



# MyJourney

West Yorkshire Local Transport Plan 2011 • 2026



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Connecting  
**people**  
and  
**places**

## West Yorkshire Local Transport Plan 2011 • 2026 Full Version





# Foreword

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I am pleased to be able to present the West Yorkshire Local Transport Plan for 2011 to 2026. The LTP is an important document as it is the statutory plan for transport in West Yorkshire and sets out our needs and ambitions over a relatively long period of time as well as our detailed spending proposals in the first three years.

We have branded the Plan 'MyJourney' to reflect the focus on customers who we want to be at the heart of the Plan. By customers we mean people who are travelling by all modes of travel. We also mean all those whose lives are in some way affected by the transport system whether they are affected by noise, air quality or just find it difficult to get to where they want to go. We have consulted with the whole range of customers and will continue to involve them as we move into delivery of our proposals.



This is the first time that the Integrated Transport Authority has had the full responsibility for the Plan, but from the outset we have worked in partnership with the five West Yorkshire District Councils to ensure their needs and aspirations are reflected. We intend to ensure that decision making sits at the most appropriate level. While decisions on the overall strategy will be taken at a West Yorkshire level, in many cases delivery will be at a local level. We have also allocated a significant proportion of funding in the first Implementation Plan specifically for local schemes with decisions to be made a local level.

The national economic position means that funding is very restricted in the early years of the Plan and significantly less than funding in the 2006-2011 Plan. This represents a major challenge for West Yorkshire as historic under-investment means that substantial investment is still required in many aspects of the transport system to support future economic growth. Our response to this is to focus resources on supporting the economy and maintaining what we have in the first few years. We will also ensure that the expenditure programme is flexible in the first few years to respond to changing circumstances or new opportunities as they arise.

Despite the difficult funding situation in the early years of the Plan we believe it is important to maintain our ambition and put forward the strongest possible case for investment in the City Region. That is why the Plan continues to support investment in major schemes including the Leeds NGT scheme as the first stage in a rapid transit network for the City Region.

While the majority of journeys will continue to be made by car, the consultation shows that people want to see a step change in public transport and particularly buses. For this reason we have made achieving this one of the Plans' six 'big ideas' and will continue to develop proposals for a Bus Quality Contract. In parallel we will continue to engage with bus operators on an alternative partnership approach if it can deliver the same outcomes.

This new Plan puts customers at its heart - it's about our journey to connect people and places together in ways that also support the economy, the environment and quality of life.

A handwritten signature in black ink that reads "Chris Greaves". Below the signature is a horizontal line.

**Councillor Chris Greaves,  
Chairman,  
West Yorkshire Integrated Transport Authority**



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See separate document available to download at [www.wyltp.com](http://www.wyltp.com)

# Contacting Us

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This Local Transport Plan has been developed with the support of partners, stakeholders and members of the public. The Plan will be regularly reviewed and updated. It identifies a flexible approach to the delivery of the Implementation Plan (see Section 5.3, paragraph 5.7.7 and Appendix A) to reflect changing priorities. You can continue to contribute to such reviews.

The Plan also includes a number of strategies and processes that will be the subject of further consultation during 2011/12, the first year of the Implementation Plan.

If you have any further comments about the Plan, or just want to keep involved in the on-going work, please contact the LTP Partnership.



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## Version Changes for Local Transport Plan 3: Plan Document

Version	Date	Description of change
2	03-10-2012	CHAPTER 6.1/6.2 REPLACED AND APPROVED BY ITA 27-07-2012
1	01-04-2011	DOCUMENT AS SUBMITTED TO THE DEPARTMENT FOR TRANSPORT

# Summary

This 15-year Local Transport Plan (LTP) for West Yorkshire covers the period 2011 to 2026. The LTP is the statutory plan for transport in West Yorkshire and is now the sole responsibility of the West Yorkshire Integrated Transport Authority (WYITA). The Plan has, however, been developed in partnership with the five West Yorkshire District Councils, Bradford, Calderdale, Kirklees, Leeds and Wakefield who are the Highway Authorities in their respective areas. Consultation has also been undertaken with the Highways Agency and Network Rail. There has been consultation with members of the public, transport operators, businesses and others.

The Plan (called MyJourney to reflect the focus on customers at the heart of the Plan) builds on the second West Yorkshire LTP, where successes included securing additional train carriages to relieve overcrowding, the introduction of new City and Town Bus services, a programme of bus station enhancements, real time bus information, improvements to road safety, road condition, air quality and the completion of important highway schemes.

The Plan reflects national policy including the January 2011 White paper, 'Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen', but also reflects the Leeds City Region Transport Strategy and the specific geographical and economic priorities in West Yorkshire. For example, while Leeds has a higher proportion than the national average of service sector jobs, West Yorkshire as a whole has a higher proportion than the national average of manufacturing jobs and the plan takes this into account. The strategy has been informed by the policies and priorities of the WYITA and each of the five West Yorkshire District Councils.

A Vision for transport in West Yorkshire has been developed:

<b>MyJourney West Yorkshire Vision 2026 - connecting people and places</b>	
Working together to ensure that West Yorkshire's transport system connects people and places in ways that support the economy, the environment and quality of life.	

The Plan's objectives are:

<b>1</b>	<b>Economy. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.</b>
<b>2</b>	<b>Low Carbon. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.</b>
<b>3</b>	<b>Quality of Life. To enhance the quality of life of people living in, working in and visiting West Yorkshire.</b>

The development of the LTP strategy has been informed by a detailed evidence base and through consultation.

Transport problems including congestion and a lack of investment are key contributory factors to lower than average economic performance in West Yorkshire. The private car is still the most frequently used form of transport in West Yorkshire, but road congestion, particularly in the peak periods is a major concern for businesses and the public. Congestion also adversely affects the



operation of bus services, reducing their performance and financial viability. The poor condition of the roads and footpaths also came out strongly in the consultation.

Although bus and rail performance has improved in recent years, public transport is still not meeting its full potential: trains are crowded in the peak periods and bus usage is falling. Fare levels, frequent network changes and lack of integration between services are seen as major barriers to a greater usage of bus services.

Road transport accounts for 21% of carbon emissions in West Yorkshire and therefore transport has an important contribution to make to national carbon reduction targets. Car usage is relatively high in parts of West Yorkshire and whilst, over time, vehicle technology will reduce carbon reductions, there is scope to move more journeys onto low carbon modes and to reduce the use of cars for certain types of journeys. Trains can be very carbon efficient, but only 30% of the West Yorkshire rail network is currently electrified.

Transport directly affects people's lives and in West Yorkshire, one of the main quality of life issues is that road casualties are still higher than the national average. While congestion is a particular issue, car ownership is relatively low in West Yorkshire and transport acts as a barrier to jobs and facilities in some areas.

In the absence of any proposals, the predicted growth in employment (once the recession is over), population and housing will exacerbate the current problems of congestion and reliability of the transport network. There will also be serious strain on the financial sustainability of the public transport system, particularly buses, leading to further service cuts, declines in usage and increases in fares. In turn, this will reduce the accessibility of the network to the most vulnerable customers. Road casualties will increase and carbon emissions will rise.

The 15 year MyJourney strategy has four components representing key components of a journey. Transport Assets (roads, traffic lights and bus stops for example that make up the network), Travel Choices (helping customers make the most sustainable choice about when and how they travel), Connectivity (providing an integrated, safe, reliable transport journey) and Enhancements (improving the overall system to make it more fit for journeys in the future). The strategy has been informed by the evidence base (including the consultation) and has been tested using a transport and land-use model to help understand the potential impact on jobs and carbon.

The strategy has also been shaped by five cross-cutting themes; Equality (assessed through an Integrated Sustainability Appraisal), Safety (reflecting relevant safety and security standards), the Environment (improving the natural and built environment), Decision Making at the appropriate level and seeking to make best use of Alternative Funding and Delivery Mechanisms.

The Plan recognises the importance of maintaining the **Transport Assets** that make up the overall system to maximise value for money (a poorly maintained transport network will add to the problems of congestion and frustrations for travellers). A new hierarchy of key route networks and road users is proposed to guide maintenance and enhancements to these networks. Further consultation will be undertaken on the proposed hierarchy during the first year of the Plan.

Over the 15 year period of the plan, the strategy is to increase the resilience of transport assets particularly to the effects of climate change. A new approach to network management (including joining together traffic control and management centres to reduce the impact of disruptions to the highway network) will help reduce the impact of disruption. Over time, asset management processes will be amended to reduce the overall carbon footprint of the network.

The approach to **Travel Choices** is to place the customer at the heart of the strategy. The Plan will support customers in making the most sustainable travel choices (including not making trips or making them at a different time of day). A new model of behaviour change will be used to guide the best (and most cost effective) ways of supporting peoples' travel choices. A major focus will be on targeting marketing, information and education initiatives on supporting people in making their travel choices. Information will focus on providing a single source to support all the main methods of travel, delivered in a way that makes it most convenient for the customer (including the use of new technology such as phone apps). There will be work with the health sector to promote active travel and reduce obesity. In parallel to these 'pull' measures there will also be a stronger 'push' through appropriate demand management and enforcement. There will also be a stronger approach to working with Planning Authorities to ensure that development is focused in sustainable locations and the impact of new developments is properly planned for.

The approach to **Connectivity** focuses on developing an integrated, reliable and financially sustainable network of transport services that can provide attractive alternatives to the car. This will include focusing on the core network and improving interchange between services. Priorities include developing transport interchange hubs and integrated ticketing using smartcard technology. At the heart of the strategy is a new framework for the procurement and delivery of bus services through either Bus Quality Contracts or a new Bus Partnership (if it can deliver the desired outcomes). This will be supported by a new model for planning transport services at a community level to address local accessibility issues. The strategy supports continued improvements to road safety to reduce casualties further with a particular focus on changing behaviour rather than physical engineering measures. The strategy recognises the importance of coaches for inter-urban journeys and tourism, and will support measures to improve facilities including coach parking. Measures to reduce physical, cost and information barriers to travel will be supported including a concessionary fares scheme. The importance of freight movements to the economy is recognised and a new freight strategy will be developed. Facilities to encourage walking and cycling will be developed further.

Current problems, future growth and historic under-investment mean that an on-going programme of **Enhancements** to the transport network is necessary to deliver the Plan's objectives. The Plan has been developed in the context of the City Region Transport Strategy and supports the investments necessary to deliver strategic economic outcomes (e.g. High Speed Rail, the development of a rapid transit system for the city region, a fixed public transport link to Leeds Bradford International Airport and better connectivity between the main towns and cities). A key focus of the plan is getting more out of the existing transport system through better network management, the provision of additional rail carriages to reduce overcrowding in the peak periods, and to provide the scope for growth. Some new rail stations and targeted investment in the highway network are also proposed. The LTP also supports local economic objectives including delivery of the proposals in the Local Development

Frameworks and the Housing Growth Areas. Local schemes referred to as the 'West Yorkshire Strategic Programme of Schemes' will continue to be delivered. The development of infrastructure to support low carbon technologies will also be delivered.

From the strategy, six 'big ideas' have been identified that will drive progress towards the objectives. These are:

1. Enhanced travel information
2. Fully integrated ticketing
3. Investment in low carbon modes of travel
4. A new approach to buses
5. Phasing in stronger demand management
6. New approach to network management.

The first three year **Implementation Plan** covers the period 2011-2014. Funding has been reduced considerably compared to the previous Plan for both maintenance and integrated transport. The approach for the first three years is to focus on the economic objective and ensure that the current network is properly maintained and delivers the best possible value for money. It is also planned to make progress toward the six big ideas during the first Plan period. Development work on Major Schemes (including Leeds NGT) will continue to be undertaken to try and secure the necessary DfT funding. Given the reduction in funding and the current economic uncertainty, the first Implementation Plan Programme will be reviewed regularly and flexed, if required, to respond to changing circumstances or new opportunities.

The Implementation Plan brings together a £154m programme of capital investment over a three year period together with an annual revenue spend of £284m (based on the expected first year spend).

Over half the capital funding is allocated to maintaining the transport assets: £84m of capital expenditure over three years will be supported by £84m of revenue in the first year. Priorities include implementing a new 'street works permit scheme' to provide greater control over planned utility and other road works to help reduce congestion.

In the **Choices** area, £8m of capital spend over three years is supported by a first year revenue budget of £3m. A key focus in the first 3 years will be on integrating information across all modes of travel and personalising information development through greater use of technology and data.

In **Connectivity**, there is a 3 year capital programme of £14m over three years supported by £177m of revenue spend in the first year. The capital programme is designed, in part to mitigate the impacts of a declining revenue budget including the development of the proposed hubs programme. A key focus will be the continued development of proposals for a Bus Quality Contract Scheme (along with consideration of partnership offers from bus operators) as well as the roll out of the traffic light priority programme.

£33m of capital funding over three years has been allocated to the **Enhancements** programme which will support the implementation of the strategic programme of schemes as well as the further development of four major schemes.

In the first implementation plan, £14m of funding has been allocated to support Local Integrated Transport Schemes' determined by the District Councils working with their local communities.

The implementation of the Plan will be performance managed through the ITA and supported by a range of technical indicators and management information. 10 high level indicators have been suggested to track progress against the Plan's three objectives. These are:

- satisfaction with all transport;
- bus journey times;
- car journey time reliability;
- access to labour markets;
- principal road condition;
- low carbon trips;
- public transport patronage;
- all road casualties (people killed and seriously injured);
- access to local services;
- transport emissions.

These include a new measure of overall satisfaction with transport in West Yorkshire. For each of these indicators targets will be set for the plan period with milestones corresponding to each of the 3 year Implementation Plan periods. A consultation on the proposed indicators and targets will be undertaken during 2011.



# 1 Introduction

## 1.1 West Yorkshire Local Transport Plan Partnership

### West Yorkshire Integrated Transport Authority (WYITA)

The West Yorkshire Local Transport Plan for 2011-2026 is the overall responsibility of Metro (the West Yorkshire Integrated Transport Authority - WYITA).

Metro's has a legal duty (Transport Act 2000 Section 108) as the Local Transport Authority to 'develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within their area', and 'to prepare a Local Transport Plan' for West Yorkshire.

### West Yorkshire Local Transport Plan Partnership

The West Yorkshire Local Transport Plan Partnership is made up of Metro and the five District Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.



## Engagement and Consultation

Transport cannot be planned effectively in isolation because it has a wider role to play in the achievement of a range of social, environmental and economic objectives. This Plan was developed through partnership working and engagement and consultation with a range of partners and stakeholders. The engagement and consultation involved three rounds of formal public consultation as follows

- LTP Draft Vision and Objectives (April to August 2010)
- LTP Draft Strategy for 2011-2026 (October 2010 to January 2011)
- LTP Draft Implementation Plan for 2011-2014 (January to February 2011)

The key issues raised during these consultations are taken into account in the identification of transportation issues. Details of the consultations, the results and the contributions made to the development of this Plan are reported in detail in “*Developing LTP3 and Quality Contracts in West Yorkshire: This Is What You Told Us*” which can be found and downloaded from [www.wyltp.com](http://www.wyltp.com).

Feedback and other contributions were received from a range of partners and stakeholders including:

- Members of the public;
- Councillors from the five District Councils and Metro;
- Local Strategic Partnerships;
- District Council Officers from a range of disciplines, including education, environment, health and equality;
- Leeds City Region partners and other neighbouring Councils;
- Department for Transport, Highways Agency, Network Rail;
- Local representatives of environmental and conservation bodies, including Natural England, Friends of the Earth, the Environment Agency and English Heritage;
- Commercial and community transport operators running buses, trains and taxis;
- Health sector representatives;
- Local business / employment networks and groups, including the Federation of Small Businesses, Chambers of Commerce and JobCentrePlus;
- Local special interest groups and forums, including disability, equality, older people's, young people's, local access, cycle and rural groups;
- Local voluntary and charity groups;
- Campaign groups, including Campaign for Better Transport and Sustrans; and
- Passenger Consultative Committees.

## 1.2 West Yorkshire Local Transport Plan

### Local Transport Plans (LTPs)

It is a statutory requirement for all Transport Authorities in England to produce and update strategic plans for managing and investing in the local transport system. Local Transport Plans (LTPs) are the way of formally setting out an area's proposals, priorities and aspirations for the local transport system.

The Local Transport Act 2008 introduced more flexibility in terms of the governance and development of LTPs to enable every Transport Authority to prepare a Plan which best meets its area's specific needs.

Working with its partners and stakeholders, Metro has developed the West Yorkshire Local Transport Plan in the form of:

- A 15-year Strategy for the period 2011 to 2026; and
- A first Implementation Plan for the period 2011 to 2014.

As the statutory transport strategy for West Yorkshire this Plan serves the following purposes:

- It is the strategic business plan for the WYITA and its partners which defines how:
  - short term implementation of plans, policies and programmes can make best use of available capital and revenue/resource funding to deliver the Strategy.
  - on-going development of plans, policies and programmes will prepare interventions for delivery in future years.
- It is the strategic rationale for securing the legal powers needed for the delivery of interventions (including Transport & Work Act Orders, Compulsory Purchase Orders and powers needed to implement a Bus Quality Contract Scheme).
- It will support the Local Development Frameworks (LDF) of each of the Districts; there will be a realistic alignment between the LDF Infrastructure Delivery Plans and the LTP3 Implementation Plans.
- It will support other local plans (including Public Rights of Way Improvement Plans) and the delivery of various statutory duties.

## Previous West Yorkshire Local Transport Plans

Since 2001, West Yorkshire LTPs have provided a framework for substantial investment in transport services and infrastructure. The first Plan covered 2001-2006, the second Plan 2006-2011. The Plan for 2006-11 had 28 targets, over 70% of which have been either met or exceeded.

Key achievements include:

**Reduced congestion** with traffic flows during the peak period reducing and numbers of cycle and rail trips increasing. This is due, in part, to economic conditions and but also the contributions made by LTP interventions that have helped to improve journey times on urban congestion target routes by about 30 seconds (12%) per vehicle journey mile in the morning peak. This has been achieved through measures including:

- securing 12 additional train carriages (through a partnership between Metro, Yorkshire Forward, Network Rail and North Yorkshire County Council);
- delivering new bus lanes and other bus priority measures and investment by operators;
- completing the MyBus yellow school bus project;
- introducing car club schemes in Kirklees and Leeds;
- opening the new Hemsworth – A1 link, Wakefield;
- opening the new Glasshoughton Coalfields Link Road, Wakefield;
- opening the Inner Ring Road Stage 7, Leeds;
- opening the new East Leeds Link Road;



- delivering a range of travel choices marketing measures, such as the West Yorkshire Travel Plan Network 'Travel to Work' initiative covering around 200,000 employees.

**Enhanced public transport** through measures including:

- introduction of five FreeCityBus and FreeTownBus services;
- new bus services to hospitals;
- introducing Boxing Day bus services
- development of MetroLocal services through work with local communities;
- rolling out of real-time bus and rail information;
- modernising the stock of bus shelters;
- Bus Performance Improvement Partnerships;
- investment in bus fleets, including the introduction of more low-floor accessible vehicles by bus operators and Metro;
- delivery of a programme of new and enhanced bus stations.



**Improved road safety** with 167 (15%) fewer people being killed or seriously injured in collisions during 2009/10 compared with 2006/07. This has been achieved by a “whole community” approach to safer roads, which has included:

- improvements to local roads;
- increasing community engagement on safety issues;
- enforcement linked to local conditions;
- driver training initiatives, including speed awareness courses;
- pedestrian and cycle training;
- safety cameras (where there are significant levels of incidents resulting in people being killed or suffering serious injury);
- ‘Vehicle Activated Signs’ to promote adherence to speed limits.

**Improved management of air quality** as a result of:

- the implementation of District Air Quality Action Plans;
- installation of the first Local Authority owned liquid bio-methane gas refuelling facilities in Leeds;
- the ‘Travel to Work’ project, which helped encourage reduction in car use and consequently improved air quality.

The condition of some **transport assets** has improved with reductions in the percentage of ‘Principal Road Network’ (-48%), ‘Non Principal Classified Roads’ (-61%) and footpaths (-43%) that

require maintenance and improving the number of bus shelters (over 80%) meeting modern standards. However damage during the last two severe winters has undermined this progress.

Despite the overall improvements and investment in the transport system, overall fare-paying bus use has declined.

There has been significant growth in peak-time rail use, resulting in considerable overcrowding on many rail services (particularly to and from Leeds).

## **West Yorkshire Local Transport Plan for 2011-26**

The 'MyJourney West Yorkshire' Plan for 2011-26 consists of a 15-year Strategy to allow for longer term planning of West Yorkshire's transport system, supported by a series of three-year Implementation Plans. This means that the Plan can be both ambitious about what needs to be achieved over its 15-year life and realistic about what can be achieved at each three-year stage. The Plan has been developed in the context of uncertainties surrounding transport funding, the economy and the environment. The Plan will be a living document that will evolve and be periodically reviewed as the three-year Implementation Plans are renewed to reflect changing issues, priorities and funding.

The 'MyJourney' philosophy reflects the fact that the strategy has been developed through consultations and discussions with a wide range of partners including district councils, the private sector, stakeholders, communities and individuals. The resulting strategy is designed to put customers at its heart and to reflect the transport needs of everyone who lives, works or visits West Yorkshire. The strategy has been themed to reflect the stages of an individual's journey.

## **Scope of the Plan**

LTPs provide the framework for local transport planning and delivery, including the maintenance, operation and management of transport assets, the delivery and coordination of transport services, the provision of public transport information, including that required by the Bus Information Duty, influencing travel behaviour, and making enhancements to the transport system. Although the Plan does not cover aviation, international shipping or the motorway network, partners work closely with airports, freight bodies and the Highways Agency to consider links to and movements on these networks.

Not everything contained in LTPs is necessarily delivered by the LTP partners or financed by specific LTP funds. For example, major investment schemes, such as a rapid transit system for the City Region and new rail stations, will form part of the overall Strategy but are likely to be developed as separate projects that require funding from central government, transport service operators and third parties, such as developers. Similarly, there may be some interventions and initiatives which the LTP encourages, influences or supports, but are funded and / or delivered by other parties, such as the private sector, bus and rail operators, the community sector, Central Government and other public service providers, such as the NHS or Police. This activity might include things like the development of new low-carbon technologies.

The Plan considers the transport needs of people, freight and organisations, as well as the impact of the transport system on residents, communities, organisations and the natural environment. It also takes into account all relevant national, regional and local policies, priorities, strategies and plans, including providing the local focus for delivery of relevant aspects of the Leeds City Region Transport Strategy 2009.

## **Appraisal, Monitoring and Review of the Plan**

An Integrated Sustainability Appraisal has been used to assess the environmental, health, social and economic impacts of the Plan and has sought to remove or mitigate any adverse effects. It is a strategic assessment that concentrates on the significant impacts of the Plan, providing a rounded picture of the long term effects over its 15-year life, rather than focusing on specific aspects of it. The assessment will be renewed and updated as the Plan is evaluated over the 15-year period. This appraisal of the Plan has also been supported by transport modelling work with a focus on carbon reduction and job creation outcomes in the Leeds City Region.

Further engagement and consultation with partners and members of the public will be an important mechanism for reviewing and adapting the Plan as it develops and throughout its 15-year life.

Further detail is available in **Section 4.6** and **Chapter Six** of this document.

## **Structure of the Plan**

This Plan is structured as follows:

**Vision** (Chapter Two, page 27) sets out where we want West Yorkshire's transport system to be by 2026.

**Evidence and Issues** (Chapter Three, page 29) sets out where are we now, what the issues are and where we are heading if we do nothing.

**Strategy** (Chapter Four, page 43) sets out how we will get to where we want to be.

**Implementation** (Chapter Five, page 79) sets out what do we need to do to deliver the vision.

**Project and Performance Management** (Chapter Six, page 97) sets out how we will know that we are doing the right things to deliver the Vision.

The following table provides an overview of the Plan. It identifies the 'golden thread' that links the various elements of the Plan from the Vision through to reviewing the impact of delivery. It also highlights the key features of each of the Plan's elements.

