bus operators with a view to migrating to a statutory partnership model as it matures. The table below provides a summary of the themes, work streams and commitments of the Alliance jointly agreed with bus operators.

Theme	Work Stream	Commitments
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
	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

Formal response (19 July 2017):

The Directorate support this recommendation and will work with WYCA to form a detailed understanding on the provisions and opportunities offered by the Bus Services Act and due course the anticipated secondary legislation and regulations yet to be published. It is recognised as WYCA have advised that there is a breadth of other pertinent legislation and legal powers including those related to accountability and competition.

Position April 2018

The Bus Services Act 2017 was enacted in May 2017, it expands the range of powers available to directly elected mayors and local transport authorities (LTAs) in areas in England outside of London to improve local bus services. The Act provides the following options for LTAs to adapt its approach to local circumstances

- Franchising- where the LTA issues contracts with bus operators to provide services in the area. The Act provides mayoral LTAs with “London-style” powers to franchise local bus services, application for franchise powers by non-mayoral authorities will need to be made to the Secretary of State
- Partnership- joint arrangements between LTAs and bus operators. The Act develops the existing Quality Partnerships powers extending their scope to include matters such as fares and frequencies. Two new forms of formal partnership are established “Advanced Quality Partnership Schemes” and “Enhanced Partnerships Schemes”

The Bus Services Act also enables data about routes, fares and times across the country available to be openly available to app developers and further facilitates smart multi modal ticketing schemes. On 27 November, the Secretary of State issued guidance on the use of the powers contained in the Act.

The Combined Authority adopted its Bus Strategy 2040 in August 2017 which sets out a vision for the bus system and a target to grow bus patronage by 25% over the next ten years. In Leeds, The scale of investment in the bus offer through the £173.5m Leeds Public Transport Investment Programme has enabled the Council and Combined Authority to set ambitious targets to double bus patronage within 10 years supported. A programme of public engagement has been instigated on the first rounds of investment plans for this programme in a series of events which will run into the summer period on key corridors, city centre gateways and in due course rail station and park and proposals. It is also anticipated that further rounds, yet to be scheduled, will develop further the plans for improving the infrastructure on the wider core bus network across the city. Further details around the Leeds Public Transport Investment Programme are provided in the Appendix to this paper.

Bus 18 is an informal partnership with bus operators seeking to deliver the first stage of the strategy. The success of this initiative will determine the most appropriate use of the powers in the Bus Services Act. The Combined Authority Transport Committee were advised of the guidance at its January 2018 meeting. A detailed assessment of the DfT guidance is underway and a paper will be presented to the Transport Committee later in 2018 setting out the options available to the Authority.

At the meeting Combined Authority and LCC Officers will provide a presentation update around the Bus Services Act, Bus 18 and the most recent Bus Patronage forecasts.

Position December 2018

On 9 November 2018 the Combined Authority's Transport Committee reviewed the progress of the Bus 18 initiative and resolved to enter into a formal alliance with bus operators. This will set out a range of commitments for bus operators, the Combined Authority and Districts and an action plan to achieve these commitments. Whilst the commitments will apply across the region, specific action plans will be developed in each District to reflect the level of investment being made by operators and the public sector. The commitments are based upon the heads of terms agreed between the Council, Combined Authority and bus operators as part of the funding agreement with Government for the Connecting Leeds (LPTIP) programme. The terms and commitments for the Bus Alliance will be considered by the Transport Committee at its meeting on 11 January 2019

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To improve bus services by reacting to direct public feedback.

Recommendation 2 – That Director of Transport Services (WYCA) provides a report, in the first quarter of 2018, to the Scrutiny Board (City Development) on how the key areas to address, raised in the AECOM report, will be or have been, resolved through the West Yorkshire Bus Strategy and West Yorkshire Transport Strategy.

Current Position: The Transport Committee has established a workplan for the Alliance aimed at delivering the objectives set out in the West Yorkshire Bus Strategy as informed by the AECOM analysis of consultation feedback prepared to inform the development of the Bus Strategy. A full copy of the workplan will be supplied to the Scrutiny Committee

Formal response (19 July 2017):

The Directorate and WYCA support this recommendation. The AECOM report provides an analysis of the feedback obtained by WYCA during the consultation on its proposed bus strategy in 2016 and the authorities will work together to understand how the key areas of service quality and performance that have been identified can be addressed through joint collaborative working.

Position April 2018

The AECOM report referred to was commissioned to review the consultation feedback gathered by the Combined Authority to inform the development of the Bus Strategy which was adopted in August 2017. The respondents to the consultation ranked in priority order the following elements of bus services as most important

- Quick, frequent and reliable
- An affordable offer with value for money at its heart
- High quality, consistent information fit for the 21st century
- A safe and pleasant customer experience before, during and after the journey
- An easily understood, integrated and stable network for West Yorkshire, that is responsive to changing needs
- A modern, clean and accessible fleet that contributes to reducing transport's harmful emissions

- Simple, smart and integrated ticketing
- A clear identity that inspires passenger confidence

The Bus Strategy 2040 sets out the following vision

To create a modern, integrated and innovative bus system, which puts customers first and contributes to the delivery of the economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy.

The Bus Strategy sets out actions in the following areas to address the feedback emerging from the Combined Authority's consultation analysed by AECOM;

- Your customer experience
- Your bus journey
- Paying for travel
- Planning your journey
- The environment
- Accessibility

The Bus 18 initiative was developed with bus operators to deliver immediate 'short term' actions to implement the Strategy and is explained fully in the response to Recommendation 7. These short term actions are aimed at making buses easier to use, enhancing the customer experience and supporting the need to improve emissions from buses. A focus on stimulating the use of the bus by young people has developed as a key element in addressing issues including affordability and customer expectations whilst supporting the viability of the City Region's bus service.

Position December 2018

The draft commitments set out for the proposed Bus Alliance encompass the objectives set out in the West Yorkshire Bus Strategy as informed by the AECOM analysis of consultation feedback prepared to inform the development of the Bus Strategy.

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To support Bus Operators to improve bus punctuality and reliability, and to enable the Scrutiny Board to understand the wider congestion reduction strategy for Leeds.

Recommendation 3 – That the Director of City Development provides the Scrutiny Board (City Development), with a report at a future meeting which outlines the congestion alleviation plan for Leeds, including identification of areas of the City that requires priority measures, the measures due to be implemented city wide and timescales for implementation.

Position Status – Achieved as determined at the April 2018 Scrutiny Board meeting.

Desired Outcome – To identify what measures have been taken to understand the barriers to bus usage from non-users, and the action that needs to be taken to persuade non-users to change their mode of transport to bus.

Recommendation 4 – That Director of Transport Services (WYCA) and ABOWY provide the Scrutiny Board (City Development) with an update, in the first quarter of 2018,

regarding the research into the barriers to bus travel for non-users, and the action to be taken to make bus travel a viable and more attractive mode of transport for non-users.

Current Position: The Combined Authority commissions an annual tracker survey into satisfaction with various aspects of travel and transport amongst users and non-users. In 2018, respondents in this survey rated bus services 6.7 out of 10 a slight drop from 6.9 in the previous year.

The Combined Authority and bus operators jointly fund and enhanced sample of bus passengers within the Transport Focus National Bus Passenger Survey. In 2018 85% of respondents in West Yorkshire were satisfied or very satisfied compared with 83% in the previous year. National results were in a range of 75% to 95%

Both of these surveys provide the key customer satisfaction indicators for monitoring the success of the West Yorkshire Bus Strategy. The results of both surveys for 2019 are expected in the first quarter of 2020

Formal response (19 July 2017):

The Directorate and WYCA support this recommendation for further collaborative work and reporting aimed at securing a better understanding of the propensity for the choice of bus travel and the measures that could make bus a mode of choice for a wider section of the travelling public. The importance of participation of all bus operators through ABOWY is recognised.

Position April 2018

The Combined Authority commission an annual tracker survey into satisfaction with various aspects of travel and transport amongst users and non-users. These results are expected in March 2018. At this time, the Transport Focus annual Bus Passenger Survey results will be published. This annual survey includes an extensive local sample enabling year on year analysis at the City Region level. A specific update can be brought to the Scrutiny Board (Infrastructure and Investment) early in the new municipal year.

Position December 2018

The Combined Authority commissions an annual tracker survey into satisfaction with various aspects of travel and transport amongst users and non-users. In 2017, respondents in this survey rated bus services 6.9 out of 10 a drop from 7.1 in the previous year

The Combined Authority and bus operators jointly fund and enhanced sample of bus passengers within the Transport Focus National Bus Passenger Survey. In 2017 83% of respondents in West Yorkshire were satisfied or very satisfied compared with 87% nationally. Satisfaction with bus services in West Yorkshire in 2017.

Both of these surveys provide the key customer satisfaction indicators for monitoring the success of the West Yorkshire Bus Strategy. The results of both surveys for 2018 are expected in the first quarter of 2019

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To ensure that air quality in the Leeds area is improving.

Recommendation 5 – That Director of Transport Services (WYCA) and the Director of City Development, working in collaboration with Bus Operators, provide the Scrutiny Board (City Development) with an update at a future meeting on the implementation and impact of air quality improvement measures, outlined in the West Yorkshire Bus Strategy, Leeds Transport Strategy, and Bus 18 Programme objectives. (see recommendations 6,7&8)

Current Position: To date 130 of the 284 new ultra-low emission, Clean Air Zone compliant buses provided by First as part of their commitment to the Leeds Public Transport Improvement Programme are in operation. Arriva and Transdev have also introduced new ultra-low emission onto their services into Leeds. In addition 8 ultra-low emission buses have been introduced on Leeds Park & Ride services,

Successful bids to the DEFRA Clean Bus Technology Fund are enabling the retrofitting of emission control technology on 479 buses operating in West Yorkshire. Priority has been given to vehicles which will operate within the Leeds and Bradford Clean Air Zones

The Combined Authority's bid the DfT Ultra Low Emission Bus scheme has been successful and will enable Stourton Park & Ride to be operated by electric buses. First for a pilot electric bus route in Leeds. First West Yorkshire were also successful in obtaining funding for nine buses to operate a pilot electric bus service in Leeds from 2020.

Formal response (19 July 2017):

The Directorate support this recommendation noting the wider work underway within the city and with WYCA to address the air quality concerns arising from motor traffic, primarily diesel engines and the potential requirement for a Clean Air Zone. The informal Bus 18 partnership between ABOWY and WYCA includes a pledge by the bus industry to take action to address its impact on air quality within the region. Specific targets will be developed and agreed with the city's bus operators within the Leeds Public Transport Investment Programme.

Position April 2018

The move towards a low emission bus fleet in Leeds is being accelerated through commitments from the major operators to invest in new low emission vehicles (minimum Euro 6) and will be accelerated further through the proposed Clean Air Zone (CAZ). In February 2018, WYCA and LCC were successful in receiving £4.2m from the DEFRA Clean Bus Technology Fund for the retrofitting of emission control technology on 231 buses operating in West Yorkshire (including 75 operating solely within Leeds).

Through a bidding process with operators, the technology will improve bus operator vehicle emission standards to ensure compliance with the proposed CAZ and will target emission reduction in several Air Quality Management Areas of West Yorkshire. There are also a number of initiative to exceed the euro 6 target including new ultra-low emission hybrid buses on the cities park & ride services this month and the introduction of electric buses on the no.5 city service in 2019.

Position December 2018

The first phase of 34 Euro 6 buses as part of First's commitment to the Connecting Leeds programme entered service earlier in 2018, a further 5 entered service on a new Thorpe Park route in the autumn and the first batch of the next phase of 58 new buses are

arriving in the City. In addition 8 ultra low emission buses have been introduced on Park & Ride services,

The successful bid to the DEFRA Clean Bus Technology Fund for the retrofitting of emission control technology on 231 buses operating in West Yorkshire has commenced. By March 2019, c 100 buses operating in and around the Leeds district will have been brought up to the standard.

The outcome of bids to the national Ultra Low Emission Bus fund is awaited. This involves a WYCA/ LCC bid to operate Stourton Park & Ride with electric buses and a bid by First for a pilot electric bus route in Leeds.

The authorities have continued to work with the bus operators as the roll out of new buses commenced in the spring of 2018 so that by the end of 2019 there should be over 50 new Euro 6 lower emissions buses will have begun operating in the city. There have also been trials of a single deck electric vehicle and the precursor of the initial operation of selected city centre based route by an electric buses during the current financial year.

During the year the park and ride bus fleet has been replaced by new diesel electric hybrid buses which have further reduced emissions. As part of the development of a new park and ride site at Stourton, it is intended to include electric buses within the procurement requirements for the new service. In addition it is planned the electric generation through solar PV screens will form part of the scheme and will provide electricity to support the new buses and private vehicle charging at the site.

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To ensure that the proposals in the West Yorkshire Bus Strategy are implemented and successful outcomes are achieved in a timely manner.

Recommendation 6 – With regard to the West Yorkshire Bus Strategy, that Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with an update, in the first quarter of 2018, which identifies progress in the implementation and delivery of the proposals outlined in the bus strategy.

Current Position: On the 5 July 2019 Transport Committee approved the establishment of a voluntary partnership with bus operators which is supported by a workplan which identifies actions to contribute towards achieving the successful outcomes in the bus strategy. A copy of the workplan is provided as an appendix.

Formal response (19 July 2017):

The Directorate and WYCA support this recommendation.

Position April 2018

Progress on Bus 18 was reported with recommendation 7 below.

Position December 2018

With regard to the West Yorkshire Bus Strategy, that Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with an update, in the first quarter of 2018, which identifies progress in the implementation and delivery of the proposals outlined in the bus strategy.

Desired Outcome – To ensure that the promises in the Bus 18 Programme are implemented and successful outcomes are achieved in a timely manner.

Recommendation 7 – With regard to the Bus 18 programme, that Director of Transport Services (WYCA), in collaboration with Bus Operators provides the Scrutiny Board (City Development) with an update in the first quarter of 2018, which identifies progress in the implementation of the pledges outlined in the programme. This report should also outline the impact and outcomes delivered by the Bus 18 programme.

Current Position: The Bus 18 programme was reviewed by the Transport Committee on 9 November 2018, it identified the success and challenges of Bus 19 and resolved that Bus 18 should move to a more formal partnership. On the 5 July 2019 Transport Committee approved the establishment of a voluntary partnership with bus operators.

Formal response (19 July 2017):

The Directorate support this recommendation noting that close working is taking place with WYCA in terms of the development of the Bus 18 programme and its relationship to the new additional investment being planned through the Leeds Public Transport Investment Programme. It will also be important to learn the lessons for the future from this shorter term programme as these materialise during 2018.

Position April 2018 – (Recommendation 6 & 7)

The Bus 18 initiative was formally launched in Bradford on 24 March 2017 when the Combined Authority and the bus operators made the following pledges to address issues which are important to passengers:

- **To make buses easy to use we will:**
- We will develop a simpler bus network with fewer changes, more reliable services, smarter information and more ways to pay in advance.
- **To reduce emissions**
- We will introduce more environmentally friendly buses with less emissions to improve air quality.
- **To improve customer satisfaction and passenger experience**
- We will agree a customer promise to increase satisfaction with bus travel and engage with young people to understand what is needed to make buses more useful to them.

The following progress was made in 2017 on the Bus 18 themes :

- **Ticketing-** a Day Saver smart carnet product and the MCard android app are now available
- **Network Stability** – an agreement has been made with bus operators to consult on major bus route changes and to limit changes to six times of the year
- **Young People-** engagement with Youth Parliaments
- **Air Quality** - buses in West Yorkshire now display an Eco Star star rating which identifies their environmental performance. Fleet replacement plans are being agreed with operators

- **Punctuality & Reliability** – a £1m programme of work to address bus “punctuality hotspots” is now in progress
- **Customer Service** - any customers not happy with their bus journey can 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** – WYCA and bus operators have collaborated on a new design for bus stop information which is being rolled out from February 2018.

In November 2017 the Combined Authority Transport Committee adopted the following priorities for the Bus 18 initiative

- **Young People** – a strongly promoted, discounted “go anywhere” day ticket
- **Air Quality** – to maximise the funding opportunities provided by central government to facilitate low emission buses
- **Punctuality & Reliability** – a strong focus on punctuality and reliability with clear visibility of performance against targets
- **Customer Confidence** – a campaign to increase public awareness of the recent investment in buses and the steps taken to increase patronage

Position December 2018

The report to the 9 November 2018 Combined Authority Transport Committee on the Bus 18 initiative was provided for Board members.

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To ensure that investment and proposals in the Bus element of the Leeds Transport Strategy are implemented and successful outcomes are achieved in a timely manner.

Recommendation 8 – With regard to the investment in bus travel defined in the Leeds Transport Strategy, that the Director of City Development and Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with:

- a) An update at a future meeting which identifies progress in the £180m investment in bus travel in Leeds.
- b) An update at a future meeting which identifies the outcomes that have been delivered through this investment and the impact of that investment.
- c) An overview of the delivery plan for bus priority measures across Leeds and how this complements the delivery of improvement plans specified by Bus Operators/ABOWY.

Current Position: Consultations have been completed during 2018 on all 5 of the planned LPTIP bus corridors. The possibility of early delivery have been followed up by consultations specific to elements of the A660 and A61North corridors and the initial

proposals are now being reviewed following the confidents with a view to firming up the proposals and priority interventions for detailed design and delivery during 2019.

Planning applications have been submitted for the new 1000 space Stourton park and ride site and the expansion of the existing 800 space Elland Road site to 1350 spaces. Early development is being undertaken to understand the feasibility of a site at Alwoodley Gates and the feasibility and case for other sites continues to be undertaken.

A similar process has been followed to support the development of the city centre “gateways” scheme where again detailed development and commencement of construction is planned during 2019.

Appointments have been made to the contracts for delivery partners for the separate corridor/park and ride and the gateways packages and the suppliers are established in the city and teams.

In addition approval was received from the Department for Transport for an allocation of £2.7m to development and delivery of traffic signals improvements to the A65 corridor to provide an improved dynamic and adaptive system of traffic light control on the A65 corridor (SCOOT), which is expected to benefit bus journey times and reliability as well offering new opportunities for linking the system to air quality and congestion monitoring systems. SCOOT is an urban traffic control system which works on dynamic signal timing adjustments to match the flows and volume of traffic on a continuous basis, making it more responsive to local variations. The latest iterations potentially make it easier adapt to other factors such as air quality and selective priority for vehicles such as buses. This scheme will be monitored and the learning and expertise applied to the traffic signal upgrades that will be applied more widely as part of the LPTIP corridor scheme and more widely across the network.

Formal response (19 July 2017):

The Directorate and the Combined Authority support this recommendation noting that the combined figure for funding incorporating Department for Transport funding, Leeds City Council and WYCA contributions is £183 million. Complementary third party investments including from the bus operators, rail industry, planning and development is expected to ultimately achieve a final gross transport investment of circa £275 million from this programme.

Position April 2018

The public transport investment programme is being developed to compliment the Bus 18 programme, West Yorkshire Bus Strategy and Leeds Transport Strategy. The first completed scheme to aid egress from Leeds bus station on St. Peters Street has been completed.

A first phase of consultation on 4 key radial corridors will be carried out in Feb/March 2018 with implementation planned in phases over 2019-2021.

Preparation of planning applications is underway for Stourton Park & Ride and a further extension of Elland Road.

Development work is ongoing for the city centre gateways within the context of other major city centre proposals, such as Leeds Station and South Bank, to be consulted on in summer 2018

Position December 2018

Consultations have been completed during 2018 on all 5 of the planned LPTIP bus corridors. The possibility of early delivery have been followed up by consultations specific to elements of the A660 and A61 North corridors and the initial proposals are now being reviewed following the confidents with a view to firming up the proposals and priority interventions for detailed design and delivery during 2019.

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Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To ensure that all options defined in the Bus Services Act 2017 to support bus service improvement are fully explored and understood.

Recommendation 9 – That Director of Transport Services (WYCA) and the Director of City Development fully investigate the elements of the Bus Services Act regarding:

- a) The implementation of partnership arrangements with robust governance and accountability provision.
- b) The requirements for gaining Secretary of State approval for the implementation of bus franchising in Leeds and West Yorkshire.

The analysis, options and methodology for implementation to be reported in the first quarter of 2018 to the Scrutiny Board (City Development).

Current Position: The Bus Alliance approved by the Transport Committee on 5 July 2019 will establish robust governance and accountability provisions to enable a formal partnership approach. This will be a further stage in the delivery of the West Yorkshire

Bus Strategy and is expected to mature into a formal arrangement under the Bus Services Act.

On 10 October 2019, the Combined Authority reviewed its position in the context of an anticipation of the sale of First West Yorkshire Ltd and the sale of by DB of its UK Arriva operation. The Combined Authority resolved to participate in the sale of First and to commission specialist advice on the business case for investment in bus operations. At the time of writing, the sale process for First West Yorkshire had not started and there were no announcements regarding the future operation of Arriva services. A verbal update will be provided.

Formal response (19 July 2017):

The Directorate support the principle of this recommendation noting as stated with respect to the Recommendation 1 response that achieving full appreciation may be contingent on the further information that will be required from government to fully understand the options provided by the Bus Services Act. As stated in 3.5 above the requirements for gaining the Secretary of State's approval for the implementation of bus franchising in the region may not be known by the first quarter of 2018.

Position April 2018

On 27 November 2017, the Secretary of State issued guidance on the use of the powers contained in the Bus Services Act. The Combined Authority Transport Committee were advised of the guidance at its January 2018 meeting. A detailed assessment of the DfT guidance is underway and a paper will be presented to the Transport Committee later in 2018 setting out the options available to the Authority.

The Act provides mayoral LTAs direct access to powers to franchise local bus services. The Combined Authority is not a mayoral authority and would need to make application to the Secretary of State should it seek to progress towards franchising. The details of the process and criteria to be adopted by the Secretary of State are awaited.

In addition, at the meeting Combined Authority and City Council officers will provide a presentation update around the Bus Services Act, Bus 18 and most recent Bus Patronage forecasts.

Responding to the new powers available through the Bus Services Act, the January 2018 meeting of Council resolved its support for the achievement of a "modern, responsive and attractive rail and bus networks demand their operators are properly accountable to the passengers and communities they serve". In welcoming the "the commitment from the Secretary of State for Transport calling for councils to consider putting forward proposals for bus franchising arrangements in their areas" Council further requested that "the Chief Executive works with the council's partners to develop proposals as soon as possible for bus franchising in Leeds to present to the Secretary of State".

Position December 2018

The proposed Bus Alliance to be considered by the Transport Committee on 11 January 2019 will establish robust governance and accountability provisions to enable a formal partnership approach. This will be a further stage in the delivery of the West Yorkshire Bus Strategy and will develop into a formal arrangement under the Bus Services Act.

The Act provides direct access to powers to franchise local bus services for mayoral LTAs such as Greater Manchester where several million pounds per annum is being spent on developing the case for adopting franchising powers.

West Yorkshire and other non mayoral authorities do not have franchising powers and would need to make application to the Secretary of State presenting a Full Business Case. Such an application would need to demonstrate that the use of partnership provisions has not been successful in delivering the Combined Authority's Bus Strategy. The Alliance is therefore a key stage in the process of delivering the bus service which people identified they require in the bus strategy consultation.

Position Status 4 *This is to be formally agreed by the Scrutiny Board*

Work stream: Network Legibility
Commitment: Developing a Clear Network to Navigate
Co-leads: Mike Nolan and Ben Mansfield

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable?	Performance Management
Customer insight	Customer research/testing session to understand customer requirements in the presentation of the network – especially with non-users/young people.	Customer insight into the development and delivery of the network legibility plan. Improved customer offered driven by them.	Delivered via the Network visualisation tender	Transport Focus, WYCA Tracker survey and the feedback from young people via Leeds Voice & Influence team to be included within the analysis of customer requirements.	Transport Focus & Tracker survey funded via revenue budget. Network legibility research funded within LPTIP Network legibility workstream.	A customer workshop to test network legibility concepts	WYCA Tracker Survey & Transport Focus
Co-ordinated infrastructure that presents a single network of services shelters, flags, bus stops and buses	Develop a creative solution to identify and promote the key route network and associated delivery plan to implement/install.	Improved customer offer. Clear network to navigate.	Delivered via the Network visualisation tender	WYCAs on street shelter refurb/maintenance programme LPTIP city centre, corridor improvement and gateways programmes Bus waiting infrastructure workstream Bus Information Strategy	LPTIP Network legibility workstream.	No	WYCA Tracker Survey & Transport Focus
Clear network map and co-ordinated/consistent timetable information provision	Create a mapping solution that presents a single network of frequent services and corridor specific maps and timetable information that provide customers with an enhanced level of information that can be rolled out across West Yorkshire.	Improved customer offer. Presenting a comprehensive easy-to-use network. New approach to presentation/provision of printed timetable information	Delivered via the Network visualisation tender	Bus waiting infrastructure workstream LPTIP City centre/Corridor/gateway improvement programme Bus Information Strategy	LPTIP Network legibility workstream.	A creative concept with agreed and delivered as per Transdev's project plan.	WYCA Tracker Survey & Transport Focus
Defined key route network offer.	Develop the message behind the core route network to define what the customer can expect. Ie. Frequency, USB, Wi-Fi etc.	Clear customer proposition.	Bus Delivery Board to agree key messages/key principles of the core route network.	Communications & engagement workstream Bus Network structure	No funding required	Steering Group to agree the customer offer on key routes	WYCA Tracker Survey & Transport Focus
Information at stops and interchanges	Revised guidelines for the provision of information at stops appropriate to the level of service provided. Some stops to just display generic service information. Develop design that compliments wider infrastructure branding	Improved information/customer offer.	Delivered via the Network visualisation tender	Bus waiting infrastructure workstream	LPTIP Network legibility workstream	No	WYCA Tracker Survey & Transport Focus
Clearly identify express/longer routes and services	Develop an approach to identify fast and slower services via destination blinds that could be standardised across all operators.	Improved information/customer offer	Delivered via the Network visualisation tender	Bus Network Structure workstream	LPTIP Network legibility workstream	Steering Group to agree how this is differentiated	WYCA Tracker Survey & Transport Focus

Awareness of the key route network	Develop promotional plan to promote 'how to' navigate the network	Improved awareness/encourage patronage.	Delivered via the Network visualisation tender	Communications & Engagement	LPTIP Network legibility workstream	No	Media monitoring Measurement of before/after awareness levels WYCA Tracker Survey & Transport Focus
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Workstream: Ticketing and Retail

Commitment: Increasing Off-Bus Sales

Co-leads: Mike Nolan and Martin Hirst

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Clear promotion and discount for pre-purchased products, working with WYTCL and bus operators on presentation of offers both MCard and operator own solutions	Deliver MCard Marketing plan to promote awareness and sales of MCard products – particularly the multi-operator/modal features of the product providing access to increased frequency.	Increased sales and journeys.	WYTCL workplan	Simple fare structure Fare offers for young people	WYTCL, operators to fund promotion of own products	Deliver MCard Marketing plan	Increase MCard sales by 5%
An iOS solution for retailing of multi-modal products	Deliver an iOS app to retail MCard products and passes.	Improved customer offer providing a convenient retail channel to purchase products.	WYTCL workplan	Digital Payment Strategy	SCIP	Medium term	% of uptake WYCA Tracker Survey & Transport Focus
Full range of multi-modal products available via smart media	Make Myday product available on smart media.	Full range of young people's products available on smart	WYTCL workplan	Digital Payment Strategy	WYTCL	Make Myday product available on smart media.	% of uptake WYCA Tracker Survey & Transport Focus
A solution for those on low incomes or without bank accounts to enjoy the benefits of pre-purchased and seasonal tickets	Explore the possibility of joining up with credit unions to offer credit facilities that will provide access to discounted seasonal products for those without bank accounts.	A solution for the 'unbanked'.	WYTCL workplan	TBC	Funding requirement to be understood	No	% of uptake WYCA Tracker Survey & Transport Focus
Transformation of travel Centres	Transform the service offered at Travel Centres that facilitates the shift to self-serve options in line with the model of High Street banks.	Improved customer offer.	WYCA & WYTCL	Bus Information Strategy	WYCA via Transport block	No	WYCA Tracker Survey & Transport Focus
MCard products available on operator apps	Explore the possibility of making MCard products available via operator apps.	Ease of purchase for customers who generally use one operator but may need to use multiple operators/modes to make other types of journeys – avoiding the need for multiple apps.	WYTCL workplan	Digital payment strategy	WYTCL	Identify options for making MCard products available via operator apps.	Increase MCard sales by 5% WYCA Tracker Survey & Transport Focus
Operator products on MCard app	Explore the possibility of retailing operator specific products on MCard app	Ease of purchase for customers who generally use MCard but may need to use single operators/modes to make other types of journeys – avoiding the need for multiple apps.	WYTCL workplan	Digital Payment Strategy	WYTCL	No	% of uptake WYCA Tracker Survey & Transport Focus
Fare capping	Monitor developments of the Account Based Back Office Ticketing (ABBOT) that TfN is developing and	Customers receive the best walk-up fare capped at the value appropriate to the journeys made.	TfN – phase 3 of IST programme	Simple fare structure	TfN	No	WYCA Tracker Survey & Transport Focus

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
	determine the product range that should be included within the offer.			Fare offers for young people WYTCL workplan			
More on-street top-up options	Explore opportunities to introduce opportunities for ticket purchase/top-up at hubs and interchanges.	Improved customer offer – increased provision of the retail network.	LPTIP City centre improvement plan, hubs/gateways and totems workstream.	Simple fare structure Fare offers for young people	LPTIP for Leeds district – monitor success for wider scale roll-out	No	WYCA Tracker Survey & Transport Focus

Workstream: Ticketing and Affordability

Commitment: Simple Fare Structure

Co-leads: Kate Gifford and Martin Hirst

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
A design for a simple fares structure	Development of a simplified structure for fare calculation – this may be zonal or distance based	Develop a set of principles to determine fares – e.g. short, medium and long hop journeys. Consider flat fares on mobile tickets Ensure changes work towards TfN future changes (Abbot)	Bus Alliance members to reach agreement on the principles for a fare structure and also the most practical way to apply new fare structure. WYTCL to agree aligned fare structure for multi operator products	TfN IST work stream and implementation of ABBOT.	Will require some funding for undertaking this work. Could resource be jointly provided by WYCA and the Operators?	No	WYCA Tracker Survey & Transport Focus Reference to the Digital Payment for Travel Strategy performance management framework
Shared ticketing agreement across all operators	Shared ticketing agreement to include: - Disruption and tender changes. - Ticket acceptance between operators working same route a different times of day. - Staff pass acceptance.	Defined agreement for tender changes similar to Husky protocol. Agreement on ticket acceptance between all operators.	Agreement across bus operators that will be cascaded to operational staff.	None	None required	Agreement on staff pass acceptance across bus operators that will be cascaded to operational staff.	WYCA Tracker Survey & Transport Focus Feedback from operator employees Digital Payment for Travel Strategy performance management framework
Season ticket customer compensation	Customers holding season tickets to be compensated in the event of major service disruptions	Develop an agreement across operators/WYTCL to compensate season ticket holders when major service disruption occurs	Agreement across Bus Alliance members that will be cascaded to operational staff. Process for claiming compensation to be agreed with WYTCL.	None	None required	No	Monitoring of customer compensation claims WYCA Tracker Survey & Transport Focus
All fares and ticketing information available through open data	A legal requirement that will be partially delivered through TfN	Fares and ticketing information to be made available through open data	Fares and ticketing information will be hosted by TfN's Open Data Hub, together with disruption messaging. Fares, routes and timetable information for small operators will be hosted by DfT.	TfN's development of open data hub.	Partially being delivered / funded by TfN/DfT. WYCA already provide some resource to validate information received from operators – question about whether further resource will be required at WYCA for fares validation or if this will be funded by DfT?	No	WYCA Tracker Survey & Transport Focus

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
A communications plan for ticketing options	Plan identifying specific publicity for each of the ticket types where a gap in awareness has already been identified by the Alliance and WYTCL.	Publicity of good value that bus fares represent (First) Cost per trip vs price Develop 'fare finder' online Develop best fare promise	Identification of appropriate resource to deliver the plan (WYCA/Operator/WYTCL) and delivery with oversight from Bus Alliance. Regular customer and stakeholder updates from the Alliance to support messaging	Interaction with WYTCL communications plan.	Funding and delivery committed by WYTCL.	Development of communications plan for ticketing options.	Media monitoring Measurement of before/after awareness levels.

Workstream: Ticketing and Affordability

Commitment: Fare Offers for Young People

Co-leads: Kate Gifford and Martin Hirst

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Simple, clear and affordable fares structure and ticketing offer across the bus network for Under 19's and Under 25's	Work with WYTCL to develop new products where relevant (e.g. for apprentices) and ensure that existing ticket options are easy to understand and made available on MCard app. Work with Operators to determine if additional Operator own products are required. Investigate ways to allow parents to purchase tickets for young people and share using mobile technology.	MCard available on app/on smart Being able to understand matrix of ticketing options – development of an easy to use online fare finder? Better ticketing options for apprentices including Operator own products. Half fare travel for 5-18s travelling into WY for school Reviewing online application fees for MCard	MCard actions through WYTCL. WYCA funding for some elements e.g. app development. Operators responsible for their own products. Roll out of ticket sharing functionality on mobile phones (First already have this on their app)	WYTCL work plan. This work is already underway as part of the Digital Payment for Travel strategy work plan.	Technical work funded through WYCA. WYTCL to fund promotion and marketing etc.	No	WYCA Tracker Survey & Transport Focus Reference to the Digital Payment for Travel Strategy performance management framework
Clear promotion and application of low cost travel for young people to include clarity on ID requirements for entitlement tickets	Actions to ensure that travel for young people is affordable. Communications plan to be developed to ensure clear and consistent messaging to young people of fare/product options.	Clear set of customer promises with possible maximum fare Develop comms plan to cover year to target back to school/college. Clear & consistent eligibility on all products and all operators Identify lessons from other areas that have removed ID requirements.	Include information in school entry packs. Information about id requirements and school uniform policy etc should be communicated in September. Links with WYTCL. Operator and Metro website development to help 'find ideal fare'	Online pass/smartcard offer being delivered through existing SCIP programme (WYCA). Need discussion with WYTCL about joint promotion/communications.	WYCA funding for online pass/smart card element. Communications to be delivered as part of WYTCL plan?	Development of wider Bus Alliance Communications plan. Clear promotion and application of low cost travel for young people-need to identify how this could be funded. Suggested that promotion could tie in with the start of the school year	WYCA Tracker Survey & Transport Focus Media monitoring Measurement of before/after awareness levels.
A revised concessionary scheme for young people	Needs further consideration as to whether this means expansion to more ages Formalise / revise existing rules/principles	New agreement with Operators for distribution	Discussion with Bus Alliance meetings with operators	None	Work to be led by Bus Alliance.	No	Monitoring of uptake WYCA Tracker Survey & Transport Focus
Better intelligence on young people's market to help better understand growth opportunities	Understand trends in young people's travel Understand gaps in coverage of existing products.	'Story map' for each key question identified for research. This presents maps of the relevant data and analysis of trends/insights.	WYCA Research and Intelligence team to develop 'Story maps'.	This work is already underway as part of the Digital Payment for Travel strategy work plan.	This is already included in the R+I team's work plan so no additional funding required.	Already underway as part of the Digital Payment for Travel Strategy work plan.	Reference to the Digital Payment for Travel Strategy performance management framework

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Making ticketing products smart so we can collect data/insight into usage.	Ensuring that all ticketing products have smart equivalent and that these options are promoted. Work with WYTCL to develop pricing offers for customers purchasing tickets through the app.	All products have smart equivalent Promotion of smart alternatives Price differentials on smart	Iterative development of MCard app will enable a wider range of products to be added. Work with WYTCL to develop pricing offers for customers purchasing tickets through the app. Communications plan to be developed to promote new and existing ticketing products.	Interaction between this work stream and the intelligence on young people's market work stream. Part of this work stream being delivered through the Digital Payment for Travel Strategy.	WYTCL are exploring the possibility of creating the MyDay ticket on smartcard and introducing carnet option.	No MyDay on smart could be quick win?	Reference to the Digital Payment for Travel Strategy performance management framework

Work stream: Travel Information

Co-leads: Mike Nolan and Ben Mansfield

Commitment	Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Live Travel and Journey Planning Information	Travel information that reflects the live network	Provision of audio and visual information on buses, with consistent naming convention.	Screens and on-board announcements to inform customers of next stop. Improved information offer, which addresses issues highlighted that are preventing bus use	By operators – need to understand plans for roll out	Bus Services Act Bus information Strategy	To be identified	Already in place on some buses Understand the rollout of plans of operators and their intentions to install AVI and identify any gaps	WYCA Tracker Survey & Transport Focus
		Using wi-fi for key messages	Key event/disruption information provided via wi-fi	Messages to be agreed collectively and entered into operator systems.	Bus Information Strategy	No specific funding required	Operators to explore this	WYCA Tracker Survey & Transport Focus
		Ensure the provision of accurate and consistent travel information via operator, WYCA and third party journey planners online and via smartphone. Real time screens in stops and shelters and via QR codes at all stops. Regular updates via social media.	Information that is 'always live'.	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	No funding required	Work on-going. Establishing the Real Time group	WYCA Tracker Survey & Transport Focus
	Accurate data compilation and efficient transfer	Explore possibilities of improving the transfer of data between operators and the Combined Authority	Potential efficiencies in the transfer of data/information relayed via customer outputs	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus
	Provision of open data including fares information	Make route, timetable and fares information available via open data. Explore the opportunities that open data can provide to the alliance in the emergence of new technologies that will enhance the customer offer.	Customer can easily access travel planning information and cost from their preferred journey planning sources e.g. traditional, digital	Establish an information management group between operators and WYCA	Bus Information Strategy Simple fare structure Increasing off-bus sales Fare offers for young people	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus
	Providing information and advice to make buses more attractive for young people to use	Understand the information that will make bus use more attractive to younger people via Liaison with the Youth Council.	More young people using buses	In collaboration with Leeds Voice & Influence team	Fare offers for young people. Bus Information Strategy Digital payment strategy.	Requirement for funding needs to be understood	No	Monitoring of patronage increases WYCA Tracker Survey & Transport Focus
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Commitment	Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Disruption collaboration	A tool that facilitates provision of disruption information (delivering through TfN)	Work with TfN on the development of their disruption messaging solution.	Planned disruption information to be included in journey planners.	TfN – phase 2 of IST programme	TfN delivering a viable tool/open data portal Bus Information Strategy	TfN to fund development, ongoing operation TBC	No	WYCA Tracker Survey & Transport Focus
	A plan developed with bus operators regarding use of assets to disseminate information	Agree a plan for the dissemination of planned and unplanned disruption. Including agreement on tone of voice and how we may use the bus as a means of accessing events. To include agreement on a comms plan for disruption caused for works taking place to deliver highway schemes connected with LPTIP. A more co-ordinated approach to the use of social media for reporting of disruptions	One version of the truth and consistent tone of voice.	Establish an information management group between operators and WYCA	Bus Information Strategy	No funding required	The plan will be the early deliverable.	WYCA Tracker Survey & Transport Focus
Improve Real Time Information	Services cancelled in the system in real-time to ensure accuracy of customer facing outputs	Re-establish Real Time Group to establish agreement on the protocol for cancelling services in the Real Time system.	Services showing cancelled when not operating.	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus
	An action plan to address 'phantom buses'	Re-establish Real Time Group to determine an action plan to reduce episodes of the 'phantom bus' and introduce a mechanism for recording.	Reduced occurrences of buses counting down on displays but not appearing	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	In progress – the action plan will be the early deliverable.	WYCA Tracker Survey & Transport Focus
	Improved quality of data supplied, monitored via quality assurance	Real Time Group to monitor data quality and report back to operators on a periodic basis to drive up quality and identify where issues are occurring.	A strategy to improve data sharing between the Combined Authority and operators	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus
	Open provision of vehicle movement data	Real Time Group to explore the opportunities presented by open data, including the possibility of combining VM and SM feeds.	High quality data available for consumption in third party applications.	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus
	Understand opportunities that may be provided via generic ETMs across all operators	Real Time Group to understand any potential opportunities to make use of generic ETM hardware across all operators as a potential to facilitate delivery of real time information	Potential improvements in the provision of information	Establish Real Time group between operators, WYCA and suppliers	Bus Information Strategy	Requirement for funding needs to be understood	No	WYCA Tracker Survey & Transport Focus

Workstream: Customer Service

Co-leads: Jackie Vater and Paul Turner

Commitment	Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
On Board Customer Facilities	The latest on-board passenger facilities e.g. information, charging points and free Wi-Fi	Develop a consistent customer offer ensure this is simple and easy to understand for customer.	Improved Customer Offer	Bus Operators Combined Authority Institute of Customer Service (ICS)	Operator buy-in from front line staff to managerial level Investment/finance Funding for small operators	To be identified	On-going	Tracker Survey and Transport Focus survey
	Develop awareness of how developing technologies can be future-proofed	Put processes in place to keep the offer under review and develop as technology changes and develops	Improved Customer Offer	Bus Operators Combined Authority ICS West Yorkshire Ticketing Company Ltd	Possessing the correct expertise Finance	To be identified	N/A	Tracker Survey and Transport Focus survey
Consistent Customer Service Offer	Develop a customer charter	Create a customer charter that sets out clear standards and guidelines that our customers can expect from all parts of their journey, pre, during and post journey.	Improved customer offer	Bus Operators Combined Authority ICS	Combined Authority and Operator buy-in Presentation of public information	To be identified	Meeting with the ICS due to be arranged to inform next steps	Tracker Survey and Transport Focus survey
	Agreed set of customer satisfaction measures, training and engagement	Establish a clear baseline then use Transport Focus survey along with all existing other activity such as mystery shopper etc. to measure performance and to co-create action plans to address any issues /gaps that arise from these.	Improved customer offer	Bus Operators Combined Authority ICS	Allocated time for training Finance Identifying the right types of training for the right staff Comms and Engagement workstream	To be identified	Establish baseline	Tracker Survey and Transport Focus survey Mystery Shopping
		Review training across all partners and agree basic and consistent competent parts across all. Create a programme of customer engagement including youth panels etc. and non-users and co create an action plan arising from this. Create a programme of engagement with colleagues that is consistent across all partners and that uses a range of media include ticket machines, apps etc.				Some engagement to be funded through current internal resource Further engagement may require funding (to be identified)	Review training across all partners Work with Comms & Engagement workstream	
	Customer research to identify passengers wants and needs and inform customer service improvements	Create ongoing programme of customer research and insight in order to create a Customer charter that is designed around the customer's requirements, behaviour, travel patterns and use of technology.	Improved customer offer	Combined Authority's Research and Intelligence team Combined Authority Tracker Survey Transport Focus research Information gathered through consultations Operators – opportunities to utilise and share any research undertaken Initiative specific research – identifying specific issues and investigating them further	Resource to collate and analyse information	Utilise on-going internal research Funding to be identified for anything above that	Annual research surveys – on-going Identify research to be utilised – will inform gaps in knowledge and prompt further questions	Tracker Survey and Transport Focus survey

Workstream: Communication and Engagement

Co-leads: Martin Driver and Brandon Jones

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Our Key Audiences People of West Yorkshire Bus users <i>Non-bus users*</i> <i>Young people*</i> Business Leaders *Specific target groups Internal Stakeholders - Staff - All Councillors - All District Colleagues External Stakeholders - MPs - Govt. departments							
Corporate Comms Set of key Bus Alliance messages based around the three Cs of Cleaner Air, Customer Care and Connectivity.	A set of key messages reflecting the aims and objectives of the Alliance. These should provide the basis of all Alliance Communications and any Alliance-related communications carried out by members and partners.	Consistent communications messages will build sustainability, momentum and confidence in the Alliance and support for its work. Progression for Bus18 Raised profile of bus and its importance to jobs, businesses & economy	Through a coordinated Alliance Communications grid* and plan updated and agreed as a fixed Communications item on Steering Group meetings. *e.g. attached.	Steering group. Workplan Leaders updating on progress External events providing opportunities.	Initial communications likely to be manageable through in-house resources. Impact of workplan-generated comms could require external resource.	Media stories/articles reinforcing Alliance key messages.	Delivery against Communications grid. Media monitoring Measurement of before/after awareness levels. Monitor achievement of overall Alliance objectives.
Workplan Comms Communications resulting from agreed Workplans	Communications feeding into the overall grid on how we are working to achieve aims set out in key messages. Includes publishing performance data	Builds on the above	As above	Workplan Leads/Steering Group	As above	To be determined by workplan groups.	As above
Internal Communications Regular Alliance Communications to all members' staff. Engagement and awareness activity	Regular materials/messages that member organisations can cascade to all staff. Possible events such as ceremony to acknowledge award winners. Bus driver engagement	Ownership of the Alliance and its values and the encouragement of active participation/input. Review how product knowledge is strengthened with driver colleagues	As above. Coordinated and then through members' internal comms	Steering Group Members' Communications teams.	As above	Initial 'newsletter' about the Alliance including key messages in production .	As above
External Events Comms Communications relating Bus Alliance to external events e.g.	Bus Alliance news stories/events relating to each of these.	Builds on the above and highlights wider context of Alliance work, aims and achievements	As above	Steering Group	As above	UN Road Safety Week & Mental Health Awareness Week - May	As above

- World Health Day - World Environment Day - Clean Air Day - Catch the Bus Week (?)				Coordination with internal colleagues and partners' plans.		World Environment Day, Clean Air Day & International Women in Engineering Day - June	
Bus Alliance Members' Initiatives Messages on how our own schemes e.g. - West Yorkshire-plus Transport Fund - Connecting Leeds are meeting aims of the Alliance.	Inclusion of Alliance impacts in communications on our own schemes	Awareness of importance of bus and it's place in wide image of schemes.	As above	Comms streams e.g. West Yorkshire-plus Transport Fund Monitoring/feedb ack of impacts on bus travel from completed schemes	As above	Elland Road P&R extension Stourton/A61 New West Yorkshire-plus Transport Fund & LIPTP schemes emerging.	As above
Stakeholder Communications Regular communications to identified influencers e.g. MPs/DfT	Update briefings of all messages to influencers e.g. MPs/DfT	Acknowledgement and support for Alliance's aims, achievements and requirements plus backing for its messages	As above Existing B2B connections and Travel Plan Network	Steering Group	As above	Identify and agree stakeholders	As above
Direct Customer Communications Inclusion/reference to Alliance key messages in existing passenger comms materials.	Inclusion of Alliance key messages in customer information materials.	Coordinated, Alliance-wide communication of positive and negative messages	As above	Steering Group Members' Communications teams	As above	May Service changes	As above
Target Audience Communications Messages, materials and events aimed specifically at these target groups - Young people - Non-users	Messaging/promotion aimed specifically at identifying barriers and incentives and overcoming them for target groups.	Barriers overcoming	As above Travel Plan Network	Steering Members' Comms teams	As above	Martin Hirst arranging meeting with Brandon Jones and Stephanie Burras to discuss the way forward with Ahead Partnership	As above
Engagement Communications/actions based upon customer feedback.	Consultation with users and non-users using adapted, existing, third-party and specifically commissioned research to inform Alliance work and communications messages. Engage with key groups – internal and external through existing and specially arranged channels.	Informed work Better targeted communications and messages and understanding of barriers for non-users. Positive engagement of groups	As above Coordinated through Alliance members' Comms teams for existing consultation work. Third-party suppliers.	Steering Group Members' Comms teams	As above	Establish a Young People's Bus Alliance Consultation Group in each district. Identify all potential sources of feedback.	As above

Workstream: Highway Infrastructure

Commitment: Highway Improvement Programme

Co-leads: Helen Ellerton and Ricky Lake

Output	Description	Outcome	How will it Be Delivered?	Dependencies	Funding	Early Deliverables	Performance Management
Programme of highway works delivered across West Yorkshire	Delivery of West Yorkshire Transport Fund, Transforming Cities Fund and Connecting Leeds schemes –list of schemes that provide benefits to the bus to be included	Greater coverage of bus priority measures improving bus journey times and improved operational conditions leading to an improved bus service offer	District capital delivery programmes	None	Projects identified through West Yorkshire Transport Fund, Connecting Leeds, Transforming Cities Funds and LTP	Schemes identified	Monitoring of operator punctuality and reliability statistics WYCA Tracker Survey & Transport Focus
Improved frequency or operation of service on routes where investment has taken place	Increased frequency and/or improved service on corridors identified for investment	Improved customer offer	The delivery of the highway improvements will guarantee improved reliability leading to a more stable frequency. Demand will be reviewed and where required analysis will determine if the frequency needs increasing.	Delivery of key bus infrastructure that improves journey times	Operational savings	Linked to early deliverable schemes	WYCA Tracker Survey & Transport Focus
Flexible delivery of bus services to reflect operating conditions	Proposals to ensure a dynamic plan is in place to ensure services are adapted to the operating environment, for example the number of buses operating in the peak period reflects demand	Improved customer offer	Better analysis of data using latest systems that can better design timetables based on existing data. Newer ticket machines coupled with Optibus details the timetable that should be operating.	Delivery of key bus infrastructure that improves journey times	To be identified: capital funding opportunities and operational savings	Linked to early deliverable schemes	WYCA Tracker Survey & Transport Focus
Development of a prioritised list of congestion hotspots that cause delay to buses. Apply standard mechanism to develop schemes and access funding	Collation of prioritised small schemes to develop a pipeline, which addresses congestion hotspots that cause delay to buses	Greater coverage of bus priority measures improving bus journey times and improved operational conditions leading to an improved bus service offer	District Punctuality and Reliability Group	None	West Yorkshire Transport Fund, Connecting Leeds, Transforming Cities Funds and LTP	Schemes to be identified	Monitoring of operator punctuality and reliability statistics WYCA Tracker Survey & Transport Focus

Output	Description	Outcome	How will it Be Delivered?	Dependencies	Funding	Early Deliverables	Performance Management
Clear communications protocol	To develop a communications plan for WYCA, West Yorkshire districts and bus operators to deliver in advance of and during times of planned roadworks and future plans. The communications protocol should include embedding selling the benefits of the scheme during consultation and close working with contractors	Improved customer offer during times of disruption	District punctuality and Reliability Group	None	LTP	Protocol could be developed early on set up of the District Punctuality and Reliability Group	Media monitoring Measurement of before/after awareness levels. WYCA Tracker Survey & Transport Focus
Embed bus operator engagement as part of the Combined Authority approval process	Ensure bus operator engagement is part of the business case approval process to ensure designs are sympathetic to bus operations and consultation responds to the benefits to the bus	Minimised impact on bus passengers and improved customer offer	Working with WYCA Programme Management Office to identify point in process	None	None required	Can be delivered early	WYCA Tracker Survey & Transport Focus
Establish Bradford and Calderdale Bus Partnership Groups	Strengthen the relationship between districts and bus operators within the districts to ensure local delivery conditions can be improved	Improved working relationship to maximise funding opportunities	WYCA to engage with the district and operators	Resource availability	None required	Can be delivered early	WYCA Tracker Survey & Transport Focus
Bus Network during times of planned disruption	Undertake early engagement between scheme promoter and bus operators to allow for disruption timetable to be developed and delivered for a longer period, reducing number of changes to bus service routings	Improved customer offer	District Punctuality and Reliability Group	None	None required	Can be delivered early	WYCA Tracker Survey & Transport Focus
West Yorkshire Permit System	Review the West Yorkshire Permit System and understand if efficiencies can be identified	Improved operating environment	District Punctuality and Reliability Group to liaise with permit system	Resource availability and the setting up of the District Punctuality and Reliability Group	Once set up its each partners resource that in effect funds themselves	Should be an early deliverable, a lot depends on the dependency	Monitoring of improvements to the operating environment
Bus priority enforcement	Increase coverage of district bus lane enforcement and enable bus operators to utilise cameras on their vehicles to also monitor bus lanes	Maximising highway infrastructure	District Punctuality and Reliability Group liaison	Resource availability and the setting up of the District Punctuality and Reliability Group	District and operator funding	Some locations could be identified as early deliverables	Monitoring of operator punctuality and reliability statistics

Work stream: Highway Infrastructure

Commitment: Bus Waiting Infrastructure

Co-leads: Helen Ellerton and Ricky Lake

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Develop a hierarchy of waiting infrastructure provision	Develop a clear understanding and delivery plan for the provision of waiting infrastructure, ensuring where there is significant usage a covered and seated waiting area is provided	Improved customer offer	WYCA Facilities and Assets to review existing provision in line with the core bus network	Definition of the core bus network	Infrastructure programmes: West Yorkshire Transport Fund; Connecting Leeds; Transforming Cities Fund, LTP	On definition of the core network a review can be undertaken to ensure the correct locations have the right infrastructure	WYCA Tracker Survey & Transport Focus
Review maintenance protocol for waiting infrastructure	Develop a strong protocol for waiting infrastructure maintenance that ensures the core route network waiting infrastructure is maintained to a high standard	Improved customer offer	WYCA Facilities and Assets to review existing protocol and funding availability	Resource availability	Revenue funding available	Ongoing	WYCA Tracker Survey & Transport Focus
Review bus stop clearways: provision and enforcement	To understand and review bus stop clearways to improve bus docking. To prioritise and deliver improvements	Improved bus operations and customer access to the bus network	The District Punctuality and Reliability Group	None	To be identified. LTP to be prioritised to fund outside of West Yorkshire Transport Fund; Connecting Leeds; Transforming Cities Fund,	Review to be undertake early, delivery to form part of a longer term programme	Monitor operator punctuality and reliability statistics WYCA Tracker Survey & Transport Focus
Pedestrian access to bus stops	To review pedestrian access to bus stops on the core route network and develop a prioritised list of schemes, identify funding for delivery	Improved customer access to the bus network	The District Punctuality and Reliability Group	None	To be identified. LTP to be prioritised to fund outside of West Yorkshire Transport Fund; Connecting Leeds; Transforming Cities Fund	Review to be undertake early, delivery to form part of a longer term programme	WYCA Tracker Survey & Transport Focus
Clear bus stop passenger information	To provide clear passenger information, including maps, journey planning information. Understand customer preference of type of customer information provision	Improved customer offer	Alongside the Travel Information Work Stream	Information Strategy; Travel Information Work Stream	To be identified	As per the Information Strategy	WYCA Tracker Survey & Transport Focus

Work stream: Service Provision

Commitment: Bus Network Structure & Operating Hours

Co-leads: Helen Ellerton (interim) and Dwayne Wells

Commitment	Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Bus Network Structure	A delivery plan to be informed by the bus network review and the Combined Authority tender renewal process. The plan will set out the requirements for the network, cost for delivery and action plan for implementation.	Seeking to change bus network to meet future needs in housing and land use.	A bus network that optimises funding and provision of services	Combination of supported and commercial services, some commercial resource may be sprung from journey time savings on highway schemes, particularly LPTIP. More creative use of Section 106 funding to pump prime services.	District Council strategies	Planning funds and joint funding with operators. Recycling of capital funds into revenue through additional bus priority/ infrastructure	Meet with Directors of Development across Districts on Planning.	Delivery of the plan WYCA Tracker Survey & Transport Focus
	Local centres served by an integrated network of scheduled and demand responsive bus services and community transport	Seeking to change bus network to meet future needs in housing and land use.	A bus network that optimises funding and provision of services	Need to establish a lead for CT coordination. Identify gaps, seek funding (revenue) and explore technical solutions	Network review programme to identify gaps	Needs a mechanism. Should we view taxis as part of PT mix or a competitor - could this provide funding? Set up delegated transport fund to provide capital to CT/rural areas/operators	Review outputs from network review. Map CT sector	WYCA Tracker Survey & Transport Focus
	Provide clear role for taxis in the bus network structure	Understand how taxis can be integrated into the public transport offer	A bus network that optimises funding and provision of services for all	Collaboration across all transport providers	Taxi participation, Licensing Authorities	Commercial agreement	Dialogue with taxi associations and Uber exploring opportunities	WYCA Tracker Survey & Transport Focus
	Frequent and reliable onward access to the city centre and other key locations.	Review city/town centre routing and stopping strategies and develop actions for their reconfiguration	Wayfinding from main alighting points in Town and city centres – could be electronic QR code? Links need to be improved between different information modes e.g. stops and website as info can differ	Collaboration WYCA, Districts and operators. Creating strong working links through the information strategy	District Council strategies and funding	Capital funds, growth deal etc.	Should be achievable year 1	WYCA Tracker Survey & Transport Focus