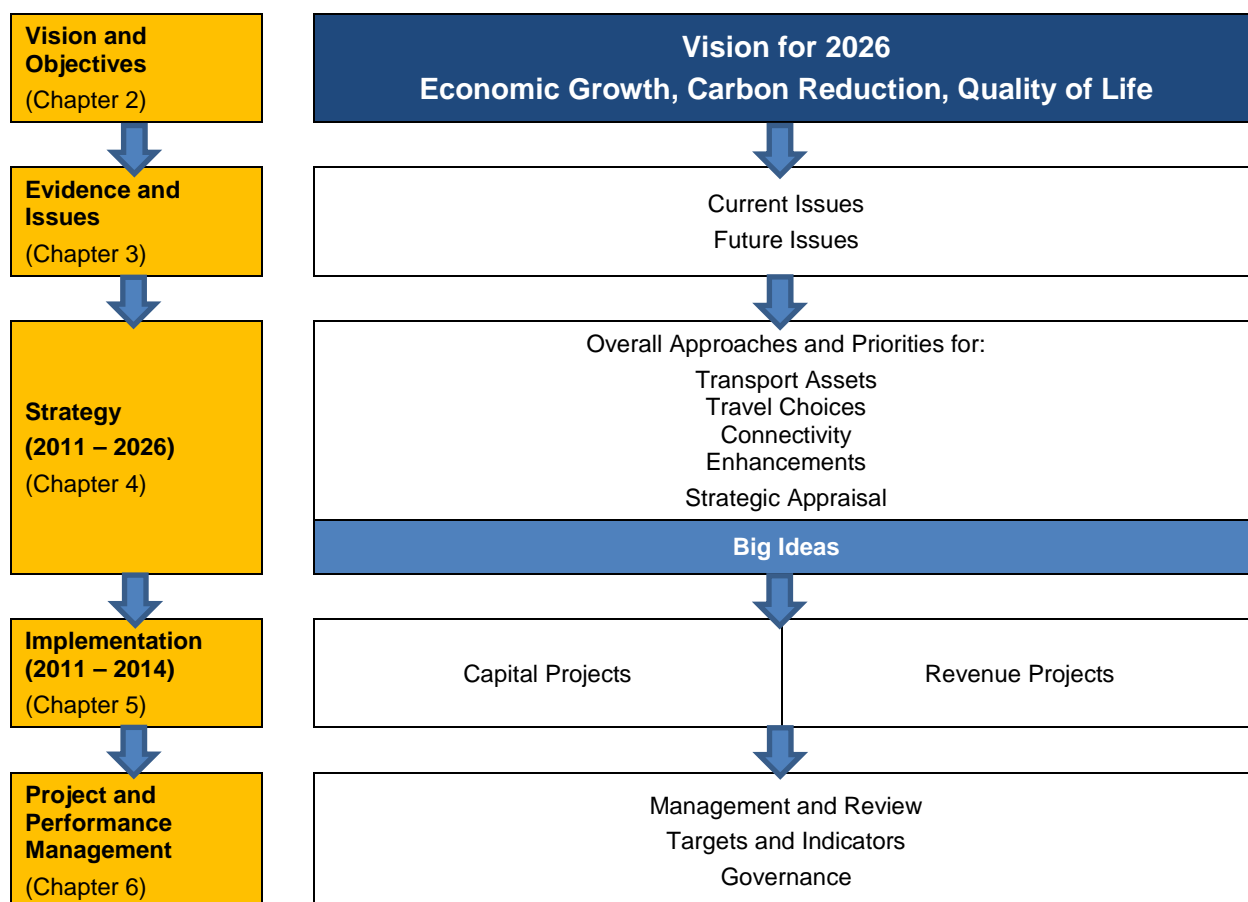


Figure 1.1: Golden Thread

### 1.3 Policy context

This section provides an overview of the national, regional and local policy context which has informed the development of the Plan.

#### National Context

In June 2010, the Government set out its ‘Programme for Government’, which acknowledged that a modern transport infrastructure is essential for a dynamic and entrepreneurial economy, as well as to improve well-being and quality of life. It also recognised that the transport sector needs to be greener and more sustainable with tougher emission standards and support for new transport technologies.

The Government wants all local transport interventions to contribute to:

- Economic growth - by supporting and helping to create jobs;
- The environment - by implementing low-carbon schemes and encouraging modal shift for local journeys;
- Localism - by empowering councils and communities.

The Government’s ‘Big Society’ agenda is placing emphasis on localism by giving individual communities greater control over the way local public services are run in their area and empowering people to deliver services themselves. This Plan will seek to address local needs in the context of

strategic City Region and West Yorkshire-wide aspirations. This is likely to require new ways of working at a local level.

The Government has set a legally binding target of at least an 80% cut in greenhouse gas emissions by 2050, and a reduction of 34% by 2020 (Climate Change Act, 2008). Both of these targets are against a 1990 baseline. The 'Programme for Government' also includes a commitment to reform energy markets to ensure security of supply and investment in low-carbon energy.

In January 2011, the Department for Transport published a Transport White Paper, '*Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen*'. This White Paper sets out the Government's vision for a sustainable local transport system that supports the economy and reduces carbon emissions. It suggests placing localism at the heart of the transport agenda. The White Paper also includes a new Local Sustainable Transport Fund. In March 2011 the Government also published its Low Carbon Transition Plan. This identifies the need for a step change over the coming decade to move away from oil-based fuels towards ultra-low carbon alternatives such as electric vehicles.

Metro and the District Councils are preparing a large bid to the Local Sustainable Transport Fund for submission to DfT in summer 2011, preceded by a 'Component Bid' in April 2011. This will complement and build upon interventions in the first three-year Implementation Plan.

## Leeds City Region

West Yorkshire is part of the Leeds City Region. The Leeds City Region Partnership brings together the eleven Councils of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York and North Yorkshire to work towards a prosperous and sustainable City Region in areas such as transport, skills, housing, spatial planning and innovation. There are four LTPs within the City Region (West Yorkshire, South Yorkshire, North Yorkshire and York). With almost three million people, a resident workforce of 1.2 million, 100,000 businesses and an economy worth £45 billion per year, the City Region has a large and important economy. The Leeds City Region Partnership is about working together for maximum benefit across the boundaries in which people choose to live, work and spend their leisure time. The transport aspects of the Partnership are supported by Metro through the Connectivity Partnership and Transport Panel.



In 2009, building on its Multi Area Agreement, the Leeds City Region was awarded pilot City Region status to take forward a programme of new freedoms and flexibilities in areas of housing, innovation, skills and transport. The transport programme includes new protocols for working with national agencies such as Network Rail and the Highways Agency, establishing long term funding agreements, and the devolution of major scheme appraisal to the local level for investments under £25m.

West Yorkshire forms a significant part of the Leeds City Region. It holds an economically important position in the North of England, bordering the Sheffield City Region to the south, Manchester City Region to the west and the Humber Ports to the east.

The Leeds City Region produced a Transport Strategy in 2009. Developing this Strategy involved engagement with stakeholders and the DfT, the development of an Evidence and Issues base, and assessment of proposals against the former government's five national transport goals. The Strategy includes spatial transport priorities based on the performance of existing networks together with the location of planned major employment and housing growth. These will be kept under review as the scale, nature and precise location of these growth areas become clearer during the preparation of Local Development Frameworks. The priorities from the Strategy are shown in the map on the next page.

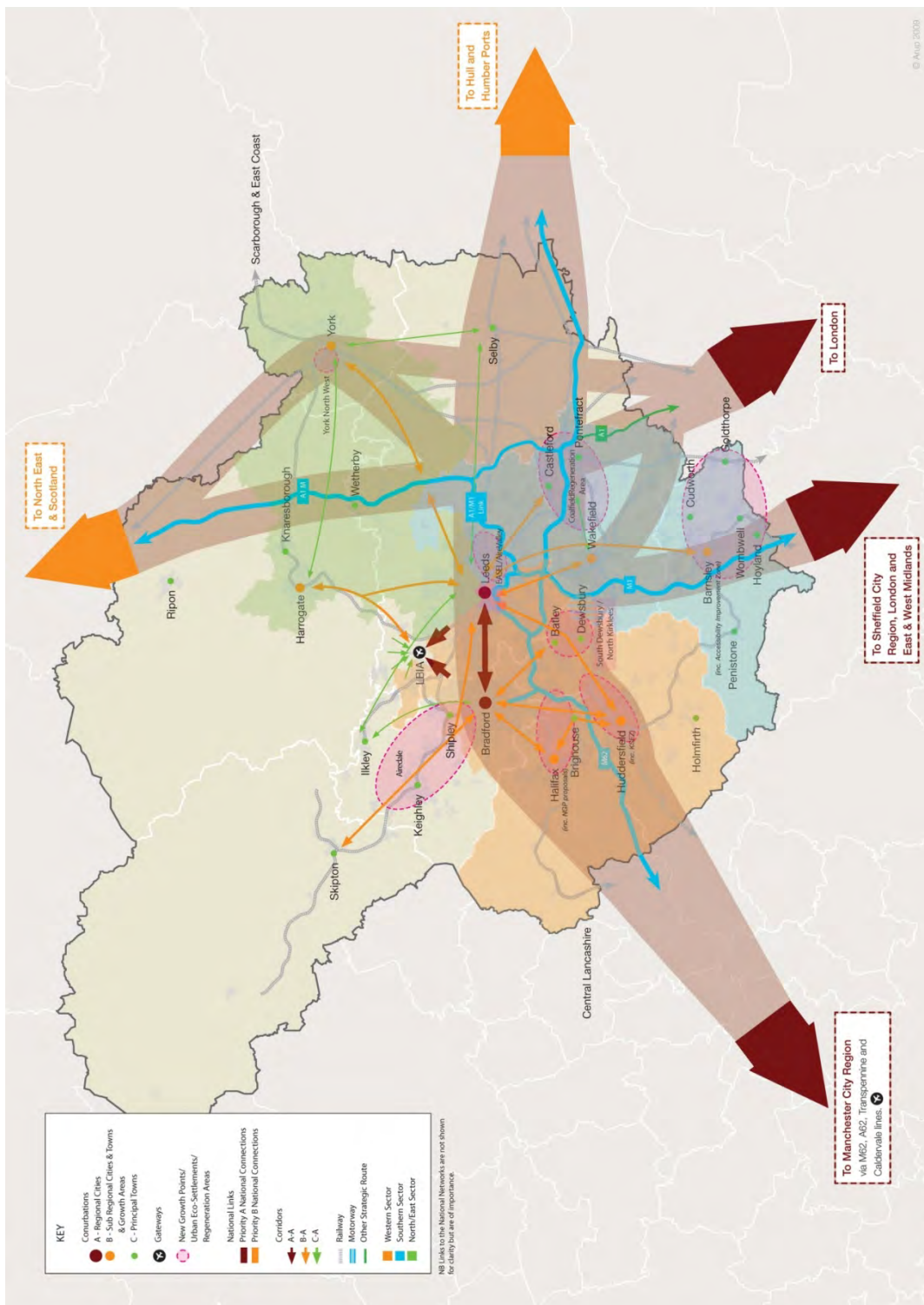


Figure 1.2: Leeds City Region Spatial Strategies Priorities

Table 1.1: Leeds City Region Spatial Priorities		
Spatial Priority	Category	Key Locations
A	Regional Cities	Leeds, Bradford
	Gateway	Leeds Bradford International Airport, Manchester Airport
	National Corridors	Trans Pennine links to Manchester, Sheffield (via Wakefield) and London
B1	Sub-Regional Cities	Halifax (including growth point), Huddersfield (including Kirklees Strategic Economic Zone - KSEZ), Wakefield
	Growth Zones	Coalfield (Wakefield), South Dewsbury / North Kirklees, Airedale (Bradford-Skipton), Aire Valley (Leeds)
B2	Growth Zones	East Leeds, East Bradford-West Leeds
C	Principal Towns	Batley, Brighouse, Castleford, Dewsbury, Holmfirth, Ilkley, Keighley, Pontefract and Wetherby

The table above indicates the spatial priorities for the City Region strategy and their relative priorities. The LTP strategy follows this framework although, being a Local Transport Plan, will also address local issues not necessarily included in the City Region hierarchy.

The Leeds City Region Transport Strategy set out a framework for improving transport over a period of 20-25 years. The Leeds City Region Connectivity Study (June 2010) developed this framework in more detail. In doing so it made extensive use of information in and findings of the Transport for Leeds Study but transferred this into the wider City Region context and adopted more modest assumptions about the availability of funding.

The **Leeds City Region Connectivity Study Phase 1 (June 2010)** – this study analysed the contribution of a range of transport interventions for the delivery of the priorities in the Leeds City Region Transport Strategy. The interventions were also identified from the ‘Transport for Leeds’ Study (2010) and through engagement with partners and stakeholders. The study identified a list of interventions to be taken forward for further investigation and analysis, particularly in terms of their affordability and deliverability.

The City Region Transport Strategy and Connectivity Study were important starting points for the development of this Plan. They have also influenced the development of the three neighbouring LTPs within the Leeds City Region.

The Government has put in place a new sub-regional policy-making framework in England in the form of Local Enterprise Partnerships (LEPs). The Leeds City Region LEP draws on current City Region arrangements and proposes taking on further responsibilities for strategy, funding, investment, planning and commissioning of economic development and regeneration activities. This may provide the Leeds City Region with greater decision making powers, to develop innovative

transport solutions as part of wider economic recovery plans. Transport is likely to be a high priority in the LEP's new business plan and Metro and partners will play a key role in supporting the LEP.

## **West Yorkshire**

West Yorkshire is a diverse, polycentric (more than one large urban centre) area. There are significant rural as well as urban areas, which makes planning future transport systems challenging. West Yorkshire has a strong relationship with neighbouring city regions, including Sheffield and Manchester.

West Yorkshire is well-placed on the national transport network and generally has good access to the motorway network (M1 and M62) and main rail lines (east coast Main Line and trans-Pennine routes). International gateways to West Yorkshire are provided by Leeds Bradford and Manchester International Airports and by the seaports on the Humber, Mersey and Tyne/Tees estuaries. This level of accessibility is important to the economy of West Yorkshire with its significant financial, service and manufacturing industries. While having good access to the national network, historic under-investment in West Yorkshire means that there are problems of congestion and capacity that create real barriers to further growth of the economy. The Evidence and Issues chapter sets out the challenges in more detail.

### **Recent studies**

A number of recent studies have informed the development of the Plan:

The '**Transport for Leeds' Study (September 2010)** carried out extensive research into potential solutions to maximise the contribution that transport investment can make to the economy, to reducing transport-related carbon production and to improving the quality of life. The outline strategy includes a phased approach to demand management focused on controlling car use to/through the city centre and making best use of alternative orbital (around the outside of the city) capacity around the city centre. This would be accompanied by a significant increase in the use of public transport, particularly on the radial routes. Detailed proposals are set out in more detail in the Strategy chapter.

**Investing in Public Transport: A Framework for Leeds (March 2009)** was prepared as part of the development of the New Generation Transport (NGT) trolleybus scheme to consider existing and future transport needs in Leeds. This work, which was based on the analysis of existing data sources, considered the main radial road and rail routes into the city and recommended the type of transport intervention required on each route in order to address existing and future problems.

The study recommended a package of transport interventions for Leeds to contribute to the future sustainable economic growth of the city. The recommendations were corridor specific depending on the expected volume of traffic and availability of existing road and bus routes. Modern 'trolleybuses' were recommended for several routes in the city, including those in the current NGT proposals.

The overall approach to the strategy has been informed through the priorities of each of the five West Yorkshire District Councils.



## Districts Council Priorities

West Yorkshire has five District Councils – Bradford, Calderdale, Kirklees, Leeds and Wakefield – all of which are members of the West Yorkshire Local Transport Plan Partnership.

The five District Councils share some common goals and policies, as well as their own individual visions, targets, priorities, strategies and plans. These are set out in their Sustainable Communities Strategies and Local Development Frameworks, which have all been taken into account in the development of this Plan. Connecting people and places is at the heart of this Plan, to ensure the LDFs and this LTP have a joined up approach to providing access to homes, work, services and leisure. Other District Council plans which have been taken into account include Rights of Way Improvement Plans (which identify strategic objectives for the footpath network) and Network Management Plans (which determine how the road network is managed to keep traffic flowing).

All five District Councils share the aspiration to be attractive, prosperous places that celebrate their diversity and take pride in their heritage. However, people's needs across West Yorkshire are varied because of the diverse communities in and between urban and rural areas, with varying landscapes, accessibility, wealth, aspirations and culture. This means that a diverse range of travel patterns and needs have to be catered for.

A brief overview of the key transport issues and challenges in each of the districts is set out below:

### **Bradford**



Bradford has aspirations for major regeneration over the next 15 years, including its city centre and other key developments such as the Canal Road urban eco-settlement. The transport system will need to be able to help meet these aspirations in the context of significant anticipated growth in population, housing and employment in the city and surrounding areas.

There is a high level of congestion on some radial routes into the city (caused by bottlenecks such as Saltaire roundabout) and the city's outer ring road. Improved connectivity is needed along the Canal Road corridor, the Leeds-Bradford corridor, to Leeds Bradford International Airport and on the Caldervale rail line. Congestion in the Keighley area is also a significant issue, along with accessibility of some of the more rural communities to the north and west of the District.

Making Bradford's roads safer and improving people's quality of life are also key priorities.

### **Calderdale**

Calderdale has aspirations for employment and housing growth, including the East Calderdale New Growth Point, but faces challenges due to a geographically confined highway network, peak-hour



congestion at critical points and a rail route that has to meet local needs as well as those of longer distance travellers. Its extensive rural areas have their own distinctive mix of service needs and access issues.

Calderdale's key transport priority is to secure major improvements to the Caldervale rail line. Improving this asset will remove constraints to economic growth and enable residents and businesses to maximise the benefits of the District's location, with improved access to the three cities of Bradford, Leeds and Manchester.

Economic growth needs to be balanced against an increase in traffic congestion, carbon emissions and poor air quality. Calderdale will develop a comprehensive cycling and walking network and work with its partners to secure high quality bus services as real alternatives to the private car.

The extensive rural bus network is important. The Council will invest in its local communities through such programmes as district centre reviews and 20mph areas, thereby removing severance, creating a safer road environment and creating vibrant and attractive district hubs.

### ***Kirklees***



Kirklees's key priority for transport investment over the next 15 years is to ensure that employment and housing opportunities are provided to encourage economic growth but also in ways that address local inequality issues.

These priorities include employment growth within the Kirklees Strategic Economic Zone and housing growth within South Dewsbury Urban Eco-Settlement. The Local

Development Framework will be an important tool for predicting and providing for future trends and growth.

To support this, it will be important to improve and strengthen connectivity between centres within Kirklees and across the Leeds City Region, investing in key routes and towns.

### ***Leeds***

Leeds is the principal economic centre within the City Region and has enjoyed significant employment growth over the past decade. This has resulted in high levels of commuting from adjacent districts, which impacts upon congestion over a wide area, and has contributed to high levels of overcrowding on the rail network and pressure on the roads system.

In order for Leeds to sustain further growth in employment, along with accommodating population growth, the key challenge will be facilitating access to important employment locations in the city centre and the Aire Valley. This will require investment in enhancing the provision for sustainable travel to the city centre and providing entirely



new services to access the Aire Valley.

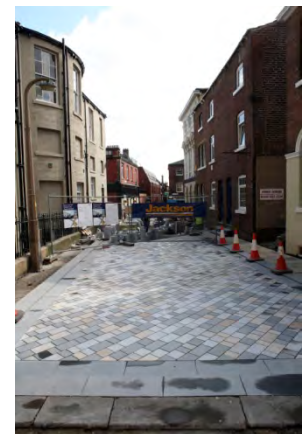
Interventions to improve public transport and encourage walking and cycling will be vital, while mitigating the impacts upon local communities; enhancing safety and reducing the noise, air quality and severance associated with high volumes of traffic. Promoting Low Emissions Vehicles and supporting infrastructure will also be a priority.

Leeds Bradford International Airport is located within the Leeds District. The Plan recognises and supports the Surface Access Strategy for the Airport and partners will work with the Airport to review this strategy as appropriate.

### ***Wakefield***

Wakefield has ambitious plans for housing and jobs growth within its Local Development Framework. Its regeneration and housing growth points include the Five Towns area, comprising Castleford, Pontefract, Knottingley, Featherstone and Normanton. Wakefield city centre is also currently undergoing a programme of regeneration, which will create opportunities for major transport improvements.

Transport needs to support these plans by making it easier to access local places, services and amenities by sustainable modes. It also needs to support the creation of high-quality, distinctive and safe environments, helping to tackle climate change by reducing congestion, and supporting greener fuel technologies.



# 2 Vision

Influenced by the Policy Context outlined in Chapter One, this chapter sets out a Vision for improving West Yorkshire's transport system between 2011 and 2026, and identifies three key Objectives for achieving this Vision.

## 2.1 Vision Statement



**MyJourney West Yorkshire Vision 2026 - connecting people and places**

Working together to ensure that West Yorkshire's transport system connects people and places in ways that support the economy, the environment and quality of life.

## 2.2 Objectives

Three key Objectives have been identified for achieving the 'MyJourney West Yorkshire' Vision over the next 15 years.

These Objectives take into account the national, regional and local policy context set out in Chapter One.

<b>1</b>	<b>Economy. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.</b>
<b>2</b>	<b>Low-Carbon. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.</b>
<b>3</b>	<b>Quality of Life. To enhance the quality of life of people living in, working in and visiting West Yorkshire.</b>

This Plan sets out ways to achieve all three Objectives (gaining 'triple wins'), while mitigating any potential adverse impacts its delivery it may have.

Chapter Three provides evidence and issues for why the Objectives set out in this chapter are important for West Yorkshire. It looks at 'where we are now' and 'where we are heading' with West Yorkshire's transport system and identifies what this means for the Plan. It also identifies the issues that were raised during each of the three rounds of public consultation.

In the public consultation, there was strong support for the overall direction of the Plan with only 10% of respondents disagreeing with the Vision and Objectives.



## 3 Evidence and Issues

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This chapter uses evidence to highlight the existing transport issues against each of the Objectives set out in the Vision in Chapter Two, and then examines where we are heading if we do nothing.

### 3.1 Current transport issues for economic growth

When a transport system is inadequate, it can have a major impact on economic performance. West Yorkshire's economic performance is 10% below the national average, ranging from 24% below in Bradford, to 12% above in Leeds. It is widely recognised that transport has a vital role to play in supporting economic growth.



Figure 3.1 gives the current transport issues for economic growth, with detailed evidence provided in Appendix F (see separate document). A summary of the key transport issues is given below.

#### National context

- Transport affects the top three factors impacting on business location decisions;
  - good access to markets, customers and clients;
  - availability of qualified staff;
  - transport links with other cities, nationally and internationally (E10).
- Reliability is valued highly by business travellers and commuters, and freight movements could be better managed through improved reliability (E10).
- The transport sector accounts for 7% of UK Gross Value Added (GVA) (E10).

#### West Yorkshire context

- The biggest journey-to-work flows are within districts, followed by trips to Leeds and Bradford. The largest journey-to-work flows coincide with the worst congestion and rail overcrowding (E2).
- There are significant levels of travel to work in West Yorkshire from the wider Leeds City Region (E2).
- Most jobs and workers are in the main cities and towns. Based on accessibility mapping, public transport access is good, except from some remote areas (E2 & E3).
- There are a number of proposed 'growth points' for housing and jobs throughout West Yorkshire (E2).
- West Yorkshire has a higher percentage of manufacturing jobs (13%) than the national average (10%), with a total of 4.7% of UK manufacturing jobs (E3).
- Leeds has a higher percentage of service jobs (86%) than the national average (84%), and fewer manufacturing jobs (9%) (E3).
- Access to other city regions is poor - the West Yorkshire motorway network (including the M62 and M1) is heavily congested and slow at peak times, and rail routes to London, Manchester and Sheffield are slow. A 20-minute reduction in the train journey times between Leeds and Manchester would be worth £6.7 billion across the whole of the North of England (E5).

- Good access to airports and seaports can encourage inward investment. Public transport surface access to airports is poor, except from city centres (E4).

### Road performance in West Yorkshire:



- Businesses value reliability, but over half of the West Yorkshire road network is congested and slow at peak times. The duration of peak period road congestion in West Yorkshire is increasing (E6).
- Road congestion is worst on the motorway corridors approaching Leeds, radial routes approaching the main urban centres, Leeds Outer Ring Road and some other junctions and corridors (E6).
- Congestion is a key issue for the public in West Yorkshire (E6).
- Businesses in West Yorkshire are concerned about poor road conditions. District Councils are facing an increased number of compensation claims related to maintenance (E7).
- A third of all serious congestion can be caused by road works. The condition of all classified roads in four out of the five West Yorkshire Districts is above average when compared nationally. The condition of 'A' roads has improved, from 10% to 5% of roads that require maintenance (E7). The severe winters in 2009/10 and 2010/11 have had a detrimental impact on road conditions generally.
- Deterioration modelling shows that in the long term, undertaking preventative maintenance delivers better value for money than letting the assets reach a point where significant renewal is required. Any reduction or break in investment could reduce the condition of assets and cost more to put right at a later date (E7).

### Bus and rail performance in West Yorkshire:



- Bus punctuality and rail performance have improved in West Yorkshire, but they are still key concerns for users (E8).
- Bus use fell by 8.8% between 2001/02 and 2009/10 in West Yorkshire (E8).
- The consultation found that high fares and concern about value for money are discouraging more rail and bus use in West Yorkshire (E8 & E9).
- Bus occupancy is variable, primarily due to a platooning effect when buses cannot keep to their timetable. There is evidence of significant spare capacity in contra-peak flows (e.g. outbound in the morning peak) (E8).
- The frequency of bus network changes is a key issue for the public in West Yorkshire.
- The lack of integration and of integrated ticketing between different operators, services and modes of transport are key concerns for the public of West Yorkshire (E8).
- There is a lack of competition in the bus services market making it difficult to demonstrate value for money. Four large bus operators have a virtual monopoly over services in West Yorkshire, with 92% of customers having no choice except to the services of one of these companies. The consultation found that most people support the introduction of a Bus Quality Contract Scheme, as a means of making bus operators more accountable (E8).
- There is a relatively high level of access to public transport for a county with a significant rural population, with 91.7% of West Yorkshire's population living within 400 metres of a bus stop with at least an hourly service (E8).
- Overcrowding is discouraging more rail use. Trains approaching Leeds have the worst overcrowding outside London, and there is a lack of capacity at Leeds Rail Station (E9).