	Managing demand at busy times on the bus network is served by adequate capacity	Review operational practices to ensure the capacity of the bus services meets demand	Improved customer offer	Collaboration with operators to review peak hour operations	Operator participation, open data	Funding should be in place through operators – improved reliability should improve demand.	Data analysis of scheduled v actual across pm peak, lost mileage	WYCA Tracker Survey & Transport Focus
Bus Operating Hours	A plan for extending frequency in the late peak (from 6pm to 8pm) on the core network	Later journeys to ensure commuters can have an attractive frequency when returning to home towns/cities, better serving changing travel patterns and providing later services to hospitals for visiting.	Improved customer offer	Identify current gaps in network	Self-financing and reallocation of tendered services budget	Guaranteed frequency to main hospitals across network	Guaranteed frequency on core routes across network	Implementation of late peak frequencies WYCA Tracker Survey & Transport Focus

Workstream: Service Provision

Commitment: Network Security & Emergency Planning

Co-leads: Helen Ellerton (interim) and Dwayne Wells

Commitment	Output	Description	Outcome	How will it be Delivered?	Dependencies	Funding	Early Deliverable?	Performance Management
Network Security	Management of anti-social behaviour	Development of a joint protocol across operators and the Combined Authority to ensure volume/severity of anti-social behaviour remains low.	A safer transport network	Set up a task and finish group	Police/NE counter Terrorism advice and support staff/safer travel teams	Existing internal funding	Develop ASB database across all operators (GDPR?). Investigate funding for small operators to equip with low cost CCTV solution. Review current PCSO resource	Monitoring number of anti-social incidents WYCA Tracker Survey & Transport Focus
	Regular communication with agencies involved with reducing anti-social behaviour and preventing terrorist incidents	Develop an action plan and close working relationship between operators and the Combined Authority to ensure threats to the transport network are minimised	A safer transport network	Set up a task and finish group			Establish a link with safer roads partnership. Work together on Special Constable initiative	Monitoring number of anti-social incidents WYCA Tracker Survey & Transport Focus
	A major incident protocol	Develop a joint protocol to manage a major incident in West Yorkshire. Ensure Alliance is involved	A safer transport network	Set up a task and finish group			A review of emergency event protocols across WY (local authorities) to assess consistency of approach	Review of effectiveness of protocol, if a major incident occurs
Emergency Planning, Major Highway Events and Resilience	24 hour control room where unexpected incidents and planned event/closure diversion routes are managed	Delivery of the Transport Coordination Centre to ensure operators can work closely with event planners	A bus network that is responsive to local conditions	Working with operators to agree terms of Transport Coordination Centre	West Yorkshire UTMC	West Yorkshire Transport Fund	In progress	WYCA Tracker Survey & Transport Focus

Workstream: Air Quality & Carbon Zero

Co-leads: Helen Ellerton and Neil Toner

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
To have 80% as Euro VI or an alternative technology by January 2021 and 100% by 2026	To continually upgrade all vehicles that are operating in West Yorkshire.	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	Identify and take up funding opportunities in addition to existing retrofit programmes and clean bus technology programme. Have close engagement with small operators to ensure they take up opportunities.	Further developments of Euro standards and what might that mean for operators.	To be identified. Carbon Zero Roadmap will identify alternative sources of funding. Additional retrofit funding obtained	A further £2.9m of retrofit funding obtained March 2019. To be delivered by September 2019	% of Euro VI or an alternative technology vehicles Air Quality Monitoring
To have 95% of buses operating in evenings and on a Sunday to be Euro VI or better	To maximise the low emission buses during times of low frequency services	Improved air quality	Operators to ensure fleet is adequately deployed	None	Not required	Can be delivered immediately	% of vehicles Euro VI or better operating in evenings and on a Sunday Air Quality Monitoring
A roadmap defining steps towards a carbon free bus service	Consultancy support to understand how West Yorkshire can migrate to become an emission free bus operation. This will provide understanding of the market position for new technologies and battery life	Improved air quality. Reduced emissions from the buses operating in West Yorkshire. Help to meet carbon emissions reduction commitments.	Consultants have been appointed	Dependency on new and developing technology where major cost to supplier not factored into budgets due to lack of knowledge. Range/mileage of EV buses is a major issues. Potential massive infrastructure costs for substation upgrades, charging points at bus stations or bus stops. Migration to new (partly unproven) EV bus technology likely to impact service as it develops and improves.	Initial consultancy support is funded. Future funding to deliver technology to be identified	Initial roadmap is in development.	Progress towards a zero carbon fleet Air Quality Monitoring
Shaping the fleet replacement, refurbishment and deployment programme	To ensure West Yorkshire is prioritised by bus operators to bring in latest technology in buses to the region	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	Working with operators to identify funding opportunities and minimise impact of older fleet being cascading within West Yorkshire	Air quality requirements will shape fleet replacements. Agreeing the target for Euro VI or other fuels will focus delivery of new fleets. Operator's ability to cascade older fleet out of WY may not be possible. Requires understanding of air quality plans in other towns and cities in West Yorkshire.	Further funding may be available for retrofit or new technologies –to be identified	Dependent on availability of funding	% of Euro VI or an alternative technology vehicles Air Quality Monitoring
Develop clear communications plan highlighting air quality issues, air quality	Communication plan and protocol for highlighting air quality challenges in West Yorkshire and using this to identify opportunities	A raised profile of the air quality problems and requirements for West Yorkshire	To be delivered through the District Punctuality and Reliability Group	Set up of District Punctuality and Reliability Group	Clean Air Funding available	To be delivered quickly on set up of District Punctuality and Reliability Group	Media monitoring Measurement of before/after awareness levels.

Output	Description	Outcome	How It Will Be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
management areas and improvements being made by bus of West Yorkshire							
Develop a clear communications plan to promote the bus as the natural way to travel	Communications plan to promote the bus and generate behavioural change. Work with Connecting Leeds behavioural change programme.	Increase patronage and improve air quality	Providing funding for marketing, promotion and behavioural change activities to increase bus travel	Connecting Leeds behavioural change programme	Revenue funding to be identified. Connecting Leeds to fund initial deliverable	Long term delivery	Monitoring of patronage levels Air quality monitoring
Deliver the supporting infrastructure required for future technology of buses	Understand the forward direction of the bus technology for all of West Yorkshire and identify funding opportunities for infrastructure	Improved air quality. Reduced emissions from the buses operating in West Yorkshire. Greater availability to support other technologies for the buses	Following completion of the roadmap, identify funding opportunities for infrastructure	Other infrastructure programmes	To be identified	Long term delivery	Air quality monitoring Level of infrastructure before and after
Deliver a bus service that utilises a new technology	Undertake a trial or deliver a permanent service that utilises a new technology	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	Following completion of the roadmap, identify funding opportunities for infrastructure and work with the operators to deliver a bus service	Understand outcomes of Stourton Park and Ride electric service. Need to apply alternative technology to a different type of operation.	To be identified	Stourton Park and Ride is the early delivery.	Air Quality monitoring
S106 funding	To maximise opportunities with S106 to deliver new bus services or provide funding to deliver low emission buses	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	Work with Local Authority planning to identify S106 funding opportunities	Development sites	S106	Long term change required to planning system	Air Quality monitoring
Reduced on-route emissions.	To provide driver training to improve driving style to reduce emissions. To reduce idling and ensure depots are low carbon. To improve coordination of existing programmes and ensure there is continuous improvement	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	Bus driver training programme. Systems installed on bus can monitor and report on driving performance already.	Wider driver training programmes. Systems provide data however operators/depots need to manage it, address issues and drive standards up	Operators to be incentivised to drive efficiently	Operators to share their driver performance in relation to emissions	Performance reviews Mystery shopper Air quality monitoring
Bus Network routing	Understand the number of buses operating through densely populated areas and whether there is an opportunity to review the routing and the buses operating in these area	Improved air quality. Reduced emissions from the buses operating in West Yorkshire	On completion of the bus network review develop a delivery plan to review the detailed bus routing in priority areas	Route is key to punctuality, maximising passenger, schedule efficiency and revenue.	None required	Route identification could be done early	Air quality monitoring

Work stream: Economy of the Bus Network

Co-leads: Helen Ellerton and Dwayne Wells

Commitment	Output	Description	Outcome	How will it be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
Economic Assessment	Integration with other modes of transport	Understand how the bus can work with other areas of transport to deliver customer outcomes with reducing tendered services budget	Improved customer offer	Working with taxi companies	Third party discussions	To be identified	Initial discussions can be started	WYCA Tracker Survey & Transport Focus
	Clear communications plan for bus network changes	To develop a clear communications protocol for bus network changes, changes to contracted service providers and provide a process for integrating the new offer	Improved customer offer	Work with communications and engagement teams to develop protocol	None	Operator funding.	A protocol could be tested early	WYCA Tracker Survey & Transport Focus
	Action plan for 'at risk' bus routes due to limited revenue compared with the cost	Identify the 'at risk' bus routes that are likely to be changed or lost due to market conditions. Develop an action plan in a timely manner to test prior to service changes being made	Improved customer offer	Operators and WYCA	Reducing tendered services budget	To be identified	Identification of routes could be an early deliverable, requires a long term delivery plan	WYCA Tracker Survey & Transport Focus
	Increasing patronage	Early developer and planning authority engagement to ensure the core network is attractive to areas of growth and to encourage behavioural change. Work with travel planning organisations to ensure they understand integration with the bus and maximise the opportunities	Increased revenue through patronage growth	Close liaison between operators and Local Authorities through District Partners	None	To be identified	Clarification of engagement contacts to be an early win	Monitoring of patronage growth and revenue sales
	Financial model of the bus network	To understand the financial make-up of the bus network: to understand the public and private sector funding that makes up the bus network. To understand where opportunities can be maximised. Review the relationship between pain/gain and ensure sustainability of the tendered services.	Maximised patronage for funding available	Consultancy support	None	LTP	Longer term proposition	Increased number of public and private funding opportunities Sustained tendered services
	Funding and future aspirations	Identify alternative funding sources and understand future aspirations for the bus network	Maximised patronage for funding available	Operators and WYCA	None	To be identified	Longer term proposition	Increased number of alternative funding bids
	Supported services and Community Transport	Understand how small operators, supported services and community transport can	Improved customer offer	Operators and WYCA	Reducing tendered services budget	To be identified	Identification of routes could be an early deliverable,	WYCA Tracker survey and Transport Focus

Commitment	Output	Description	Outcome	How will it be Delivered?	Dependencies	Funding	Early Deliverable	Performance Management
		be better integrated to maximise linkages					requires a long term delivery plan	
	Propensity to use the Bus tool	Development of a propensity to use the bus tool so that a greater understanding of market and local factors can be incorporated into the planning and development of the bus network	Improved customer offer and increased patronage	WYCA to work with Urban Transport Group	Urban Transport Group Members or requirements of alternative research body	LTP	Medium term proposition	WYCA Tracker survey and Transport Focus
Data	Ticketer data	Extracting ticketer data to develop greater understanding of customer journeys, including alighting stops.	Improved customer offer	WYCA to develop data sharing agreement and work with operators	Ticketer ticket machines in place	Operator resources	Early deliverable for First bus routes - partial picture	WYCA Tracker survey and Transport Focus
		Working with Ticketer to develop tools to maximise data usage across all operators. Deliver a pilot to test viability, for example mapping of diversion routes						
	Data sharing agreement	Development of a data sharing agreement that provides all parties with a greater understanding of the customer journey allowing for targeted improvements to be made	Improved customer offer	WYCA to develop data sharing agreement	Ticketer ticket machines in place	Not required	An early deliverable if agreed as part of Voluntary Partnership Agreement	WYCA Tracker survey and Transport Focus
	Data format	Develop a standard data format across all data sharing, including timetables, patronage figures, fare tables.	Greater efficiencies	WYCA to work with operators	None	WYCA and operator resources	Early deliverable	Reduced time/resource spent collating data

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**Draft Scrutiny Inquiry Final Report
Advancing Bus Service Provision
17 May 2017**



Contents

	Page
1. Desired Outcomes and Recommendation Summary	3
2. Introduction and Scope	5
3. Conclusions and Recommendations	8
4. Evidence	28
5. Appendix 1	30
6. Appendix 2	31
7. Appendix 3	34
8. Appendix 4	42



Desired Outcomes and Recommendations

Desired Outcome – To improve bus services to the public through improved accountability and competition.

Recommendation 1 – That the Director of Transport Services (WYCA) explores how existing legislation and powers recently provided in the Bus Services Act could be utilised:

- a) To enhance the responsiveness and accountability of bus operators to local communities.
- b) To open up the bus service market to new competitors and to promote competition in Leeds and the West Yorkshire region.

The findings and conclusions are to be reported to the Scrutiny Board (City Development) in the first quarter of 2018.

Desired Outcome – To improve bus services by reacting to direct public feedback.

Recommendation 2 – That Director of Transport Services (WYCA) provides a report, in the first quarter of 2018, to the Scrutiny Board (City Development) on how the key areas to address, raised in the AECOM report, will be or have been, resolved through the West Yorkshire Bus Strategy and West Yorkshire Transport Strategy.

Desired Outcome – To support Bus Operators to improve bus punctuality and reliability, and to enable the Scrutiny Board to understand the wider congestion reduction strategy for Leeds.

Recommendation 3 – That the Director of City Development provides the Scrutiny Board (City Development), with a report at a future meeting which outlines the congestion alleviation plan for Leeds, including identification of areas of the City that requires priority measures, the measures due to be implemented city wide and timescales for implementation.

Desired Outcome – To identify what measures have been taken to understand the barriers to bus usage from non-users, and the action that needs to be taken to persuade non-users to change their mode of transport to bus.

Recommendation 4 – That Director of Transport Services (WYCA) and ABOWY provide the Scrutiny Board (City Development) with an update, in the first quarter of 2018, regarding the research into the barriers to bus travel for non-users, and the action to be taken to make bus travel a viable and more attractive mode of transport for non-users.

Desired Outcome – To ensure that air quality in the Leeds area is improving.

Recommendation 5 – That Director of Transport Services (WYCA) and the Director of City Development, working in collaboration with Bus Operators, provide the Scrutiny Board (City Development) with an update at a future meeting on the implementation and impact of air quality improvement measures, outlined in the West Yorkshire Bus Strategy, Leeds Transport Strategy, and Bus 18 Programme objectives. (see recommendations 6,7&8)



Desired Outcomes and Recommendations

Desired Outcome – To ensure that the proposals in the West Yorkshire Bus Strategy are implemented and successful outcomes are achieved in a timely manner.

Recommendation 6 – With regard to the West Yorkshire Bus Strategy, that Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with an update, in the first quarter of 2018, which identifies progress in the implementation and delivery of the proposals outlined in the bus strategy.

Desired Outcome – To ensure that the promises in the Bus 18 Programme are implemented and successful outcomes are achieved in a timely manner.

Recommendation 7 – With regard to the Bus 18 programme, that Director of Transport Services (WYCA), in collaboration with Bus Operators provides the Scrutiny Board (City Development) with an update in the first quarter of 2018, which identifies progress in the implementation of the pledges outlined in the programme. This report should also outline the impact and outcomes delivered by the Bus 18 programme.

Desired Outcome – To ensure that investment and proposals in the Bus element of the Leeds Transport Strategy are implemented and successful outcomes are achieved in a timely manner.

Recommendation 8 – With regard to the investment in bus travel defined in the Leeds Transport Strategy, that the Director of City Development and Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with:

- a) An update at a future meeting which identifies progress in the £180m investment in bus travel in Leeds.
- b) An update at a future meeting which identifies the outcomes that have been delivered through this investment and the impact of that investment.
- c) An overview of the delivery plan for bus priority measures across Leeds and how this complements the delivery of improvement plans specified by Bus Operators/ ABOWY.

Desired Outcome – To ensure that all options defined in the Bus Services Act 2017 to support bus service improvement are fully explored and understood.

Recommendation 9 – That Director of Transport Services (WYCA) and the Director of City Development fully investigate the elements of the Bus Services Act regarding:

- a) The implementation of partnership arrangements with robust governance and accountability provision.
- b) The requirements for gaining Secretary of State approval for the implementation of bus franchising in Leeds and West Yorkshire.

The analysis, options and methodology for implementation to be reported in the first quarter of 2018 to the Scrutiny Board (City Development).



Introduction and Scope

Introduction

- 1 The vision for Leeds 2011 – 2030 states that Leeds will be fair, open and welcoming, with an economy that is prosperous and sustainable; where communities will be successful and people can access high-quality, affordable and reliable public transport.
- 2 The Scrutiny Board at its meeting on 17 of June 2015 expressed a desire to undertake an inquiry which would consider the current bus service provision in Leeds. In addition, we decided to consider how bus services support our objectives as a council to connect residents and visitors to employment, training, culture and leisure, whilst supporting the economic prosperity of the city. We also expressed our aim to understand the legislative options for bus service provision and consider what potentially could be beneficial for Leeds.
- Options for improving local bus services
- Investment and the delivery of strategic and operational improvement in bus services
- Consultation on the Bus Services Bill
- Input into the WYCA Bus Strategy, forming part of a single transport plan (West Yorkshire Transport Strategy).
- 4 The inquiry was conducted over five evidence gathering sessions which took place between January 2016 and October 2016 when we received a range of evidence both written and verbal.
- 5 During our inquiry the Bus Services Bill was introduced. This received Royal Assent on the 27 April 2017. The intention of this legislation is to enable Local Authorities, Elected Mayors and Bus Operators to make improvements to bus services in their areas. The legislation should make it easier for Mayoral Combined Authorities to introduce bus franchising, and also provide a framework for enabling Local Authorities and Operators to reach enhanced partnership agreements.

Scope of the Inquiry

- 3 Terms of reference for this inquiry were agreed at our Board meeting on 9 September 2015, when we concluded that the purpose of the inquiry would be to make an assessment of and, where appropriate, make recommendations on the following areas:
 - The provision and connectivity of bus services in Leeds, including services into the Leeds area and sufficiency to meet the needs of people and business
 - Current impact of bus services on social inclusion, poverty and the economy
- 6 Also in development during our inquiry was the West Yorkshire Transport Strategy 2016 – 2036, the West Yorkshire Bus Strategy 2016 – 2036 and more specifically a transport strategy for Leeds. The latter we received and considered at our meeting in February 2017.
- 7 This inquiry was supported by a number of organisations such as HTC Group, Tower Transit and various Leeds Bus Operators. A full list of those who participated is detailed at the end of this



Introduction and Scope

report. The information provided was enlightening and valuable, and we would like to thank everyone for their input to this inquiry.

Council Plan

- 8 The scope of this inquiry fulfils a number of best council objectives and priorities as defined in the Best Council Plan 2017/18. Effective bus provision across the city will contribute to the strategic objectives of connecting people and places, and helping to improve air quality
- 9 The plan sets out an ambition to deliver an improved transport infrastructure that will meet the needs of a growing city. 'Improving connectivity will bring new markets within reach for business, new jobs within reach for people, and a wider workforce within reach for employers.'¹

Desired Outcomes, Added Value and Anticipated Service Impact

- 10 Our recommendations outline our expectations regarding a number of significant improvement measures which will require investment, resources and governance changes.
- 11 Within this report we have highlighted exactly why a coherent bus network is essential for Leeds, which connects people and places. We understand that bus patronage had declined

considerably since bus service de-regulation with other modes of transport growing in popularity, including car use. A key focus of this inquiry was how bus patronage could be increased. Residents and visitors to Leeds expect and deserve a modern, reliable, punctual and affordable bus service, particularly if they are to be persuaded to travel by bus, which is a more environmentally friendly mode of transport.

- 12 In conducting the Inquiry we reflected on the role and organisational responsibilities of West Yorkshire Combined Authority (WYCA), Leeds City Council and Bus Service Providers. The Scrutiny Board aimed to establish if robust governance, plans, strategies, and high impact operational practices are in place to enhance customer experience, increase bus patronage and provide a network that considers the needs of communities and economic growth. The Board gathered intelligence and were informed through the collective knowledge and experience of all those who contributed to the inquiry. We hope that our findings provide a clear summary of areas that require focus and action. We acknowledge that WYCA, Leeds City Council and Bus Operators have introduced strategies for improvement. It is our intention to monitor the delivery of the stated objectives, aspirations and promises made.
- 13 Ongoing monitoring of the progress of outcomes and recommendations will be undertaken by the Scrutiny Board (City Development) or successor board with the authority to discharge scrutiny functions for highways and transportation.

¹ Best Council Plan 2017/18: Tackling poverty and reducing inequalities



Introduction and Scope

Equality and Diversity

- 14 The Equality Improvement Priorities 2016 – 2020 have been developed to ensure that the council meets its legal duties under the Equality Act 2010. The priorities will help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity to achieve its ambition to be the best city in the UK.
- 15 Equality and diversity issues have been considered throughout this Scrutiny Inquiry. The evidence submitted and the topics debated in this inquiry have highlighted that there are several social groups dependent on bus services as their main mode of transportation. These groups include those on low incomes, older people, younger people, disabled people and those living in remote and rural areas. The lack of a suitable bus service can reinforce significant barriers such as social and economic exclusion. Improvement in bus services will promote better access to employment and education, and further empowers people to independently partake in social activities, shopping trips, access healthcare and other essential public services.
- 16 As a result of feedback received through the Bus Strategy consultation, WYCA are undertaking public consultation from 1 May 2017 regarding an accessible bus system. This was highlighted as important to all, but especially for users with short and long term disabilities. There is currently an intention to add an additional policy to the West Yorkshire Bus Strategy regarding improving accessibility for all, which we fully support.
- 17 Where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, and where appropriate an equality impact assessment should be carried out.



Conclusions and Recommendations

Background

18 Following the Transport Act of 1985, bus services were deregulated and many of the publicly owned bus companies became largely privately operated. The Act also removed the duty of local authorities to coordinate public passenger transport. Currently approximately 90% of bus service mileage in Leeds and across West Yorkshire is run on a commercial basis by private companies.

19 We were advised that across West Yorkshire and in Leeds most public transport journeys are made by bus. In 2013/14, there were more than three times as many bus journeys as rail journeys. Every day, almost 2.5 million people all over Britain travel to work by bus, 30% of people are frequent bus users (using the bus at least once a week). Over half of 16-19 year olds and over a third of 20-29 year olds are frequent bus users.

20 Nearly all local bus services across England are delivered within a complex arrangement involving Central Government, Local Government, the Traffic Commissioner and Bus Operators. This was illustrated by KPMG in January 2016, attached as appendix 1.²

21 Traffic Commissioners, appointed by the Secretary of State for Transport, are responsible for the licensing and regulation of those who operate buses and coaches, and the registration of local bus services. They have the power to take action where an operator no longer meets the conditions of their

license or does not operate services in line with the registration that is made. The Commissioners also set punctuality standards against which the reliability of local bus services are measured.

22 We were informed that since deregulation the role of local authorities in the provision or control of bus services has been limited by the privatised nature of bus service delivery.

23 The West Yorkshire Combined Authority (WYCA) was established on 1 April 2014. This combined authority brought together decision making powers for Transport, Economic Growth and Regeneration for the five West Yorkshire Local Authorities including Leeds. WYCA, the local transport authority, operates under the brand name Metro in the provision of transport services for the region, with responsibility for the following:

- Under the 2008 Local Transport Act, WYCA has a statutory duty to produce and maintain a Local Transport Plan for the region. A new, overarching Single Transport Plan to replace the existing Local Transport Plan is currently in development. Leeds City Council will have input into the public transport policies contained within this plan.
- The planning and delivery of tendered bus services (those bus services which are considered to be “socially necessary”) are not provided commercially by bus operators. These services, at present around 10% of the bus system in West Yorkshire, are typically funded by the public sector;

² KPMG, Local Bus Market Study, 26 January 2016



Conclusions and Recommendations

- Managing the English National Concessionary Travel Scheme on behalf of the registered residents in West Yorkshire, including Senior, Disabled, Disabled and Companion. In addition WYCA manages Young Persons, Scholars and 16-25 year olds concessionary travel schemes;
- Managing school transport by procuring bus services for school pupils across the county, co-ordinating the needs of statutory travel and non-statutory needs.
- Administering and facilitating the development and implementation of M-Card smartcards.
- Managing transport assets across the region, including 14,000 bus shelters and stops, and 30 bus stations and bus points.
- Providing travel information at stops, stations, online, and over the phone through Metroline.

24 It is acknowledged in a recent House of Commons briefing paper that unless local transport authorities are involved in partnerships (and then only by agreement with the bus operator), they have little control over the level and structure of fares, integrated ticketing, the stability of the network, branding and marketing.³

25 Leeds City Council does not have any statutory responsibility for the co-ordination, provision or financial support of bus services. However, as the Local

Highway Authority it does have the following duties with regard to buses:

- The Highway Act (1980), which sets out the main duties of highway authorities in England and Wales, with regard to the management and operation of the road network. In terms of provision for buses, this act gives the Highway Authority the responsibility for the creation, maintenance and improvement of bus infrastructure, for example bus lanes and traffic light priority measures.
- The Traffic Management Act (2004), includes a duty for local traffic authorities to secure 'the expeditious movement of traffic on the authority's road network' to tackle congestion and disruption on the road network, including the movement of buses.
- Under the provisions of the Road Traffic Regulation Act (1984), local authorities can implement 'Traffic Regulation Orders'. A traffic regulation order (TRO) is the legal instrument by which traffic authorities implement most traffic management controls on their roads. TROs are designed to regulate, restrict or prohibit the use of a road, or any part of the width of a road by vehicular traffic or pedestrians.
- In November 2005, new regulations enabled local authorities outside London to carry out camera enforcement of bus lanes provided that their area had been designated as a permitted/ special parking area under the provisions of Schedule 3 of the Road Traffic Act 1991. Leeds

³ House of Commons Library, Briefing Paper CBP07545, 22 February 2017, Bus Services Bill (HL) 2016-17



Conclusions and Recommendations

City Council has adopted these powers to enforce bus lanes.

- Working closely with WYCA on strategic transport developments, such as HS2 and Transport for the North.

26 Bus Operators did explain to us that they consider the regulatory framework to be transparent and sufficient. During our inquiry, the Bus Services Bill was introduced to Parliament. In considering the statutory accountability framework in place for Bus Operators currently we consider that there is little democratic accountability and more can be done to improve accountability to the public. We hope that this will be strengthened by the new legislation. The reasons for this are highlighted later within this report.

Deregulation and Patronage

27 The 1985 Transport Act de-regulated local bus services, with the exceptions of London and Northern Ireland. The introduction of the act brought about a change in the operation of bus services from public bodies to private companies. As a result bus services in Leeds are operated by private companies within a de-regulated framework, with approximately 90% of bus service mileage provided on a commercial basis in West Yorkshire.