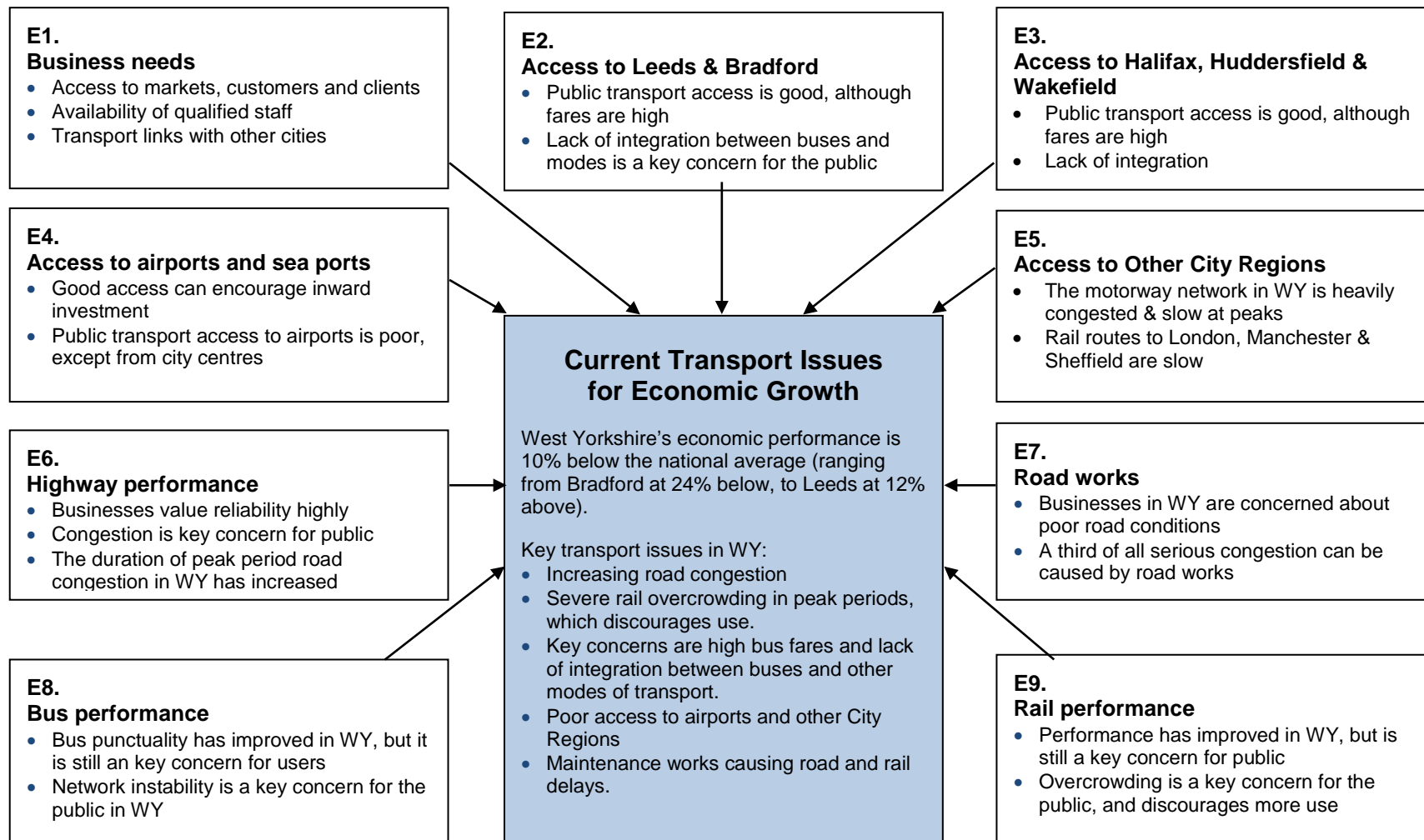


Figure 3.1 Current Transport Issues for Economic Growth

**Notes**

1. The evidence is national, unless otherwise stated.
2. The comparative statements relate to national averages, unless otherwise stated.



## 3.2 Current transport issues for carbon reduction

There is a need to reduce greenhouse gas emissions in order to reduce the effects of global warming on the weather, economy and health. Road transport accounts for 21% of overall carbon emissions in West Yorkshire, which is a significant part of the problem. Cars, lorries and vans account for 97% of road transport emissions, while buses account for just 3%.



Figure 3.2 gives the current transport issues for carbon reduction, with detailed evidence provided in Appendix F. A summary of the key transport issues is given below.

### National context

- The Government has set a legally binding target of at least an 80% cut in greenhouse gas emissions by 2050, and a reduction of at least 34% by 2020 (C10).
- To support these carbon reduction targets the Government published its Draft Carbon Plan on 8 March 2011, a Government-wide plan of action on climate change over the next 5 years. The Plan identifies road transport as one of three key areas where change is most critical in meeting the targets
- To achieve the Government's target, substantial progress is needed on cleaner fuels, more-efficient vehicles and smarter driver choices (C10).
- It is generally accepted that technology and the use of low-emission vehicles will not be sufficient to meet the Government's target (C10).
- The benefits of strong, early action far outweigh the costs (C10).

### West Yorkshire context

- Transport and land-use planning are not sufficiently 'joined-up', which contributes to increasing the need to travel, the distance travelled and the type of transport chosen. There was a 39% increase in the distance travelled to work in West Yorkshire between 1991 and 2001 (C7).
- Electric trains have lower emissions than diesel, but only 30% of the West Yorkshire rail network is electrified. Only 60% of the West Yorkshire bus fleet has emission levels that meet Euro III standard or above (C8).
- Building, maintaining, operating and managing transport assets generates carbon emissions. Progress has been made on piloting low-emission refuse trucks, using recycled materials in road surfacing, building salt barns to reduce salt pollution, and using low-energy bulbs for street lighting, traffic lights and bus shelters (C9).

### Cars, lorries and vans in West Yorkshire

- Car use is high in parts of West Yorkshire, with the percentage of the morning peak trips entering Bradford (72%), Halifax (68%) and Wakefield (76%) exceeding the national average (66%) (C1). Leeds has 56% and Huddersfield has 54%.



- Cars are not used efficiently. Car occupancy is low in West Yorkshire (1.25 compared to a national average of 1.37 in the morning peak), there are very few low emission vehicles (1%), and home working may be constrained by broadband coverage and speeds in some areas (C1, C6 & C8).
- The consultation found that there are not enough incentives to encourage people out of their cars (C1).
- Nationally, most freight is moved by road (66%) compared to rail (9%), but lorries produce three times as much carbon as rail freight per tonne km (C3).

### Buses in West Yorkshire



- Buses represent just 3% of road carbon emissions (C2).
- Buses can be very carbon efficient per passenger km, but bus use has fallen by 8.8% between 2001/02 and 2009/10 in West Yorkshire (C2).
- The consultation found that high fares and concern about value for money are discouraging bus use in West Yorkshire. There is a desire for simplified ticketing and multi-modal smartcards (C2).
- The consultation found that there is a lack of interchange between bus services and different transport modes (C2).
- The consultation found a desire for more real-time displays at bus stops (C2).

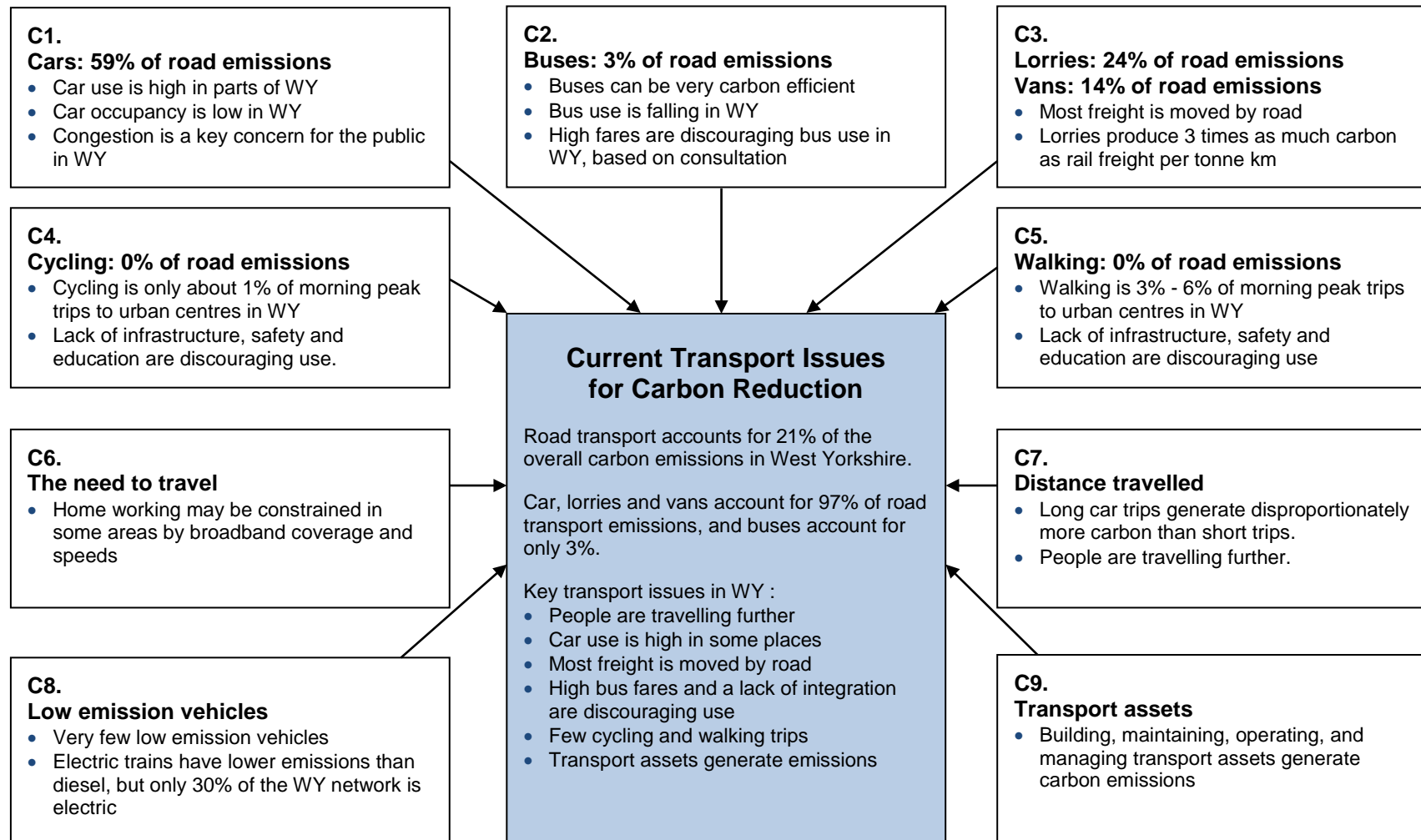
### Cycling and walking in West Yorkshire



- Trips by bicycle and on foot have zero carbon emissions, but there are very few morning peak trips to urban centres by cycling (1%) and walking (3%-6%) (C4 & C5).
- Maintenance is needed on 15% of the busiest walking routes. Over half of the foot networks in West Yorkshire do not meet minimum standards (C5).
- The consultation found that lack of infrastructure, safety and lack of education are as discouraging cycling and walking. Also, pot holes are causing concerns, especially for cyclists and motorcyclists (C4 & C5).



**Figure 3.2 Current Transport Issues for Carbon Reduction**



**Notes**

1. The evidence is national, unless otherwise stated.
2. The comparative statements relate to national averages, unless otherwise stated.

### 3.3 Current transport issues for quality of life

Transport provides access to jobs, education, leisure opportunities and the natural environment. It can impact on quality of life, including safety and security, health, equality of opportunity and a healthy natural environment.

Figure 3.3 gives the current transport issues for quality of life, with detailed evidence provided in Appendix F. A summary of the key transport issues is given below.

#### Safety and Security in West Yorkshire

- Road casualty rates in West Yorkshire (4.2% per head of population) are higher than the national average (3.8%). There are many social factors that contribute to this – most significant are the level of disadvantaged communities that are at increased risk and the levels of unlawful and dangerous road traffic activities (Q1).
- Pedestrians, cyclists and motorcyclists are the most vulnerable road users (Q1).
- Safety for cyclists is a concern, and it discourages more cycle use (Q1).
- The walk to and from a car park, bus stop or rail station is often perceived as the most insecure part of the journey, particularly during the hours of darkness (Q2).



#### Health in West Yorkshire

- Obesity is rising rapidly - two thirds of adults do not meet recommended activity levels, but there are very few morning peak trips to urban centres by cycling and walking (Q3).
- Emissions have reduced since 1990, but air quality does not meet European standards (for NO<sub>x</sub> and PM<sub>10</sub>) in some parts of West Yorkshire (Q4).
- At least 6% of West Yorkshire residents (141,000 people) live in locations where transport noise levels are a risk to health (Q5).



#### Equality of opportunity in West Yorkshire

- Transport provides access to jobs. West Yorkshire has higher unemployment (7.8%) than the national average (7.4%), with the highest rates in Bradford (8.8%) and Leeds (8.3%) (Q6).
- Average pay in West Yorkshire is 9% below the national average, ranging from 14% below in Bradford to 5% below in Leeds (Q6).
- Transport provides access to education. West Yorkshire has a lower attainment of skills than the national average, particularly in Bradford and Wakefield. Attendance has improved by 5-6% in schools served by a yellow MyBus (Q7).
- Car ownership is relatively low in West Yorkshire (30% of households have no car) compared to the national average (26% of households have no car), which restricts access to some jobs, services and education (Q8).
- Motorcycles can offer a more affordable alternative to a car (Q8).



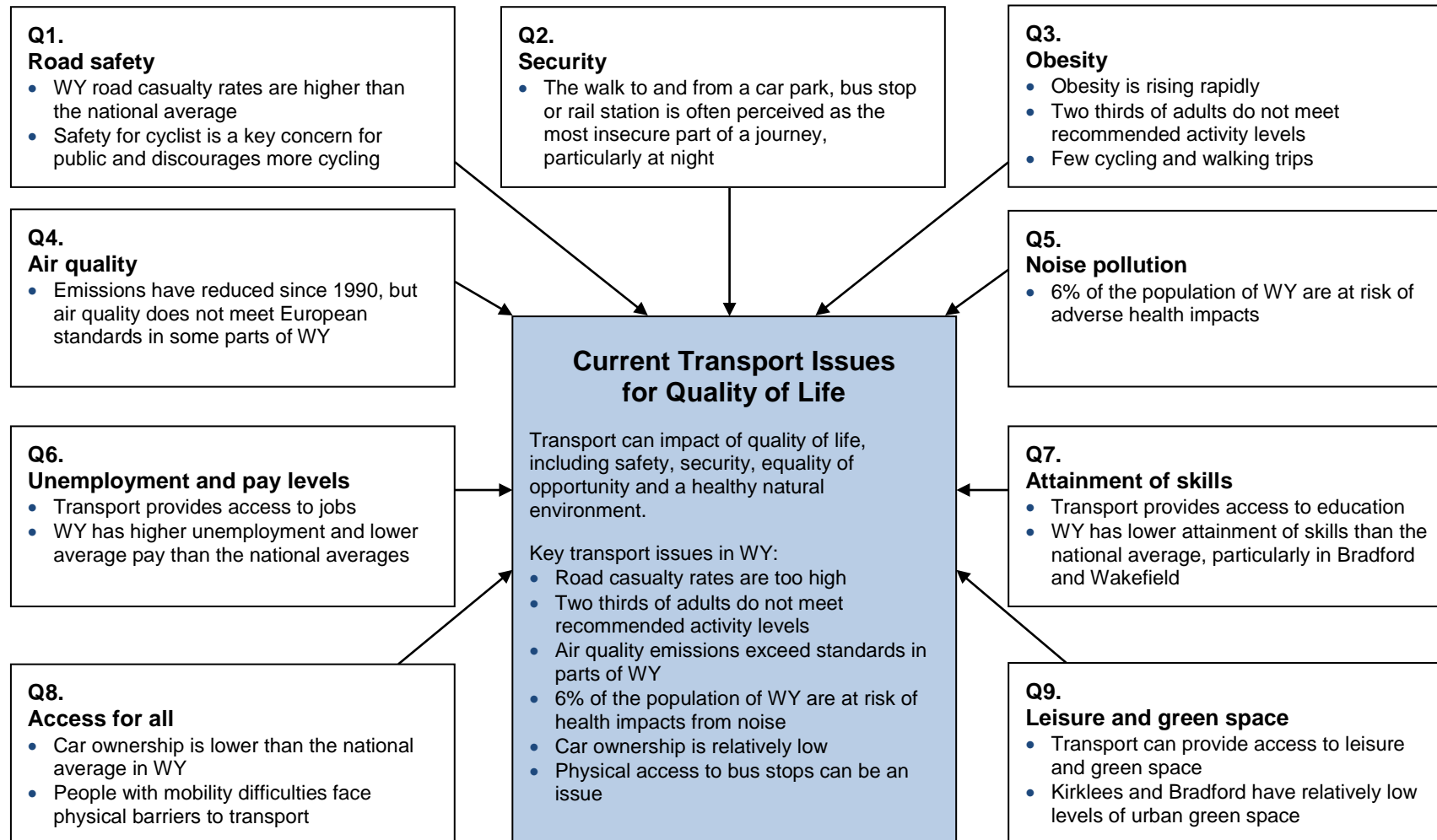
- People with mobility difficulties continue to face physical barriers to transport, which can exclude some people from access to jobs, services, education and leisure opportunities (Q8).

## Healthy natural environment in West Yorkshire



- Transport provides access to leisure opportunities and the natural environment, but it is important to minimise any potential negative impact that it may have on the environment.
- A 10% increase in local green space can generate a reduction in health complaints (Q9).
- Nationally, many habitats are declining and species are threatened (Q9).
- There are 32 Sites of Specific Scientific Interest in West Yorkshire (Q9).
- Kirklees and Bradford have relatively low levels of urban green space (Q9).
- The impacts of transport on the historic built environment include the visual effect of street clutter and high traffic levels, possibility of vibration damage, salt damage to walls and noise issues in rural areas (Q9).

**Figure 3.3 Current Transport Issues for Quality of Life**



**Notes**

1. The evidence is national, unless otherwise stated.
2. The comparative statements relate to national averages, unless otherwise stated.

### 3.4 What will happen if we do nothing?

Figure 3.4 gives the future transport issues without interventions (do-nothing), with detailed evidence provided in Appendix F. A summary of the key transport issues is given below.

**Economic growth will be constrained in West Yorkshire.** Business access to markets, customers, clients and qualified staff will be worse, due to increased road congestion, higher levels of rail overcrowding, and more maintenance works as described below:

- The numbers of jobs and workers in West Yorkshire are expected to grow 18% faster than the national average over the next 15 years, leading to more trips, road congestion and rail overcrowding (F1).
- Over half of West Yorkshire's population and jobs are in Leeds and Bradford, and these two cities also have the fastest predicted growth in population and jobs. The locations of the fastest growth rates are the same as those with the worst existing road congestion and rail overcrowding (F1).
- There are a number of proposed 'growth points' for housing and jobs throughout West Yorkshire, leading to more trips, road congestion and rail overcrowding (F1).
- The number of rail passengers travelling to Leeds is predicted to increase by 66% by 2026, but without additional capacity, the growth will be constrained and crowding will worsen (F2).
- Adverse weather and other effects of climate change could mean more road and rail delays due to more maintenance works. This will require more resilient standards (F7).

**Road transport carbon emissions will increase in West Yorkshire,** due to an increase in the use of cars, lorries and vans, reduced bus routes and declining bus patronage and no increase in low emission vehicles, cycling and walking, as described below:

- Population growth in West Yorkshire is predicted to be 50% faster than the national average, leading to more trips. Leeds is the fastest growing city in the North of England, and only two other cities (Bristol and Norwich) are predicted to experience more growth (F1).
- Car use will increase as the number of people per household will drop in West Yorkshire from 2.7 in 2010 to 2.3 in 2026, so people will be more dispersed and make more trips (F1).
- Car use will increase due to the predicted rise in car ownership in West Yorkshire (leaving 26% of households with no car in 2026) (F2).
- Lack of broadband coverage will constrain home working (F4).
- Land-use planning may not reduce the need to travel and the distance travelled (F4).
- The number of freight road trips will increase without interventions. Freight movements are predicted to grow by a third by 2026, particularly vans (65% growth) (F3).
- It is predicted that bus operators will continue to increase bus fares in excess of inflation and reduce bus frequencies on core routes, with many low frequency services cut altogether, with a continued lack of competition in the bus market. This would lead to further falls in bus use and more car reliance (F2).

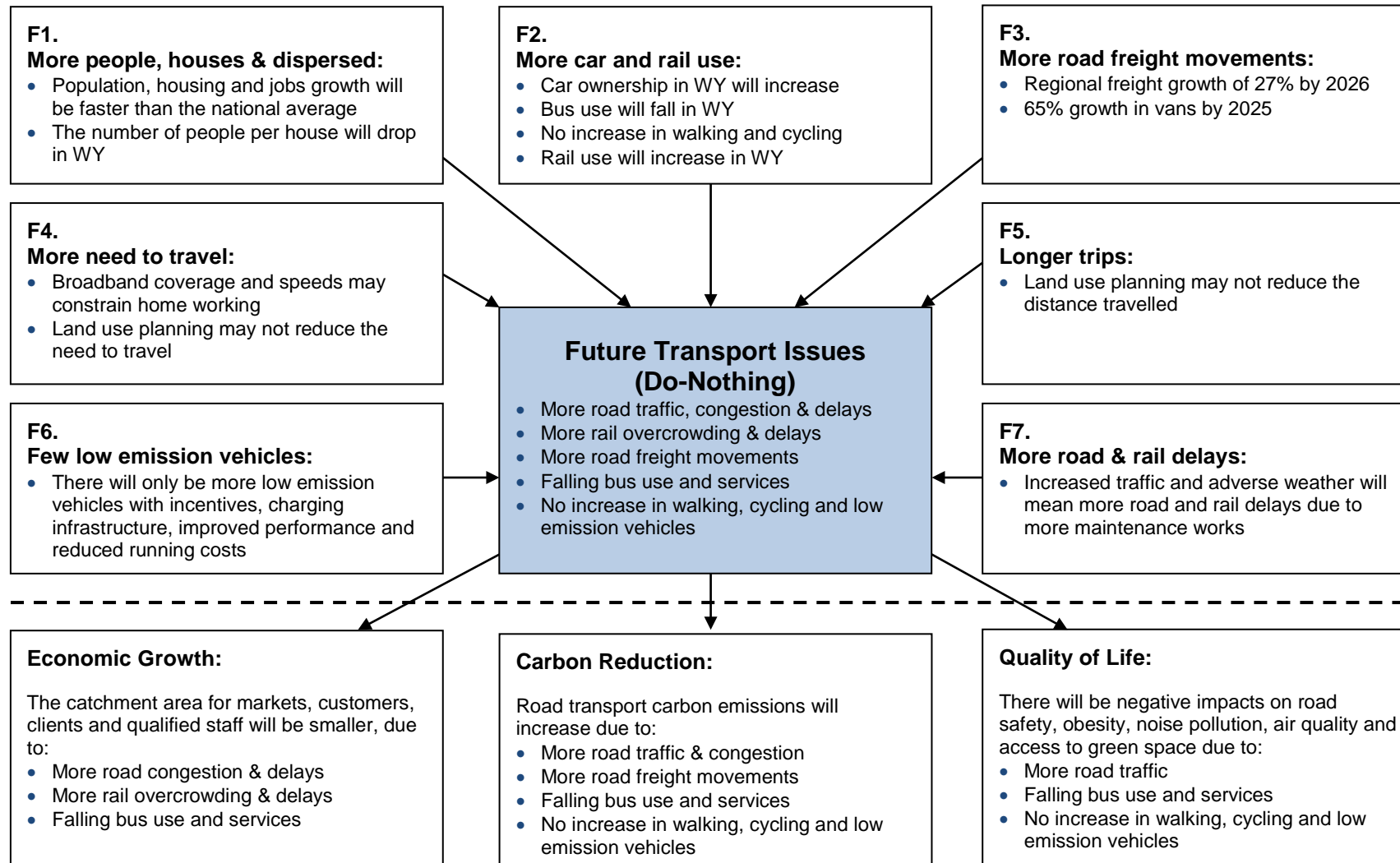
- The consultation found that cycling and walking is unlikely to increase without interventions (F2).
- There will only be more low emission vehicles if the Government delivers incentives, charging infrastructure, improved performance and reduced running costs (F6).

**Quality of life will reduce in West Yorkshire**, due to an increase in the use of cars, lorries and vans, reduced bus routes and declining bus patronage and no increase in cycling and walking, as described below:

- More road traffic could lead to more road casualties, greater emissions effecting air quality, more noise pollution, and it could have a negative impact on the natural environment.
- If road safety budgets are reduced, this is likely to mean that the fall in road crashes and road injuries will not be maintained.
- A reduction in bus services and routes would reduce access to some jobs, services, education and the natural environment, particularly for those who do not own a car.
- Issues with physical access to public transport could continue to exclude some people from access to jobs, services, education and the natural environment. Legislation will ensure that all buses and trains will be accessible, but pedestrian routes to them may not be.
- A reduction in the number of people using buses could lead to people feeling less secure at some times and in some locations.
- Transport will not make a contribution to reducing obesity, as there will be no increase in cycling and walking.
- Air quality (NO<sub>x</sub>, PM<sub>10</sub>) standards enforced by the European Union will be breached.



**Figure 3.4 Future Transport Issues (Do-Nothing)**



**Notes**

1. The evidence is national, unless otherwise stated.

## 3.5 Conclusions

The evidence used in this chapter has identified the issues that the Plan will need to address, in order to meet the vision and objectives set out in Chapter Two.

### Transport Issues for Economic Growth

An inadequate transport system has a major impact on economic performance. West Yorkshire's economic performance is 10% below the national average, ranging from 24% below in Bradford, to 12% above in Leeds. It is widely recognised that transport has a vital role to play in supporting economic growth.

Key transport issues in West Yorkshire are:

- increasing road congestion;
- severe rail overcrowding in peak periods, which discourages use;
- key concerns of the public are high bus fares, value for money and lack of integration between buses and between modes of transport;
- poor access to airports and other City Regions;
- maintenance works causing road and rail delays.

Without interventions, future economic growth in West Yorkshire will be constrained due to increased road congestion, more rail overcrowding and more maintenance works.