28 We were advised that the 1985 act enables local transport authorities to influence the performance and development of local bus services through partnership agreements (either voluntary or statutory) or through a Quality Contract Scheme (QCS), which

would have the effect of introducing franchising, such as the tendering regime that applies in London and most major European cities.

29 We heard that in order to implement a QCS there are a great deal of legislative barriers to overcome. A QCS has never been successfully implemented despite a submission in 2014 by Nexus, part of the North East Combined Authority. We were advised that Bus Operators in the North East fiercely objected to the introduction of the QCS and that the scheme broadly failed on process. This demonstrates to us that legislation as it currently stands does not support or facilitate in practice alternative approaches to improving local bus services.

30 Bus patronage was in decline during the 1970s, with a very similar pattern in both the metropolitan areas and in London.⁴ We understand that the purpose of deregulation was to reverse this trend, to improve bus services and increase patronage by introducing commercial competition. It was explained to us that this did not happen and in the West Yorkshire area there has been an overall fall in bus use since deregulation. This is highlighted in graphical information in appendix 2.⁵

31 It is stated that the bus industry believes deregulation has generally been a success and has delivered significant investment and service improvements since 1986.⁶ We heard from a number

⁴ Building a world-class bus system for Britain – TfQL Community Interest Company May 2016

⁵ Provided by WYCA

⁶ House of Commons Library, Briefing Paper CBP07545, 22 February 2017, Bus Services Bill (HL) 2016-17



Conclusions and Recommendations

of visitors contributing to the inquiry that more people in Leeds travel by bus than any other mode of transport. However, there has been a decline of bus patronage, during a period of time when the local economy has prospered and rail patronage has grown.

32 We challenged the major bus operators regarding growth and investment. We asked for clarity about the turnover of profit from their operations in West Yorkshire, and the perceived lack of reinvestment in services. In response First Bus advised us that there has been studies which suggests that there is not sufficient profit to reinvest and that 'super-profits' are not being earned in West Yorkshire. Arriva advised that the bus industry requires a lot of investment and that profit margins reflect this.

33 First Bus did concur that their reputation in the past was based on cutting services and increasing fares. They stated that this was a while ago and that bus operators in West Yorkshire are focusing on investment in growth.

34 We acknowledge that there has been consistent growth in patronage within West Yorkshire since 2012, which was attributed to the efforts made by the bus operators. However, patronage figures are still considerably lower than the preceding decade and therefore we concluded that the baseline, from which investment in services and improvement in patronage is being measured, is low. Significant improvement is still required to build passenger numbers.

35 Concerns were expressed during the inquiry about the wider impact of deregulation particularly by the bus drivers union Unite. At this session we

discussed service reduction, fare increases and the profits made by commercial operators. Unite representatives advised us that they believe profits should be reinvested into the community, new greener vehicles, improving services and improving bus driver employment terms and conditions. They stated 'Bus drivers are carrying our families, and one of the most difficult jobs at this moment in time is driving a bus around the city centres.' Unite actively campaign for the re-regulation of bus services across the country.

36 We were advised of the success of deregulation in areas such as Bristol, Oxford, York and Leicester. We sought clarity about examples of similar successes in major cities like Leeds. Representatives from Unite advised us that the only comparator area is Sheffield where a working partnership is established between operators, the transport authority and the local authority to manage the network and wider functions.

37 Dai Powell from HTC highlighted recent evidence showing the success of the re-regulated system in Jersey, where HTC operate a contracted bus network. This showed that a level of subsidy has reduced by £800,000 per year while passenger usage has increased by almost a third.⁷ Tower Transit also brought our attention to their successes under franchised systems in Singapore and Perth.

⁷ HTC Group, practical bus franchising the Jersey model May 2016



Conclusions and Recommendations

The Bus Network - Economic and Social Value

38 Buses connect people to jobs and customers to businesses, they provide access to essential services, promote social inclusion and provide environmental improvements by encouraging a switch from private to public transport.⁸

39 With regard to economic growth it has been stated that 'in Metropolitan areas alone, bus networks are estimated to generate over £2.5bn in economic benefits against public funding of £0.5bn.'⁹ In addition more people access high streets by bus than by any other mode, 'bringing a combined total retail and leisure spend to £27.2 billion of which £21.5 billion is spent in town or city centres.'¹⁰

40 With regard to social value, a report commissioned by the Department for Transport¹¹ looked at the impacts of public transport in general and concluded that there are several social groups who benefit from local public transport interventions. Those who benefit the most are on low incomes, older people, younger people, disabled people and those living in remote and rural areas. The main common denominator with these groups 'being

the tendency towards non-car ownership', which creates significant barriers such as social and economic exclusion.

41 The report also highlights the benefit of public transport; 'access to employment, education and labour market participation is a key benefit for many groups as is the ability to independently partake in social activities, shopping trips and get to other essential public services, especially healthcare.'

42 We certainly recognise that the bus is a vital mode of transport for young people in order to connect them to education and employment opportunities. We remained unconvinced however that young people find bus travel affordable and this is a barrier to their achievement in both education and employment.

43 Other recognised benefits of bus travel for society in general are through reduced congestion, pollution and accident rates.

44 HTC group deliver a range of transport services and reinvest the profits from their commercial work into transport services or projects in the communities they serve. HTC Group advised us that the social value of bus services, the voice and influence of passengers and the shaping of bus networks could be better facilitated through the implementation of franchising powers, to be introduced by the Bus Services Act. We were advised that 'at the moment they [the community] have no influence, they have virtually no say and they get what they are given.'

45 Representatives from the Chamber of Commerce put into context how

⁸ KPMG Local Bus Market Study, Report to the Department of Transport, January 2016

⁹ Making the connections: The cross-sector benefits of supporting bus services. PTEG

¹⁰ Buses and Economic Growth, Institute for Transport Studies, June 2012

¹¹ Valuing the social impacts of public transport, Department for Transport (University of Leeds & Mott MacDonald)



Conclusions and Recommendations

important buses are to the Leeds economy. 'It is not just about people travelling in to work, it is also about ensuring travel to schools, colleges and hospitals. Buses also benefit the night-time economy. Buses are about transport not only to the city centre but other useful centres. Around 80% of our members would choose cars as their chosen mode of transport. However, they also recognise that in order for the broader economy to be able to function you have to have an efficient and effective public transport system supporting economic growth.' Improving transport networks is one of their key lobbying areas, nationally, regionally and locally.

46 Representatives from the Chamber of Commerce also stressed to us the importance of integrated transport systems, in terms of how buses, taxis and trains are integrated. WYCA advised us that a West Yorkshire Transport Strategy is in development, to update the existing Local Transport Plan. This will bring a range of current strategic transport plans and programmes into one single plan and provide a clear statement of the Combined Authority's vision for transport.

47 It is important that organisations and potential employers consider Leeds as a viable proposition in which to establish their enterprise. We are very aware that a 'fit for purpose' bus network is a location consideration for organisations to facilitate the transport of potential employees from the Leeds area and beyond. We understand the well documented link between efficient transport systems and prosperity in the economy and in communities.

48 The bus helps to build communities. Transport links have been a key consideration in assessing land supply for future house building across Leeds. We are mindful however that the majority of the bus network is not planned or managed by the WYCA and conventionally the provision of bus services are demand led. This does not guarantee that new or developing communities will be well served. There is a disconnect, and we believe that franchising could be an option which would better enable Leeds City Council and WYCA to strategically plan, deliver and manage integrated transport services that would enable communities to thrive and provide links to healthcare, education and housing.

49 We established early in this inquiry that the WYCA has little control over the stability of the commercial bus network, run by private operators, which provides 90% of the bus service mileage in Leeds and across West Yorkshire. WYCA are responsible for non-commercial supported services for the remainder of the network. They advised us that they have very tight resources and capacity to provide new services is limited. Their £19m budget (West Yorkshire) has reduced over the last 6 years from £26m due to austerity measures. We were advised that WYCA have managed to maintain services by removing support for high frequency services and these are now wholly supported by commercial services.

50 As Elected Members and community representatives, we discussed our experiences of the bus network, to understand the extent to which the Leeds network is designed for the public good or to maximise operator profit.



Conclusions and Recommendations

- 51 Bus operator representatives advised us that if they were purely profit motivated much smaller networks would be in operation. However, they operate broader networks than they might otherwise do for the benefit of communities.
- 52 We considered the nature of demand led services and the impact of bus route changes in our communities. We were advised that there are good arterial services in and out of the centre of Leeds. However, there are difficulties travelling between some communities directly as they are less profitable routes. We recognise that bus companies operate in a commercial market, having a responsibility to shareholders. We also recognise that this does create compromise with regard to supporting the needs of the public.
- 53 A source of considerable frustration within our communities is the frequency of service changes, which we believe erodes confidence in bus services. We acknowledge that some cancelled commercial services have been re-established through support from WYCA, where funding permits. We were advised that licensed operators can register, vary or cancel services with 56 days' notice to the Traffic Commissioner, though operators had agreed with WYCA to restrict date changes to six dates per annum.
- 54 The Association of Bus Operators in West Yorkshire (ABOWY) acknowledged that there could be better consultation regarding the change to services and confirmed that operators are committed to undertaking formal consultation with customers, councillors and the authority, to enable communities to express their views and provide feedback on the proposed changes, which will be reflected in the networks operated.
- 55 Since our evidence gathering sessions we are pleased to note that WYCA and the leading Bus Operators have agreed a protocol for bus service changes which came into effect from 1 January 2017. This will restrict major service changes¹² to twice a year in late February and early September. The protocol also involves operators and WYCA consulting customers and communities prior to the registration of major changes.¹³
- 56 Following the Jersey example provided by HTC Group we considered the potential for improving network design with communities, where operators could work with the combined authority and the community to design routes that served the community better.
- 57 We also focused on the success of the Elland Road Park and Ride which was established jointly, in partnership with First Bus, WYCA and Leeds City Council. This provided an opportunity to determine and deliver an integrated package including the site, routes and quality journeys for customers. This highlighted a better methodology for network delivery across the city. We were advised that a franchising approach would provide an opportunity for better integration of transport systems and a whole city approach to planning a network.

¹² A major change involves alterations to routes and frequencies as opposed to minor timetable changes.

¹³ City Region Transport Update, Transport Committee WYCA 9 December 2016



Conclusions and Recommendations

58 The Jersey example, along with the Elland Road Park and Ride demonstrates clearly to us that transport authorities and wider stakeholders should have greater influence in the design of networks which will serve established and new communities, in a way which will provide access to health and education services, links to employment, meet social needs, and enable better integration with other modes of transport.

Competition

59 The deregulation of bus services was based on the notion that competition would increase quality and decrease cost to the consumer. We are clear that this has not been achieved. Since deregulation the market is mainly dominated by five large operators nationally which accounts for 70% of the market by number of services registered.¹⁴ In Leeds there are two main operators, First and Arriva, with the former enjoying overall dominance. We were concerned about the negative effects a lack of competition has had.

60 In December 2011 the Competition Commission published a report on local bus competition which considered the post de-regulation situation, this being an oligopoly nationally, with most urban areas having either a near-monopoly operator or two dominant operators. It was estimated that the total detriment to consumers and taxpayers as a result of adverse effects on competition was in the range of £115m to £305m per year nationally. We were advised, using the

Competition Commission's figures provided, that in 2010 the adverse estimated effect was £25m per annum in West Yorkshire.

61 The KPMG Local Bus Market Study¹⁵ also highlights that the lack of competition could also lead to higher fares, lower output, reduced service quality, reduced innovation and higher operator profits.

62 We were advised that the Competition Commission proposed a number of remedies aimed at promoting competition between bus companies. We were also advised however that the former WYITA were advised that these remedies were unlikely to be effective in the West Yorkshire context as they were already in place or were considered to have little potential impact. We were also informed that recent market analysis has demonstrated that the level of competition has not changed significantly since the Competition Commission's report was published, meaning the potential for significant detriment remains.

63 WYCA advised us that they are endeavouring to encourage small operators into the market with half of their £19m budget for supported services invested with small operators. This however represents a very small share of the total network.

64 We explored with smaller operators what could be done at present to address the lack of competition. We were advised that influencing change in the current circumstances in West Yorkshire would be very difficult. It was stated that smaller operators could only

¹⁴ House of Commons Library, Briefing Paper CBP07545, 22 February 2017, Bus Services Bill (HL) 2016-17

¹⁵ See footnote 7



Conclusions and Recommendations

'scratch around the edges and that is all you can do because it is a dominant monopoly' and 'In somewhere like West Yorkshire it is very very difficult to become a medium sized player.'¹⁶

- 65 It is our view that the legislation provided in the Bus Services Act (once enacted) must be explored to identify the options available to mitigate the detrimental impacts identified by the Competition Commission in 2011. It is important that the options and methodology for introducing effective competition into the West Yorkshire market are identified.

Recommendation 1 – That the Director of Transport Services (WYCA) explores how existing legislation and powers recently provided in the Bus Services Act could be utilised:

- a) To enhance the responsiveness and accountability of bus operators to local communities.
- b) To open up the bus service market to new competitors and to promote competition in Leeds and the West Yorkshire region.

The findings and conclusions are to be reported to the Scrutiny Board (City Development) in the first quarter of 2018.

Bus Service Standards and Quality

- 66 During the period of our inquiry WYCA was developing a West Yorkshire Transport Strategy. An element of that plan is the development of a Bus

Strategy for West Yorkshire. Work on the evolving Bus Strategy preceded the introduction of the Bus Services Bill and development of the strategy has been ongoing whilst the bill has progressed through Parliament. We were assured that the strategy will ultimately reflect the requirements of the Bus Services Act.

- 67 We were fully advised of the public consultation undertaken with regard to the Bus Strategy, to which we contributed. The consultation ran between 18th July and 21st October 2016 and included public drop-in sessions, workshops, one-to-one meetings with key stakeholders and online access.
- 68 The Bus Strategy consultation received over 3,300 responses¹⁷ for the West Yorkshire Area. Consultants AECOM were commissioned to produce a full independent report which analysed the consultation responses and has given us an interesting insight into the public perception of bus services currently.
- 69 In general the responders to the consultation advised that:
- Buses failed to turn up (81%);
 - Destinations could take a long time to reach (69%);
 - Bus Services didn't run to timetable (65%); and
 - Information provision was inconsistent and difficult to find (63%).

¹⁶ Dai Powell HTC Group

¹⁷ Report to the Transport Committee (WYCA), Bus Strategy, 24 February 2017



Conclusions and Recommendations

70 The AECOM report¹⁸ highlighted the responses for Leeds, these being:

- 88% stated that they had occasionally experienced buses that failed to turn up.
- 83% agreed with the proposal to ensure that travel information when planning a journey was easily accessible and reliable.
- 79% agreed that there should be integrated, simple and affordable bus fares for all.
- In terms of importance, 79% of respondents from Leeds stated that the provision of a bus journey that offered modern, coherent and integrated bus services was of importance. 70% selected customer experience, i.e. a consistent and excellent customer service across the bus system.

71 It also outlined a number of key areas to address in the future:

- Travel Information - should be easily accessible and reliable.
- Accountability - greater measures to force accountability and a feeling of uncertainty that the proposals would become a reality.
- Integration - there should be improved integration between modes and across boundaries with improved bus infrastructure and greater accessibility. Journeys should be modern, coherent and integrated.
- Reliability - Those in Leeds were most likely to say the bus service did not run to timetable or the bus did

not turn up and took a long time to reach its destination.

- Cost - Cost was of greater importance to BME and younger respondents. Overall respondents feel payment should be integrated, simple and affordable for all, and with a modern low carbon bus system.

Recommendation 2 – That Director of Transport Services (WYCA) provides a report, in the first quarter of 2018, to the Scrutiny Board (City Development) on how the key areas to address, raised in the AECOM report, will be or have been, resolved through the West Yorkshire Bus Strategy and West Yorkshire Transport Strategy.

72 Each year Transport Focus publishes their Annual Bus Passenger Survey which captures the views of bus users only. This represents a narrower field than those consulted on the Bus Strategy. ABOWY usefully presented us with a summary of the Bus Passenger Survey for West Yorkshire which we compared to the national average statistics¹⁹.

- Overall 87% of passengers were satisfied with their service. (85% in 2012), National satisfaction is 86%
- 61% of fare paying passenger were satisfied with Value for Money (55% in 2012), National satisfaction 63%
- 74% of passengers satisfied with Punctuality (70% in 2012), National satisfaction 75%
- 86% of passengers satisfied with Journey Time (86% in 2012), National satisfaction 84%

¹⁸ Independent Analysis of the West Yorkshire Bus Strategy Consultation Responses, Executive Summary, Phase 2, February 2017 (AECOM)

¹⁹ Bus Passenger Survey, Autumn 2015 Report, Transport Focus



Conclusions and Recommendations

ABOWY advised us that this compares favourably with local rail operator Northern Rail with 82% satisfaction (81% punctuality, 58% value for money and 83% journey time). Therefore overall satisfaction rates with bus travel are higher.

- 73 The KPMG Local Bus Market Study²⁰ acknowledges that levels of passenger satisfaction are high and that scores are improving. It also states that there were 'concerns raised during the stakeholder interviews that high passenger satisfaction levels potentially reflect low passenger expectations rather than high service quality.' We also believe that low expectations and the perceptions of non-users about the quality of bus travel is a key issue to be addressed if people are to be persuaded to change their mode of transport to bus.

Punctuality and Congestion

- 74 We fully appreciate that the contributing factors for poor punctuality can be numerous and can be caused by Bus Operators, the Highways Authority or organisations such as the Highways Agency or utility companies. We were therefore reassured to hear that endeavours are made to work in partnership in order to bring about improvements.
- 75 The representative from ABOWY advised us that the cost of congestion for bus operators in Leeds is significant. First Bus has added 11 buses (3.1%) to its network to maintain their timetables, with average speeds reducing from 11.9mph to 10.2mph over the last five years. Operators stated that the vast

majority of cancelled services are due to buses being caught up in congested traffic. They also advised us that public sector investment is important, as research has shown that targeted investment in bus priority measures would typically generate £3.32 of net economic benefit for each £1 of cost incurred.

- 76 We do not disagree with this assertion in the knowledge that a considerable amount has been invested into bus lanes, smart traffic lights and large projects such as the A65 corridor. We understand that there is also a commitment with the bus operators to ensure that buses have priority over other vehicles where possible with significant investment having been made in physical bus prioritisation to ensure buses run more reliably. It is logical to draw the conclusion however that further investment will be required to accommodate the aspirational passenger growth as defined in the West Yorkshire Bus Strategy and Leeds Transport Strategy.
- 77 29% of West Yorkshire bus passengers surveyed in the 2015 Bus Passenger Survey reported that congestion or traffic jams affected their journey time, this is an increase from 24% in 2014. 16% said road works affected their journey, this is an increase from 11% in 2014.²¹
- 78 We were advised that road works in various different forms can frustrate the punctual operations of a bus service and can also frustrate the use of the road generally. WYCA and Leeds City Council work closely in order to manage

²⁰ KPMG Local Bus Market Study, Report to the Department of Transport, January 2016

²¹ Bus Passenger Survey, Autumn 2015 Report, Transport Focus



Conclusions and Recommendations

planned road works as well as having processes to re-route bus services around major congestion areas.

79 We were further advised that a street works permit scheme is in place for planned road works. The utilities have statutory rights to undertake works, however short-term 'utility-based' road works that aren't planned or communicated can create the greatest disruption to punctuality.

80 We do recognise that congestion is only one element contributing to the current bus system challenges in Leeds. London and Edinburgh are two of the most congested cities in the UK yet their bus patronage is still growing. It is essential that organisations work together to overcome the challenge of congestion including operators who are expected to manage their fleet, improve boarding times, travel times, and ensure there is sufficient resilience within the system to ensure that services are punctual and reliable.

Recommendation 3 – That the Director of City Development provides the Scrutiny Board (City Development), with a report at a future meeting which outlines the congestion alleviation plan for Leeds, including identification of areas of the City that requires priority measures, the measures due to be implemented city wide and timescales for implementation.

Customer Satisfaction

81 Bus Strategy consultation has highlighted the importance of a modern bus service with a consistent and

excellent customer experience. Bus Operators advised us that they actively encourage customer comments, both negative and positive. Complaints are routinely investigated and fed back to the affected parties and where possible a root cause resolution exercise is undertaken to ensure lessons are learned and alterations made. We concluded however that passengers have limited influence over the levels of service provided.

82 We found that traveller experience across Leeds is a mixed picture. Expectations have changed, with higher quality vehicles, good customer service and Wi-Fi being desirable. There were some good examples of investment considered, such as Transdev's 36 bus and Arriva's premium Sapphire service. We were advised that generally a premium is charged for those services, however there is a market for them. Operators informed us that the company standard adopted by Transdev is motivational and what they aspire to achieve. However, it was stated that rapid investment in vehicles across the whole network is not possible and would have to be done on a staged basis. Operators recognise that investment in vehicles is necessary to make bus travel attractive to those who currently do not utilise this mode of transport.

83 With regard to non-commercial services WYCA advised us that quality standards are in place. Monitoring officers work incognito to observe and monitor services. WYCA also implements a penalty scheme, deducting funding where service is considered to be poor.

84 We explored passenger safety and anti-social behaviour on buses and at the bus station in Leeds. We were advised



Conclusions and Recommendations

by WYCA representatives that increased patronage would improve journey safety. With regard to Leeds bus station, the concourse-style and closed environment creates a safer environment; it also has security arrangements including CCTV. The partnership arrangement with West Yorkshire Police was also highlighted, including the assistance from police community support officers. In Leeds the police travel on 'Trojan' buses which help them to identify and reduce crime and anti-social behaviour.

Bus Fares and Ticketing

85 79% of respondents to the Bus Strategy consultation stated that there should be integrated, simple and affordable bus fares for all. Bus Operators advised us that they need to balance ticket simplicity with customer choice and value for money and that customer satisfaction in West Yorkshire with regard to value for money has increased in 2015 from 55% to 61%. .

86 Bus fares for services in England outside of London have risen at a higher rate than general inflation since 2005.²² The same report also states that fares tend to follow trends in operating costs which have also increased at a faster rate than inflation, and operating costs are largely driven by labour and fuel costs and both have risen substantially over recent years.

87 That said, bus fares should represent good value for money compared to other modes of transport, such as driving or taxi, in order to attract new service users. It is perceived however

that bus fares have risen substantially, while the cost of motoring has fallen.

88 When we considered bus patronage demand over the last 20 years by different age groups we were concerned about the level of decline in bus usage by younger people, despite fares for younger people being subsidised by the tax payer's discretionary concessionary fare scheme, as they are ultimately the future of bus travel. We were reassured in part that WYCA and Bus Operators are already looking at viable options for reversing this trend.

89 It became evident during our inquiry that there are many and varied fare options available in Leeds. We were advised that anyone travelling on Kirkstall Road by bus had over 100 different fare options to consider. We heard from a number of representatives that simplification of the fare system would be a huge benefit with integrated, multi operator, multi modal options.

90 We therefore welcome the introduction of a statutory ticketing scheme which compels bus operators to accept multi operator/multi modal tickets including the M-card²³, which came into effect on 8 November 2016.²⁴

91 We were also advised that operators are committed to developing an account based 'cap' system for a day, week or month travel so that customers can be charged as they travel. Operators are also committed to rolling out contactless payment by 2022. We hope that these initiatives will address boarding time

²² KPMG Local Bus Market Study, Report to the Department of Transport, January 2016

²³ Bus operators in partnership with WYCA have introduced a smart card under the M-card brand.

²⁴ WYCA Transport Committee – 9th Dec 2016



Conclusions and Recommendations

issues which customers currently perceive to be a problem.

Increasing Patronage

92 Evidence was provided at the inquiry which highlighted that bus patronage in West Yorkshire has declined by 11% between 2001 and 2011, despite an increase in population and the introduction of the English National Concessionary Travel Scheme. We were informed that the reasons for decline are a complex mix and include changes in car ownership, growth in local rail travel, the relative costs of public transport and car use, perceptions of value for money and operational performance. Some of these areas are addressed earlier in this report.

93 A key consideration throughout the inquiry was how patronage could be increased. We concluded that there is a clear need to identify the factors that are preventing non-users from catching the bus. The Bus Passenger Survey could not give this insight, however the Bus Strategy consultation provided a greater understanding. However, only by direct engagement with people who travel using other modes of transport could this be understood. Bus Operators contributing to this inquiry echoed this view. Since the inquiry ABOWY have stated their intention to undertake a research study in order to understand barriers for bus non users and the factors which would move them towards bus usage.²⁵

94 Representatives from the Chamber of Commerce advised us of the need to

widen the bus debate and get different people to comment. It was said that businesses in the city are often concerned about graduate retention. It is perceived that an improved transport system in Leeds would be one factor that make Leeds a more attractive place to stay, work and build a future. There is a need to engage with those groups who normally would not be involved within the bus debate.

95 Dai Powell from HTC Group advised of the need to work with employers, to understand their transport priorities and bus requirements. He also advised us that of the essential need to make bus travel attractive to entice professionals to use the bus, who might otherwise use their car.

96 We were informed that over half of the people completing the bus passenger survey elected to leave their car at home. A view from operators was expressed about the need to curb the use of cars through restraint and parking charges in addition to making bus provision more attractive. This view was not generally accepted by the board as a measure to encourage modal change when the current perception exists that bus travel is not generally a viable, reliable, punctual or pleasant alternative.

Recommendation 4 – That Director of Transport Services (WYCA) and ABOWY provide the Scrutiny Board (City Development) with an update, in the first quarter of 2018, regarding the research into the barriers to bus travel for non-users, and the action to be taken to make bus travel a viable and more attractive mode of transport for non-users.

²⁵ WYCA, Bus strategy consultation, Appendix J Bus 2018 Scope



Conclusions and Recommendations

Air Quality

97 One bus journey could remove the need for 30 individual car journeys. Increasing bus patronage can have a significant positive impact on improving air quality, and reducing CO2 and other hazardous emissions.

98 We understand that Leeds is faced with significant air quality issues with a need to reduce traffic emissions. Poor air quality can have detrimental effects on the general health and wellbeing of Leeds residents. We were made aware that there are 'hotspots' in Leeds where pollutants are having a seriously adverse effect on young people. Representatives from Unite also brought to our attention cases where they contend drivers are suffering from lung cancer due to driving older polluting vehicles for a number of years, alongside other polluting vehicles.

99 We were informed that some of the West Yorkshire bus operators are by choice working with manufacturers to develop green, clean bus technology. However the majority of bus vehicles on the Leeds network are currently older diesel vehicles.

100 Both Bus Operators and WYCA felt that they are making a contribution to improving air quality. Bus Operators advised us that they are aiming to comply with Euro 6 standard and are investing accordingly. First Bus stated that they would have 60 vehicles meeting Euro 6 standards in Leeds by autumn 2016. First Bus also confirmed that they have been successful, along with Transdev and WYCA, in bidding for funding to convert vehicles to Euro 6 standards.

101 WYCA added that they have converted 165 Yellow Buses into 'green' buses, exceeding Euro 6 standards and are also converting 26 access buses. They also operate a number of contracts where the buses have hybrid technology.

102 The Bus Strategy states an ambition for a low carbon bus system which contributes to improved air quality, encouraging technologies which move towards near to zero vehicle emissions. We were advised that the type of technology is not specified in the Strategy as development of green technology is evolving at a fast pace.

103 In December 2015 DEFRA published its Air Quality Improvement Plan. The Scrutiny Board (Environment and Housing) are currently undertaking an inquiry into improving air quality in Leeds. It is anticipated that this inquiry report will be agreed in May 2017. The scope of that inquiry includes the following relevant areas:

- Understanding the key features of the DEFRA report and its implications for Leeds.
- Making an assessment of existing and potential mechanisms used to engage the public and various stakeholder groups on the issue of air quality and potential solutions and
- The extent to which air quality issues are being considered in the development of the Transport Strategy for Leeds, with particular reference to the proposed introduction of a clean air zone.



Conclusions and Recommendations

104 ABOWY have expressed concern at this inquiry. They stated that the bus industry in Leeds wants to be part of the air quality solution, however there is a potential for clean air zones to have unintended consequences in its implementation, with the potential to impact negatively on the network.

Recommendation 5 – That Director of Transport Services (WYCA) and the Director of City Development, working in collaboration with Bus Operators, provide the Scrutiny Board (City Development) with an update at a future meeting on the implementation and impact of air quality improvement measures, outlined in the West Yorkshire Bus Strategy, Leeds Transport Strategy, and Bus 18 Programme objectives. (see recommendations 6,7&8)

Service Transformation

Bus Strategy

105 During the course of our inquiry WYCA was actively developing the West Yorkshire Transport Strategy. An integral element of that strategy is the evolving West Yorkshire Bus Strategy. The Bus Strategy was described as the 'daughter document' to the broader Transport Strategy. Consultation on this strategy is referenced earlier in this report. WYCA advised us that they worked with the five West Yorkshire Councils, stakeholders and the three main Bus Operators to develop the principles and vision for the strategy.

106 We were presented with a draft version of the Bus Strategy and were advised that it has been designed to help West Yorkshire achieve more from its bus services. The Strategy reflects ambitions which could potentially address our areas of concern. It outlines the factors that require development in order to deliver bus services that support economic growth, and supports broader environmental and social goals.

107 The vision encapsulated within the strategy states the desired outcome to establish the best system in Europe; *To create a modern, integrated and innovative bus system, which puts customers first and contributes to the delivery of West Yorkshire's economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy*

108 The ambition to grow patronage by 25% over the next 10 years, across West Yorkshire is also stated. We were advised that less than 25% over the next decade could endanger the delivery of the planned level of forecast economic growth and there is an opportunity to target higher levels of patronage growth. The aspiration for Leeds is to double bus patronage by 2027 (Leeds Transport Strategy).

109 The ambitions, objectives and desired outcomes are detailed in the full West Yorkshire Bus Strategy, appendix 3. The adoption of the Bus Strategy is planned for summer 2017, following which we aim to establish if the defined priorities are being delivered.



Conclusions and Recommendations

Recommendation 6 – With regard to the West Yorkshire Bus Strategy, that Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with an update, in the first quarter of 2018, which identifies progress in the implementation and delivery of the proposals outlined in the bus strategy.

Post Inquiry – Bus 18 and Leeds Transport Strategy

110 During the inquiry we were advised that the 'Bus 18 programme' was being developed by a collaborative partnership between WYCA, Arriva, First Bus, Transdev and ABOWY. This programme aspires to provide the foundation for delivering a number of objectives in the Bus Strategy before the end of 2018. The programme 'includes a raft of pledges that will make bus travel better with the ultimate aim of encouraging more people to use the bus.' The Bus 18 programme was launched on the 24 March 2017. The pledges are detailed in appendix 4. Again we aim to establish how successfully these promises are delivered.

Recommendation 7 – With regard to the Bus 18 programme, that Director of Transport Services (WYCA), in collaboration with Bus Operators provides the Scrutiny Board (City Development) with an update in the first quarter of 2018, which identifies progress in the implementation of the pledges outlined in the programme. This report should also outline the impact and outcomes delivered by the Bus 18 programme.

111 At our meeting on the 15 Feb 2017 we considered the Transport Strategy for Leeds. This has been developed to align with the West Yorkshire Transport and Bus Strategies.²⁶ The strategy outlines the planned investment of £270m for transport in Leeds with over £180m of this investment assigned for bus travel.²⁷ The main investment priorities are:

- A comprehensive package of bus priority measures across the city to improve journey times on some of the most congested corridors in Leeds.
- An aim to double bus patronage in Leeds by 2027
- Over 90% of core bus services will run every 10 minutes, up to 8pm
- A strategic bus park and ride site at Stourton with express bus services to Leeds city centre. More car park spaces and new routes from Elland Road Park and Ride.
- Free Wi-Fi on all new buses, smart technology improving ticketing, boarding and waiting times.
- Improved local bus journeys, connecting communities and neighbourhoods.
- Investment of £71m for 284 new buses from First Group by the end of 2020 that will meet as a minimum Euro 6 standards.
- A series of more modern district bus hubs across the City, which are serviced

112 We have stated earlier in our report that it is essential for organisations to

²⁶ Transport Conversation update and Leeds Public Transport Investment Programme, December 2016

²⁷ <http://democracy.leeds.gov.uk/documents/s152792/Transport%20Report%20Appendix%20A%20061216.pdf>



Conclusions and Recommendations

work together to overcome the challenge of congestion. Bus operators repeatedly stressed the importance of public sector investment in bus priority measures. Operators have committed to improve networks, increase patronage and improve the quality of buses and it is important that the package of bus priority measures is delivered at a suitable pace to complement these commitments.

Recommendation 8 – With regard to the investment in bus travel defined in the Leeds Transport Strategy, that the Director of City Development and Director of Transport Services (WYCA) provides the Scrutiny Board (City Development) with:

- a) An update at a future meeting which identifies progress in the £180m investment in bus travel in Leeds.
- b) An update at a future meeting which identifies the outcomes that have been delivered through this investment and the impact of that investment.
- c) An overview of the delivery plan for bus priority measures across Leeds and how this complements the delivery of improvement plans specified by Bus Operators/ABOWY.

advised that the resulting Bus Services Act will set out three areas of improvement. Firstly, a simpler route to bus franchising for those authorities which are a mayoral devolved organisation. Secondly improved partnership working with the bus operators and thirdly the improved data transfer and 'open data' approaches to enable customers to gather the information that they need for bus travel.

114 The new franchising powers provided by the Bus Services Act are intended to be clearer and simpler to use than the current Quality Contract Scheme (QCS) process. The Bill was clear that franchising powers will only be available to authorities with devolved elected mayoral arrangements. For all other authorities, Secretary of State approval must be given.

115 When the Bill was first introduced it contained a clause that prevented local transport authorities in England from forming a new municipal bus company. This was not supported in the House of Lords who amended Bill, to enable all local authorities to form new municipal bus companies.

116 WYCA advised us that they supported this change and had taken the proactive step in writing to West Yorkshire MPs to promote the benefits for simpler routes to franchising and to express their concern should the clause be reintroduced through future parliamentary process. We also wrote to Leeds MP's to reinforce this message. Disappointingly, the clause was reintroduced as the bill proceeded through the House of Commons.

The Bus Services Act

113 Earlier in this report we made reference to the introduction of the Bus Services Bill. The intention of this legislation is to enable Local Authorities, Elected Mayors and Bus Operators to make improvements to bus services in their areas. During the inquiry we were



Conclusions and Recommendations

- 117 We have considered the merits and the perceived benefits that franchising would bring to competition, network improvement and innovation. We were advised that many of the major operators, including those in Leeds, already operate under franchise systems both here in the UK and in other countries.
- 118 Two organisations participating in the inquiry, Tower Transit and HTC Group advocated franchising to reduce costs to government, improve services, generate growth in passenger numbers and help to achieve local government's social and economic policy objectives. Tower Transit, stated that franchising would put local government in charge of what it does best: policy and strategy, and get the best out of the private sector when they compete to operate bus services. They added that international research on this topic cite London, Perth and now Singapore as exemplar models of bus services because of the powers the transport authorities have thorough franchising.
- 119 We heard how the proposed franchising provisions of the Bus Services Bill could potentially open up the market to new competitors, as bus operators would compete to provide services by contracting with Local Authorities. It would expose bus operators in the current regime to the forces of competition, which we have identified does not exist in practice across the UK, outside London. We were advised that a partnership model would not facilitate this, with incumbent operators continuing to protect their business position. We were also advised that transport authorities and passengers will only obtain service innovation, reduced costs and improved performance when there is full accountability and real competition between operators.
- 120 ABOWY advised us that they have different views compared with those expressed by Tower Transit and HCT Group. It is their perception that franchising will have no effect on reliability and punctuality, and provide no guarantee of passenger growth. ABOWY also questioned the capacity of authorities to deliver bus services at a time when public sector funding is constrained. In addition ABOWY questioned whether authorities are prepared for the level of commercial risk they could potentially be undertaking under a franchise regime. ABOWY added that the Bus Services Act will facilitate collaborative partnership work, which has already begun with WYCA.
- 121 Clearly the new act supports the development and creation of new and existing partnerships schemes, which requires the full support of bus operators to be effective. The Scrutiny Board is unanimous in its belief that bus franchising decisions should be made locally, to drive improvement in bus provision. There is also unanimity in the view that all Combined Authorities (mayoral or non-mayoral) should have the option, if they wish, to be a franchising authority. Not allowing simple franchising powers to all Authorities means that there will be disparity in how improvements can be progressed across the country where partnership arrangements prove ineffective.
- 122 We are ultimately disappointed that franchising powers under the Bus Services Act will currently be limited for



Conclusions and Recommendations

West Yorkshire without Secretary of State intervention. It is the objective of this Scrutiny Board to monitor the performance of the established partnership arrangements to determine if they are delivering the objectives and vision of the Bus Strategy, Bus 18 programme and Leeds Transport Strategy. We do consider it prudent however to fully explore all the options and requirements under the Bus Services Act for the implementation of franchising arrangements in West Yorkshire.

Recommendation 9 – That Director of Transport Services (WYCA) and the Director of City Development fully investigate the elements of the Bus Services Act regarding:

- a) The implementation of partnership arrangements with robust governance and accountability provision.
- b) The requirements for gaining Secretary of State approval for the implementation of bus franchising in Leeds and West Yorkshire.

The analysis, options and methodology for implementation to be reported in the first quarter of 2018 to the Scrutiny Board (City Development).



Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted / Considered

- Report of the Director of City Development, Inquiry into Bus Service Provision 27 January 2016
- Report of the Head of Scrutiny and Member Development and West Yorkshire Combined Authority, Inquiry into Bus Service Provision, 17 February 2016
- Local Bus Market Study – KPMG, January 2016
- Report of the Head of Scrutiny and Member Development, Inquiry into Bus Service Provision 30 March 2016
- Speech of the Bus Minister Andrew Jones which explains the government's forthcoming Buses Bill – 11th February 2016
- Report of the Head of Scrutiny and Member Development, Inquiry into Bus Service Provision 27 April 2016
- ABOWY Charter, the route to great public transport
- HTC group, Bus franchising: the real opportunities, April 2016
- HTC Group, practical bus franchising the Jersey model May 2016
- Leeds Scrutiny Inquiry into Bus Service Provision – Submission by ABOWY
- Tourism and Transport Forum – On the buses, February 2016
- Devolution, integration and franchising Local public transport in the Netherlands – Urban Transport Group
- Report of the West Yorkshire Combined Authority, Inquiry into Bus Service Provision 12 October 2016
- West Yorkshire Transport Strategy Summary
- West Yorkshire Bus Strategy Summary
- The Bus Services Bill and Overview, Department of Transport
- Letter from WYCA Transport Committee to MP's regarding the Bus Services Bill
- Local Government Association briefing note on Bus Services Bill
- UTG response to the Transport Select Committee
- House of Commons Library, Briefing Paper CBP07545, 22 February 2017, Bus Services Bill (HL) 2016-17
- Building a world-class bus system for Britain – TfQL Community Interest Company May 2016



- Making the connections: The cross-sector benefits of supporting bus services. PTEG
- Buses and Economic Growth, Institute for Transport Studies, June 2012
- Transport Conversation update and Leeds Public Transport Investment Programme, Report of the Director of City Development to Executive Board Leeds, 14 December 2016
- Best Council Plan 2017/18: Tackling poverty and reducing inequalities
- Valuing the social impacts of public transport, Department for Transport (University of Leeds & Mott MacDonald)
- Report to the Transport Committee (WYCA), Bus Strategy, 24 February 2017
- Report to the Transport Committee (WYCA) City Region Transport Update 9 December 2016

Witnesses Heard

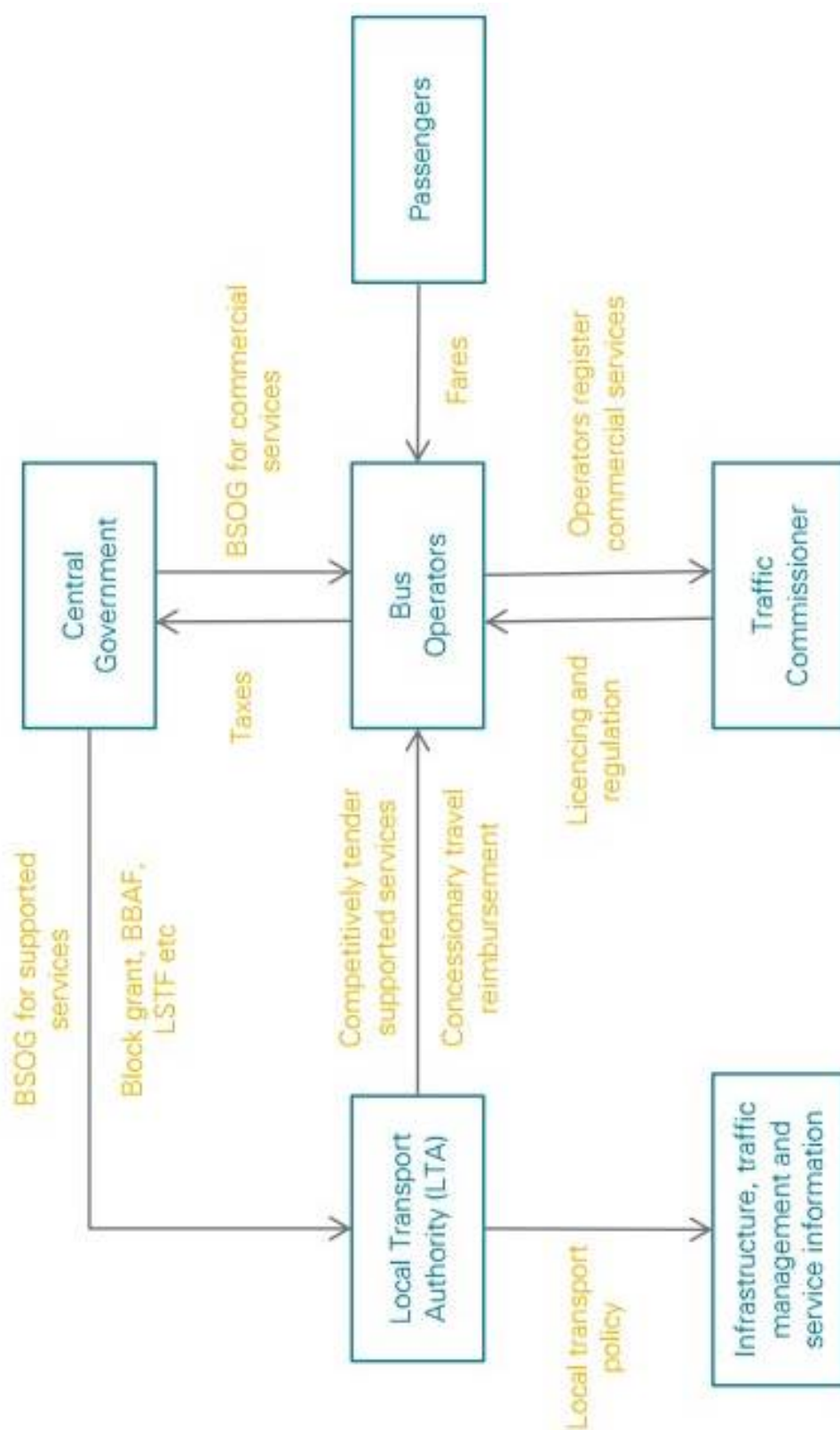
Tom Gifford – Project Manager WYCA
Neale Wallace – Bus Services Manager WYCA
Cllr Keith Wakefield – Chair of Transport Committee WYCA
Dave Pearson – Director of Transport Services, WYCA
Gary Bartlett – Chief Highways Officer, Leeds City Council
Andrew Hall – Head of Transportation, Leeds City Council
Liz Bennett – Projects and Monitoring, Transportation, Leeds City Council
Cllr Richard Lewis – Executive Board Member, Regeneration, Transport and Planning.
Jonathan Bray - Urban Transport Group
Phil Bown – Regional Officer, Unite
Andy Dyer – Branch Secretary for First Bus Leeds, Unite
Ray Wilks – West Yorkshire Campaign for Better Transport
Ian Williams – Leeds Chamber of Commerce
Nigel Foster – Leeds Chamber of Commerce
Keith McNally – ABOWY
Paul Matthews – First
Nigel Featham – Arriva
Alex Hornby – Transdev
Stephanie Elsy – Tower Transit
Dai Powell – HTC Group

Dates of Scrutiny

9 September 2015
27 January 2016
17 February 2016
30 March 2016
27 April 2016
12 October 2016
15 February 2017



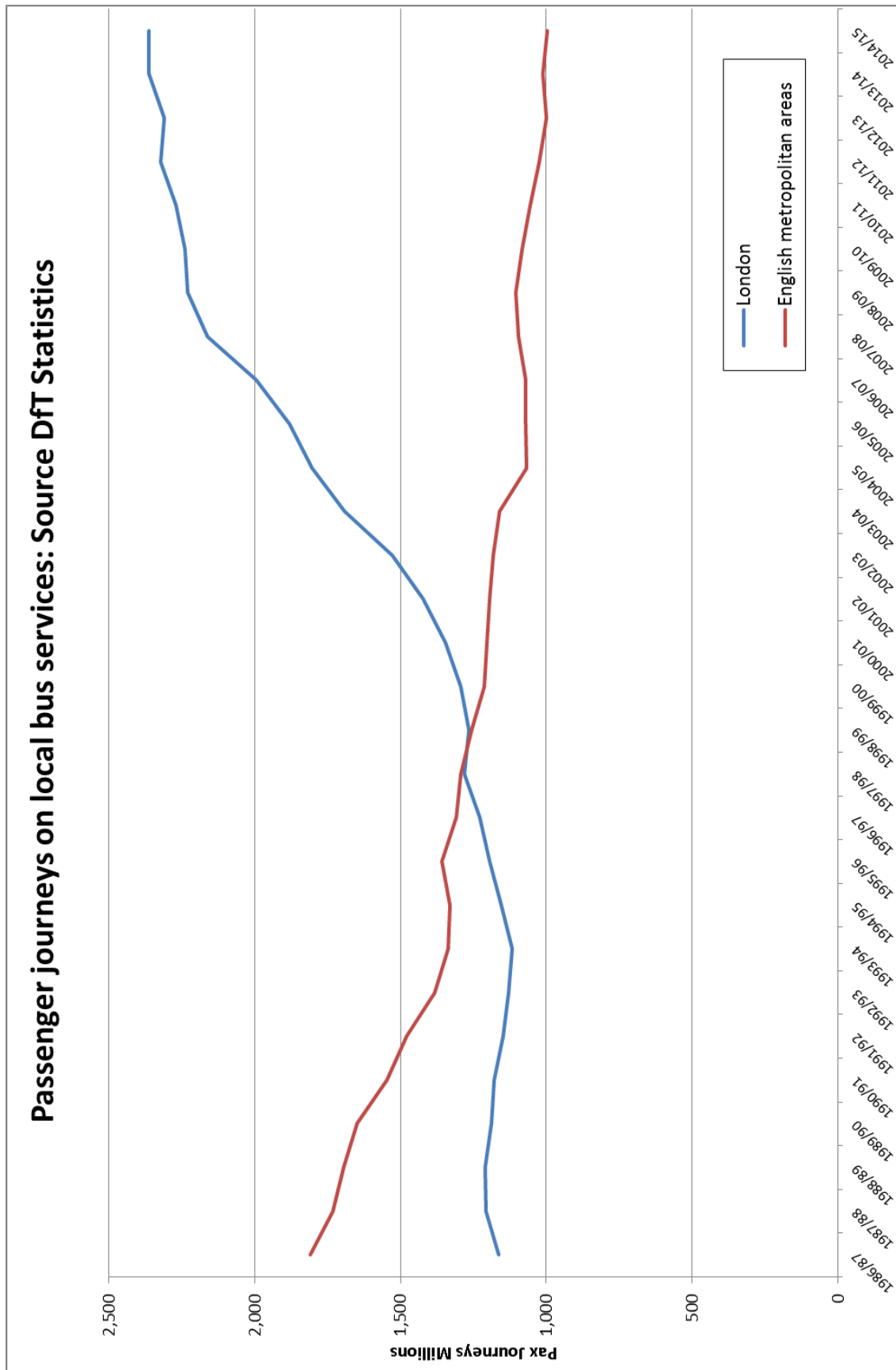
Appendix 1



Source: KPMG Analysis

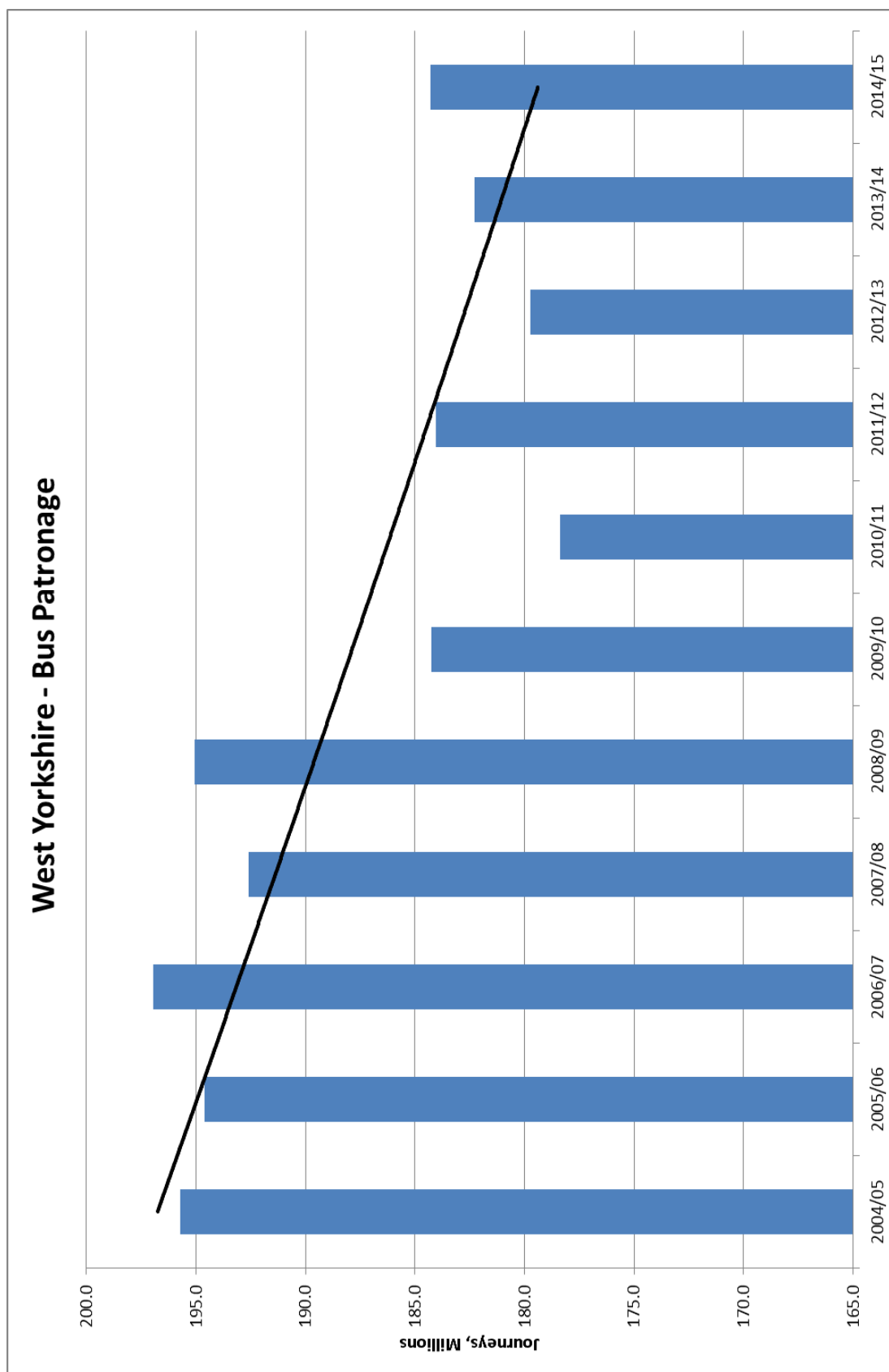


Appendix 2



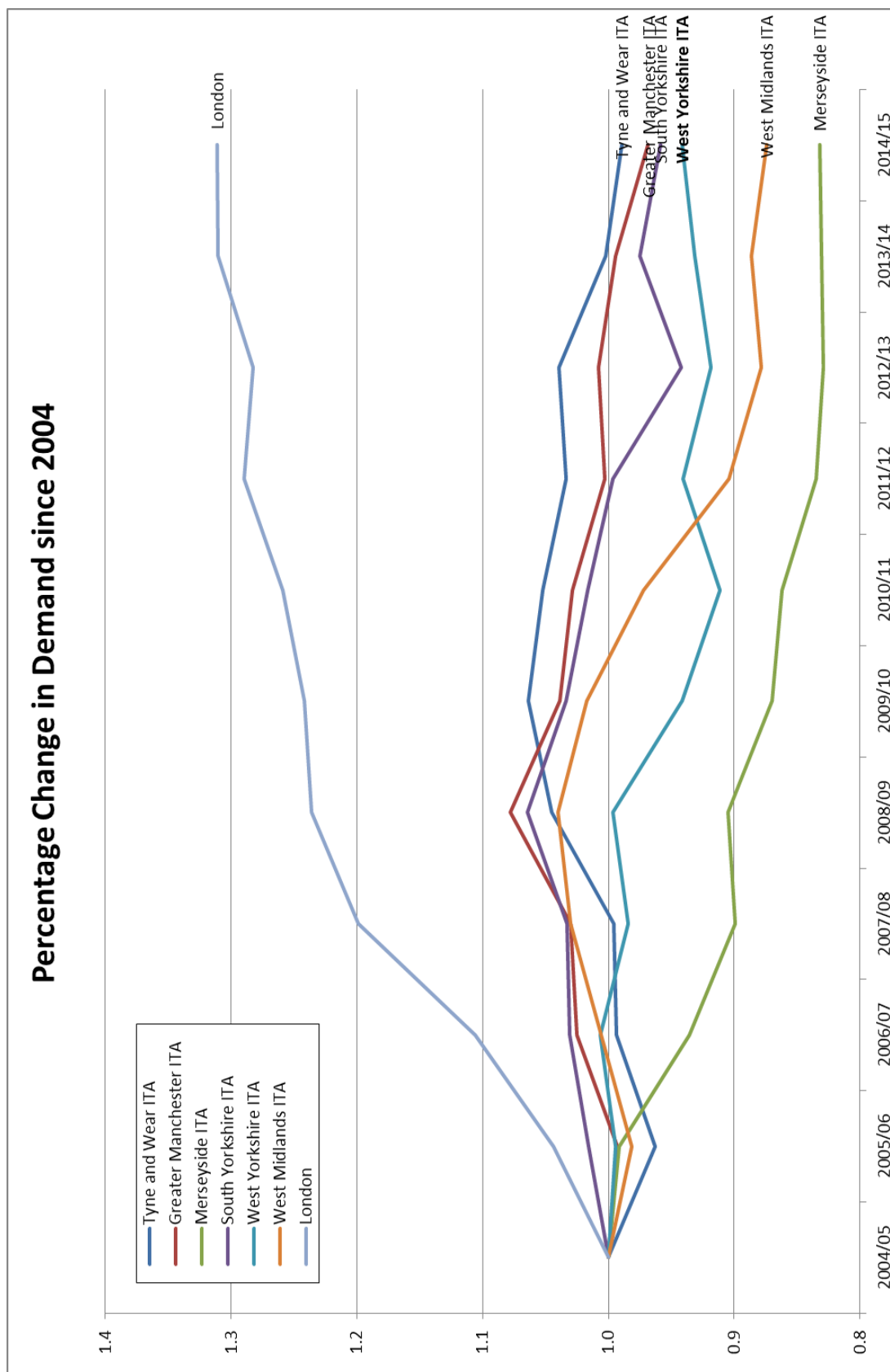


Appendix 2





Appendix 2





Appendix 3



Foreword

Buses are vital to West Yorkshire, its people, its business and its economy. Each week people in West Yorkshire make over 3.5 million journeys on local bus services, making them the most highly used form of public transport. Those journeys link them to jobs, education, training, shopping and vital health services. Buses also provide essential connections with friends and family, for days and evenings out.