### Transport Issues for Carbon Reduction

There is a need to reduce greenhouse gas emissions in order to reduce the effects of global warming on the weather, economy and health. Road transport accounts for 21% of overall carbon emissions in West Yorkshire, which is a significant part of the problem. Cars, lorries and vans account for 97% of road transport emissions, and buses account for just 3%.

Key transport issues in West Yorkshire are:

- people are travelling further;
- car use is high in some places but car occupancy is low;
- most freight is moved by road;
- key concerns of the public are high bus fares and value for money, and lack of integration between buses and between other modes of transport;
- few cycling and walking trips;
- transport assets generate emissions.

Road transport carbon emissions are predicted to increase in West Yorkshire without interventions, due to an increase in the use of cars, lorries and vans, reduced bus routes and declining bus patronage, and no increase in low emission vehicles, cycling and walking.

## **Transport Issues for Quality of Life**

Transport provides access to jobs, education, leisure opportunities and the natural environment. It can impact on quality of life, including safety and security, health, equality of opportunity and a healthy natural environment.

### **Key transport issues in West Yorkshire:**

- Road casualty rates are too high;
- Two thirds of adults do not meet recommended activity levels;
- Air quality emissions exceed standards in parts of West Yorkshire;
- 6% of the population of West Yorkshire are at risk of health impacts from noise;
- Car ownership is relatively low;
- Physical access to bus stops can be an issue.

Without interventions, the future quality of life will reduce in West Yorkshire, due to an increase in the use of cars, lorries and vans, reduced bus routes and declining bus patronage and no increase in cycling and walking.

### **What have we learnt from the consultation feedback?**

Throughout the public consultation, bus and rail issues have consistently come through as the most frequently raised concerns, and suggested areas for improvement. These include poor reliability, high fares, frequent bus service changes and lack of capacity on the trains. These elements are integrated into the development of the strategy throughout. Network management, particularly around congestion, interchange, maintenance and enforcement has consistently been raised as a key issue.

Other issues, including more real time public transport information, simplified/smartcard ticketing, “the lack of say” over buses, lack of integration, have consistently been raised. These elements have been particularly prioritised by respondents in response to which element of the transport they would like to see improved, and in terms of priorities for the next 15 years.

These public concerns reflect Metro’s analysis of the local bus market in that it does not operate in the customer’s interests. Metro has responded to the Competition Commission which is holding an enquiry into the local bus market in England and Wales. The larger operators in West Yorkshire have a monopoly of bus services with 92% of customers having no choice except for one of the larger operators. There is a lack of competition in the bus market making it difficult to demonstrate value for money.

Cycling and walking issues have frequently been raised by respondents, and have been rated relatively important especially in response to protecting and developing cycling and walking infrastructure. This has been incorporated into the development of the strategy

All the comments and feedback made have been considered and reviewed, and used to inform the development of the Plan (see Appendix B, separate document).

## 4 Strategy

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This chapter sets out the Plan's Strategy for achieving the Vision and Objectives set out in Chapter Two. The Strategy has been developed from the Evidence and Issues set out in Chapter Three, the studies undertaken as part of the development of the Leeds City Region Transport Strategy (2009) and the Transport for Leeds study (2010), the Integrated Sustainability Appraisal, as well as consultation with partners, stakeholders and members of the public.

### 4.1 MyJourney Strategy

The strategy has been themed to reflect the stages of an individual's journey. The transport network is made up of **assets** such as roads, traffic lights, bus stops and shelters. The assets theme reflects the need to have a suitable maintained network to make any journeys possible. The second theme is **choices**, which is about helping customers make the choice about when and how they travel on the network. Having made the choice, the third theme of **connectivity** is about moving people and goods around the network safely and efficiently. The final theme is around **enhancing** the network to make it more fit for journeys in the future.

Each theme has an Overall Approach:

- **Transport Assets** – to ensure effective management of transport assets to gain maximum value for money and meet the Plan's objectives.
- **Travel Choices** – to encourage more sustainable travel choices by managing demand for car travel and enabling people to make informed choices that meet their needs.
- **Connectivity** – to deliver an integrated, reliable transport system that enables people and goods to move around as efficiently and safely.
- **Enhancements** – to make targeted technological and structural enhancements to the transport system for greater capacity and performance.

The strategy has been developed from the evidence and issues identified in Chapter Three with the links to the four overall themes shown in Figure 4.1 below. Strategic proposals have been developed under each of the four overall themes, and are shown in Figure 4.2 below. The proposals are discussed in detail later in this chapter, and also listed in Appendix E.

While most proposals have been allocated to one of the four themes, there are also five cross-cutting proposals: Equality, Safety, Environment, Decision Making and Alternative Funding.

#### Equality

An Equalities Impact Assessment was carried out as part of the Integrated Sustainability Appraisal to ensure that issues relating to discrimination on the basis of gender, disability, race, sexuality, age or religion have been addressed during the development of the LTP.

All proposals will seek to deliver equality of access within value for money and affordability constraints. Interventions will meet all relevant equality legislation, but the aspiration is to go further and remove barriers to groups that have, in the past, found it more difficult to access the transport

network and services. Plans for addressing specific barriers to travel are contained in Proposal 20. Other issues relevant to groups in the community with specific needs or concerns will be considered when developing transport interventions for each of the three-year Implementation Plans. Such issues may include physical access, fear of crime, road safety, behavioural change and targeted travel planning.

## Safety

Interventions will reflect all relevant health and safety legislation and the Plan will support other interventions that may be identified, from time to time, as necessary to meet health and safety requirements. Perceptions of poor safety in relation to the transport network (particularly the public transport network, cycling and walking) can act as barriers to people changing to lower-carbon modes. The Plan will support initiatives that improve the perception of safety and security on the network. Road safety and plans for reducing casualties are covered by Proposal 18.

## Environment

The Plan seeks to minimise the negative impacts of transport on the natural and built environment. It seeks to avoid many of these impacts by greater use of public transport, walking and cycling and reducing the need to travel. The Plan also supports the move to lower-carbon vehicle technologies.

The Plan also recognises the convenience and benefits that cars have brought but recognises the need to reduce car dependency. The Plan seeks to reduce emissions and impacts from vehicles through measures including Urban Traffic Management Control Systems, eco-driving programmes and support for low-emission vehicle technologies and infrastructure that will reduce reliance on fossil fuels.

Through the Implementation Plans, further consideration will be given to the mitigation and targeting of Air Quality Management Areas (AQMAs), the development of an overarching Low Emission Strategy and potential use of Low Emission Zones.

Traffic and other transport noise can cause disturbance, loss of sleep and stress for residents located close to busy transport corridors. High traffic volumes, high-speed roads and particularly heavy vehicles create high noise levels and affect noise-sensitive areas. Routing strategies and priority locations for noise mitigation action will also be supported by the hierarchy of routes and users.

Where new infrastructure is required, the Plan seeks to ensure that it is suitably sited; ensuring loss of or damage to habitats and protected species is minimised and that historical assets and cultural heritage are preserved. Where possible, it aims to secure improvements (e.g. planting, landscaping and other mitigation measures) to these features which in turn will result in additional benefits; for example, planting trees and shrubs as part of a traffic or bus corridor scheme. Tree planting will also improve general resilience to unavoidable levels of climate change.

## Decision-making at the appropriate level

An important aspiration of the Plan is to allow decisions to be made at an appropriate level, including devolved decision-making. For example, decisions on the overall strategy and high level funding allocations will be made by the Integrated Transport Authority at a West Yorkshire level. However, delivery of specific interventions (including the necessary consultation and approvals) will be undertaken by the relevant partner depending on the nature of the scheme.

The Plan supports the devolution of funding and responsibilities from the national level to either the City Region or West Yorkshire level. For example, the Leeds City Region has been developing protocols for prioritisation of funding for major schemes currently decided by the DfT. This is an area which it is anticipated will be developed further during the course of the Plan. Metro is also developing proposals for a greater involvement in the specification and management of the Northern rail franchise where more local knowledge and decision making is likely to deliver better value for money.

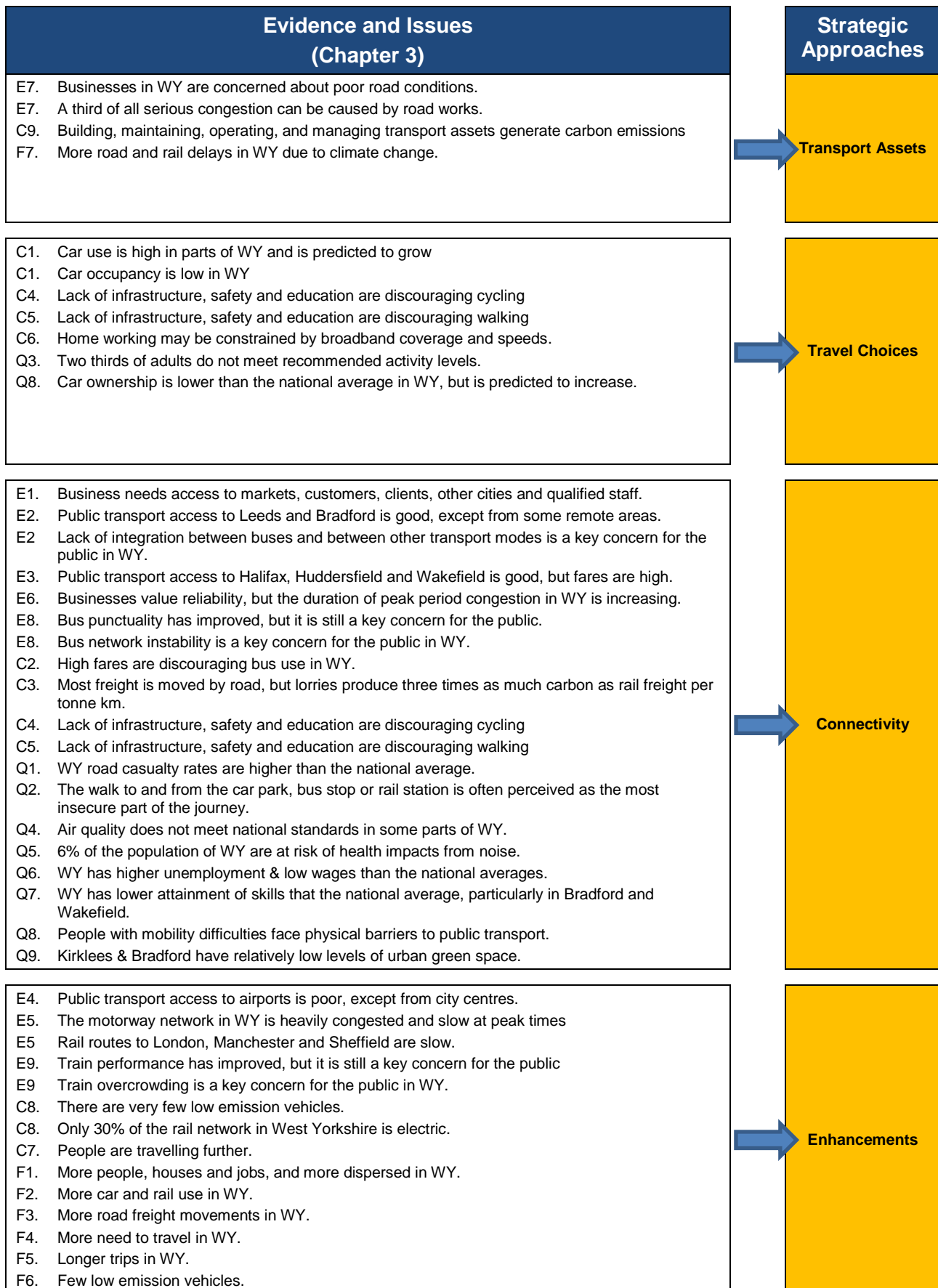
In support of the 'localism' agenda, a substantial proportion of Integrated Transport funding in the first Implementation Plan will be allocated to each of the five District Councils to support local transport initiatives. Where appropriate, certain interventions (such as the planning of local bus networks and hubs and certain highway and road safety initiatives) will be community-led. We will also continue to work with Central Government on developing new mechanisms for making local decisions on project appraisals for large schemes under £25m and for greater local involvement in rail re-franchising.

## Alternative funding and delivery mechanisms

The national financial situation and reduction in LTP funding is likely to limit the scope to deliver transport enhancements in the early years of this Plan and it will be necessary to prioritise schemes.

The first Implementation Plan will support key enhancement schemes that already have certainty of funding. The West Yorkshire Strategic Programme of Schemes (WYSPS) is an agreed set of schemes for highway, bus and rail improvements, requiring LTP funding in the period 2011-14.

A challenge will be to secure additional funding sources. The Leeds City Region Connectivity Study (2010) established the concept of a 'Transport Fund' to deliver a rolling capital programme of strategic transport enhancements. Potential funding sources identified include a ring-fenced WYITA Levy, Supplementary Business Rates, a coordinated approach to capturing developer contributions (including Community Infrastructure Levy and Section 106 Agreements), Regional Growth Fund, Local Sustainable Transport Fund, European Union Funding, Tax Increment Financing revenues and parking/enforcement income. Future bus and rail fares income in franchised systems could also be used to support borrowing. Detailed proposals will be developed during the first three-year Implementation Plan.



**Figure 4.1: Developing the Strategic Approaches**

**Notes**

1. The evidence is national, unless otherwise stated.
2. The comparative statements relate to national averages, unless otherwise stated.

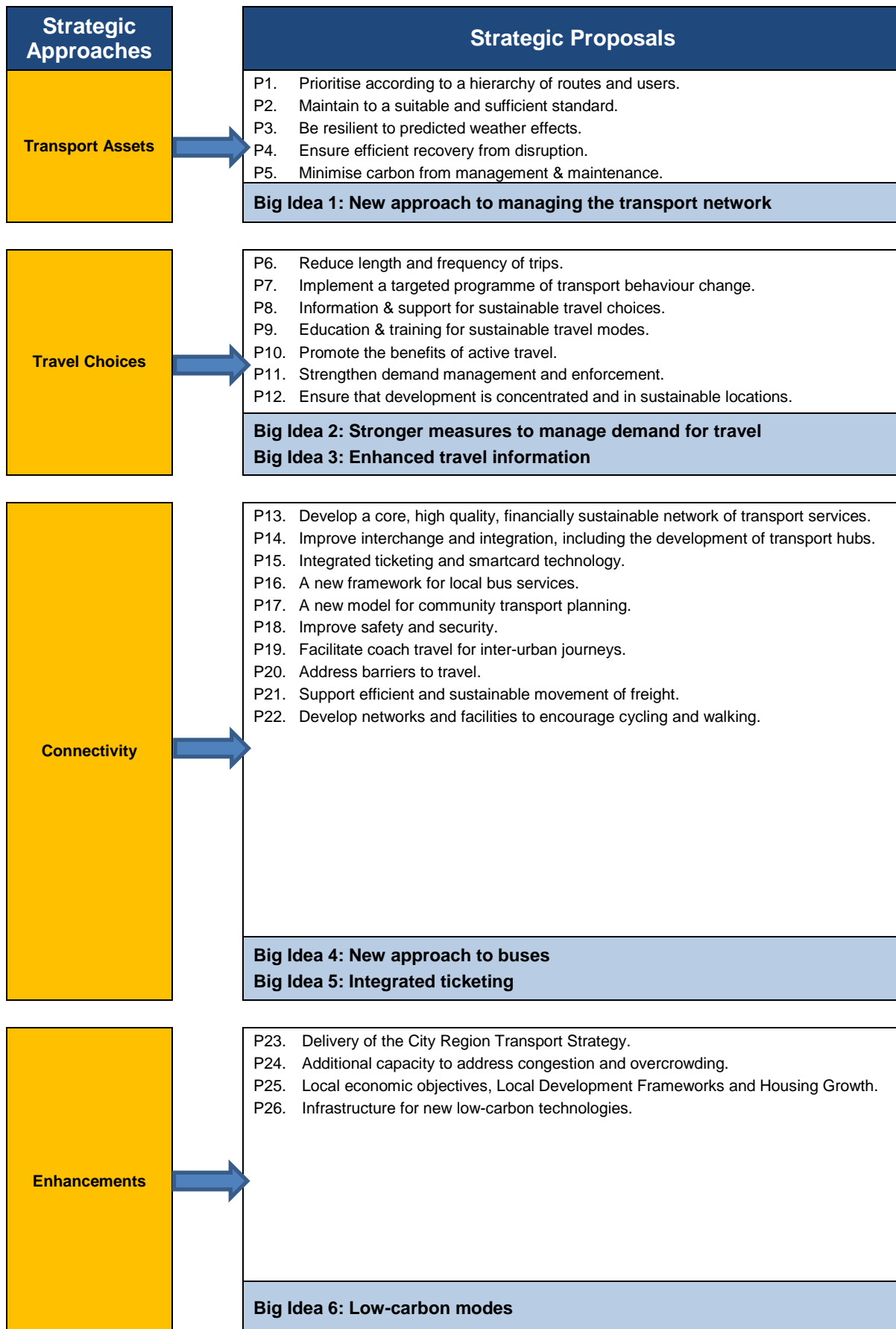


Figure 4.2: Developing the Strategic Proposals



## 4.2 Transport Assets

Transport Assets are the physical things that make journeys possible, including the network of roads, railways, footways, cycleways, public rights of ways and bridleways, and associated infrastructure such as bridges, street lights, car parks, signs, drains, walls, road markings, bus and rail stations, bus shelters, traffic lights, vehicles and the airport. Assets also include the technology and systems such as databases and communications systems that inform, operate and manage the use of the assets, for example yournextbus real-time information' (RTI) displays and traffic light priority (TLP) systems.

This theme covers asset and network management and includes looking after the existing transport network, getting the most out of it and maintaining it so that it is resilient and durable. It is about protecting the assets to prolong their useful life before substantial funding is needed to completely replace them. The Strategy encompasses maintenance, operation and development of assets as well as network management.

### What the evidence tells us

The Evidence and Issues in Chapter Three tells us that managing transport assets should be done in the context of the following:



There are some minimum standards that must be met, including Health and Safety.

Planned maintenance is essential to ensure assets are reliable and safe and do not fall into an unacceptable state of repair.



Generally the condition of assets has improved. The proportion of A roads in need of maintenance has halved from 10% to 5% in West Yorkshire from 2005 to 2010. Four out of the five District Councils have highway conditions at or above the national average (Appendix F: E7).



Consultation has shown that business and the public are concerned about the perceived poor standard and deterioration in condition of roads and footpaths (Appendix F: E7). This is despite investment of over £50m per annum between 2005 and 2010 in highway maintenance.

Except for “peak hour” congestion, street works (utility works) and roadworks (improvements and repairs) are the primary cause of the disruption which results in delays. The DfT study on the Future of Urban Transport (Appendix F: E7) shows these activities cause one third of delays. Coordination needs to be strengthened to ensure journey time reliability is maintained and that works are completed on time and to the required quality to reduce the potential for further delays on the roads.



Climate change is resulting in more severe weather conditions (Appendix F: F7) which will increase the deterioration rate of assets such as roads and cause delays on the network. For example, in West Yorkshire there have been 24 severe weather events between 2000- 2010 where transport was severely affected.



Deterioration modelling shows that it is better value for money in the long term to undertake preventative maintenance than let the assets reach a point where significant renewal is required (Appendix F: E7).

Any reduction or break in investment could reduce the condition of assets and cost more to put right at a later date.



Embracing technology and new working practices will be required.

## Overall Approach

The Overall Approach for Transport Assets is to ensure effective management of all assets to gain maximum value for money and meet the Plan’s objectives.

Over the next 15 years, this means working towards a well-managed and appropriately maintained range of transport assets which meets the needs of its users (who should be thought of as ‘customers’). This will be delivered by embracing new technology and management practices, and focusing on investing in more preventative maintenance prioritised according to use and condition. However, the reduced level of funding in the early years of the Plan will make this challenging.

With limited resources available, the DfT has confirmed that it is essential to prioritise highway maintenance, reflecting the economic and social importance to local communities, the need to safeguard the largest single local public asset, and to limit future liabilities that can result from not looking after the assets properly.

### Proposal 1

Prioritise asset management and maintenance standards according to a **hierarchy of key transport route networks and users** that best supports the Plan.

Comprehensive networks of key transport routes have been identified and a hierarchy of key users developed (Appendix C contains more details and route network maps). There are two key route networks:

**Green Routes** – the key network of bus routes that carry most of the bus passengers and have the highest frequencies (at least four buses per hour)

**Orange Routes** – the roads that link the city and main town centres to each other and to smaller urban centres and with the national strategic highway network as well as offering opportunities for

traffic to avoid built up urban areas, particularly Bradford and Leeds. The Dark Orange Routes also include those which carry more than 20,000 vehicles per day.

During the first year of this Plan these key transport route networks will inform:

- the preparation of the Transport Asset Management Plan to help to categorise different transport assets and services and agree affordable, financially sustainable standards for maintaining and operating them based on desired usage to best meet the Objectives of this Plan;
- the context for bus services reviews and the delivery of priorities;
- the management and review of the Implementation Plan to inform future local transport investment priorities.

A road user hierarchy of consideration has been developed as follows:

- 'active' travellers (pedestrians and cyclists);
- public transport vehicles;
- commercial vehicles;
- taxis, motorcyclists and cars.

The hierarchy is supported by a toolkit that provides guidance about how the needs of each road user group should be taken into account during the development of transport interventions and to define the order of considering the needs between different user groups along key routes. Initial proposals for the road user hierarchy are provided in Appendix C, although the details of this work will be developed further and consulted on during the first Implementation Plan period.

## Proposal 2

Work with partners to ensure that all assets are **maintained** and **managed** to a standard that is **suitable and sufficient** for their **desired use**.

West Yorkshire has an extensive transport asset base which is managed, maintained and operated by a range of partners. A more integrated approach will be adopted to integrate roads, public transport, network management and maintenance practices.

This requires partnership working across different organisations, adopting a joined-up approach to service delivery and maintenance. For example, efficiencies could be gained from using existing technology on buses and other vehicles to monitor road condition.

Partnerships will be strengthened to share work, expertise, best practice and procurement. This will include using established and emerging technology to manage and share information between stakeholders and to/ from customers.

Adopting a more joined-up approach to service delivery will create efficiencies and improve the service delivered to customers. The development of the Transport Asset Management Plan (TAMP), during the first year of this Plan, will provide further opportunity for partners to ensure a more joined-up approach.

A programme of regular reviews of the transport assets will be put in place to assess each asset for its 'Suitability, Sufficiency and Condition'.

These reviews will assess whether the asset is still needed, fit for purpose and is contributing to the overall transport system. Frequency of maintenance needs to be matched with use of the asset, so that repairs and costs are proportional to how often it is used or needed.

A review of tendering and maintenance processes will be undertaken to ensure they are as efficient and cost effective as possible, while ensuring that carbon accounting and whole-life costing is taken into account. This will include making sure that the carbon impact of different maintenance and operational processes are measured and costed. The use of local volunteers to carry out some activities such as looking after verges or gritting local pavements will be developed further. The preparation of the West Yorkshire TAMP, and the Rights of Way Plan during the first year of this Plan, will provide the basis for undertaking the Suitability, Sufficiency and Condition reviews.



**Proposal 3**

Adapt assets to be **resilient to predicted weather effects caused by climate change** over the long term.

Steps will to be taken to ensure that the risks posed by the effects of climate change are taken into account. This will include the development of a framework which captures the types of risk and measures for ensuring resilience. The framework will form part of the West Yorkshire Transport Climate Proofing Plan and the Transport Asset Management Plan.

Over the last ten years there have been 24 recorded ‘severe weather’ events that caused significant delay on the West Yorkshire transport network. Solutions will be sought to ensure the operational resilience of the transport network to withstand severe weather events such as these. For example, altering existing maintenance regimes to focus on poorly maintained storm drains where blockages can result in flooding to rail and road transport causing delays and disruption.

An Emergency Response Plan will also be developed to ensure that the transport system is resilient to the threat of more severe weather events, to help keep the network running with fewer delays.

**Proposal 4**

Use new **network management** practices to **minimise congestion and ensure efficient recovery from disruption**.

Evidence has shown that one third of delays on the road network are caused by street works and road works (Appendix F: E7). This results in increased costs to business and freight, and increased vehicle emissions. Measures will be taken to reduce the disruption to traffic caused by planned road

works (and street works), other planned events (e.g. road closures for festivals), and incidents that are unplanned such as accidents. It is proposed to introduce a roadworks ‘permit scheme’ to speed up the way that road works are carried out. Measures will be reviewed and improved to ensure that the transport networks return to normal as soon as possible after the disruption incident. This will include working with partners such as the Police, Highways Agency and Utility Companies to develop and implement measures to reduce the impacts from extreme weather events, road works, and enhancing the incident response once a delay has occurred. Potential measures could include the development of a West Yorkshire-wide network management centre similar to the model adopted by the Highways Agency where central control centres monitor traffic flow and manage incident response.

Delays and congestion can be caused by road users abusing bus lanes and High Occupancy Vehicle (HOV) lanes. Better enforcement of traffic regulations will be undertaken to reduce delays and congestion on the network.

These measures will reduce the likelihood of a delay occurring but if it does happen, they will help return the networks to normal operation as soon as it is safe and possible. This will ensure a “triple win” of reducing the carbon that would otherwise have been emitted, supporting the economy and improving the quality of life of those affected by incidents and delays.

#### Proposal 5

Minimise the **carbon footprint and emissions** of assets and associated management and maintenance practices.

Carbon emissions will be reduced by improving the operational efficiencies of the transport network and development of low-carbon maintenance practices and initiatives.

Carbon emissions from the transport system do not just come from vehicles, but also from the transport assets and how they are looked after.

Evidence shows that congestion across the network can lead to increased carbon emissions. Improved management of the road network can include re-phasing of traffic lights and the introduction of combined control centres which can smooth traffic flows and speed up the response to incidents on the network.

Existing operational and maintenance practices such as changing to low-carbon energy sources such as solar power or more energy efficient fixtures such as LED lighting can also reduce carbon emissions. Changing processes to lay road surfaces at lower temperatures would cut carbon and speed-up road works. Using cold tarmac reduces road works by several hours, cutting congestion and disruption and can produce CO<sub>2</sub> savings of up to 40% over current techniques.

Reducing the carbon footprint also means “future proofing” assets to make sure they can cater for future demand and climatic conditions.

These measures will help to reduce the carbon footprint and the delays caused by disruption on the transport networks.

## 4.3 Travel Choices

### What the evidence tells us

The approach to encouraging increased travel by sustainable modes has been developed in the context of the Evidence and Issues in Chapter Three, which tells us that:



Car and lorry trips create the most road based carbon emissions (Appendix F: C10), and have the biggest adverse impacts on quality of life, so it is necessary to encourage more sustainable choices.

30% of households do not own a car, and 45% only have one car (Appendix F: Q8).



Each bus can take up to 60 cars off of the road, but bus use is falling (Appendix F: C2). Relatively few people walk or cycle their full journeys to work (Appendix F: C4 & C5).



Obesity is rising rapidly (Appendix F: Q3).

There are concerns about safety and security of using public transport, motorcycles, cycling and walking.



The proportion of journeys made by walking and cycling during the peak is relatively low (Appendix F: C4).



There has been limited integration of land use and transport planning which leads to difficulties with accessibility or unsustainable trips (see Appendix F: F4).

### Overall Approach

Feedback indicates that people want the ability to make timely and flexible travel choices that fit with their personal lifestyles and many perceive that this is only possible using private transport.

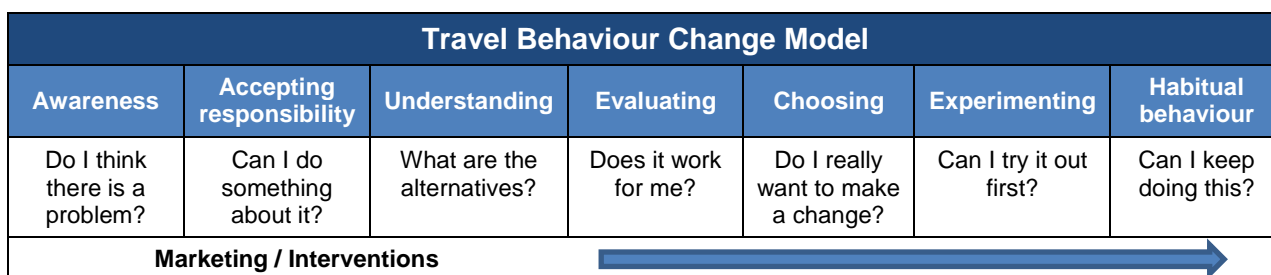
Evidence shows that people will make more sustainable travel choices when they are equipped to make informed choices, where attractive alternatives are available, and where these choices are reinforced by managing the demand for car travel.

Customers are central to the Travel Choices approach and the role of the LTP is to support them in making these choices more sustainable. Wherever possible, the approach is to reduce the frequency and length of trips. Where mobility is necessary or desired, the focus of the Choices Strategy is to better understand the needs of customers from all groups in our community and intervene in the most productive way. This includes better targeted information to enable customers to make informed travel choices.

Customers of the transport system include freight distributors, users of bus, rail, coach, car, van, taxis and motorcycles, pedestrians, cyclists and people who are not travelling because their needs can be met without moving around themselves (e.g. those who work from home or shop online are effectively making a choice not to travel). Most people are a mix of all these and, in West Yorkshire, people's travel needs are extremely diverse, because of the polycentric geography (various city, town and local centres where people access goods, services, schools, colleges and employment). This means that travel choices activity needs to be about meeting people's overall mobility needs and not just their desire or need to travel somewhere by a particular mode.

A new travel behaviour change model has been developed to aid greater understanding of what motivates people's travel choices and a more innovative approach to encouraging and influencing those choices. Currently, much good work is done across West Yorkshire to encourage people to make 'smarter' travel choices. This model will provide a framework for a more joined up approach.

The model below shows how people tend to make changes in their lives. This begins with **awareness** that there is a problem or issue to be resolved, **accepting** a role in making a change, **understanding** the alternatives, and **evaluating** options. If one or more options are possible, people may then try them out (**experimental behaviour**) and if successful adopt a new way of doing things more of the time (**habitual behaviour**).



In terms of travel choices, the model will be used to prioritise the type of support given to customers with information, marketing, education and support activities in order to help them to move left to right through the model towards more sustainable choices.

People's choices are affected by personal beliefs and the beliefs of friends, colleagues and the culture of organisations they trust, hence the success of some school and workplace travel planning. They are also affected by the external environment in terms of, for example, how safe they feel and what infrastructure and services are available. It is important to focus activity where the appropriate alternatives are on offer and issues are addressed to ensure that these can be taken up.

Proposal 6
Work with partners to <b>reduce length and frequency of trips</b> by supporting measures to provide access to services, employment and goods online and in local communities.

A key challenge for the Travel Choices Strategy is to help people to travel less in some circumstances, without limiting their mobility, freedom, independence and social interaction. The location of services and facilities means that some people make longer trips than are necessary or have to use motorised transport rather than walking or cycling. Broadband availability may also

impact on people's needs to make trips (for example it may impact on the ability to work from home rather than travel to work). The roll out of high speed broadband is therefore supported.

Targeted support will be provided for employers to encourage home and flexible working to reduce the proportion of employees needing to travel and to encourage more employees to travel outside the most congested peak periods. This will contribute to the desired overall reduction in congestion. Through partnership working, support will also be provided for goods and freight distributors to provide more efficient, low-carbon deliveries (including home shopping).

A focus of the strategy is to work with other partners to ensure that people can access important services and goods in their local area by sustainable travel modes. This includes health services, childcare, social and cultural activities, food shopping and also transport services, information, education and support. One way of supporting this is through the development of Transport Hubs (Proposal 14). This will include improving the provision of facilities, including improved walking and cycle routes and cycle parking, around local centres, thereby further increasing their economic and social viability.

Local engagement is key to determining which services are required and which travel options would provide the best opportunities to encourage low-carbon choices. Locally informed initiatives to enable people to make shorter journeys to localised work areas could also strengthen such areas as places for online shopping deliveries and a focus for local services. However, severance in accessing these services will need to be addressed.

Land use planning has a major role to play in this (see Proposal 12). Localising services and commerce will benefit communities in terms of accessible job creation.

<b>Proposal 7</b>
<b>Implement a targeted programme of travel behaviour change including marketing, information, education and support activities.</b>

Where trips are necessary or desirable, the strategy is to encourage behaviour change using the customer-focused behaviour change model to target interventions.

While people's travel choices are largely influenced by the availability of appropriate alternatives, they are also influenced by cost, information, marketing, education and support.

Programmes will be developed through the Implementation Plans that:

- engage with customers to understand what they want and what motivates their current travel behaviour;
- use both generic and targeted activities that demonstrate the range of alternatives on offer and the benefits of using more sustainable modes, as well as the alternatives and benefits most suited to the individual;
- use intermediaries (e.g. workplaces, schools, communities etc.) to influence travel planning;
- engage third party suppliers of travel choices marketing, information, education, support and services to ensure that customers receive accurate and useful information;



- target transition times when people are more ready to consider alternatives e.g. transition from primary to secondary school, starting a new job or moving house;
- target different types of journeys, e.g. commuter, education-related and ‘other’. These ‘other’ journeys need a ‘zonal approach’ of intense activity in a geographical area to engage with local opinion formers and support groups;
- encourage information sharing between businesses (e.g. via the Travel Plan Network), between schools and other organisations, and also between customers. Other transport users are often the best source of useful information to customers reviewing their options and seeking up to date travel news.

### Proposal 8

Develop and provide **tailored, interactive, readily available information and support** that encourages and incentivises more sustainable travel choices on a regular basis.

If travel behaviours are to be influenced, the provision of accurate, appropriate information is crucial. New technology presents huge opportunities to provide better, quicker and more personalised information and the strategy seeks to take advantage of this.

Currently, information about transport services is largely generic and does not offer the full range of alternatives and support available. This leaves people to make travel choices that are often based on perceptions of the best choice for them. For example, perceptions of safety and security of public transport, motorcycles, walking and cycling, do not reflect actual safety levels. The car may be the ‘fall back’ option in the absence of accurate and reliable information on other options.

Metro’s Information Strategy will be updated to reflect an approach which is more tailored to the individual. Initially the current Information Strategy (2006) will apply (reflecting the statutory Bus Information Duty), but a new strategy covering all modes of transport will be developed for consultation during the first year of the Plan. The strategy seeks to make as much information as possible available as a ‘self-service’ option for customers to access at a time and place convenient to them.

More traditional methods of accessing information such as paper timetables will continue to be available, as will Travel Centres and call centres to offer direct and friendly support. However it is recognised that people expect that both information and retail options will be available on-line and on the move, and this will be an important development area in the first years of the Plan.

Information needs to be readily available to customers before, during and after the journey via a range of media including mobile devices. The Plan is to make information more interactive by providing advice and support on the best ways to access what the individual customer needs, based on criteria including time, physical ability, cost and equipment available.

In-journey information about delays, replacement services, diversions and onward services will be developed through a new, ‘joined up’ approach so that a range of alternative travel options are suggested when problems occur. A specialist approach will be developed to support freight and goods distributors in achieving efficiencies e.g. provision of in-journey information for



changes to delivery times and locations. The consultation shows the people are concerned about the high cost of public transport fares (particularly bus fares). Through this proposal, information will also be provided to allow customers to more-easily compare the relative cost of journeys by car against the public transport alternative. Information on getting the best value public transport tickets will be enhanced. This also requires the simplification and integration measures set out in the Connectivity approach.

Network stability in the bus network is fundamental to user confidence along with the provision of a range of high quality information services.

The aspiration is to provide integrated information covering most forms of transport in one place through journey planners which capture information covering all aspects of the door to door journey, including bus services, rail services, walking (particularly identifying footpaths and highways where it is safe to walk at the start or end of a journey), cycling (including details of where parking and other facilities are available), car clubs, car sharing schemes, community transport offer, taxis and driving (including motorcycles). This information should inform and encourage interchange between modes for the most efficient, seamless journey to meet the individual's needs.

The way people gather and use information is changing with online and social media. People look to fellow consumers for advice and recommendations and are more and more influenced by what others are doing (for example through the increase in the use of social media and customer review sites). Dialogue with customers is vital for capturing this information and facilitating more widespread sharing of information and advice.

The new Information Strategy will take into account the information needs of visitors to West Yorkshire, particularly in line with major events and in conjunction with tourist attraction and leisure facility operators. Visitors will be pointed towards readily available information that allows them to make informed choices about sustainable alternatives before they arrive, during their stay and when they leave.

<b>Proposal 9</b>
Provide <b>tailored education and training</b> to support <b>habitual behaviour change</b> to more sustainable travel modes.

Education and training to support both experimenting with new modes and habitual continued use of a range of modes is vital in breaking down embedded cultures and perceptions about the safety, convenience and 'status' of more sustainable travel modes (such as walking, cycling, motorcycles and public transport).



Tailored travel planning has proved extremely effective using intermediaries, such as schools, employers and community groups, to influence choices (e.g. West Yorkshire 'Travel for Work' scheme through the Travel Plan Network). New opportunities for funding specific travel planning work will be pursued.

The importance of encouraging young people and their parents to make lifestyle choices that continue into adulthood is recognised. It will not just involve training people in using sustainable modes, such as cycle training (where the DfT funded Bikeability Training is supported), but also training drivers to give priority to and be respectful of those using modes like cycling, walking and motorcycles, to improve cultures and perceptions of safety. The successful SAFEMark training for school pupils will be developed including training young people to deliver the programme themselves.

#### Proposal 10

Work with health sector and other partners to **promote the benefits of active travel** and support greater participation in walking and cycling.

Health is an important motivator for people to change their lifestyle. The aim is to contribute to tackling obesity and reduce the cost on the health sector. Opportunities for joint funding this type of work will be pursued. The health sector's agenda - to encourage increased physical activity including one-to-one advice and support on walking and cycling and current examples of good practice - will be built upon. This advice is delivered by a range of partners including GPs, sports and leisure clubs, the voluntary sector and private health advisors.

A joined-up approach is required to ensure consistent messages and techniques for encouraging habitual behaviour change towards regular participation in active travel. For example, advice provided by GPs should include support for incorporating physical activity into everyday life through active travel, rather than just as a leisure activity. This requires a wider perspective than just specific health advice, as well as access to the full range of travel choices marketing, information, education and support on offer.

Walking and cycling, while both active travel modes, will be approached differently as they present different issues and appeal to different types of people making different types of trips. Measures to promote active travel will be tailored to the individual as far as possible.

#### Proposal 11

Strengthen **demand management and enforcement** to gain maximum benefit from measures to enable more sustainable choices.

While the Choices agenda is focused on the needs of customers to help them make more sustainable choices, research shows that for some journeys, harder edged demand management measures will be needed to encourage change. The aim is to use appropriate demand management measures alongside the softer measures at the appropriate time, and in a way which supports all the plan's objectives including economic growth.

In order to meet all plan objectives (particularly reducing carbon while facilitating economic growth), demand management will be required - on both road and rail - to influence change. This approach will both encourage the selection of sustainable travel and freight modes and also ensure that the benefits of improvements to the network are 'locked in'.

Research to help shape the approach to demand management over the next 15 years was carried out within the 'Transport for Leeds' study. While the study focused on the Leeds urban area, many of its conclusions are relevant to the other urban centres in West Yorkshire.

This work showed:

- the need to manage the growth in car use so that congestion and carbon emissions do not constrain economic growth. This is particularly critical in urban centres where new employment is being targeted and which suffer most from negative environmental impacts;
- the need for a careful balance of demand management which can stimulate and support economic growth and new investment, while reducing the volume of carbon being produced by car traffic;
- the potential for a package of sustainable travel choices, together with measures to manage the growth in car use, to support economic growth by easing the constraints of congestion.



This has informed the proposed three-stage approach to demand management in West Yorkshire. The timing of each stage will be determined by changing economic conditions, the availability of public funding and the level of congestion.

Building upon the strategy of using parking supply and price to discourage long stay commuter parking and encourage short stay visitor / shopper parking, the first phase will

develop this further with a focus on the re-allocation of existing road space towards buses, pedestrians and cyclists. Geographically, this will be targeted within city and town centres.

Greater use will be made of managing orbital routes (around the outside of town and city centres) to accommodate the transfer of through traffic out of the centres. This will result in less congestion, creating more attractive urban centres, improving the reliability and speed of buses, improving reliability of freight and deliveries and the attractiveness of cycling and walking. As part of the first phase of the demand management strategy, technological solutions will be developed to encourage the use of less-congested routes and more sustainable modes. These are likely to include greater deployment of 'Traffic Light Priority' for buses, 'real-time' information across all modes of transport to allow users to make better informed choices, and combined control / information management centres.

Options for a second phase of demand management measures in the future will be considered in more detail after further investigations during the first three-year Implementation Plan. This will draw on work in the 'Transport for Leeds' Study and experience elsewhere in the UK and abroad.

In the longer term, other forms of stronger demand management would remain an option for consideration subject to future levels of congestion, economic conditions, national policies and

further consultation. Again, any options prepared would draw on evidence and practice from the UK and abroad.

The phased approach will be linked to the delivery of alternatives to the car and establishment of the 'tipping point' where the impact on the economy of not moving to the next phase outweighs any adverse impact of the strategy. If any additional funds were to be raised through new measures they would be used to support enhancements to the transport system including, where appropriate, targeted bus fare reductions and/ or support for service levels.

The principle is that each phase contains enough 'pull' measures (e.g. in the first phase delivering a step-change in the quality of buses and using technology to better manage the network and provide more real-time information on alternatives to the car) to offset any negative impacts of the 'push' measures (e.g. re-allocating road space away from cars to buses and using parking charges to encourage car commuters to use alternatives). The third phase will only be implemented when the tipping point is reached and there are sufficient alternatives to the car available.

Crowding on public transport is also a key issue, particularly on the rail network. Managing demand for public transport will therefore be focused on rail (rather than buses where the high fares are a major issue) and used to incentivise behaviour, rather than price customers off. Measures that will be explored include off-peak or shoulder-peak tickets (to encourage people to travel when there is most capacity), and added-value 'loyalty' schemes (primarily through MetroCards). A proposal for managing car parking at rail stations will be developed during the first Implementation Plan.

### Proposal 12

Work with Planning Authorities to ensure **that development is concentrated in sustainable, accessible and safe locations** and delivered in a way that encourages sustainable travel choices to be made.

Enhanced collaboration in strategic land use planning and in the management of individual planning applications will be required between LTP partners and others, including the Highways Agency. This collaboration will ensure that this Proposal is embedded within consistent spatial planning policy to promote new development that is accessible by sustainable transport. This will require integration of land use and transport planning so that car dependency can be tackled. Collaboration will include:

- a focus on growth in the Core and Key centres and corridors currently well served by public transport and accessible;
- confirmed spatial priorities for planned housing and employment growth;
- shared Local Development Framework data to better integrate cross boundary issues and inform transport investment priorities;
- common application of land-use models (such as the Urban Dynamic Model) to understand the implications of strategic land-use decisions on jobs and carbon;
- common application of the West Yorkshire Public Transport Accessibility Tool to identify strong mitigation to make development sites accessible;
- formal procedures for pre-application discussions of major development proposals;
- common design guidelines which consider the layout of development and provision of infrastructure to encourage walking, cycling and public transport use in new development. This includes consideration of parking standards for new developments;

- common guidance for smarter choices promotion of sustainable travel and effective, enforceable travel plans;
- common specification for developers' Transport Assessments;
- continued use of the Integrated Sustainability Appraisal;
- collaboration over the common use of design and other guidance, which should also extend to the improvement of existing streets;
- development of a more consistent approach across West Yorkshire for capturing private sector developer contributions through the planning process;
- working with partners to develop the approach to Enterprise Zones.

## 4.4 Connectivity

### What the evidence tells us

The Evidence and Issues in Chapter Three tell us that improving connectivity should be done in the context of the following:



The increase in overall transport demand arising from population growth (Appendix F: F1), employment growth (Appendix F: F1) and the trend towards smaller household sizes (Appendix F: F1). Congestion is a key issue for the public in West Yorkshire, and is likely to jeopardise future employment growth and economic performance.



A significant increase in the distance travelled to work in West Yorkshire (Appendix F: F5).

Businesses aspirations for (Appendix F: F1):

- Improved international connections though Leeds Bradford and Manchester airports, but surface access is poor at present. The M62 motorway is very heavily used for freight movement and access to the Mersey and Humber ports, and this has consequences for other traffic;
- Better links to other UK cities, but rail journeys are slow on trans-Pennine routes, and between Leeds, Sheffield and Manchester;
- Improved journey times to London and Heathrow.



An on-going decline in the number of bus trips (Appendix F: C2), despite improvements in the quality of vehicles, infrastructure and information.

A relatively high level of access to public transport for a county with a significant rural population as 91.7% of West Yorkshire's population live within 400 metres of a bus stop with at least an hourly service.

High fares, poor reliability, network changes and a lack of interchange opportunities are discouraging more bus use.



Rail performance has improved, but it is still a key issue for the public., There are concerns about poor quality rail rolling stock on certain routes, and overcrowding on most commuter routes into Leeds (Appendix F: E9)



Access problems from those parts of West Yorkshire further from employment centres, with most jobs and services being located in the town and city centres.

Evidence that economic growth is suppressed by freight problems caused by lack of rail capacity and road congestion, resulting in low speeds and high unreliability.



Growing awareness that transport can have a negative impact on health and security. The number of road casualties is too high, obesity is rising, noise pollution is too prevalent and air quality standards are not being met.

## Overall Approach

The Overall Approach to Connectivity is to focus on delivering an integrated, reliable transport system, which enables people and goods to move around as efficiently and safely as possible. This aims to maintain and improve the links into and around urban centres and other employment areas. At the same time the needs and quality of life of the population who are not travelling should not be compromised.

This Strategy reflects the approaches developed through the 'Transport for Leeds' and Leeds City Region studies. It recognises the importance of connectivity at different levels, ranging from international links to access to local facilities by walking, cycling and bus.

The studies underpinning the development of the Leeds City Region Transport Strategy identified a number of spatial priorities, reflecting growth and regeneration opportunities as well as travel demands. The highest priorities are Leeds and Bradford as regional cities, Leeds Bradford International Airport as a Gateway and the trans-Pennine links to Manchester as well as links to Sheffield (via Wakefield) and to London. Section 1.3 provides further information on these priorities.

### Proposal 13

Define and develop **a core, high-quality, financially sustainable network of transport services that will provide attractive alternatives to car travel.**

This Proposal recognises the imperative for the public transport network, currently a £300 million a year business, to be financially sustainable. This will require attention to costs as well as revenues, with the recognition that attractive, affordable fares are needed.

The strategy needs to transform bus and rail services to provide a highly attractive and affordable alternative to car use for many journeys.

The increased cost base of bus services - in conjunction with the squeeze on public sector expenditure in the early years of the Plan - is likely to lead to fewer services and higher fares. Fares

are already a major source of customer concern and the strategy is designed to increase revenue per vehicle-km and vehicle-hour by increasing passenger loads per vehicle rather than charging a reducing number of customers more for their journey. This approach implies that it will be necessary to move to more 'hub and spoke' networks, particularly in the west of the county with its hillier topography. The Proposal is therefore based upon a core, high quality, key network of bus (using Proposal 1 to inform investment and management to ensure priority access for buses), NGT (proposed trolley bus scheme for Leeds), rail services, as well as key route networks for walking and cycling that will provide attractive alternatives to the car. The viability of this approach has been confirmed through the use of the SIMBUS model.

The core bus network would consist of the Green Routes (see Proposal 1 and Appendix C) and will include the development of express (limited stop), high frequency and park and ride services with associated branding and marketing strategies.

This also requires enhancing the attractiveness of rail, particularly for commuting to Leeds. The highest priority is securing additional carriages to reduce crowding on peak services. The customer offer would also be improved through the provision of standard, minimum half-hourly pattern timetables throughout the whole day for all rail lines into the major centres of Leeds and Bradford. The catchment of the rail network would be expanded through the provision of extended Park-and-Ride provision, some new stations (where there is a strong business case) and actions to address current concerns about safety and security at small stations.

The McNulty review of value for money in the rail industry is welcomed as national action is required to reduce the cost base of local rail services, and hence the call on public funds. It is also recognised that extensive lobbying will be required during the process for re-letting the Northern Franchise in order to protect current service levels, thereby providing the basis for further growth. The aspiration is for more, local involvement in the specification and delivery of local rail services in line with the localism agenda. In the short term, it is essential that Metro retains its co-signatory status on the Northern Franchise.

This proposal could be delivered through a Bus Quality Contract Scheme or through a strong partnership approach with operators. There is a need to review the whole network in the short-term in order to minimise the adverse impacts of reduced funding, including the impacts of changes to Bus Service Operator Grant.

This Proposal requires a high level of integration between public transport services, as well as integration with other transport modes, as set out by Proposal 14 below.

<b>Proposal 14</b>
<b>Improve interchange and integration</b> including the development of <b>transport hubs</b> .

The focus on a core, legible, branded public transport network requires a complementary approach to the provision of lower demand services and the offer of a wider range of journey opportunities through seamless travel and easy interchange between different transport modes and services.



The approach to interchange and integration is to expand park and ride provision primarily at rail stations as well as developing a number of clearly identified ‘transport hubs’ with facilities to support interchange. There is scope to develop bus ‘Park-and-Ride’ for trips to Leeds in particular. The development of ‘hubs’ will be informed by examples such as the programme in Plymouth as well as Bremen’s development of a ‘mobility point’ network, combining public transport interchanges with cycle parking, taxi call points and access to car club vehicles, drop off points and at larger locations park and ride facilities. The underlying philosophy is that access to a transport hub provides easy access to the whole transport network.

This will involve coordination of core services, integrated ticketing with through-journey opportunities and real-time travel information. Smaller (mini-) ‘hubs’ would typically provide a safe and secure waiting area, ‘real time’ information and help point, cycle parking and taxi call point as well as a convenience kiosk, subject to commercial viability. In the longer term, ‘hubs’ would also act as access points to car clubs and cycle hire schemes. The development of hubs and associated bus priorities will be rolled out on a sector by sector basis linked to network reviews.

Land use planning, through Local Development Frameworks, would reinforce the role of ‘hubs’ through the co-location of other services and amenities.

The development of these ‘transport hubs’ and the coordination of services requires integrated ticketing, as set out in Proposal 15 below.

#### Proposal 15

Develop and use **integrated ticketing and smartcard technology** to facilitate **seamless travel across modes**.

West Yorkshire’s current public transport ticketing system, with a range of operator only products as well as multi-operator tickets, does not support integration of services as it is fragmented and is seen as complicated. Customer complaints about the inability to use operator-only tickets on an inter-available basis are increasing, and consultations showed strong support for an integrated ticketing system. Bus boarding times are slowed by the volume of on-bus ticket purchase. Many rail passengers do not have the opportunity to purchase a ticket prior to travel, which can result in some passengers travelling without a valid ticket. Recently-installed station gates are not as yet able to ‘read’ ITSO smartcards.

This Proposal aims to implement and develop a fully-integrated multi-modal transport ticketing system (which could also extend across the Yorkshire and Humber region) by using a range of media such as ITSO smartcards, SMS ticketing and e-money. Cash transactions would still be accommodated and SMS ticketing would be available for occasional or irregular travellers.