If we are going to achieve the ambitious levels of economic growth we have set for West Yorkshire and the City Region, an improved bus system is vital.

Our goal is to create the best bus system in Europe, where catching the bus is an attractive and natural choice for everyone. This will take time, but by working with our partners and customers, the Combined Authority wants to develop a modern, integrated and innovative bus system, which we can all be proud of. We have drafted a West Yorkshire Bus Strategy, which sets out what we want West Yorkshire's bus system to achieve between 2016 and 2036.

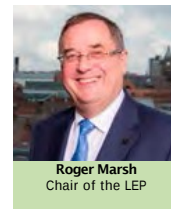
If we are going to reinvent our bus system over the next 20 years, we need your help. You may be a bus service user who wants to tell us how you want to see buses improved, or if you are someone who never catches the bus, we would like to know why. If you are a business owner we want to hear how buses can work better for you and your employees.

Whatever your views, please let us know them and help us build the modern bus network of the future that West Yorkshire needs.

This document is a summary of the proposed West Yorkshire Bus Strategy. The full document can be seen on our website, alongside details on how to take part in this consultation online, just visit: www.yourtravelyoursay.co.uk



Cllr Keith Wakefield
Chair of Transport
Committee WYCA



Roger Marsh
Chair of the LEP

Who we are and how the buses are run

What is the West Yorkshire Combined Authority (WYCA)?

WYCA was formed in April 2014 and has responsibility for Transport, Economic Development and Regeneration in the five West Yorkshire Districts: Bradford, Calderdale, Kirklees, Leeds and Wakefield.



Metro is the transport brand owned by WYCA

The LEP is a public-private partnership, responsible for driving business-led economic growth across Leeds City Region. WYCA is its accountable body.

Who runs the bus services in West Yorkshire?

West Yorkshire's buses are run by around 40 private companies who decide the majority of routes and timetables, and set fares for them. Arriva, First and Transdev run around 90% of all these services.

WYCA does not run any of the buses but it does contract bus companies to run around 15% of the county's bus services - those which are important to people but don't make much money.

Further information on how the bus system currently operates can be found in chapters 1 and 2 of the main Bus Strategy document.

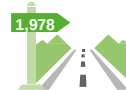
When we talk about the bus system we mean all aspects of bus travel including vehicles, tickets, highways, infrastructure, information and how both we and the bus companies communicate with you.

The West Yorkshire Bus Strategy is being produced as part of the wider West Yorkshire Transport Strategy 2016 - 2036. The Transport Strategy builds upon the transport element of the Leeds City Region Strategic Economic Plan (SEP). The SEP sets out WYCA's long-term vision for the Leeds City Region economy.

For more information on the SEP and to get involved in the wider Transport Strategy Consultation, which includes plans to support rail, cycling, walking, highways and freight movement, please visit: www.yourtravelyoursay.co.uk



driven by buses in West Yorkshire each year



miles of roads in West Yorkshire



bus journeys in West Yorkshire each year

- 2

Recent achievements

We have worked with bus companies and district councils to introduce a number of bus initiatives, including:

- YourNextBus - our live mobile timetable information which is used over 3,740,000 times per month via apps, SMS and mobile internet.
- Castleford's award winning new £6m Bus Station, which opened in 2015.
- Elland Road Park & Ride - around 500 cars are parked there Monday to Saturday and we are expanding to meet growing demand.
- MCard, the smart multi-operator ticket scheme - used for around a third of all West Yorkshire bus trips, or around 1.1 million journeys per week.
- Introduction of smart phone technology to provide real-time information at all West Yorkshire bus stops.
- Continued investment into vehicles by bus companies to make them attractive and accessible - the majority now have low floors and 97% are now fitted with smart ticketing machines.



- 3

The vision for buses

In order to create the best bus system in Europe, our vision is:

To create a modern, integrated and innovative bus system, which puts customers first and contributes to the delivery of West Yorkshire's economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy.

Objectives for the Bus Strategy:

- To enable economic growth in West Yorkshire by improving connectivity to areas of economic opportunity.
- To realise environmental aspirations, including significantly reducing local emissions.
- To support local communities by improving access to health services, education, employment, leisure and retail destinations.

To deliver these objectives we need to ensure customers are consistently put first and their rising expectations are met. The strategy must create a safe and secure environment for all. We also need to make sure that the West Yorkshire bus system, as set out in the main Bus Strategy document, is financially sustainable in the long term.

The Bus Strategy sets the target to grow the number of bus passengers by up to 25% over the next ten years.



Further information on the Vision, Objectives and Target can be found in chapter 5 of the main Bus Strategy document.

- 4

Your feedback so far

87% of people who use buses in West Yorkshire are satisfied by their experiences*. We hear lots of good things about the buses, but we know there are still issues to address.

Some passengers have told us that:

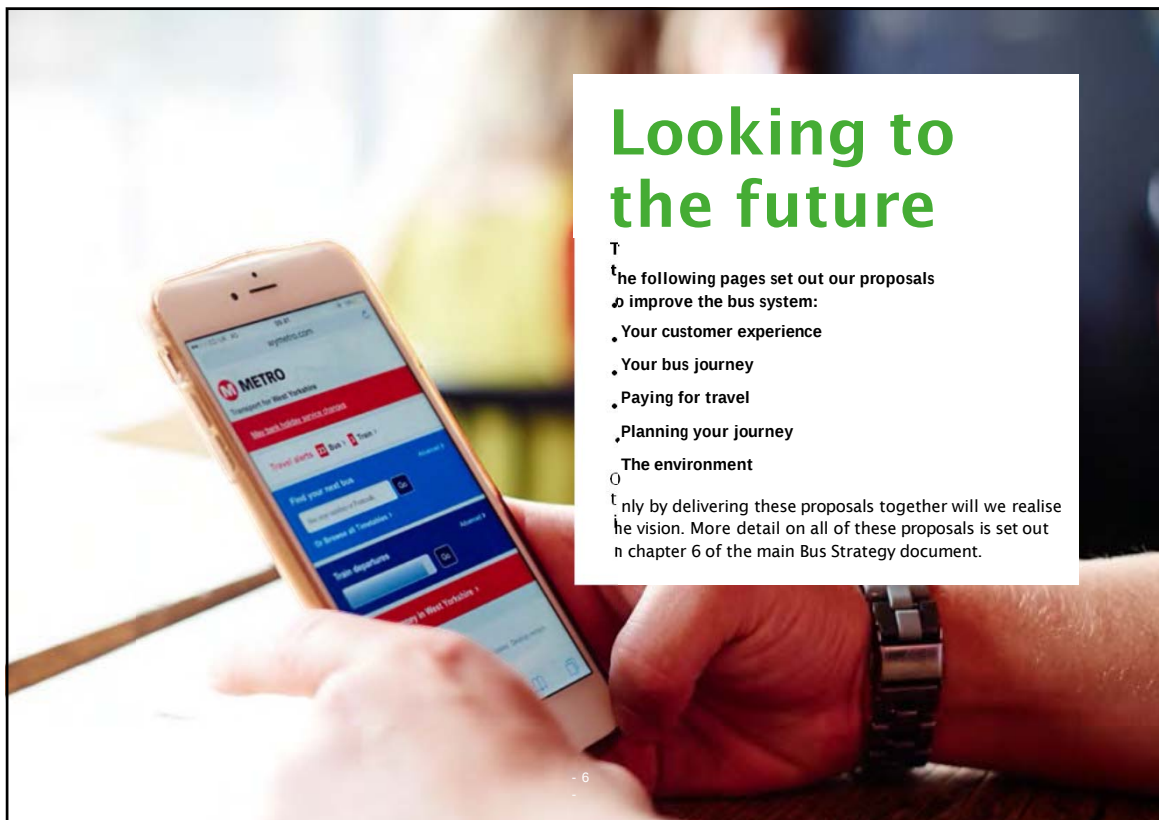
- Travel by bus is not always a satisfactory quality experience.
- Buses don't always run to timetable, and occasionally fail to turn up at all.
- Buses can take a long time to reach their destination.
- The bus network is complicated and difficult to understand, which makes it hard to work out which bus or buses to catch.
- It can be hard to know which bus tickets/passes offer best value for money.
- Bus travel information can be inconsistent and/or not always easily available.
- It is difficult for customers to understand who operates their bus service, what WYCA does, who to contact if things go wrong, or how to provide feedback.
- Some buses are old and their exhaust emissions can be harmful.

This consultation will enable us to check how widely these concerns are shared.



*Transport Focus Bus Passenger Survey, Autumn 2015 – overall satisfaction with buses in the West Yorkshire area

- 5



Your customer experience

Our proposal is to provide consistent and excellent customer service across the bus system

Creating a modern customer experience, which encourages trust, confidence, and long term loyalty is fundamental.

To achieve this we propose:

- Introducing a single customer portal for the whole West Yorkshire bus system where customers can obtain advice and assistance on any bus related matter.
- Investing in more staff training so customers receive an excellent service at all stages of their journey.
- Using data and intelligence to understand and meet customer needs better.
- Providing a clean and welcoming environment for everyone, at interchanges, stops, shelters and on vehicles.

Bus services should be clearly and consistently designed and easily-identifiable with the service they are providing (e.g. express, rural, school). The exterior of the vehicle should be correct for the type of service it is operating, with the appropriate information displayed internally and externally.

Improving the customer experience could also include on-board visual displays, audio announcements, speedy and reliable Wi-Fi connectivity, and phone and tablet charging capability.



- 8

Your bus journey

Our proposal is to provide modern, coherent and integrated bus services

This proposal seeks to deliver beyond just the 'essentials' enabling the bus system to operate punctually to consistent standards, to cope with disruption and meet customer expectations.

This proposal includes:

- Designing a clear and understandable bus network with better connections for both urban and rural communities across West Yorkshire and beyond.
- Providing a bus network with better integration, and improved links with other modes of transport such as rail, cycling, and walking.
- Improving bus service frequencies to cater for demand, e.g. "turn up and go" on routes of high demand and simpler timetables where they are serving a lower density community.
- Providing bus services to new housing and employment developments.
- Integrated communications to keep you informed, especially when things go wrong.
- Improving access to a wider range of jobs and travel to schools, colleges and universities.

Innovations could include:

- Better interchange between bus, rail and other modes.
- Frequent services operating later into the evening.
- A new night bus network.
- New Park & Ride sites and services.
- A network of fast and frequent express services.
- Encouraging community and door-to-door travel.

Targeted infrastructure improvements to make bus journeys quicker and more reliable, this could include investment in:

- New segregated bus priority lanes.
- Priority for buses at traffic signals across West Yorkshire.
- Reliable real-time information on all services.
- Modern waiting areas which provide passenger safety and comfort, and make neighbourhoods more attractive places to live, work and play.

- 9



Paying for travel

Our proposal is to provide integrated, simple and affordable bus fares for all

This proposal includes:

- **Integration:** One fare for each journey, no matter which bus company runs the service
- **Simplicity:** A handful of products across all West Yorkshire bus services
- **Affordability:** Reasonably priced fares that offer value for money

We will continue to provide concessionary fares for young, older, blind or disabled people and others who will benefit most from them.

Flexible ways of paying for a journey are increasingly important to customers. The proposal also includes introducing more cashless methods of paying for bus tickets.

Moving away from cash will contribute to improving journey reliability by minimising bus boarding times and encouraging customer loyalty.

- 10 -

Planning your journey

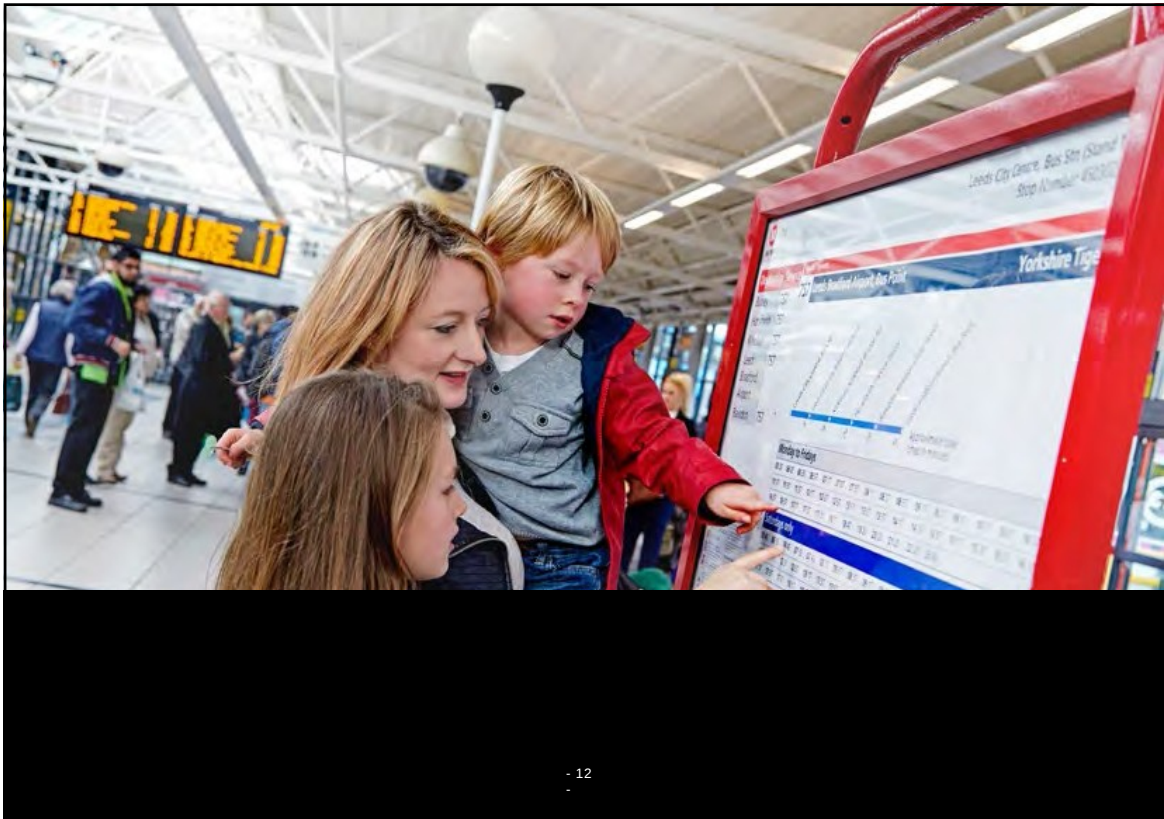
Our proposals are to:

- Present the bus system as a single network
- Provide easily accessible and reliable travel information

These proposals include:

- Developing a clear, simple and consistent brand for West Yorkshire's buses which also makes it possible to identify specific services such as express, local or rural services.
- Providing passengers with a choice in how they receive high quality and reliable information, when and where they need it, across all bus services.
- Using digital information such as social media, web and mobile apps to encourage customer 'self-service' and meet fast-changing requirements.
- Where appropriate and practicable, continuing to provide printed timetables, fares information, route maps and information points at busy city and town centre locations, focused on promoting bus travel.
- Providing information about all fares, as well as routes and services on journey planning tools.
- Providing real-time information for all bus journeys.
- Providing up to the minute travel information, including disruptions, that enables passengers to make informed choices about their journey.

- 11 -



- 12

The environment

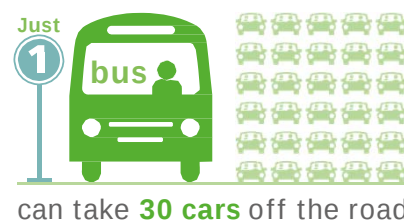
Our proposal is for a modern, low carbon bus system which contributes to improved air quality

This proposal includes:

- A bus fleet that has a positive impact on health and environment, with consistent year on year improvement
- Meeting the legal health standards for air quality by ensuring older buses are modernised or replaced through investment to reduce local emissions.
- Requiring all vehicles new to West Yorkshire to meet at least the latest environmental standard* as a minimum.
- Encouraging new vehicle technologies which move towards near to zero vehicle emissions.
- Providing support to establish clean air zones across West Yorkshire.
- Raising public awareness around bus emissions standards.

* The current standard is Euro VI

Delivery of the range of proposals outlined in this document will help to increase bus patronage, which is integrated with other environmentally-friendly methods of transport such as cycling, walking and car-sharing.



- 13



- 14

What happens next?

Please complete our questionnaire online by visiting:
www.yourtravelyoursay.co.uk by 21 October 2016.

Alternatively paper copies of the questionnaire are available on request, or can be printed from the website and returned via the freepost address below.

Your views and comments will help to shape the main Bus Strategy document, which we aim to finalise and adopt in 2017.

The West Yorkshire Transport Strategy consultation is taking place at the same time as the West Yorkshire Bus Strategy consultation.

You can find further details and take part in both consultations at:
www.yourtravelyoursay.co.uk

Contact Us:

Website: www.yourtravelyoursay.co.uk
Email: yourtravelyoursay@westyorks-ca.gov.uk
Telephone: 0113 245 7676 (MetroLine)
Like us on Facebook: [yourtravelyoursay](https://www.facebook.com/yourtravelyoursay)
Follow us on Twitter: [@yrtravelyrsay](https://twitter.com/yrtravelyrsay)

If you require this information in another format (e.g. large print, braille, audio, other language) please email yourtravelyoursay@westyorks-ca.gov.uk or phone MetroLine on 0113 245 7676

If you would prefer to write to us then please use the following freepost address:
Freepost CONSULTATION TEAM (WYCA)

Developed with support from:



- 15



Appendix 4

What's next

The Bus 18 partnership will continue to build on these pledges and deliver further improvements over the next 18 months. Work in progress includes:

- To make buses easy to use**
Information - we plan to improve the presentation and usability of bus stop information and provide better information in times of disruption.
Punctuality and Reliability - we will identify and address the issues which impact on punctuality on five major bus routes.
- To reduce emissions**
We will introduce more environmentally friendly buses with less harmful emissions in order to improve air quality.
- To improve customer satisfaction and passenger experience**
Young people - consultation events have taken place and engagement will continue with young people's groups.
Customer service - work is underway to improve customer services which includes the following:

Our commitment - from 24 March 2017

- Any customers not happy with their bus journey can claim a free travel voucher from either First, Arriva or Transdev.
- 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.



Bus 18



West Yorkshire Combined Authority is working together with the City Region's major bus companies Arriva, First, Transdev and Association of Bus Operators in West Yorkshire to launch a new ambitious partnership, Bus 18. The Bus 18 programme includes a raft of pledges that will make bus travel better with the ultimate aim of encouraging more people to use the bus.

Our Pledges

- To make buses easy to use**
We will: develop a simpler bus network with fewer changes, more reliable services, smarter information and more ways to pay in advance.
- To reduce emissions**
We will: introduce more environmentally friendly buses with less emissions to improve air quality.
- To improve customer satisfaction and passenger experience**
We will: agree a customer promise to increase satisfaction with bus travel and engage with young people to understand what is needed to make buses more useful to them.



Our achievements so far

- To make buses easy to use**
Network stability - we have reduced the number of times services are changed and will ensure people are consulted before any major changes.
Ticketing - we have launched a number of new tickets including a day saver and pay as you go.
Information - we are making it easier for people to enquire online; the wymetro.com website includes a new journey planning facility and across First, Transdev, Arriva and the Combined Authority we have over 2mpage views every month and 750,000 monthly timetables downloaded from wymetro.com. We also have a combination of over 53,000 Twitter followers and over 31,000 Facebook followers.
- To reduce emissions**
Air Quality - First, Transdev, Arriva and the Combined Authority are committed to participating in the ECO Stars scheme which will help reduce fuel consumption and harmful emissions.
- To improve customer satisfaction and passenger experience**
Young people - we have extended the concessionary bus fare scheme enabling young people aged 16 to 18 to travel at cheaper fares.



Scrutiny Board (City Development)
Advancing Bus Service Provision
17 May 2017
Report author: Sandra Pentelow

www.scrutiny.unit@leeds.gov.uk

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Report of Head of Democratic Services

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 11 November 2019

Subject: Referral to the Scrutiny Board

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☐ Yes ☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

1. Purpose of this report

- 1.1 The purpose of this report is to present details of a referral that falls within the remit of the Scrutiny Board (Infrastructure, Investment and Inclusive Growth).

2. Background information

- 2.1 In accordance with the Council's Scrutiny Board Procedure Rules, any member of a Scrutiny Board may request that the Scrutiny Board of which they are a member considers a matter relevant to that Board's functions. Such requests are generally considered as part of a Scrutiny Board's standard agenda item to review its work programme.
- 2.2 Any referrals that arise from outside of the relevant Scrutiny Board membership are to be dealt with in accordance with sections G and H of the Scrutiny Board Procedure Rules ([Link to SBPR](#)).

3. Main issues

- 3.1 A referral has been made to the Board by Cllr Mark Dobson, who has raised concern about a proposal to build a surface level car park on part of the outdoor market at Kirkgate Market in the context of the Council's declared Climate Emergency.

- 3.2 In accordance with the Scrutiny Board Procedure Rules, an invitation to today's meeting has been extended to Cllr Dobson as the main 'Referrer' to make representations as to why it would be appropriate for the Board to exercise its functions in relation to the matter. The Scrutiny Board Chair will decide how much time will be given for the person to address the Scrutiny Board.
- 3.3 The Scrutiny Board shall consider whether to exercise its power to review or scrutinise the matter referred and may have regard to:-
- Any relevant information provided by or representations made by the Referrer as to why it would be appropriate for the Scrutiny Board to exercise any of its powers in relation to the matter;
 - The principles set out within the 'Vision for Leeds at Scrutiny' document as part of Article 6.
- 3.4 The Scrutiny Board may also wish to consider:
- If further information is required before considering whether further scrutiny should be undertaken;
 - If the matters links in with the scope of any current / planned scrutiny inquiries;
 - If a similar or related issue is already being examined by Scrutiny or has been considered by Scrutiny recently;
 - If the matter raised is of sufficient significance and has the potential for scrutiny to produce realistic recommendations that could be implemented and lead to tangible improvements;
 - The impact on the Board's current workload;
 - The time available to undertake further scrutiny;
 - The level of resources required to carry out further scrutiny.

4. Consultation and engagement

- 4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.
- 4.1.2 An invitation has been extended to the relevant Director(s) and Executive Board Member(s) to contribute to the Board's initial discussion surrounding the matter raised as part of this request.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for any work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

- 4.3.1 Any requests for Scrutiny are dealt with in accordance with the Council's Scrutiny Board Procedure Rules as well as the principles set out within the 'Vision for Leeds at Scrutiny' document.

- 4.3.2 The terms of reference of the Scrutiny Boards also promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.3 Following the Council's Climate Emergency declaration, importance is also placed upon the need to consider the potential climate and sustainability impacts associated with any matters being considered by Scrutiny.

4.4 Resources, procurement and value for money

- 4.4.1 As set out in paragraph 3.4, the Scrutiny Board is advised to consider any potential impact on its current workload in taking forward requests for Scrutiny, including the level of resources required to carry out further scrutiny.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1.1 A referral to this Scrutiny Board has been made by Cllr Mark Dobson. An invitation has therefore been extended to Cllr Dobson as the Referrer of this request and also to the relevant Director(s) and Executive Board Member(s) to contribute to the Board's initial discussion surrounding the matter raised as part of this request. The Board will then be asked to determine what, if any, further scrutiny activity is required.

6. Recommendations

- 6.1 The Scrutiny Board (Infrastructure, Investment and Inclusive Growth) is asked to determine what - if any - further scrutiny activity is required in relation to the matter referred.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report of Director of City Development

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 20 November 2019

Subject: Car Park Proposal – Outdoor Market

Are specific electoral wards affected?	☒ Yes ☐ No
If yes, name(s) of ward(s): Little London & Woodhouse	
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information?	☐ Yes ☒ No
If relevant, access to information procedure rule number:	
Appendix number:	

Summary

1. Main issues

- The Council in responding to Market Trader concerns regarding the availability of suitable, low cost parking in the immediate vicinity of the Market have explored options to bring forward a viable proposal for an additional short stay car park to supplement currently available parking.
- Traders have been consulted on indicative proposals and there is a majority in support for the proposal given the significant benefit that additional low cost parking will bring to the Market.
- Sufficient operational capacity exists within the Open Market to facilitate the proposals without the need for any loss in traders although certain relocations will be needed.
- Matters of environmental sustainability have been considered as an integral element of the proposal.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- Should the proposals progress they would support the Best Council Plan priority around Inclusive Growth.

3. Resource Implications

- Should the proposal move forward, costs will be met from the business case for the scheme with the annual revenue forecast being more than sufficient to cover the cost of financing.

4. Recommendations

- a) Scrutiny Board Members are requested to note and comment on this report and the proposals contained within it.

1. Purpose of this report

- 1.1 The purpose of this report is to advise Scrutiny Board on the background and current position with a proposal to introduce a short stay, surface level car park on part of the outdoor market.

2. Background information

- 2.1 During 2013 traders expressed concerns about their lack of involvement in the management of the market. After detailed dialogue, the consensus was to set up a Market Management Board. The board has no formal decision making powers but helps to inform strategy and future direction of the market. The Board is made up of Councillors from the local ward and cross-party representation, senior managers with responsibility for markets, three trader representatives from the indoor and outdoor market and three independents with relevant knowledge or experience in retail and commerce.
- 2.2 Against this background, two of the trader representatives on the Market Management Board were concerned about the impact that the loss of the surface level Union Street car park was having on traders in the market and requested that the feasibility of providing a short stay shopper's car park that was well related to the market be investigated.

3. Main issues

- 3.1 The Market Management Board requested Council officers to explore the business case for the proposed provision of such a short stay car park (duration of stay up to 1 hour) close to the Market and subsequently an area on the outdoor market was identified as a possible location. Traders were also consulted to test the extent of their support for such a proposal, which is outlined further below.
- 3.2 Both George Street and New York Street were also explored as a means of access/egress to the car park and Highways discounted anything from New York street given volume of bus traffic and stops.
- 3.3 It is the case that there are multi-storey car parks in the area and so it could be argued that there isn't a shortage of car parks. Notwithstanding that point, it is the case that multi-storeys do not readily lend themselves to short stay users as users don't want to travel onto upper floors for relatively quick visits due to lower floors being occupied by those staying longer or having permits.
- 3.4 The overriding objective of the proposal is to provide a short stay, accessible and affordable car park to drive footfall to the market, resulting in increased sales for existing traders. Currently the market supports 245 independent businesses and their employees, which, in the context of the Inclusive Growth Strategy is a sector that the Council seeks to support.
- 3.5 Against that background, it is worth noting that mainstream conventional retail proposals commonly include customer parking as an integral part of their proposals. Recent examples approved in the last 3 years include a new supermarket on Amberton Road, Gipton, which provided 126 car parking spaces and the new supermarket in Stanningley, on Town Street, that provided 267 car parking spaces. Accordingly, the majority of tenants are in favour of the market having a short stay

car park that is affordable and accessible for customers to help ensure the long-term sustainability of the independent businesses that operate there.