Customers will be able to choose the media and products most suited to their needs, with rewards for loyalty and re-assurance in case of the loss or theft of high-value products. There will be incentives for buying tickets or topping up prior to boarding the transport mode and for customers to manage products, for example through the auto-renewal of period passes.

Operators and planners will benefit from the accurate allocation of revenue to services or mode and data will be available to assist in network planning and fleet/ route optimisation.

The longer term developments would see commercial agreements to facilitate the use of West Yorkshire-issued smartcards in other parts of the country, possibly through a national 'pay as you go' scheme as well as the use of smart-media extended to car clubs, taxis and car parking. The aspiration is for a card that can be used to purchase a range of mobility options – thereby complementing and reinforcing the approach to Travel Choices set out earlier.

The Proposal recognises that the technology for integrated ticketing is insufficient without integrated products and retail networks. It is expected that future rail franchises will require ITSO smartcard ticketing and participation in the West Yorkshire ticketing scheme. The experience and analysis of the de-regulated bus framework indicates that a radical change is required to develop the integrated approach required by this Strategy. This change is set out below in Proposal 16.

<b>Proposal 16</b>
Introduce a new <b>framework for local bus services</b> as part of an <b>integrated transport system</b> .

There are significant tensions between the Plan's ambition for a highly integrated approach to service planning and delivery, and the deregulated framework for local bus services. The bus market in West Yorkshire is essentially formed of a number of local monopolies (or near monopolies) with little evidence of the competition envisaged by the 1985 Transport Act. Issues of competition in the bus market are being investigated by the Competition Commission, with potential remedies including local franchising (Bus Quality Contracts) or Quality Partnerships.



This Proposal recognises that, while a more contestable bus market might provide better value for money for subsidised services, it is unlikely to provide the level of integration required by this plan.

Metro has therefore considered the need for a Bus Quality Contract Scheme, through the process set out in the Local Transport Act 2008, and identified the following objectives for such as scheme:

1. achieve an integrated public transport system in line with international City Region best practice;
2. achieve higher bus use than would be the case without a Bus Quality Contract scheme;
3. achieve high customer satisfaction scores, demonstrating improvement over current satisfaction ratings;
4. contribute towards District Councils' local policy objectives relating to congestion, accessibility air quality, reduced CO<sub>2</sub> emissions and mode share;
5. achieve demonstrable and measurable value for money from WYITA and District Council support for local bus services;

6. manage the potential for adverse impact on incumbent operators in achieving other objectives.

This Proposal adopts the theme of developing a Bus Quality Contract Scheme to achieve an integrated public transport system in line with international City Region best practice.

It is recognised that many, but not all, bus operators are opposed to local franchising and discussions are currently continuing to ascertain if a partnership offer can provide, and assure, the high-quality, integrated public transport system required by the 'MyJourney' Strategy.

It is also recognised that the focus on a core network, with clearly identified transport hubs and associated philosophy, is likely to mean a re-direction of resources away from lower demand services. While this is a logical approach it will fail unless new and innovative ways of addressing more dispersed local needs are developed. This approach is set out below in Proposal 17.

### Proposal 17

Develop a new model for transport planning at a **community level to enhance local accessibility.**

The requirement for a focus on a core public transport system that provides viable alternatives to private car use means that it will be necessary to develop a more radical approach to local



accessibility needs through new models for transport planning at a community level.

The aim of this Proposal is to work with local communities, principally through existing structures, to identify the level and nature of demand and how best to meet local accessibility. This approach will include the role of community transport and other community based schemes (such as social car schemes) as well as encouraging modal shift to active and sustainable modes. This will include provision for walking and cycling, including changes in streetscape, green infrastructure, footpaths and bridleways.

The MetroLocal pilot illustrates how community transport solutions could be developed and become fully integrated with Metro's well-established AccessBus services. The local focus will provide opportunities to coordinate transport services from different providers, such as community transport operators and patient care transport operators. Measures will be taken to help protect and enhance existing local transport services, especially in rural areas, to improve the resilience of these communities. This may require investment in Information Technology, building upon Metro's new AccessBus booking and scheduling system. The role of the booking and scheduling system may be extended to also include taxis (Hackney carriages and private hire vehicles) and car clubs.

## Proposal 18

### **Improve safety and security, seeking to minimise transport casualties**

The safety and security of users and non-users is the heart of this Local Transport Plan. A key challenge is to sustain the reduction in road casualties achieved in recent years.

A wide range of 'Safer Roads' initiatives are currently delivered in partnership with local communities and partner agencies in West Yorkshire, through District Road Safety Plans. This work will continue and be expanded through strong engagement with communities to ensure an on-going reduction in the number of people killed and seriously injured on West Yorkshire roads.

This proposal reflects the West Yorkshire Safer Roads Strategy, which is based on a safety management plan that includes local communities, local agencies and statutory bodies, and promotes the direct involvement of communities to progress safer roads matters. It has four themes:

- Responsibility
- Behaviour
- Skills
- Environment

Everyone has a responsibility for road safety.

While improving the road environment is important, changing behaviour is the key to sustaining and further reducing road crashes and injury. There will be continued work on education, training and publicity about safer use of transport systems, combined with essential life-skills training connecting with other community priorities such as health and education. This approach has wider benefits beyond safety as, for example, pedestrian and cycle training encourages increased walking and cycling levels, which in turn improves health and social well-being and reduces carbon emissions.

Targeted enforcement including enforcement cameras has made significant contributions to the reduction in road crashes and injury and the reduction of anti-social driving behaviour. Enforcement cameras also assist in the levelling of traffic flow, reducing speeds and emissions, managing the network and encouraging a greater uptake of walking and cycling. These cameras will be retained where they are effective in reducing casualties.

The safety of the network, and users' perception of safety and security, influences the choice of travel modes and the frequency and times journeys are made. Safety and security are covered generally in the cross-cutting theme embedded throughout the Plan.

## Proposal 19

### **Facilitate coach travel for inter-urban journeys, including tourism and shopping trips to West Yorkshire.**

Coaches are an important component of the transport system and coach travel is energy and carbon efficient, with average emissions of 0.03 kg of CO<sub>2</sub> per person per km. Visitors arriving by coach make a significant contribution to the local economy.

The Plan recognises that coaches are an important low-carbon form of transport and that their role can be enhanced through the provision of coach parking and drop-off facilities, signage and consideration of coaches within the design and management of bus stations and the overall planning process.

Metro will seek to accommodate coaches within its bus stations, subject to risk assessments and agreement of safe working practices.

The Plan proposes the use of the Confederation of Passenger Transport (CPT) as a means of a dialogue with coach operators to identify a programme of low-cost measures that would enhance the role of coach travel.

### Proposal 20

Address **barriers to travel**, including the use of **concessionary fares schemes**.

The Plan strategy recognises that a significant number of people face physical, information, cost or other barriers that restrict their mobility and hence quality of life.

This Proposal complements the cross-cutting principle of equality and is based upon the social model of disability. It includes a continuation of works to remove physical barriers through programmes of dropped kerbs at crossings, raised kerbs at bus stops and the use of bus stop clearways and other measures to prevent obstruction by parked vehicles.

The Proposal recognises non-physical barriers, such as those experienced by people with hearing or visual impairment or learning difficulties, as well as cost barriers.

Metro will continue, within overall affordability, to support enhancements to the English National Concessionary Travel Scheme as well offering concessions to young people. There are also considerable social and transport benefits from supporting travel by job-seekers as part of a package to address barriers to employment.

### Proposal 21

Support the **efficient and sustainable movement of freight**.

The movement of freight plays a vital role in the economic prosperity of West Yorkshire, particularly for the manufacturing employment concentrated in Bradford, Kirklees and Leeds.

Freight movements on West Yorkshire's transport systems consist of movement associated with activity within West Yorkshire as well as important flows through the area, particularly associated



with the Humber Ports. Increasingly, the competitive supply of many services (domestic, commercial

and industrial) is dependent on the use of small commercial vehicles (vans). However, the movement of freight and commercial vehicles contributes disproportionately to road damage, road safety, congestion (and hence the loss of productive time through variability of journey times), traffic noise, air quality issues and the generation of carbon emissions.

There are many varied commercial organisations involved in the operation of freight, yet there is a knowledge gap about how freight impacts on the objectives of this Plan. During the first Implementation Plan the development of a Freight Strategy will be a high priority. It will include:

- gathering information to understand freight movements and issues;
- promoting initiatives and infrastructure improvements;
- accommodating and promoting growth at West Yorkshire’s multimodal (rail and road) freight terminals;
- exploring, providing and where appropriate protecting opportunities for inter-modal transfer (for road, rail and water) and consolidation;
- improving the consideration of the needs of freight during planning applications and the management of urban centres.

This strategy will be prepared in partnership with freight users and providers and will also be the subject of consultation during the first Implementation Plan.

The increase in online shopping and home deliveries presents an opportunity to influence the way in which deliveries are made to households and businesses so that trips are kept to a minimum. The development of local consolidation and collection centres to reduce vehicle movements, and increase the number of deliveries that can be made or collected on foot, will be explored.

New technologies and systems will be used to provide real-time and web based information about freight routes and facilities to:

- define and influence freight routing;
- manage information about the operation of local loading/unloading facilities;
- support the evolution of behaviour change among freight/commercial vehicle drivers.

<b>Proposal 22</b>
Define, develop and manage <b>networks and facilities</b> to encourage <b>cycling and walking</b> .

Significant improvements to cycling and walking infrastructure have previously been progressed across West Yorkshire. This Proposal sets out the development of a network of cycle facilities that will increase the mode shift to cycling for commuting and utility journeys. This will be achieved by providing a network of attractive routes, connecting key town and city centres, and local facilities (including educational establishments, hospitals, public transport interchanges, leisure facilities and transport hubs). The focus will be on encouraging mode shift to cycling for journeys of up to five miles, and encouraging greater uptake by ‘non-regular’ cyclists

A 'Key Routes' cycle network will be defined during the first year of the Plan, and consultation will be carried out around any specific schemes and route developments. The network will enhance current routes, and create new links. It is expected that initial development will build upon:

- current activity levels;
- designated cycle network routes;
- other routes with dedicated cycle facilities.

The Plan will seek to deliver the Leeds City Region Greenways and West Yorkshire National Cycling Network (e.g. the Aire and Calder Canal Route through Wakefield District) and partnership working and funding opportunities will be sought whenever possible.

The majority of journeys include an element of walking. Walking is not only an important component of most public transport journeys, but is also part of the majority of car journeys too. This proposal considers improvements to pedestrian infrastructure, particularly to improve accessibility and connectivity in central areas of all Core, Key and local district centres, and to improve links to bus and rail stations (including transport hubs).

Opportunities for partnership working and funding, to support delivery of the Rights of Way Improvement Plans (which identify strategic objectives for the footpath network), will be sought and progressed wherever possible.

Cyclists and pedestrians are to be considered first within the hierarchy of routes and users (Proposal 1 and Appendix C), and all schemes should be designed to ensure that their safety and needs are fully taken into account, and that all relevant design standards are met.

This proposal also complements the reallocation of road space for buses, pedestrians and cyclists in town and city centres, and their immediate urban fringes, as part of demand management measures (Proposal 11).

## 4.5 Enhancements

### What the evidence tells us

The Evidence and Issues in Chapter Three highlights that making enhancements to the transport system should be done in the context of the following:



Key parts of the road and rail network are congested and overcrowded during peak travel times (see Appendix F: E6 & E9).



The largest journey-to-work flows are generally those within each district (usually into the main urban centres), but there are substantial flows between Bradford and Leeds districts and also between Leeds with Kirklees and Wakefield (see Appendix F: E2).

There will be significant future transport demands arising from forecast employment and population growth (see Appendix F: F1).



There are continued high levels of car use, with falling bus patronage (see Appendix F: C1 & C2).



Economic competitiveness remains weak and is limited by congestion, poor access to employment areas and gateways to key markets (see Appendix F: E10).

## Overall Approach

West Yorkshire has suffered from historic under-investment in transport infrastructure and there are some major gaps and pinch-points in transport routes providing access to, and between the major urban areas. The resulting congestion impacts on all users, but particularly commuters and freight users.

The Evidence and Issues and the strategy for transport enhancements are set out in the Leeds City Region Transport Strategy and through the on-going development of ‘major’ schemes (such as the NGT Trolleybus network) and a West Yorkshire Strategic Programme of Schemes.

Despite reduced funding in the early years of the Plan, there is still a need for investment in enhancements if West Yorkshire is to fulfil its full economic potential while moving to a lower carbon economy. Over the life of the Plan, the aspiration is to deliver the priorities in the Leeds City Region Transport Strategy together with other targeted enhancements to the network. In the context of supporting economic development and regeneration, there will be an emphasis on improving overall efficiency of the network and supporting low-carbon modes.

The overall approach is to get the most out of the existing transport network and infrastructure, particularly where there is potential for it to perform better. Investment will also be made to support strategic economic objectives and ensure that the main centres are better connected (thereby increasing productivity). The LTP Partnership will work closely with the Leeds City Region and the new Local Enterprise Partnership to ensure that investment is focused where it can have the greatest impact, The Local Transport Plan also recognises the need for investment to support local economic priorities and Local Development Frameworks.

### Proposal 23

Investment to **support strategic economic objectives** through delivery of the **City Region Transport Strategy**.

The Leeds City Region Transport Strategy identifies an ambitious, yet deliverable set of proposals to improve transport connectivity between the main centres and other key hubs such as Leeds Bradford International Airport. Key themes of the Leeds City Region Transport Strategy are ‘accessibility through connectivity’ and making the best use of the existing networks (for example by converting some existing rail lines to tram train and then extending the route on-street or to other key destinations such as the Airport) rather than proposing wholly new routes. As part of the Leeds City Region proposals agreed in 2009, a new deal on funding was proposed where the City Region would have a single funding pot similar to London so that prioritisation decisions could be made locally.



The Leeds City Region Transport Strategy identified the importance of links to London and beyond as well as connectivity within the City Region. Key themes and priorities include:

- development of a direct High-Speed Rail Line to Leeds is critical in the long term if economic competitiveness with the North West is to be maintained and enhanced. In addition, it is vital that improvements are made to the classic East Coast Main Line and other strategic rail routes in advance of High-Speed Rail as capacity constraints will be reached before it is delivered.
- development of a rapid transit network including:
  - Leeds NGT (through the DfT's major scheme process);
  - further roll-out of NGT.
  - a tram-train network including a fixed track link to Leeds Bradford International Airport.
- proposed Northern Hub and supporting measures including:
  - improvements to the Caldervale Line (which will be facilitated through the Northern Hub);
  - progressive electrification of the heavy rail network;
  - development of strategic Park and Ride (e.g. linked to main rail lines or the motorway network);
  - reduced journey times on the two North trans-Pennine (Manchester-Leeds via Huddersfield) and Leeds-Sheffield rail routes.

There is likely to be the need for a 'West Yorkshire Northern Hub 2', bringing together a series of capacity and journey time improvements. In addition, the Leeds City Region Transport Strategy identified a series of more generic interventions that will be required to support the schemes listed above. These are included in other parts of the Plan and include integrated ticketing, improved interchanges, traffic management, new rail stations and improved accessibility.

Further improvement of surface transport access to the Leeds Bradford International Airport is particularly significant for the continued economic prosperity and future growth of West Yorkshire and the City Region. The Plan supports the development of tram train access to the airport and will continue to support the examination and development of other opportunities to improve access to the airport in line with the requirements of the Objectives.

#### Proposal 24

Get better use from the existing network including investing in **additional capacity** to address congestion and overcrowding at key locations.

The highest priority for additional capacity is more rail carriages to reduce overcrowding on peak services, particularly to/from Leeds. Infrastructure improvements (such as longer platforms and some additional line capacity) are required to support this investment. Where new rolling stock is procured, the emphasis should be on lighter-weight electric vehicles that reduce the on-going wear and tear on the track and therefore cost. There is scope to develop a lightweight train ('tram train') suitable for use on most commuter routes, which is likely to bring down the cost of new trains.

In addition to on-train capacity, Metro will work Network Rail and the industry to develop solutions to track capacity and other infrastructure constraints (e.g. extending platforms). The

funding for such enhancements will need to form part of the national approach to the rail industry. Specific LTP initiatives will include:

- Leeds Station Southern Entrance (through the DfT's major schemes process);
- Expansion and appropriate management of rail station car parks.

There will also be investment in a small number of new stations (where there is a good business case and where these have limited impacts on existing train journey times), improving and extending park and ride facilities and enhancing passenger and cycle storage facilities. In the short term, the following new stations will be prioritised:

- Kirkstall and Apperley Bridge (through the Leeds Rail Growth Package Major Scheme bid on the Airedale & Wharfedale lines);
- Low Moor on the Caldervale Line.

The case for a strategic Park and Ride station to the East of Leeds is supported. Although this is no longer in the DfT's major scheme programme for the period to 2014, there may be an opportunity to deliver it through franchises that are due to be re-let or as part of an overall approach to addressing capacity issues in the Leeds area,

More detail on the proposed approach to rail (including the approach to other potential new rail stations) will be set out in Metro's RailPlan (to be consulted upon during the first year of the Plan).

This Plan recognises that some selective investment in highway capacity will be necessary to provide alternative routes, unblock congested sections of highway or open up development and housing sites. The following initiatives are supported:

- M1 and M62 'managed motorways' to provide more capacity in the short-term by facilitating hard-shoulder running;
- development of longer-term capacity solutions for motorways and the strategic highway network, to support manufacturing and freight while reducing the adverse impact on local highway networks;
- targeted local highway improvements to reduce congestion (e.g. local junction improvements);
- investment in Leeds Inner Ring Road (through the DfT's Major Schemes Process).

To support the transformational change to buses, additional road space for bus services will be a priority in order to reduce journey times and variability, and to improve punctuality. A core network of radial bus routes (into town and city centres) will be treated with a comprehensive set of priority measures to reduce bus journey times, improve reliability and encourage patronage growth. All of West Yorkshire's main urban areas now have bus stations and an extensive number of upgraded bus shelters. New transport interchange hubs will be created at key locations to improve the passenger experience and provide a focus for local transport options that include enhanced walking routes, cycling facilities, community car clubs, and enhanced travel information. It is proposed to roll this approach out through a series of sector reviews linked to bus network reviews, as outlined in Proposal 14. The Plan supports the following specific proposals:

- new Interchange at Castleford (submitted as a Regional Growth Fund bid);
- A65 Quality Bus Initiative (due for completion in 2012);

- rolling out traffic light priority for buses through Metro’s yournextbus real-time passenger information system.

### Proposal 25

Investment to support **local economic objectives, Local Development Frameworks and Housing Growth Areas.**

The following priority areas will be supported with investment across West Yorkshire. They are identified in the Leeds City Region Transport Strategy (2009):

- Regional cities - Leeds and Bradford and Leeds Bradford International Airport;
- Sub-regional cities - Halifax (including growth point), Huddersfield (including Kirklees Strategic Economic Zone), Wakefield;
- Growth zones - Coalfields (Wakefield), South Dewsbury / North Kirklees, Airedale (Bradford – Skipton), Aire Valley (Leeds), East Leeds, East Bradford – West Leeds;
- Principal towns - Batley, Brighouse, Castleford, Dewsbury, Holmfirth, Ilkley, Keighley, Pontefract and Wetherby.

During 2009/10 partners also started to deliver a West Yorkshire Strategic Programme of Schemes. These schemes, set out below, remain priority schemes in this Plan:

- ‘Connecting Airedale’, Bradford;
- Bradford City Centre Integrated Transport Scheme;
- Low Moor Rail Station;
- Kirklees Strategic Economic Zone;
- North Wakefield Gateway;
- Leeds Inner Ring Road.
- Development of further interventions to support LDF and growth areas e.g. Canal Road, Bradford, Caldervale Line and the Five Towns Area.

In addition, priority enhancements within the Leeds urban area have been identified in the ‘Transport for Leeds’ study. This study prioritised potential interventions reflecting the aspirations for improving the city centre while supporting economic growth and carbon reduction. Priorities are:

- managing the volume of traffic in the city centre through traffic engineering solutions to limit the adverse impacts of car trips to and through the city centre and making best use of alternative orbital capacity around the city centre (this is integral to the delivery of the Leeds City Centre Vision);
- significant increase in radial public transport capacity particularly into the city centre to accommodate growth and cater for travel transferred from cars;
- targeted increase in orbital highway capacity, in order to provide alternative routes, unblock congested sections of highway and open up development sites;
- use of the city centre as a public transport interchange hub, for onward travel to the ‘rim’ and Aire Valley;
- improved cycle and walk networks, including radial routes and orbital routes particularly in the ‘rim’ and city centre;
- increase in bus and rail Park-and-Ride opportunities from outside the Outer Ring Road;
- more non-car based travel for local trips.

## Proposal 26

Support the development of infrastructure for **new low-carbon technologies**.

Moving to a lower-carbon transport system is a key Objective of the Plan. It is proposed to work with partners to encourage the development of low-emission vehicle technologies, supporting infrastructure and renewable fuels throughout the freight and public transport sectors. Where such technology is already being pioneered, we will encourage the sharing of best practise and access to facilities.

This Plan supports the provision of refuelling infrastructure for a range of alternative or renewable energy sources, particularly developing a network of electric vehicle charging infrastructure and information for private vehicles, public service vehicles and freight. It will encourage the use of rail stations as vehicle charging points combining this with local micro-generation of electricity where it is feasible and affordable.

The tendering and procurement processes adopted by LTP partners will include a carbon budgeting approach to support and future proof the implementation of new low-carbon technologies.



## 4.6 Strategic Appraisal

Two mechanisms are being used to appraise the Strategy to ensure that it meets the needs of those that use and are affected by West Yorkshire's transport system, and that it complies with relevant legislation and achieves the Objectives set.

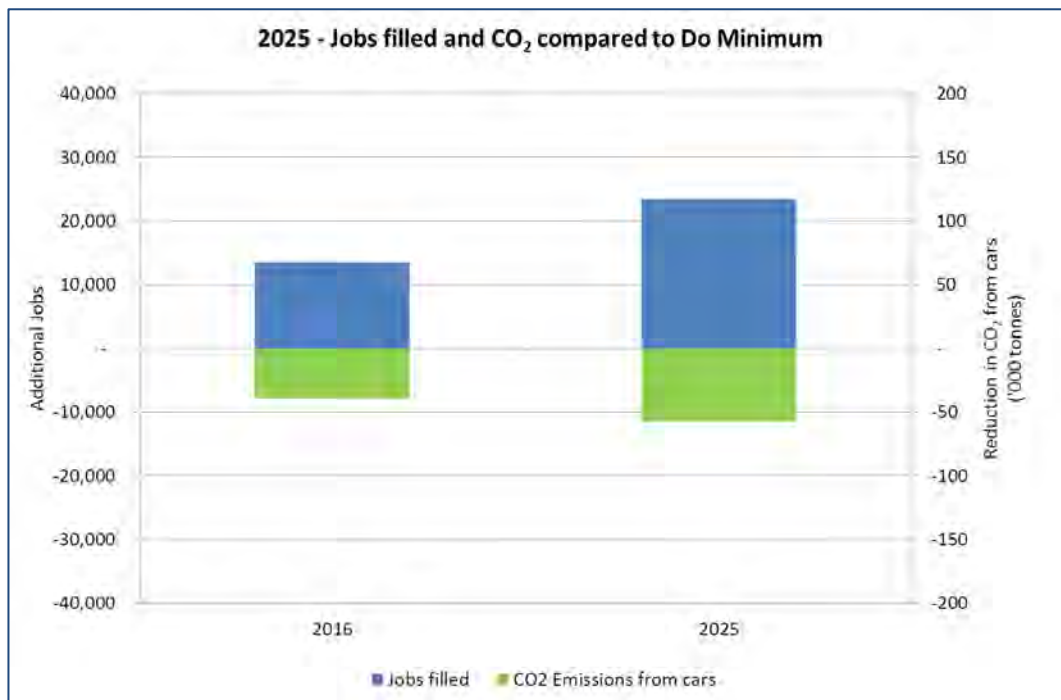
### Modelling

The Leeds City Region Connectivity Study developed an Urban Dynamic Model (UDM) to identify the indicative impacts on jobs filled, modal share/shift and CO2 reduction. The model has been used at the following stages in the preparation of this Plan:

- 'My Journey' Packages
  - Package 1: Transport Assets
  - Package 2: Sustainable Travel Choices
  - Package 3: Connectivity and seamless journeys
  - Package 4: Enhancements

- Options for the Implementation Plan 2011-14
  - Option 1: Transport Assets
  - Option 2: Tackling congestion
  - Option 3: Reducing carbon
- Draft Implementation Plan 2011-14

The modelling assumptions at each stage of testing were refined to more closely reflect the level of detail available about the proposals, measures and schemes being tested. The chart below shows the results in 2016 and 2025 for the Implementation Plan tests undertaken.



*Figure 4.3: Effects of the Plan on levels of CO<sub>2</sub> and employment*

The chart shows that by 2016 the interventions included in the implementation plan will be providing support for the generation of additional jobs, a reduction in car mode share and reductions in CO<sub>2</sub> emissions. These are positive indications that the interventions are contributing to the achievement of the objectives.

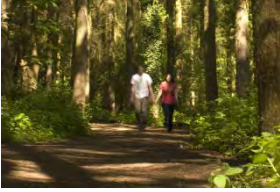

## Integrated Sustainability Appraisal

The Integrated Sustainability Appraisal (ISA) assesses the environmental, health, social and economic impacts arising from the Plan and seeks to reduce and where possible remove any adverse effects, and to enhance sustainability benefits brought about by the LTP. The ISA process has run alongside the Plan's development and has influenced each step in its development, including the Evidence and Issues, options appraisal and the Implementation Plan.

The Integrated Sustainability Appraisal was carried out to ensure that the MyJourney Strategy helped to promote desirable benefits rather than create problems. It also addresses a number of

statutory requirements including a Strategic Environmental Assessment; Health Impact Assessment; Equalities Impact Assessment; and Habitats Regulation Assessment.

The ISA found that the developing Strategy could be expected to deliver benefits or have a neutral impact (compared to the existing situation) on most of the areas assessed. Where necessary the ISA includes measures to help avoid or offset any negative impacts of proposals, and these have been incorporated into the final Strategy where appropriate. As individual schemes are developed, careful consideration of environmental, health, economic, and social and equalities impacts will still need to be made. Larger projects will also need an Environmental Impact Assessment and where appropriate a Habitats Assessment.

Integrated Sustainability Assessment - Likely Impact of LTP3			
Moderate beneficial	Slight beneficial	Neutral	Slight adverse
Climate change. Material assets. Deaths & injuries in accidents.	Air quality. Benefits from more physical activity. Disability discrimination. Age discrimination. Social deprivation / exclusion. Impacts on key economic indicators. Economic policy. Localised economic effects.	Population. Noise. Townscape & landscape. Heritage. Soil. Water. Disturbance from noise. Access to health facilities. Race discrimination. Gender discrimination. Discrimination on grounds of sexuality or gender identity. Religious discrimination. Cumulative impacts.	Biodiversity  <i>Bingley St Ives.            Photo © Bradford Council.</i>  <i>Back - Newmillerdam.            Photo © Wakefield Council.</i>

A separate ISA Statement has been prepared alongside the publication of this document. This will demonstrate how the ISA and consultation responses have influenced the modification of the Plan to enhance its performance. Both the full ISA report and the post-adoption ISA Statement are available at [www.wyltp.com](http://www.wyltp.com).



# 5 Implementation

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This chapter considers the Implementation Priorities coming out of the Strategy and identifies the specific schemes and initiatives that will be developed and/or delivered in the first Implementation Plan.

## 5.1 Implementation priorities

In order to achieve the Objectives of this Plan there are some fundamental steps that need to be taken to change the way people travel. From the Strategy, **six 'big ideas'** have been identified that between them will transform the way people travel around West Yorkshire. Supporting on-going activities such as asset maintenance, safer roads and carbon and other emissions reductions will be crucial to the delivery of the three objectives of this Plan. The big ideas will also support the 'MyJourney' concept of **empowering customers**, enabling them to make more informed choices. In addition, these big ideas are expected to have the most transformational impact on achieving the three objectives of the Plan and therefore central to the detailed Implementation Plans. The six big ideas are:



**Enhanced travel information** drawing on new technologies (e.g. mobile applications and websites) to provide customers with real-time choices customised to their needs together with real-time updates during their journey. The aspiration is that this information will cover all major forms of transport (walking, cycling, bus, rail and car and freight).



Fully **integrated ticketing** (using smartcards and other technology as appropriate) to allow customers to interchange easily and travel seamlessly around the network. Although the first priority is for public transport ticketing, the aspiration is to extend it to a wider geographic area as well as other transport and non-transport uses.



Investment in **low-carbon modes** of travel. This means making a strong case to government and others for substantial investment in carbon-efficient methods of travel (including more capacity on trains, more park and ride, electrification of rail lines, new express bus services and new schemes such as tram-train and modern trolleybuses). The Plan will direct investment to walking and cycling routes as well as measures to help people to choose lower emission cars and supporting the development of infrastructure for them.





A **new approach to buses** to get the most out of them by transforming the customer experience and significantly increasing bus usage. Proposals for a franchised system of bus services (similar to London) forming the core of an integrated transport system are being developed, although alternatives suggested by bus operators will also be considered. This will be supported by measures to speed up bus journey times and make them more reliable.



A phasing-in of **stronger demand management** measures to encourage less car use and to 'lock in' the benefits of travel behaviour change to more sustainable options. This will involve giving priority to and creating more space on West Yorkshire's roads for buses, cyclists and pedestrians. As the economy recovers and congestion increases, stronger financial incentives to reduce car use and encourage car sharing will be considered. Measures to encourage people to use less-crowded rail services will also be introduced.



A **new approach to network management** to help make journeys for people and goods to run more smoothly. This means ensuring the infrastructure, such as roads, is well maintained and improving the management of maintenance, such as roadworks, and other disruptions to journeys. We also plan a greater use of technology to monitor and respond to incidents across the whole of West Yorkshire in real time. Systems such as 'traffic light priority' will also be expanded to speed up the flow of buses. Bringing a focus to the importance of network management will help to ensure that the existing transport assets and networks are used as efficiently and effectively as possible by getting the most out of what we have.

## 5.2 Implementation Plan cycle and development

The 'MyJourney West Yorkshire' Strategy for 2011-26 will be supported by a series of shorter term Implementation Plans, which will cover three-year blocks and be guided by the amount of funding available and local priorities for that period. These will determine which schemes or other interventions will be undertaken in West Yorkshire (based on spatial priorities identified by the Leeds City Region Transport Strategy, 'Transport for Leeds' Study and further evidence gathered for this Plan) to deliver the Strategy within the specific period.

Funding and resources for the first Implementation Plan is less than in recent years. Achieving the maximum value-for-money benefits from such limited funding will require detailed prioritisation of expenditure.

The Implementation Plan will consist of prioritised proposals for interventions, initiatives and projects, both in specific locations and across West Yorkshire, which will work towards delivering the Vision, Objectives and Strategy. Interventions will include initiatives and projects to be delivered during the period of a specific Implementation Plan as well as the longer term development of measures for future delivery.

## 5.3 Implementation Plan 2011-14

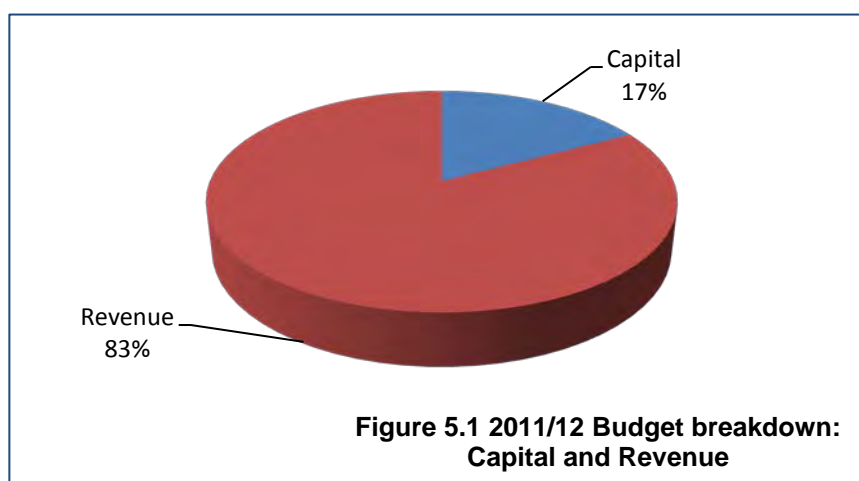
A full Implementation Plan for delivering the 'MyJourney' West Yorkshire Strategy during 2011-14 will be put into action from 1 April 2011. Relevant partners, stakeholders and members of the public were invited to take part in developing specific proposals to be considered as part of the first three-year Implementation Plan and future Implementation Plans.

The reduced level of funding available in the early years of the Plan presents a major challenge in balancing the level of expenditure between maintaining the network we have (e.g. repairing roads and bus stations) and making progress on the new 'big ideas' set out in the Strategy.

The activities contained within the Implementation Plan can be funded from capital or revenue (and other non-LTP) funding.

- **Capital** funding can be spent on a new addition to the transport infrastructure, or a contribution towards adding something new. For example, adding new bus shelters, introducing a highways junction improvement or significant enhancement to highway renewal. Most capital funding used to deliver the schemes and initiatives in the Implementation Plan comes from LTP grants. Generally capital money is provided from central government.
- Other non-LTP sourced funding generally comes from **Revenue** funds, although there can be other sources (such as PFI credits and capitalised borrowing). Revenue based activities are those which support the operation of the transport network. This could include things like supporting evening and Sunday bus services or grass cutting services. Generally revenue is generated and paid for locally from sources such as Council and Business Taxes. However, DfT also provide significant revenue resources such as supporting the Rail Franchise and Concessionary Fares.

Both LTP and other funding streams are used in the Implementation Plan to support the delivery of the LTP Objectives.



A three-year capital programme of £154m (£59m in the first year of the Plan, 2011/12) is allocated for use on delivering the Implementation Plan, supported by £284m of revenue in the first year. The chart above displays the proportion of capital and revenue funding.

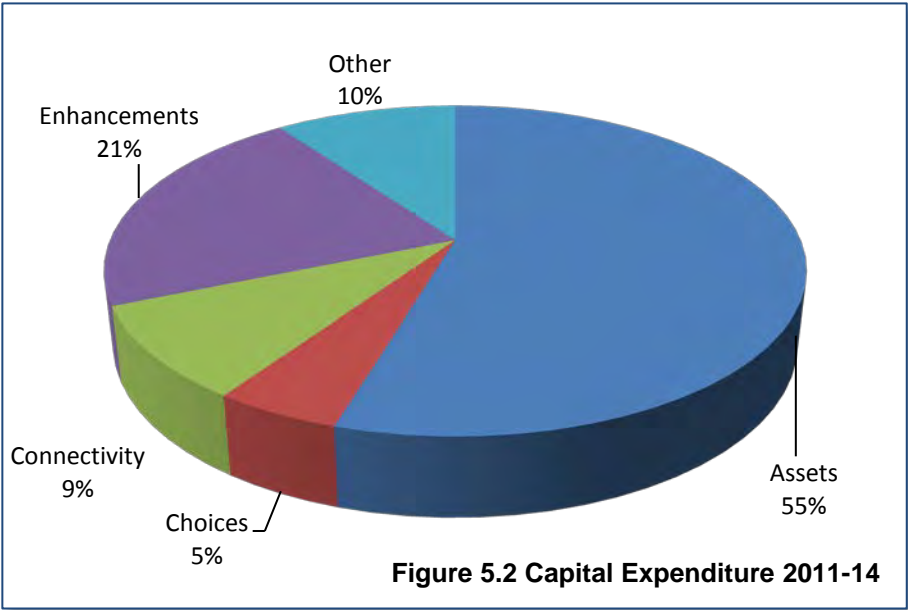
The table below shows a breakdown of the three- year capital programme and the one -year revenue budget for each of the Programme Areas. The capital programme for Integrated Transport includes an element (about 20%) over programming. Further detail on the schemes and initiatives are included in the Plan that follows later in this Chapter.

Overall Approach	Description	Total 2011-2014	2011-2012
		Capital (£000s)	Revenue (£000s)
Assets	<b>Maintenance Block Allocation</b>		
	WY Transport Asset Management Plan - Maintenance	78,869	78,078
	<b>SUBTOTAL: MAINTENANCE</b>	<b>78,869</b>	<b>78,078</b>
	<b>Integrated Transport Block Allocation</b>		
	Network Management	1,229	831
	Public Transport Assets	4,270	4,626
	<b>TOTAL ASSETS</b>	<b>84,368</b>	<b>83,536</b>
Choices	Information	2,275	2,490
	Integrated Ticketing	2,000	0
	Active Modes	4,513	719
	Demand Management & Enforcement	425	‡
	<b>TOTAL CHOICES</b>	<b>7,663</b>	<b>3,209</b>
Connectivity	Safety & Enforcement	1,144	2,818
	Bus Priority	6,882	‡
	Bus Quality Contracts / Partnerships	300	‡
	Hubs	3,728	‡
	Supporting Bus Services	†	52,186
	Supporting Rail Services	†	72,166
	Concessionary Support	†	50,348
	<b>TOTAL CONNECTIVITY</b>	<b>14,054</b>	<b>177,518</b>
Enhancements	WY SPS & Major Schemes	21,077	‡
	Highways Improvements	6,560	‡
	Rail	5,287	‡
	<b>TOTAL ENHANCEMENTS</b>	<b>32,924</b>	<b>1,702</b>
Other	Local Integrated Transport	14,265	‡
	Future Development	1,100	7,534
	Capital Asset Charges	n/a	10,430
	<b>TOTAL OTHER</b>	<b>15,375</b>	<b>17,964</b>
<b>SUBTOTAL: INTEGRATED TRANSPORT</b>		<b>75,514</b>	<b>205,851</b>
<b>TOTAL: Maintenance &amp; Integrated Transport</b>		<b>154,383</b>	<b>283,929</b>

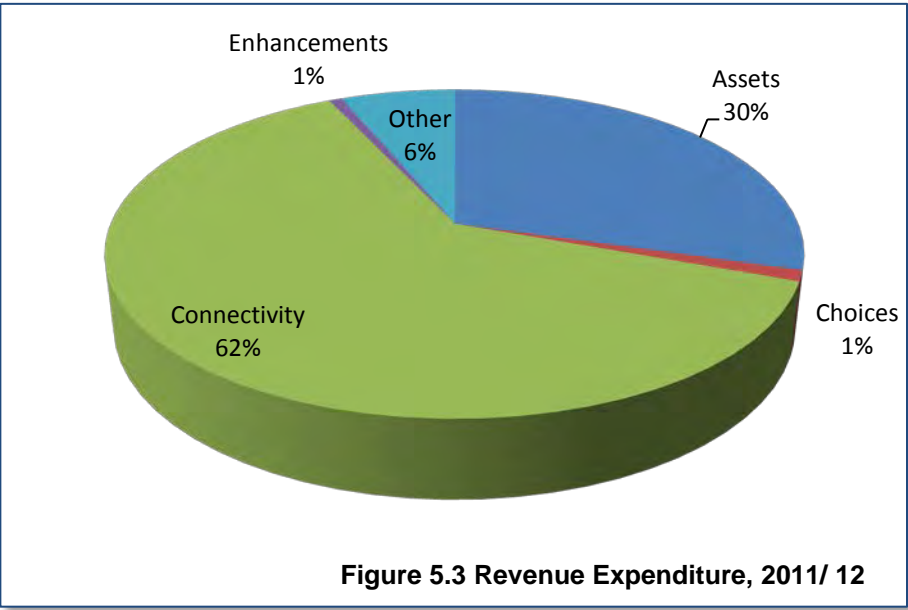
**Key** † Capital spend included elsewhere in Implementation Plan.

‡ Revenue spend included elsewhere in Implementation Plan

The following charts display the areas of spend for both the three-year capital programme and the first year revenue budget.



The chart above shows that the largest area of capital expenditure is on maintaining assets. This is in line with the focus for the first Implementation Plan which, despite reduced levels of funding overall, is to ensure that priority is given to maintaining the existing asset base.



The chart above shows the greatest revenue spend is for the 'Connectivity' theme. This includes support for local bus and rail services and for Concessionary fares. This is in line with the focus for the first Implementation Plan to maintain the existing network of services and infrastructure.

## 5.4 What challenges does the three-year Implementation Plan face?

The MyJourney Strategy for 2011 to 2026 is both realistic about what can be achieved and ambitious about the transport system West Yorkshire needs for the future.

However, the first Implementation Plan faces a number of challenges. In line with other recently-announced public spending cuts, government funding for local transport in West Yorkshire has been significantly reduced from what was available in previous years. For example, in comparison with the start of 2010/11, the capital budget for 2011/12 to 2013/14 will have:

- 16% less funding for maintaining the transport system; and
- 42% less funding for improving the transport system.

This has presented some difficult spending choices - to balance spending on maintaining the current network against making some improvements that will start to work towards meeting the Vision for 2026.

Significant population, housing and employment growth in West Yorkshire is expected over the next 15 years. If we ignore this in the early years of the Plan, dealing with it could be more costly over time. This means that as well as addressing immediate issues, work to prepare for future growth also needs to be undertaken. The first Implementation Plan goes some way to addressing the 'maintenance' and 'improvement' requirement within the funding available.

## 5.5 What approach will be taken in the Implementation Plan?

Despite the challenges faced in the early years of the Plan, it is vital that progress is made towards achieving the 15-year Vision. This means finding effective ways of maintaining the transport system and making improvements that will start to deliver the longer term LTP Strategy.

Transport's role in supporting economic activity and growth and maintaining access to jobs will be particularly important in this first Implementation Plan period. Using previous studies, research, engagement with partners and stakeholders and the findings of the Integrated Sustainability Appraisal an indicative Spending Programme has been set out as detailed above. It identifies the priorities for implementation from 2011 to 2014 within the funding and resources available. It is acknowledged that the Plan will need to be managed and progressed flexibly to reflect any changes in circumstances and priorities that emerge. It covers areas of work that will make the greatest contribution towards achieving the 15-year Vision based on the "big ideas" outlined earlier, particularly those that support wider economic activity and growth.

Projects and programmes to be delivered in this period have been identified and prioritised according to their cost effectiveness, deliverability and alignment with the 15-year Vision and Objectives. The detailed list of the individual initiatives and schemes within the Implementation Plan along with maps detailing the location of key schemes are detailed in Appendix A;

- Appendix A1: Capital-funded integrated transport schemes and initiatives;
- Appendix A2: Capital-funded highways maintenance schemes;
- Appendix A3: New ways of working;
- Appendix A4: District location maps of key schemes and initiatives.

## 5.6 The Integrated Sustainability Appraisal

The Integrated Sustainability Appraisal (see section 4.6) also considered the impact of the first three-year Implementation Plan on a range of social, health, economic and environmental issues. The ISA found that the Implementation Plan could be expected to deliver benefits or have a neutral impact (compared to the existing situation) on most of the areas assessed.

Changes have been made to the Plan to help avoid or offset any negative impacts that may arise, and to promote sustainability benefits wherever possible. Further information about the sustainability impacts of the LTP and how these have been accounted for in both the LTP Strategy and the Implementation Plan can be found in the full ISA report and the accompanying ISA post-adoption Statement –available at [www.wyltp.com](http://www.wyltp.com).

## 5.7 The programme to be implemented during 2011-14

Details of the schemes and initiatives within the Implementation Plan 2011-14 is described in the following section and listed in detail in Appendix A. The Plan will be managed and progressed flexibly, and spending moved between programme areas if needed, to reflect any changes in circumstances and priorities that emerge.

### 5.7.1 Transport Assets

This element of the Strategy covers asset and network management, which means looking after the existing transport network, getting the most out of it and maintaining it so that it is resilient and durable. It is about protecting the asset to prolong its useful life before substantial funding is needed to completely replace it. The Implementation Plan encompasses maintenance, operation, development of assets and network management.

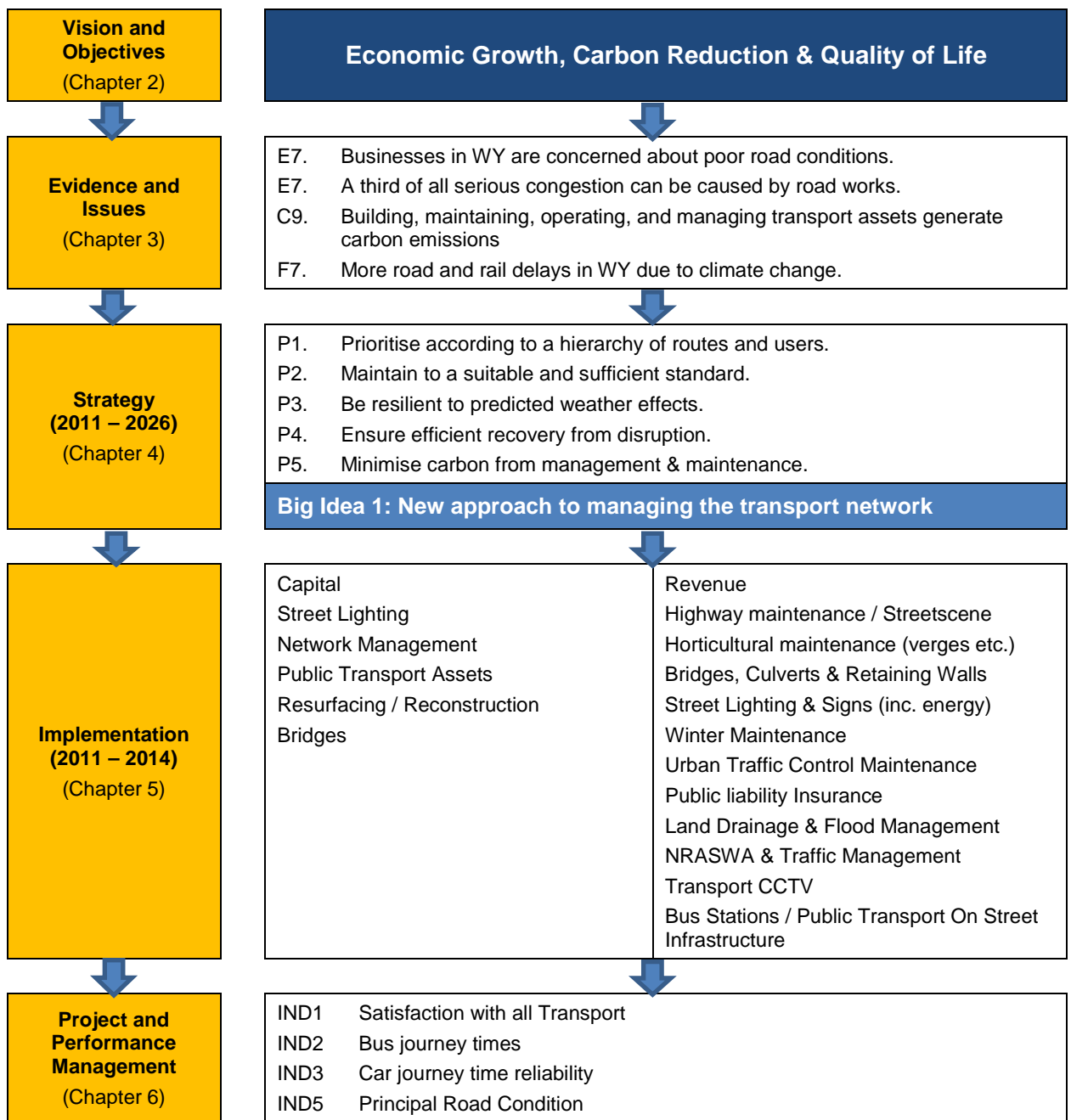


Figure 5.4: Golden Thread for Transport Assets

A three-year capital programme total of £84m and a first-year revenue total of £84m are allocated for asset and network management.

**Priorities for the next three years**

A successful and strong economy requires people and goods to be able to move about efficiently and easily. Whether it is by car, bus, cycle, walking, goods vehicle or taxi, they all require well-maintained transport infrastructure including highways, pavements, bridges, street lighting and bus stations. Over half the capital budget and a third of the revenue budget will be spent on targeted, proactive maintenance and network management to ensure the whole transport network operates efficiently and effectively.

A three-year capital programme of £79m supported by a first-year revenue budget of £78m will be used on highways Asset Management. The Transport Asset Management Plan will be developed

and implemented in the first year of the Implementation Plan. Structured, planned and reactive maintenance programmes are more cost effective in the long run than waiting until significant renewal or replacement is required. Techniques and processes to prolong the life of assets will be developed to ensure they are maintained to a suitable standard and be resilient to the adverse effects of climate change.

The programme will include works to maintain guardrails, signs, white lines and other road markings, street lights, gulleys and drainage pipes, as well as tackling seasonal issues such as grass cutting, tree pruning, leaf clearing, snow clearance and gritting. It also includes budgeting for public liability insurance claims for trips and falls. Each year, £6m will be spent on dealing with winter maintenance to ensure that the network keeps moving during the winter months. This includes pre- treatment to prevent the formation of ice or settling of snow and post- treatment for the clearing of snow and ice. If winters are particularly harsh, actual spend could increase.

For public transport assets, the Plan will also focus on maintaining asset condition, meeting health and safety requirements and where possible improving passenger waiting facilities to meet modern expectations of a safe environment and on supporting the continued operation of vehicles used on some services, including MetroLocal services.

The computer systems that support asset and network management hold vast quantities of data including timetables, yournextbus bus tracking information, journey planner and bus stop-specific timetables. The Plan will ensure that these systems are supported and maintained to provide reliable information. They will be improved to provide more information about a range of travel modes and respond more quickly to problems once they happen. Where possible a 'one-stop shop' approach will be developed to bring all the information together.

A new approach to Network Management is one of the 'big ideas' to ensure the network operates efficiently with traffic flowing smoothly with the minimum of delay. Initiatives include implementing and overseeing the Traffic Management Duty to manage planned and unplanned activities by utility companies through to large public events such as music concerts. This will be strengthened by a new 'Permit Scheme' to give greater control over planned works to help reduce congestion. The new scheme will allow greater control while the works are in process and for financial penalties if works overrun.

Traffic Light Priority can also smooth general traffic flows and contribute towards bus reliability. For example, the yournextbus real-time information system can 'talk' with traffic signals with special priority equipment and change the traffic light sequences to keep the bus on time. The Implementation Plan includes proposals for further junctions to be equipped with this functionality.

We will bring together all existing network information systems into one place, including monitoring systems such as traffic signal control, CCTV cameras and the bus real time information systems. This will help provide the data for live traffic and travel information.



## 5.7.2 Travel Choices

The Implementation Plan for 2011-2014 will focus on putting the customer at the heart of the strategy, by facilitating more informed travel choices.