- 3.6 The proposed car park will have 42 car parking spaces including disabled (blue badge), provision for electric vehicles and also 8 spaces for motorbikes.
- 3.7 As the maximum is one hour parking this should result in significant turnover of spaces during trading hours. In addition, and also to support the wider city centre night-time economy, there should be sufficient demand in this area of the city centre to open the car park for evening parking from 6pm.
- 3.8 The proposed car park scheme involves the removal of 55 existing stalls but will include installing 19 new, purpose built stalls in order to retain the popular area known as the fruit and veg (f&v) line. The capacity of the outdoor market is too large with 185 stalls, in contrast to aspects of the market which are working very well such as the market kitchen which is 100% occupied, the outdoor market is performing less well and this is replicated nationally at 50% occupancy. Taking this into consideration there is more than enough space to accommodate any trader having to be relocated in order to develop the car park.
- 3.9 The estimated build timeframe is around 13 weeks and some of the works would be completed out of hours, it is envisaged that disruption to traders will be minimal. However compensation would be considered for those individuals having to relocate to new stalls if disruption to business was caused. As with any building work there will be a marketing campaign to support traders during any works promoting the outdoor market is still open for business.
- 3.10 Plans are attached as appendices to this report of the current layout to the outdoor market and the plan of the proposed new layout which includes the car park.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 During October 2017 the Market team consulted with all indoor and outdoor market traders regarding the proposal. The consultation was undertaken in three phases, as follows:
 - The outdoor market traders directly affected by the proposal - i.e. the traders whose stall(s) will/may have to be removed to make way for the car park;
 - All other outdoor market traders;
 - All indoor traders.

The results were as follows:

In favour	Against	Not sure	Not seen	total
137 (64%)	49 (23%)	26 (12)	2 (1%)	214

- 4.1.2 As the proposals evolved and progressed, all licensed outdoor traders were invited to a meeting in Summer 2018 with the Market Management Team for an update on

the car park proposal. As a result 6 sessions were arranged in July, attendance was as follows:

Traders invited to attend meeting	87
Declined	59
Accepted, but then did not attend	14
Attended	14

4.1.3 More recently, and as a result of ongoing concerns raised by some outdoor traders, (mainly those who will have to relocate to a new stall as a result of the car park), the decision was taken to undertake a trader ballot (managed by Leeds City Council Electoral Services) to determine the percentage of traders in favour/against the proposal.

4.1.4 Each trader was entitled to one vote, which was a postal vote. The result of the ballot is summarised as follows:

Number of ballot papers distributed:	245
Ballot papers returned:	105
Spoilt papers:	2
Votes in favour of the car park:	72
Votes against the car park:	31

All three market trader representatives were invited to the final ballot count, of which one attended.

4.1.5 Adjacent neighbours have been consulted on the scheme proposals, these included The West Yorkshire Passenger Executive and National Express, National Car Parks (NCP), Hammerson and John Lewis (as owners of the neighbouring multi storey car parks). A meeting was held with NCP management who raised concerns regarding the impact on their business as a result of the competitive pricing structure of the proposed car park. No comments were received from the other consultees.

4.1.6 Consultation was also undertaken with Leeds Taxi Owners Ltd and the Disability and Diversity group of the Access Committee for Leeds (ACL). The taxi owners raised a concern regarding the loss of taxi spaces in the existing George Street rank, this will be addressed via the Planning approvals process.

4.1.7 The Disability and Diversity group were generally supportive of the proposal from a design and layout perspective but specifically requested that the aforementioned taxi rank is made wider to accommodate wheelchair access to and from taxis. Again this will be addressed via the Planning approval process.

4.1.8 Ward Members have also been consulted and no objections were raised.

Objections

4.1.9 As part of the LCC Planning application process, over one hundred comments and observations were received. The Project team identified the following emerging/recurring themes:

- (i) 'Impact on the environment and contrary to the LCC declaration of a climate change emergency';

- (ii) 'The proposal is the start of the destruction of the outdoor market/part of a wider plan to reduce or remove the market';
- (iii) 'Negative impact on the market and concerns that traders will lose their livelihoods';
- (iv) 'Already sufficient car parks in the area so this one is unnecessary'.

4.1.10 The Project team is now in the process of formally responding to these comments as part of the LCC Planning process. The team's response will be as outlined below.

4.1.11 'Impact on the environment/climate change emergency'

- (a) The Market team is very aware of the climate change emergency declaration and how the proposal to build this car park may be seen as contradicting this. However the application is for a short-stay car park that will encourage shopping at the market and hence support its vitality;
- (b) The Market team have introduced a number of measures to reduce the carbon impact of the market. This includes working closely with new and existing traders to encourage traders to sell locally sourced, produced and manufactured goods which supports the local supply chain and the wider region. By staying local, market traders also contribute to reducing food mileage/carbon footprint, market businesses are also extremely proactive in terms of reducing – and in some cases eliminating – packaging;
- (c) A market by its nature generates minimal food waste as traders are very skilled in purchasing the correct amount of fresh stock at competitive prices and by doing so provide an essential service to customers who are on a budget and are also environmentally conscious. Any food waste that is generated is recycled into animal feed. Often fruit and vegetables that would be disregarded by major supermarkets, despite it being perfectly ok is bought and sold by our traders at a heavily reduced cost. This not only supports the environment by it not going into landfill but it also supports the poorer communities within our city make healthy food choices. The majority of our food to go businesses buy direct from other businesses within the market helping to reduce the impact of food miles;
- (d) In order to be a market focussed car park, it is proposed that the maximum length of stay will be one hour which will mean people will mainly shop within the locality of the market, the length of stay is not suitable for extended shopping trips to the whole of the city centre;
- (e) This thinking aligns with the City Centre Core Strategy Policy T1 which supports the management of car parking to restrain commuter car parking but supports the provision of adequate short stay parking to support the health and vitality of the city centre;
- (f) The council's parking policy similarly encourages permanent short stay car parking within the city centre core to support the vitality of the city centre;
- (g) The Project team consider that whilst the car park will attract some new car users it is anticipated that the majority of users will not be new to parking in the area but will simply be displaced from the neighbouring car parks, this is because the proposed car park will be more competitive in terms of cost and accessibility;
- (h) The proposed car park is small in terms of number of spaces (42) and whilst the turnover of cars using each space will have to be quite high to make it sustainable in reality the number of additional car journeys made to the car park will be insignificant when compared to the National Car Park (NCP) next to the

market which has 600 spaces and the John Lewis (JLP) car park which has c800 spaces;

- (i) Also to note Hammersons are in early discussions regarding a proposal to build a hotel in the area that is currently used as a surface car park within the footprint of the JLP building. Should this proposal go ahead then this will result in a loss of c50 spaces adjacent to the location of the proposed car park therefore offsetting the additional spaces being introduced;
- (j) The planning for the car park was developed prior to the Council announcing a climate change emergency in March 2019, however it is recognised there is a need for transition to electric vehicles (EV). The scheme will include the provision of two charging points for electric vehicles which is the number required by the Council's planning policies. The scheme will also seek to incorporate the provision of infrastructure to allow for an increase in the number of electric charging points in line with the transition of expected growth of electric vehicles. It should also be noted that designated parking spaces for EVs and motorcycles will be incorporated into the design in line with existing Council policy.

4.1.12 'The proposal will be the start of the destruction of the outdoor market/part of a wider plan to reduce or remove the market'

- (a) The Council is committed to the future of the market, there are no plans to remove the outdoor market and this scheme is further evidence of this long term commitment;
- (b) As stated since the closure of the Union street public car park traders have raised concerns with Markets Management that the closure has resulted in a significant negative impact on the market. Therefore the proposal for this car park arose as a direct result of these concerns - the overriding objective of the proposal is to provide a short stay, accessible and affordable car park which will drive footfall to the market, resulting in increased sales for existing traders. The car park will also be convenient to shoppers who want to purchase heavy/bulky items from the market and then be able to easily transport these to their vehicle, similar to the arrangements in places at supermarkets and out of town retail parks;
- (c) Having said that, it should be noted that in line with many outdoor markets across the country, Leeds outdoor market is facing significant challenges mainly as a result of the decline in shopping on the high street in general. As a consequence of this there has been a noticeable decline in the number of new and young traders wanting to trade from outdoor markets;
- (d) The current higher level of vacancies mean that the outdoor market can easily accommodate the car park in that all traders who are located in the area of the car park will be relocated elsewhere on the market, either onto new stalls built as part of the scheme or onto existing vacant stalls;
- (e) This reduction of the footprint (and number of stalls) of the outdoor market will be a positive outcome in terms of an opportunity to reduce the number of vacant stalls and all the negative connotations associated with this.

4.1.13 'Impact on the market and concerns that traders will lose their livelihoods'

- (a) As stated previously overall the car park will have a positive impact on the market and is a further demonstration of the Council's commitment to the future viability of the market. As also stated no traders will lose their livelihood as a result of the proposal, given the current level of stall vacancies on the outdoor

market the non-fruit and veg traders who have to move will be relocated onto the existing vacant stalls elsewhere on the market.

4.1.14 'Already sufficient car parks in the area so this one is unnecessary'

- (a) As stated the proposed car park is short stay, surface level with competitive pricing to help drive footfall to the market. The nearest car parks (NCP and JLP) are multi storey and comparatively expensive to use so therefore not really comparable. Multi-storey car parks are not considered popular for customers who wish to visit for short stay. It should also be noted that there has been a reduction in on-street parking in the immediate area over recent years;
- (b) In addition to the aforementioned electric vehicle charging point spaces on the car park two disabled parking bays will be provided which will significantly benefit blue badge holders as there is currently very limited disabled parking provision in the vicinity of the market.

Consultation with other stakeholders

- 4.1.15 In addition to these group of objections, detailed comments from the LCC Transport Development Services team, West Yorkshire Police, Leeds Taxi Owners were also received. As part of the process the Project team are now in the process of formally responding to these comments.
- 4.1.16 Consultation was also undertaken with adjacent neighbours on the scheme proposals, this included the West Yorkshire Passenger Executive, National Express, National Car Parks, Hammersons (owners of the Victoria Centre) and John Lewis who all raised no objections to the scheme.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 There are no obvious implications in relation to cohesion and integration. An issue in relation to disability access has been identified by a consultee and this will be addressed via the planning approvals process.

4.3 Council policies and the Best Council Plan

- 4.3.1 Should the proposals progress they would support the best Council Plan priorities around Sustainable Infrastructure and Inclusive Growth.

Climate Emergency

- 4.3.2 Significant measures are proposed to mitigate and minimise the impact that additional car parking will bring forward.

4.4 Resources, procurement and value for money

- 4.4.1 There are no specific budget or resourcing issues for Scrutiny Board to consider.

4.5 Legal implications, access to information, and call-in

4.5.1 There are no specific legal implications for Scrutiny Board to consider.

4.6 Risk management

4.6.1 There are not considered to be any risk management implications from the proposal other than the risk issues connected to any civil engineering project. Standard project management risk minimisation and mitigation will be applied should the project proceed.

5 Conclusions

5.1 As identified in the main body of the report, the proposal for a short stay car park has been brought forward at the request of trader representatives. Accordingly officers have progressed the technical and financial feasibility of such a scheme in support of traders' aspirations and in recognition of a significant amount of support identified through consultation and a trader vote. In addition, consideration has been given to the need to maintain the viability of 245 independent businesses operating in what are difficult retail conditions many of which operate in a significantly environmentally sustainable way, whilst also supporting positive outcomes to the local economy. Within the proposal measures have been introduced to facilitate the expansion of electric charging points over time as more vehicles use this form of fuel. At this time a final decision on whether to progress this proposal will be subject to the outcome of a planning application and also taking into account Member views following this Scrutiny Board meeting.

6. Recommendations

6.1 Scrutiny Board Members are requested to note and comment on this report and the proposals contained within it.

7. Background documents¹

7.1 None.

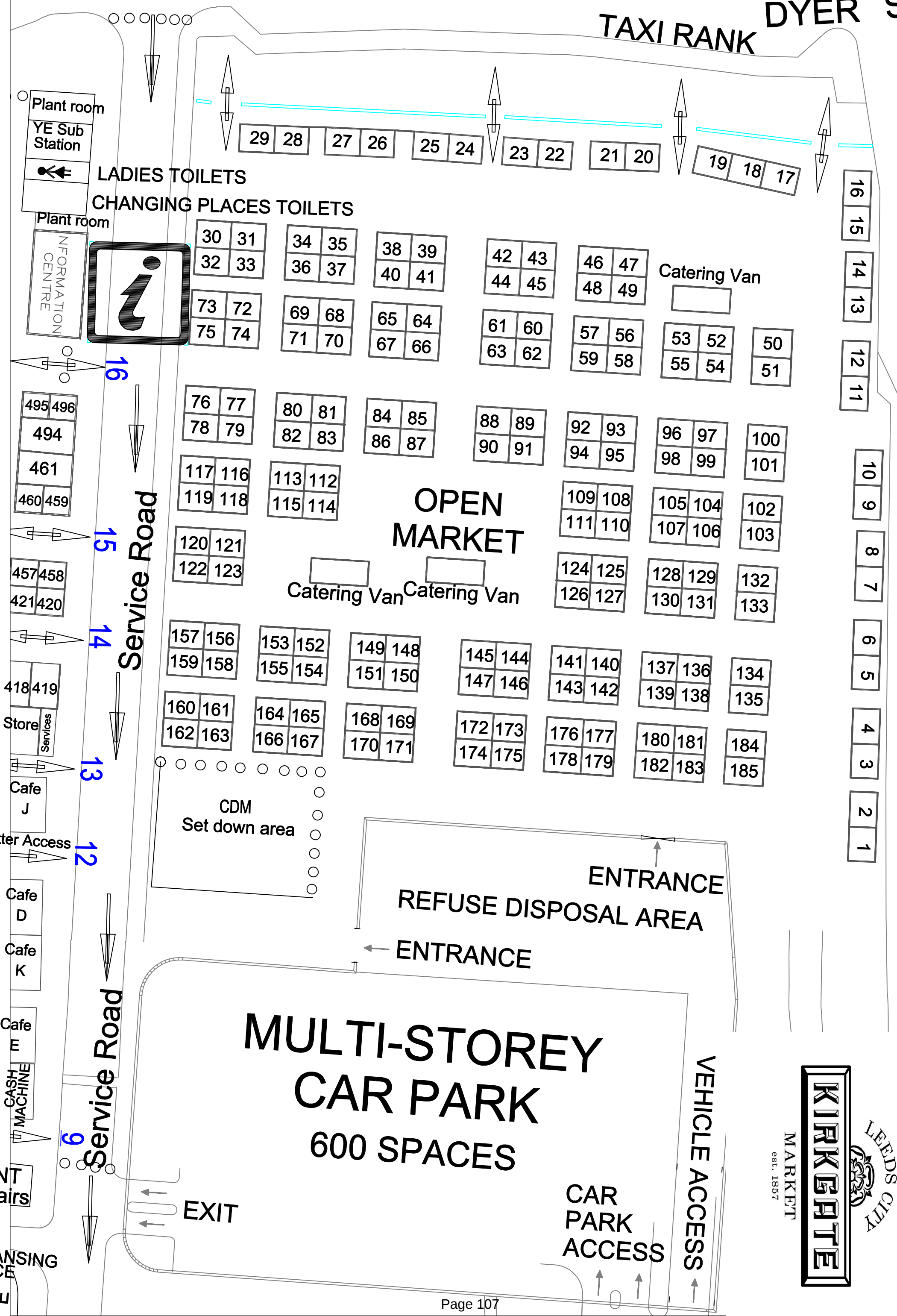
8. Appendices

8.1 Plan of Current Layout

8.2 Plan of Proposed Layout

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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KIRKGATE

MARKET
est. 1857



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RESPONSIBILITY IS NOT ACCEPTED FOR OTHERS SCALING DIRECTLY FROM THIS DRAWING. DO NOT SCALE FROM THIS DRAWING. USE WRITTEN DIMENSIONS ONLY.

0mm 10 20 30 60mm
1:1
ORIGINAL SHEET SIZE A1

KEY PLAN



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Notes:

Highway entrance changed from roundabout to T-Junction

REV	DRAWN	DATE	CHECKED	DATE	APPROVED	DATE
P1.1						

COMMENT

REV



NPS Leeds Ltd
Unit 3a, First Floor, Evolution House, Springwell Road, Holbeck, Leeds, LS12 1AW,
Tel: 0113 320 1630; Email: leeds@nps.co.uk; web: www.nps.co.uk

CLIENT
CITY DEVELOPMENT
- ASSET MANAGEMENT

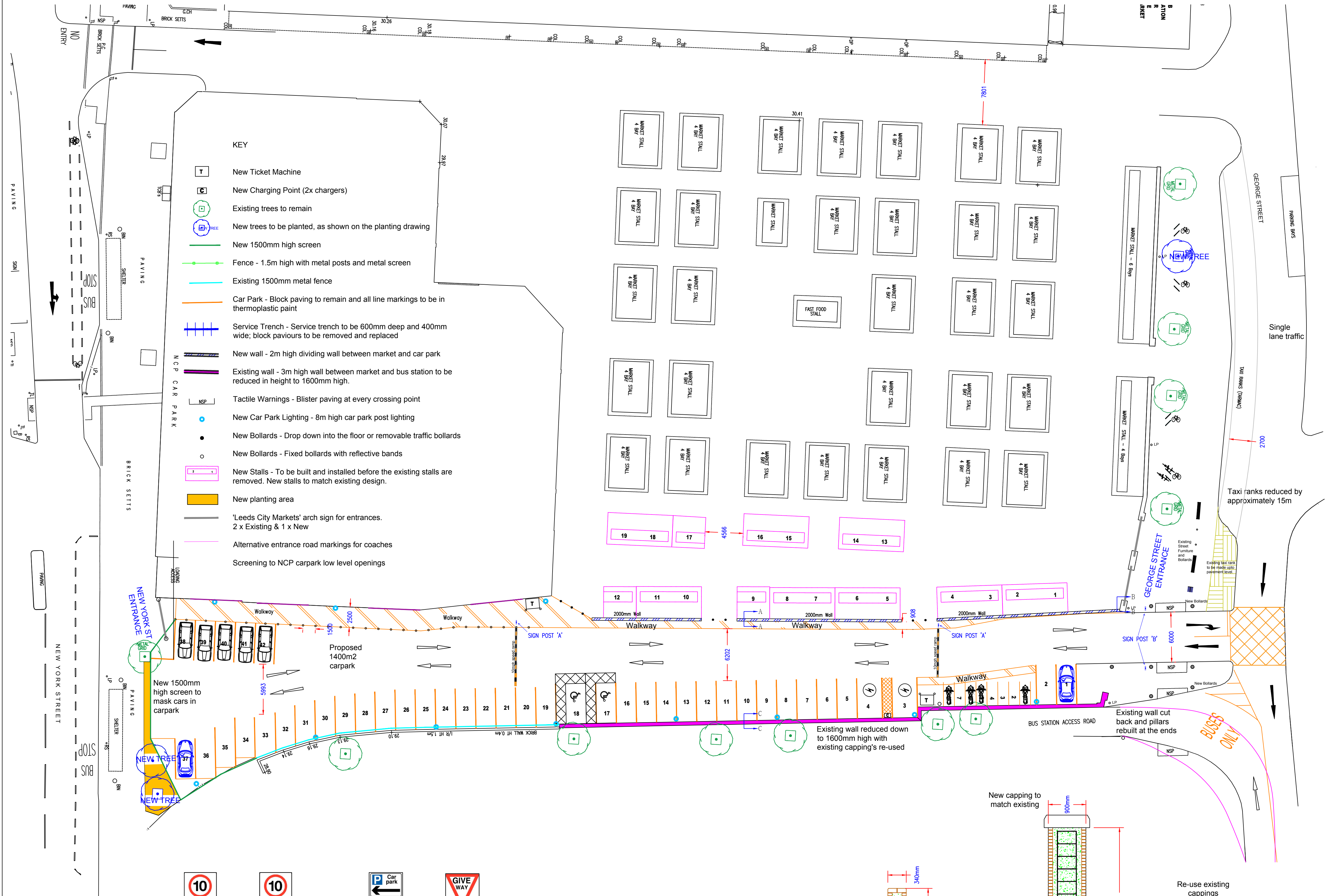
PROJECT
CARPARK FEASIBILITY FOR
KIRKGATE MARKET

TITLE
PROPOSED CARPARK LAYOUT FOR
KIRKGATE MARKET

SCALES
1:250
DISCIPLINE
BUILDING SRVYR
PROJECT NUMBER
18-3-1003

DRAWING NUMBER
NPS-DR-B-(00)-003
REV CODE
P 1.1

STATUS CODE
S2
PURPOSE OF ISSUE
INFORMATION
DRAWN BY
NKM



Sign post 'A' located on the speed ramps



Reverse to sign post 'A'

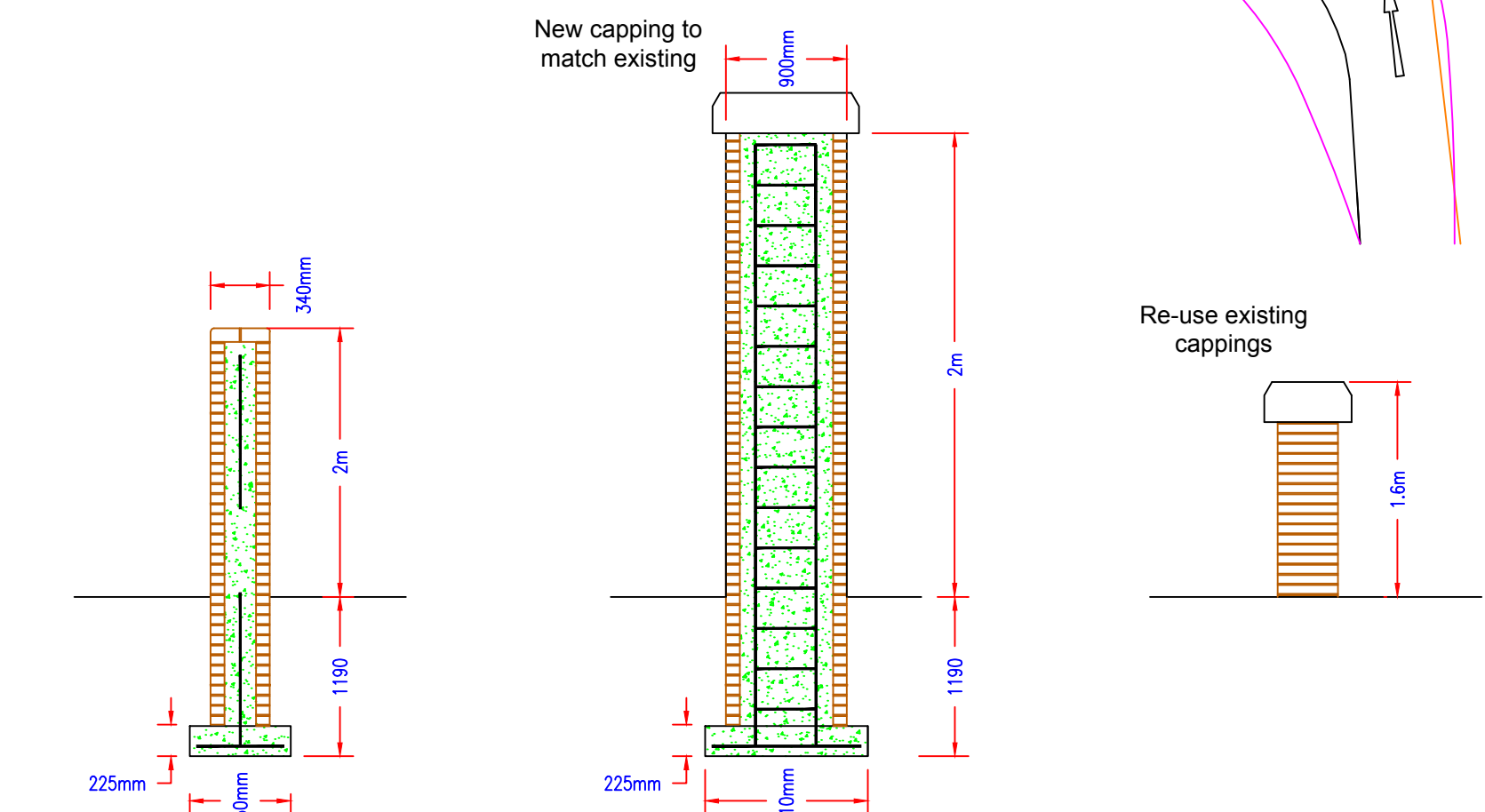


Enlargement of sign post 'B'



Reverse to sign post 'B'

All post signage will be orientated facing the direction of traffic entering the carpark so the reverse of the sign will be visible to people leaving the carpark.



NEW MARKET WALL (section A-A)

NEW MARKET PIER (section B-B)

REDUCED MARKET WALL (section C-C)

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Report of Head of Democratic Services

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 20 November 2019

Subject: Work Schedule

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

1. Purpose of this report

- 1.1 The purpose of this report is to consider the Scrutiny Board's work schedule for the remainder of the current municipal year.

2. Background information

- 2.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. In doing so, the work schedule should not be considered a fixed and rigid schedule, it should be recognised as a document that can be adapted and changed to reflect any new and emerging issues throughout the year; and also reflect any timetable issues that might occur from time to time.

3. Main issues

- 3.1 The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.
- 3.2 The work programme was updated to reflect the Board initial discussions in June 2019 and is routinely considered by the Scrutiny Board at each formal board meeting.
- 3.3 Traditional items of Scrutiny work have been incorporated into the work schedule, which involve recommendation tracking of work previously undertaken by the

Scrutiny Board; performance monitoring reports and any Budget and Policy Framework items.

- 3.4 Draft Executive Board minutes from the meeting held on 16 October 2019 are attached as Appendix 2. The Scrutiny Board is asked to consider and note the Executive Board minutes, insofar as they relate to the remit of the Scrutiny Board; and identify any matter where specific scrutiny activity may be warranted, and therefore subsequently incorporated into the work schedule.

Developing the work schedule

- 3.5 When considering any developments and/or modifications to the work schedule, effort should be undertaken to:
- Avoid unnecessary duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue.
 - Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
 - Avoid pure “information items” except where that information is being received as part of a policy/scrutiny review.
 - Seek advice about available resources and relevant timings, taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place.
 - Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year.
- 3.6 In addition, in order to deliver the work schedule, the Board may need to take a flexible approach and undertake activities outside the formal schedule of meetings – such as working groups and site visits, where necessary and appropriate. This flexible approach may also require additional formal meetings of the Scrutiny Board.

Developments since the previous Scrutiny Board meeting

- 3.7 At the request of the Chair of the Board, the work programme has been updated to include a Smart Cities update for February 2020. This has been requested ahead of the item then being taken to Executive Board.

Scrutiny Board meeting – 4 September

- 3.8 Further to the Board’s discussion on 4 September, it was agreed that the Director of City Development will submit a further report detailing the planned consultation activity in relation to future options for the A660 Lawnswood junction proposals to the Scrutiny Board in due course.
- 3.9 The Board also made a series of recommendations to the Director of City Development about Powered Two Wheeler Access to with Flow Bus Lanes. The Directorate has advised that they anticipate reporting back to the Scrutiny Board in the New Year with their response to the Board’s recommendations.

Full Council – 10 July 2019

- 3.10 At its meeting on 10 July 2019, Full Council passed the following resolution in relation to supporting residents with a learning disability into employment, which was discussed by the Board at its meeting on 4 September.

3.11 The Board agreed that an update on employment support to residents with all forms of disability should be included as part of the Inclusive Growth Inquiry recommendation tracking that is due to be considered by the Board in January.

3.12 Further consideration may be given to an additional update on progress against the 'Being Me' strategy that is due to be developed and presented to Executive Board.

4. Consultation and engagement

4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.

4.2 Equality and diversity / cohesion and integration

4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

4.3.1 The terms of reference of the Scrutiny Boards promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

4.3.2 When considering areas of work, the Board is reminded that influencing climate change and sustainability should be a key area of focus.

4.4 Resources, procurement and value for money

4.4.1 Experience has shown that the Scrutiny process is more effective and adds greater value if the Board seeks to minimise the number of substantial inquiries running at one time and focus its resources on one key issue at a time.

4.4.2 The Vision for Scrutiny, agreed by full Council also recognises that like all other Council functions, resources to support the Scrutiny function are under considerable pressure and that requests from Scrutiny Boards cannot always be met.

Consequently, when establishing their work programmes Scrutiny Boards should:

- Seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources;
- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue;
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.

4.5 Legal implications, access to information, and call-in

4.5.1 This report has no specific legal implications.

4.6 Risk management

4.6.1 This report has no specific risk management implications.

5. Conclusions

5.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.

6. Recommendations

6.1 Members are asked to consider the matters outlined in this report and agree (or amend) the overall work schedule (as presented at Appendix 1) as the basis for the Board's work for the remainder of 2019/20.

7. Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

June	July	August
Meeting Agenda for 19 June at 10.30 am.	Meeting Agenda for 31 July at 10.30 am.	No Scrutiny Board meeting scheduled.
Consider potential areas of review (including public request for Scrutiny) Performance Report (PM)	Directors Response – Inclusive Growth Inquiry (Including CLES report and Inclusive Growth Strategy, One Year on) (All IGS big Ideas) Finance – Outturn 2018/19 (PM)	
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

Inclusive Growth Strategy

PEOPLE, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**

September	October	November
Meeting Agenda for 4 September at 10.30 am	Meeting Agenda for 9 October at 10.30 am	Meeting Agenda for 20 November at 10.30 am
Leeds Transport Strategy including Progress on the Leeds Public Transport Investment Programme A660 – Lawnswood Junction Proposals (Big Idea 6,7 & 8) Policy Review – Motorcycle use of bus lanes	Climate Emergency – Themed discussion (invite Cllr Walshaw and Cllr Mulherin) Casualty Reduction and KSI (Including Road Traffic ASB) (PM)	Advancing Bus Service Provision Inquiry – comprehensive progress review (RT) (Big Idea 6,7 & 8) Kirkgate Market Surface Level Car Park – Referral to Scrutiny (Cllr Dobson)
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

December	January	February
No Meeting	Meeting Agenda for 8 Jan at 10.30 am	Meeting Agenda for 19 Feb at 10.30 am
	Performance report (PM) Financial Health Monitoring (PSR) 2019/20 Initial Budget Proposals (PDS) Best Council Plan (PM – BPF) Recommendation tracking – Inclusive Growth Inquiry (RT) <i>(All IGS big Ideas)</i> <i>To include an update on employment support to residents with all forms of disability as per discussions 4/9/19.</i>	Housing Mix Inquiry – Recommendation Tracking and Update (see minutes) (RT) <i>(Big Idea 5 & 8)</i> Digital Inclusion – Recommendation Tracking (RT) <i>(Big Idea 9)</i> Recommendation Tracking – Information Advice and Guidance Provision in Leeds <i>(Big Idea 3)</i> Smart Cities Update Powered Two Wheeler Access to with Flow Bus Lanes –response to September recommendations
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

March	April	May	Unscheduled
No Scrutiny Board meeting scheduled.	Meeting Agenda for 8 April at 10.30 am	No Scrutiny Board meeting scheduled.	
	Inquiry – Agree Final Report(s) if any Sustainable Development Inquiry (RT and update on specific recommendations) (Big Idea 5 & 8) Local Flood Risk Management Strategy – Annual Review (PM) (Big Idea 8)		EB report on the progress of 'Being Me' strategy along with the recommendations of how the Council's ambitions can be achieved. Due at EB in October. Planned consultation activity in relation to future options for the A660 Lawnswood junction proposals.
Working Group Meetings			
Site Visits			

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

EXECUTIVE BOARD

WEDNESDAY, 16TH OCTOBER, 2019

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, R Charlwood,
D Coupar, S Golton, J Lewis, L Mulherin,
J Pryor, M Rafique and F Venner

82 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt from publication on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (a) That Appendix 1 to the report entitled, 'Redevelopment of 6-32 George Street', referred to in Minute No. 92 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within Appendix 1 to this report relates to the financial or business affairs of a particular person and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information was provided to enable the Council to consider the commercial viability and funding option for the redevelopment of the George Street shops, then it is not in the public interest to disclose this information at this point in time. Also, the release of such information would, or would be likely to prejudice the Council's commercial interests in relation to the OJEU procurement exercise. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the development structure and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time;
- (b) That Appendix 1 to the report entitled, 'Financial Health Monitoring 2019/20 – Month 5', referred to in Minute No. 94 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within Appendix 1 to this report relates to the financial or business affairs of any particular person (including the authority holding that information), in this case Leeds City Council and other relevant parties. It is considered that since this information

Draft minutes to be approved at the meeting
to be held on Monday, 25th November, 2019

concerns negotiations with other parties to effect the realisation of capital receipts then it is not in the public interest to disclose this information at this point in time as this could affect the integrity of those negotiations. It is considered that the public interest in maintaining the content of the appendix as being exempt from publication outweighs the public interest in disclosing the information, as doing so would prejudice the Council's commercial position and that of relevant third parties should it be disclosed at this stage.

83 Late Items

With the agreement of the Chair, a late item of business was admitted to the agenda entitled, 'Update on Leeds City Council's Preparations for the UK's exit the European Union'.

The report was submitted to Executive Board as a late item of business due to the fast-developing nature of this issue at a national level, which impacts upon how preparations are made locally. The report details the Council's preparation for the UK's exit from the European Union including for a 'no deal' scenario, based on the most recent information available at the time of the publication of this report. As such, in order to provide Members with the most up to date information, it was not possible to include the report within the agenda, as published on 8th October 2019. The Government's planned exit date from the EU is 31st October 2019. Given that this meeting is the last scheduled Executive Board prior to this date, it was deemed necessary by the Chair that this matter be considered as a late item of business at the 16th October 2019 Board meeting. (Minute No. 89 refers).

Also, although not formal late items of business, prior to the meeting, Board Members were provided with the following which had been omitted from some the paper agenda packs. To ensure that all Board Members were in possession of all relevant information, these documents were provided/re-provided to Board Members ahead of the meeting so that they could be incorporated into their agenda packs and could be taken into consideration when the Board discussed those items at the meeting:

- Appendices 1-2 of Item 10 (Better Lives for People with Care & Support Needs in Leeds: The 2018-19 Annual Adult Social Care Local Account) (pages 119-122 of the agenda pack refer) (Minute No. 90 refers); and
- Appended illustrations to Item 12 (Redevelopment of 6-32 George Street) (pages 155-160 of the agenda pack refer) (Minute No. 92 refers).

84 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting.

85 Minutes

RESOLVED – That the minutes of the previous meeting held on 18th September 2019 be approved as a correct record.

Draft minutes to be approved at the meeting
to be held on Monday, 25th November, 2019

ENVIRONMENT AND ACTIVE LIFESTYLES

86 Proposal for road-safety park, family cycle trails and new event space at Temple Newsam

The Director of Communities and Environment submitted a report regarding proposals for the potential development of a family cycling scheme, events space and new approach to landscape management at the current location of Temple Newsam golf course. Specifically, the submitted report sought the Board's view on whether to progress with a public consultation exercise on such matters.

It was highlighted that Board Members had been in receipt of correspondence regarding the proposals in the run up to the meeting, with it being undertaken that all of the submissions which had been received would be taken into consideration as part of the proposed consultation exercise.

In considering the submitted report, the Board received an overview of what the proposed consultation exercise would entail, with assurance being provided that any consultation undertaken would be genuine.

Having raised concerns regarding the proposals detailed within the report, a Member requested that the submitted report be withdrawn from consideration at today's meeting to enable further work to be undertaken on the options which could potentially be considered at Temple Newsam including introducing new facilities alongside golf provision. The Member also requested that the matter be referred to the relevant Scrutiny Board with all relevant information and proposals then being brought back to Executive Board for determination.

Following this, a Member requested that officers ensure that any proposals which were brought forward for consideration and determination took into consideration the community's needs and wishes.

To conclude the discussion, it was further proposed that following the conclusion of the consultation exercise, the outcomes from that consultation together with any proposals regarding the future of Temple Newsam golf course be brought back to Executive Board for the Board's consideration and determination, with it being highlighted that should the relevant Scrutiny Board wish to consider such matters, then it would be free to do so.

RESOLVED –

- (a) That, in taking into consideration the comments made during the discussion on the submitted report, the Board's consent be provided for the Parks and Countryside service to commence a public consultation exercise on the proposed closure of the golf course and the proposed developments, as outlined within the submitted report;
- (b) That following the conclusion of the consultation exercise (as detailed in resolution (a) above), the outcomes from such consultation together with any proposals regarding the future of Temple Newsam golf course

be submitted to Executive Board for consideration and determination, with it being noted that the relevant Scrutiny Board could consider such matters, should it wish to do so.

(Under the provisions of Council Procedure Rule 16.5, both Councillor A Carter and Councillor S Golton required it to be recorded that they respectively abstained from voting on the decisions referred to within this minute)

COMMUNITIES

87 Procurement of Housing Responsive Repairs and Voids Services for the West of Leeds

The Director of Resources and Housing submitted a report which sought approval of the proposed strategy to deliver Housing Responsive Repairs, Voids and Cyclical Maintenance services to the city's housing stock from 2021, specifically including a proposal to internally deliver provision through Leeds Building Services (LBS) in the South and East of the city, with a proposal that a procurement exercise be undertaken for an external contractor to deliver such services in the West.

The following options were detailed in the submitted report, with option 4 being the recommended option:

- 1: External contractors to deliver the service citywide;
- 2: Maintain current arrangements, LBS to deliver for the East only;
- 3: LBS and external contractors each deliver to about half of the city;
- 4: LBS delivers for the East and South, and an external contractor delivers for the West;
- 5: LBS delivers the service citywide.

Members welcomed the mixed economy approach which was being proposed.

In terms of a Member's comments regarding the recruitment and retention of staff as part of the proposed approach, a request was made that the Member in question received a briefing on such matters, as and when appropriate. In addition, the Board was provided with information on the actions which would be taken to minimise any risk in this area, whilst the need for LBS to be viewed as an attractive employer was emphasised, with the associated apprenticeship schemes being highlighted as a current successful example.

Members also received further information on the proposed contract period of 5 years, with it being highlighted that following consultation with the private sector, this was seen as the minimum period in which to attract competitive interest in this area, however it was emphasised that there was no intention to go beyond a 5 year contractual period.

Responding to a Member's enquiry, the Board was provided with further information on the actions which would be taken to monitor and promote sustained performance by both the internal and external provider.

RESOLVED –

- (a) That approval be given for LBS to deliver housing responsive repairs and voids services for the East and South of the city, and that an external contractor deliver such services for the West (in line with option 4 above / detailed in the submitted report), with it being noted that the new arrangements are planned to start from autumn 2021;
- (b) That it be noted that this proposal involves changing existing service delivery boundaries in order to align with Leeds electoral Wards;
- (c) That it be noted that the feedback received from the proposed consultation exercises will be considered and taken into account by the Director of Resources and Housing in implementing the proposals;
- (d) That the Board's agreement be given that a procurement exercise should be undertaken for housing responsive repairs, voids & cyclical maintenance services in the West of the city, using a restricted procedure in accordance with the Public Contracts Regulations 2015, in order to establish a contract;
- (e) That agreement be given that the procured contract should be for a period of 5 years, with an estimated total value of £72m, given an estimated annual value of £14.35m;
- (f) That it be noted that LBS' housing responsive repairs and voids service delivery will expand from the current provision of 33% of the city (circa 17,000 of a total of circa 51,000 properties), to 61% of the city (circa 31,000 properties), with it also being noted that this represents an 83% increase;
- (g) That approval be given to delegate the responsibility for implementing these proposals to the Director of Resources and Housing.

INCLUSIVE GROWTH AND CULTURE

88 Revenue Budget Update for 2020/21 – 2024/25 including Proposed Saving Proposals

Further to Minute No. 34, 24th July 2019, the Chief Officer (Financial Services) submitted a report providing an update on any changes to assumptions contained in the Medium Term Financial Strategy, as reported to the Board in July 2019; which detailed the announcement by the Chancellor on the 4th September 2019 regarding a one year settlement for 2020/21; presented a budget saving proposal which had been identified since the July Board meeting for 2020/21 and which set out the implications of such changes upon the estimated budget gaps that have previously been reported.

Members commented upon a number of issues including the current position of the Minimum Revenue Provision and the ongoing exercise of re-financing the Council's debt. In response to an enquiry, the Board received further detail

Draft minutes to be approved at the meeting
to be held on Monday, 25th November, 2019

on the current position regarding that re-financing exercise, and also in respect of the Government's recent decision to increase the interest rate of the Public Works Loan Board (PWLb). Regarding the interest rate rise of the PWLB, the Board noted that representations had been made to Civil Servants about the timing of the rise together with the lack of consultation which had taken place.

RESOLVED –

- (a) That the revisions to the Council's Forecast Budget Gap for 2020/21 to 2024/25, as summarised in Table 2 and as referenced in paragraph 4.4 of the submitted report, be agreed;
- (b) That agreement be given for a consultation process to be commenced in respect of the planning charges budget saving proposal, as contained within the submitted report.

89 Update on Leeds City Council's Preparations for the UK's Exit from the European Union

Further to Minute No. 57, 4th September 2019, the Chief Executive submitted a report which provided the Board with a further update on the preparations being made by the Local Authority regarding the UK's exit from the European Union.

With the agreement of the Chair, the submitted report had been circulated to Board Members as a late item of business prior to the meeting for the reasons as set out in sections 4.5.2-4.5.3 of the submitted report, and as detailed in Minute No. 83.

A Member raised a concern regarding the late submission of this report, with a suggestion that in terms of future update reports, those reports be provided as part of the regular Board agenda and include the information available at the time, with an update and briefings for Members being provided as appropriate.

Responding to a Member's request, officers undertook to include a section regarding the agricultural sector in future reports. In addition, the Board received further information on the actions being taken in this area, with it being noted that the Chief Executive had met with the National Farmers' Union on such matters.

In conclusion, it was noted that such reports were produced with the aim of keeping Members as up to date as possible with all related matters.

RESOLVED –

- (a) That the ongoing work being undertaken to prepare the Council and the city for the UK's exit from the European Union, together with the latest assessment of preparedness and the ongoing concerns which exist around the lack of clarity about the nature of EU exit, be noted;

- (b) That the contents of the Strategic Response Plan, as attached to the submitted report at Appendix A, together with the updates provided in the submitted report, be noted, with it being recognised that assumptions and planning will continue to develop as new information becomes available;
- (c) That it be requested that further updates be provided to Executive Board, Scrutiny Board and Members, as appropriate.

HEALTH, WELLBEING AND ADULTS

90 Better Lives for People with Care and Support Needs in Leeds: The 2018-19 Annual Adult Social Care Local Account

Further to Minute No. 64, 19th September 2018, the Director of Adults and Health submitted a report which presented the 2018/19 Local Account of Adult Social Care Services for Leeds citizens, together with related data from the 2018-19 Leeds Adult Social Care Outcomes Framework (ASCOF) and 'Better Lives' Strategy measures.

Prior to the meeting, Board Members were provided/re-provided with appendices 1 and 2 to this report, as following the publication and distribution of the agenda it had come to light that these appendices had been omitted from some of the paper agenda packs.

Responding to a Member's comments, the Board received further information on the 'person centred' and 'strength based' approaches being taken to encourage individuals to remain independent and stay in their own homes for as long as possible.

A Member highlighted the level of support being provided to individuals with learning disabilities across the city to help them live independent lives. Also, the 'community catalyst' work being undertaken in the city was emphasised and the need to ensure that wherever possible, regardless of where an individual lived, the level of services available to them remained consistent.

RESOLVED –

- (a) That the contents of the submitted report, together with the appended Local Account: 'Creating Better Lives for People with Care and Support Needs in Leeds', and the appended Adult Social Care Outcomes Framework (ASCOF) and the 'Better Lives' measures, be noted;
- (b) That agreement be given that a published version of the Local Account is produced and made available to the public and partners, which will include being placed on the Leeds City Council website following this consideration by Executive Board.

CHILDREN AND FAMILIES

91 Family, Drug, Alcohol and Problem Solving Court

The Director of Children and Families submitted a report providing an update on the successful work of the Leeds Family Drug and Alcohol Court (FDAC) and which set how the Children and Families directorate aimed to work with Government and local partners in order to secure and expand this valuable service.

Responding to a Member's enquiry, the Board was informed that Leeds had been successful with the submission of an FDAC funding bid to Government, however, it was highlighted that as two bids of differing levels had been submitted, it was not yet known what level of funding would be received. In response to an enquiry, it was noted that both bids did include provision to tackle domestic violence and substance abuse, although the scale of the provision between the two bids was different. Finally, it was requested that Executive Members be notified when the Government provided confirmation of which bid had been successful.

Responding to a Member's enquiry, the Board received further detail on the extent to which this programme could help to inform the public health approaches being taken to address issues regarding the misuse of drugs and alcohol, with it being highlighted that although there was a multi-agency approach being taken in such areas, it was acknowledged that the preventative measures for drug and alcohol misuse were wide ranging and needed to be implemented at the earliest opportunity.

In response to a Member's enquiry, officers undertook to provide the Member in question with the information regarding the age ranges of the parents involved in this initiative.

RESOLVED –

- (a) That the contents of the submitted report, together with the success of Leeds' FDAC, be noted;
- (b) That it be noted that the Director of Children and Families will lead future work with national and local partners with the aim of securing investment for an expanded FDAC service in Leeds.

LEARNING, SKILLS AND EMPLOYMENT

92 Redevelopment of 6 - 32 George Street

Further to Minute No. 113, 13th December 2017, the Director of City Development submitted a report providing an update on the ongoing associated redevelopment works regarding Kirkgate Market's George Street frontage and which sought further approvals from the Board, including for an injection into the Capital Programme and related 'authority to spend' for the purposes of acquiring a fifty percent share of the completed development, as detailed within the submitted report.

Prior to the meeting, Board Members were provided/re-provided with the appended illustrations to this report, as following the publication and distribution of the agenda it had come to light that this appendix had been omitted from some of the paper agenda packs.

Responding to a specific enquiry, it was noted that the proposed additional cost to the Council would not adversely affect the Capital Programme, as it was highlighted the additional cost would be financed by the value generated in the scheme.

Following the consideration of Appendix 1 to the submitted report, designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the contents of the submitted report, including the current position of the scheme, be noted;
- (b) That the injection into the Capital Programme and the 'Authority to Spend' of an additional £917,000, as detailed within the exempt Appendix 1 to the submitted report, be approved, for the purpose of acquiring a fifty percent share of the completed development, whilst approval also be provided for the Council's payments to acquire its interest in the completed development to be made on a phased basis through the construction period against approved architect's certificates;
- (c) That the scheme, as detailed within the submitted report, together with the previous recommendation, as approved by Executive Board at its meeting on 13th December 2017, be endorsed, namely that the Council should grant a 250 year ground lease of the development site to a Limited Liability Partnership (LLP) to be formed between the Council and Town Centre Securities and that the LLP will appoint Town Centre Securities to undertake the development on behalf of the LLP;
- (d) That the necessary authority be delegated to the Director of City Development to enable the Director to make all subsequent decisions that may be necessary to deliver this scheme, with the concurrence of the Executive Member for Learning, Skills and Employment;
- (e) That the Chief Officer, Financial Services and the Director of City Development, in liaison with the Executive Member for Resources and the Executive Member for Learning, Skills and Employment, be authorised to investigate further the opportunity for further financial savings, if the Council was to forward fund the entire scheme. If it is considered to be financially beneficial to the Council to proceed on this basis, then the necessary authority be delegated to the Chief Officer, Financial Services and the Director of City Development in order to enable the Director and Chief Officer to take all further decisions in

respect of this proposal, including the delegation of appropriate financial approvals.

93 Improving Employment Outcomes for People with Learning Disabilities

The Director of Children and Families, the Director of City Development and the Director of Adults and Health submitted a joint report which provided an update on the work being undertaken to improve the employment outcomes for people with learning disabilities in Leeds in line with the resolution of Full Council at its meeting on 10th July 2019. (Minute No. 32 refers).

In welcoming the submitted report, a Member highlighted the need for work to continue around the co-ordination of provision in this area, and also to complement the vital role played by third sector organisations.

In order to ensure that progress continued to be made in this area, it was requested that a further update report be submitted to the Board in a year's time.

RESOLVED –

- (a) That the work undertaken to date and the progress achieved against the priorities in the employment strand of 'Being Connected' in the 'Being Me' Strategy, as detailed within the submitted report, be noted;
- (b) That the Board's support be provided for engagement to continue with a broad range of stakeholders to improve employment outcomes for people with learning disabilities; and that the opportunities presented through the ongoing work to develop a Hub for the city and also on the provision of additional targeted employment support for adults with learning disabilities, be noted;
- (c) That it be noted that the Chief Officer, Employment and Skills will work with the Chief Officer, Human Resources, the Deputy Director, Adults and Health and the Deputy Director, Learning, Children and Families in order to support the continuing work to improve employment outcomes for people with learning disabilities;
- (d) That a further update report be submitted to the Board in a year's time.

RESOURCES

94 Financial Health Monitoring 2019/20 – Month 5

The Chief Officer (Financial Services) submitted a report which presented the Council's projected financial health position for 2019/20 as at Month 5 of the financial year.

Responding to a Member's enquiry regarding the transport budget for children and young people with special educational needs and disability and the independence of the panel which considered appeals against an application decision, the Board received a range of information on the related application process and also on the current budgetary position for the service. However,

in response to the specific enquiry raised, the Chief Executive undertook to respond to the Member in question together with the Director of Children and Families.

In response to an enquiry regarding the budgetary pressure in the Children and Families directorate arising from external residential and Independent Fostering Agency placements for children and young people, the Board received an update on the actions being taken in this area.

Following the consideration of Appendix 1 to the submitted report, designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the projected financial position of the authority, as at Month 5 (August 2019) of the financial year, be noted;
- (b) That the requirement for the Director of Children and Families' proposals to identify further budget savings to address the projected overspend in the directorate, be noted;
- (c) That the risk that the budgeted level of Capital receipts, as detailed in exempt appendix 1 to the submitted report, may not be receivable in 2019/20, be noted.

95 Proposed Suitability (Convictions) Policy for Taxi and Private Hire

The Director of Communities and Environment submitted a report that proposed arrangements for the implementation and review of a new Suitability Policy for applicants and licensees of drivers of taxis and private hire vehicles.

In response to a Member's enquiries, it was confirmed to the Board that all the other Licensing Authorities in West Yorkshire together with the City of York had signed up to the this policy. Members also received an update on the work being undertaken with the aim of ensuring that a consistency of approach was taken towards the enforcement of the policy by the relevant Licensing Authorities.

Responding to an enquiry, it was confirmed that Councillors and MPs were not permitted to act as referees for those applying for taxi or private hire licenses in Leeds. With regard to the other Licensing Authorities in West Yorkshire and the City of York, officers undertook to provide the Member in question with further information on the approach taken by those Authorities.

In conclusion, it was acknowledged that Leeds' approach in this area was more robust than some Authorities and given the cross-boundary nature of the issue, the importance of consistency across neighbouring authorities was highlighted. Finally, it was noted that representations would continue to be made to Government regarding the concerns which existed in terms of the national policy in this area.

RESOLVED –

- (a) That the contents of the submitted report, be noted;
- (b) That the Suitability Policy, as appended to the submitted report, be approved, which is to be implemented by Taxi and Private Hire Licensing within two months of this Executive Board meeting.

CLIMATE CHANGE, TRANSPORT AND SUSTAINABLE DEVELOPMENT

96 Bridgewater Place Wind Monitoring

Further to Minute No. 131, 10th February 2016, the Director of City Development submitted a report providing an update on the wind amelioration scheme undertaken subsequent to the consideration of the matter by the Board in 2016 and which sought a decision by the Board on the recommendation that the high winds protocol be lifted, following receipt of peer reviewed independent expert advice. The report also provided an update on the agreement reached in relation to the further works required to ameliorate the wind hot spots in the private land to the south of Bridgewater Place.

As part of the introduction to the submitted report, the Board's attention was drawn to the expert analysis on the wind conditions following the establishment of the wind mitigation measures. It was noted that the analysis had been carried out on behalf of the Building Owners and had been peer reviewed and validated by an independent wind analyst expert retained to act on behalf of the Council.

On the basis of the expert advice which had been received, the submitted report recommended that the high wind protocol was no longer necessary. However, notwithstanding this recommendation, the Board noted that precautionary safeguarding measures, as detailed in the report, were recommended to be retained, together with further recommendations, again as detailed in the report, regarding the residual hotspot areas.

A Member raised concern regarding the reliance upon expert advice in respect of the recommendation to stop the high wind protocol and suggested that the matter be deferred until the further testing had been carried out on the hot spot area at Back Row. In response, it was highlighted that the Coroner had recommended in 2013 that a road closure protocol be established under specified conditions, until a mitigation scheme had been established and which had been shown to be effective. It was noted that such recommendations had been followed and it was highlighted that the expert advice, which had been peer reviewed and validated, had confirmed that the high wind protocol was no longer needed, with it being acknowledged that although residual hot spots did exist, they did not impact upon the road closure protocol. As such, in determining this matter, the Board was asked to consider the expert advice as detailed within the submitted report, and should they not be minded to agree to the lifting of the protocol, what additional evidence would they require before doing so.

Responding to Members' comments, the Board received further detail on the 3 hot spots which remained, and the actions being taken in these areas.

Also in response to a Member's enquiry, it was confirmed to the Board that on the basis of the peer reviewed expert advice received, there were no longer any safety failure points to the north of the building which failed the Lawson Safety Criteria, which according to the experts was the only measure available to the development industry to assess wind conditions, and on that basis the experts had advised that the area was safe and no different to any other city centre environment. In addition to this, the Director of City Development confirmed that he supported the recommendation in the report to lift the road closure protocol, based upon the peer reviewed expert advice received.

Members considered the options available to them, and in response to comments, officers undertook to ensure that the monitoring of the wind conditions in the affected area would continue, and that Executive Members would be kept informed as appropriate on the outcomes of such monitoring, and also on the actions which were being taken in respect of the hot spot areas, to provide assurance to Members that the mitigation measures continued to be effective.

RESOLVED –

- (a) That the updated information in relation to the installation and efficacy of the Wind Amelioration Scheme since this matter was last reported upon, as detailed within the submitted report, be noted;
- (b) That the results of the post-installation wind monitoring exercise undertaken and of the expert advice received thereon, as detailed within the submitted report, be noted;
- (c) That on the basis of the expert advice which has been received, the Board confirms its agreement that the implementation of the high winds protocol can be stopped, on the expiry of the related Call In period;
- (d) That the agreement reached with the owners of Bridgewater Place to seek planning permission and implement the additional structures to ameliorate the wind conditions at the hot spot sites on privately owned land to the south of Bridgewater Place as soon as possible, be noted and supported;
- (e) That the minor safety exceedance within the highway at Back Row, as detailed in the submitted report, be noted, with it also being noted that further investigations will be carried out at this location and that if this minor safety exceedance remains unmitigated the Council will seek that the Building Owner takes appropriate remedial action;
- (f) That in noting that the monitoring of the wind conditions in the affected area would continue, Executive Members be kept informed, as

appropriate, on the outcomes of such monitoring, and also on the actions which were being taken in respect of the hot spot areas, to provide assurance to Members that the mitigation measures continued to be effective.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he abstained from voting on the decisions referred to within this minute)

DATE OF PUBLICATION: FRIDAY, 18TH OCTOBER 2019

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** FRIDAY, 25TH OCTOBER 2019