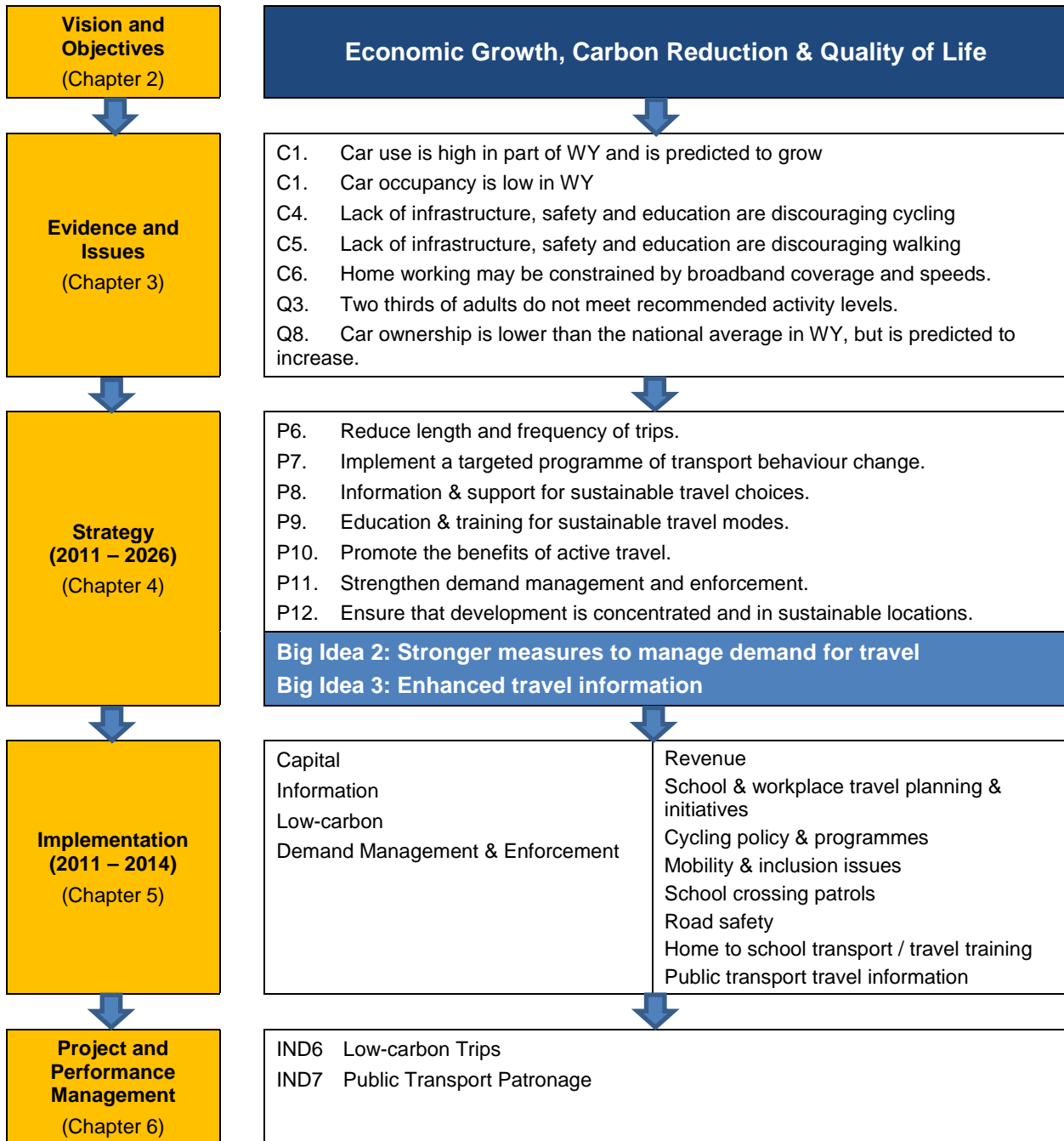


Figure 5.5: Golden Thread for Travel Choices

A three-year capital programme total of £8m supported by a first-year revenue budget of £3m will be provided for initiatives in the 'Choices' theme area.

- A key aspect of this will be seeking to integrate information on different modes of transport. We will work to include information about bus/rail timetables; real-time location of buses; traffic congestion; road works; parking (including Car Club) spaces; safe walking routes and cycle routes. We will also support the computer systems to provide this information to the public. A three-year capital programme total of £3m supported by a first-year revenue budget of £2.5m will be utilised to deliver this.

- In addition, a three-year capital programme total of £4.5m supported by a first-year revenue budget of almost £1m will be used to deliver walking and cycling initiatives. This will also include walking and cycle networks such as the Leeds Core Cycle Network, Connect 2 in Bradford and measures in Calderdale, Kirklees and Wakefield.

The following section outlines specific elements of the Choices programme.

***Priorities for the next three years include:***

- developing an interactive customer database, bringing people's knowledge and travel needs together;
- web development and personalisation, enabling customers to access and manage web information to suit their personal needs;
- adding disruption information to real-time information services;
- mobile apps (information on the move to smart phones);
- extending the provision of real-time information displays to more locations at shopping centres, GP surgeries, employers, universities, on-road signing and self-service Information Kiosks;
- continuation of existing targeted travel planning including the Travel Plan Network and local projects to support sustainable choices;
- working with the health sector and other partners to promote the benefits of active travel and support greater participation in walking and cycling;
- adding walking and cycling information to existing public transport Journey Planners.

The Plan also proposes the:

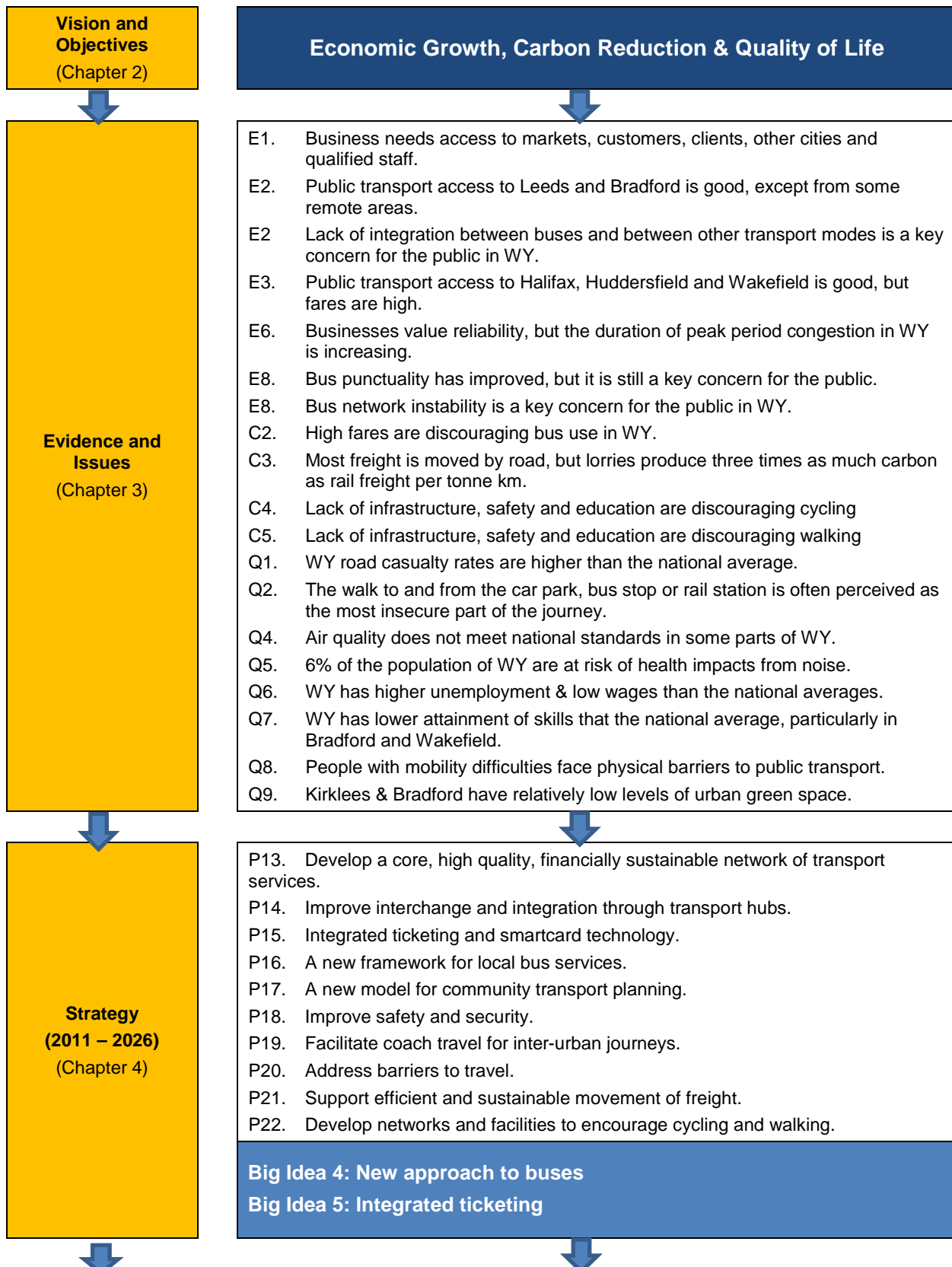
- development of a low-emissions strategy to address air quality and carbon emissions from local transport. This strategy will consider issues such as low emission zones; developing low-carbon infrastructure and renewable fuels for freight and public transport systems; sharing best practice and access to facilities; carbon accounting; and improvements in operational efficiencies;
- establishment of partnerships with local, regional and national bodies to encourage the use of low-emission vehicles;

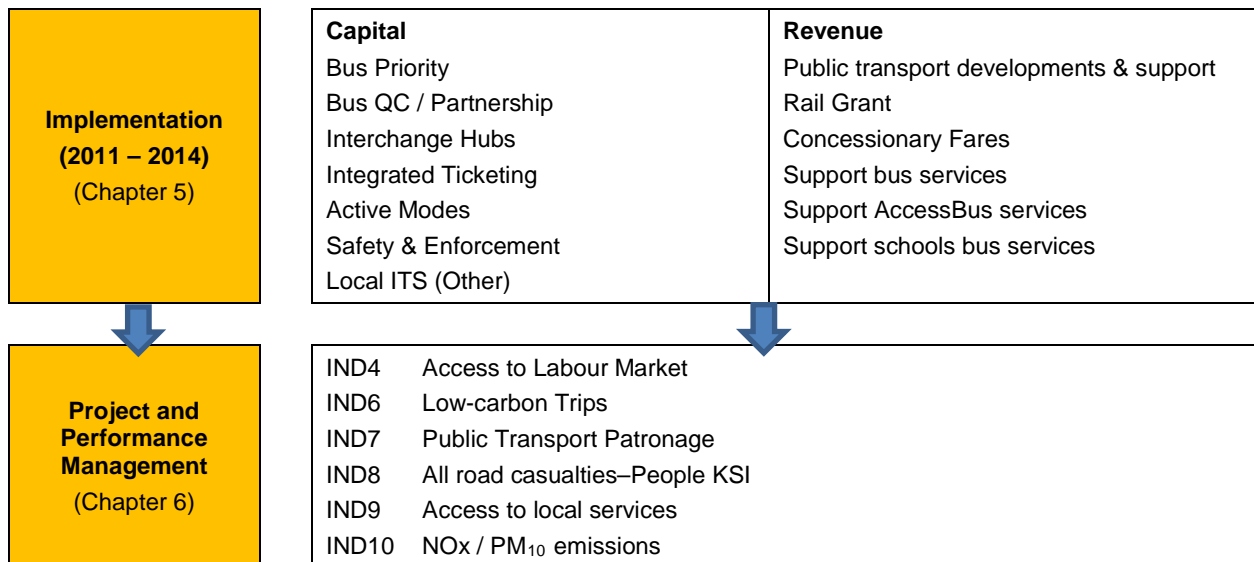
During the first Implementation Plan, the parking and demand management strategy will be developed in more detail. The work will draw on the substantial Evidence and Issues and data collection undertaken as part of the Transport for Leeds study. Work will also be undertaken to develop the 'West Yorkshire Transport Fund', a central source of funding which aims to reinvest income such as from car parking/ parking and bus lane enforcement into additional transport schemes and initiatives which further deliver the LTP objectives.

In total, Travel Choices will utilise a three-year capital programme total of £8m supported by a first year revenue budget of £3m to contribute towards the delivery of the LTP objectives.

### 5.7.3 Connectivity

This element of the strategy seeks to provide better connectivity for both longer and shorter distance journeys. It also seeks to improve safety and reduce the overall carbon and other environmental impacts of the transport system, through initiatives to address congestion and improve public transport services in West Yorkshire.





**Figure 5.6: Golden Thread for Connectivity**

The three-year capital programme total of £14m is designed in part to mitigate some of the adverse consequences of the declining revenue budget for public transport support.

The level of support for non-commercial bus services will be influenced by the level of mandatory expenditure on the English National Concessionary Travel Scheme re-imbursements and difficult decisions about future support for senior citizen rail concessions and concessionary travel for young people.

The hubs programme will be designed to help mitigate some of the worst impacts from the significant reduction in support for non-commercial bus services.

The Traffic Light Priority and bus priority programmes are an early focus in the first Implementation Plan to grow patronage on a core network, and reduce pressure on fares.

Metro will continue work on developing a Bus Quality Contract Scheme, while also working with bus operators to explore partnership approaches that would achieve the same outcomes. The consultations reflected concerns about the fragmentation of transport services and the lack of integrated ticketing. The Plan strategy requires a high level of integration, as found almost universally in modern conurbation transport systems outside the UK, and the role of smart ticketing will be important.

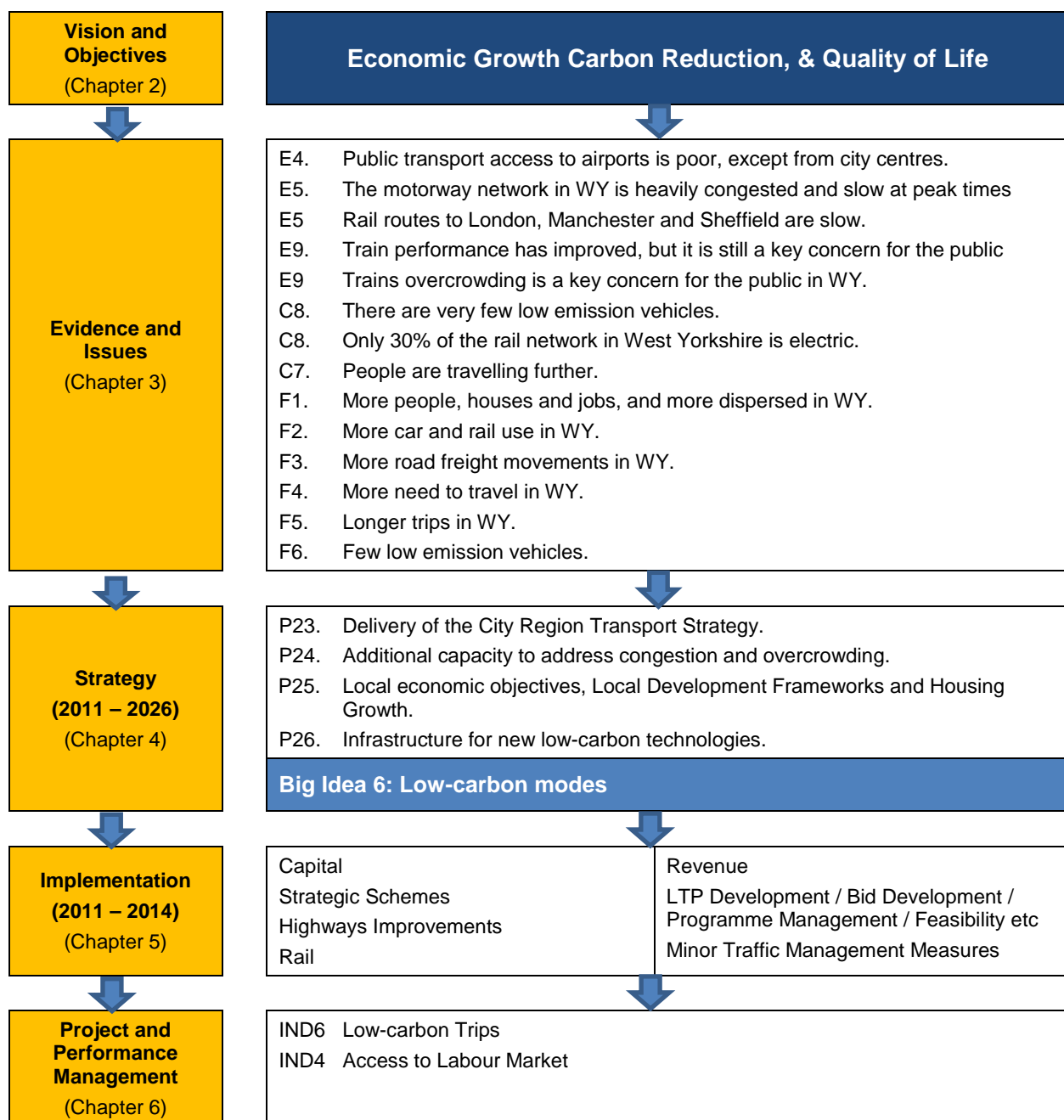
The first Implementation Plan seeks to maintain momentum on reducing road casualties through the well-established and successful model of partnership working and community engagement. An emergency response plan will be developed during the first Implementation Plan, and will aim to develop an approach for appropriate actions to be taken following a serious unplanned event such as from severe weather or an act of terrorism.

### 5.7.4 Enhancements

Despite the reduced levels of funding available in the first Implementation Plan, making progress on enhancements to address transport problems is essential to help the economy recover from recession and provide support for jobs and housing growth.

Schemes will only be developed where there is a strong value-for-money case and high probability of funding being available. As individual schemes are developed, careful consideration of environmental, health, economic and social equalities impacts will be made as part of the scheme development process. Larger projects will be subject to Environmental Impact Assessment and where appropriate a Habitats Assessment.

Partners will continue to influence thinking on longer term issues such as the High Speed 2 rail link to Leeds. In addition, a small amount of capital funding has been allocated for developing schemes that will be funded in the second Implementation Plan period beyond 2014.



**Figure 5.7: Golden Thread for Enhancements**

A three-year capital programme total of £33m supported by a first year revenue budget of almost £2m has been allocated to the Enhancements theme.

### ***Priorities for the next three years***

Four 'major' schemes will be progressed through funding bids with some LTP funding to support scheme development (and potentially implementation). These major schemes are:

- New Generation Transport (NGT) – a trolleybus network for Leeds which will help to support the growth of Leeds' economy with 4,000 permanent new jobs and improve the local environment by cutting congestion and air pollution. A Best and Final Funding Bid will be made in May 2011.
- Leeds Station Southern Entrance – a new pedestrian entrance for Leeds Station to provide 20,000 people each day with a quicker route to jobs on the south side of the station and relieve pressure on the congested northern entrance. This scheme has recently had its 'Programme Entry' status reconfirmed by the DfT and will go ahead provided it progresses as planned and within budget. The scheme is planned for completion in 2013/14.
- Leeds Rail Growth Package – a package of improvements including new rail stations at Kirkstall Forge and Apperley Bridge. This supports existing proposals for private sector jobs and housing, and developer funding has been secured. A Best and Final Funding Bid will be submitted to DfT in autumn 2011.
- Castleford Interchange - a new public transport interchange facility to better integrate local bus and train services, car parking, taxi ranks and cycle facilities to improve access to jobs. At the time of writing, the scheme was the subject of a Regional Growth Funding bid.

In total a three-year capital programme total of £21m will be utilised on the Implementation Plan to support development and delivery of the schemes listed above.

The Plan will continue to implement a strategic programme of schemes addressing specific local economic issues including Connecting Airedale (highway and public transport improvements in the Bradford-Saltaire corridor) and Low Moor Rail Station in Bradford, North Wakefield Gateway and the A62 Kirklees Strategic Economic Zone.

The highways programme includes a three-year capital programme total of £6.5m supported by a first year revenue budget of £2m. Measures included in the Plan include:

- local highway and junction improvements to address congestion on specific corridors and hotspots including A6037 Canal Rd, Bradford.
- new links and local highway improvements to support new housing and employment development sites and to provide alternative routes for freight.
- urban traffic control systems to smooth traffic flows and get more out of the network.
- access and parking initiatives in town and local centres to improve economic performance and make walking and cycling safer and more attractive.
- support for bus priority on a core network of bus routes.

The Plan proposes a modest programme of rail station upgrades to encourage more sustainable travel. There are likely to be opportunities to secure further investment through new franchises to be let over the period of the Implementation Plan (including East Coast Main Line, Northern and TransPennine Express). Metro will be developing detailed proposals and requirements over the next two years and more detail will be set out in the separate RailPlan document.

A priority is securing more train carriages to reduce overcrowding (peak hour trains into Leeds are the most overcrowded outside London) and we will continue to urgently press the Government for more carriages.

Metro provides £72m (2011/12) of support for local rail services. A three-year capital programme total of £5m will be used to support the delivery of rail schemes, subject to value for money and Metro's continued role in the development and management of the local rail franchise. At almost all rail stations the car parks are full early in the morning, with car parking overflowing onto local streets. We will work with Network Rail and the train operators to increase the number of parking spaces, improve facilities for pick up and drop off, and for other modes of access. In some places it may be necessary to introduce car parking charges to ensure that best use is made of the car park and to provide more capacity and quality.

The Plan also proposes:

- working with train operators to extend real-time information provision at rail stations;
- working with Network Rail to improve conditions at 12 stations, including Wakefield Kirkgate and Pontefract Monkhill stations to facilitate housing and jobs growth;
- encouraging more people to walk to and from stations by developing walking routes that are well signposted, well-lit and safe. Enhancements will include improved access to platforms for people with mobility difficulties and, wherever possible, CCTV.
- continuing to influence thinking on longer term issues such as the High Speed 2 rail link to Leeds.

### **5.7.5 Local Integrated Transport Schemes**

Engagement with local communities and local partnerships (involving police, fire and rescue, community support agencies, health and education providers) will continue to be vital to the delivery of the Strategy. We will deliver initiatives to give people a choice of how they travel and for them to be safe and free from the harmful effects of pollution, severance and intimidation especially where they live. Measures to improve safety and reduce road casualties will be integrated with other measures to deal with safer routes to school and to play, local cycling and walking networks, accessibility, mobility, local severance, anti-social and illegal behaviour.

We will carry out small schemes within local communities to improve access to jobs, goods and facilities and tackle issues of illegal and anti-social behaviour and the increased risk of road injuries. A three-year capital programme total of £14m is available to be utilised on schemes and initiatives developed with local communities.

### **5.7.6 Implementation Plan - Summary**

The first three year Implementation Plan focuses up to £154m of capital investment on the economic objective and also to ensure that the current network is properly maintained and delivers the best possible value for money. It includes a wide range of measures aimed at maintaining the transport asset base, reducing congestion and improving public transport and active travel options. It also includes interventions to reduce/limit travel and ensure development is appropriately focused and enables sustainable travel choices.

Given the reduction in funding and the current economic uncertainty, the first Implementation Plan Programme will be reviewed regularly and flexed, if required, to respond to changing circumstances or new opportunities. Nonetheless, in order to achieve the LTP3 milestones by March 2014 the Implementation Plan is expected to make the following progress towards delivering the six big ideas.

### **Enhanced Travel Information**

- Integrated Travel Information Website created.
- Integrated Travel Information Mobile phone applications supported.
- Integrated Travel Planner supported.
- 'Self Service' personalised travel information developed.
- Additional Real Time Passenger Information displays installed.
- Customer Information Screens installed at rail stations.

### **Integrated Ticketing**

- Smart/technology based integrated tickets introduced.
- Installed smart Ticket Vending machines.
- Smartcard operation of barrier gates at Leeds and Bradford Rail Stations.

### **Low carbon modes of travel**

- Leeds Station Southern Entrance completed.
- New rail stations at Low Moor, Apperley Bridge and Kirkstall Forge started.
- NGT - Scheme funding approval secured and scheme under development.
- Safety, access and general improvements completed at rail stations.
- Cycle Improvements programme completed.
- Walking Improvements programme completed.
- Low Emissions Strategy progressed/adopted.

### **New Approach to buses**

- Quality Contract (or partnership) Implementation Strategy adopted and started.
- A65 Quality Bus Corridor completed.
- Traffic Light Priority programme completed (200 locations).
- Bus Priority schemes completed.
- Transport Hub Strategy adopted.
- Hub at Castleford completed.
- Bus Station development, upgrades and repairs completed.
- Bus Shelters stock improvements (150 upgrades) completed.

### **Stronger demand management**

- Parking review and agreed common approach to parking control progressed/completed.



## **New approach to network management**

- North Wakefield Gateway completed.
- Connecting Airedale- improvements at Saltaire completed.
- Leeds Inner Ring Road repairs started.
- KSEZ A62 Initial phase of improvements complete.
- Local Junction, Highway and signal Improvements (at up to 15 locations) completed.
- Network Management Plan adopted.
- Street Works Permit System introduced.
- Combined UTMC Operations established.
- Transport Asset Management Plan adopted.
- Key Route Networks and User Hierarchy and associated toolkits adopted.
- Emergency Response/Disruption Recovery Plan adopted.
- Joint Procurement Strategy adopted.
- West Yorkshire Freight Strategy adopted.
- West Yorkshire Transport Fund investigated/adopted.

### **5.7.7 Supporting documents**

In addition to the LTP and the Appendices there are several supporting documents that will be made available during the first year of the Plan:

- Network Management Plan;
- Transport Asset Management Plan;
- Information Strategy (including the requirements of the Bus Information Duty);
- RailPlan7;
- District Implementation Plans;
- Integrated Sustainability Appraisal and ISA post-adoption statement;
- The Rights of Way Improvement Plans.

These documents will be available to download at [www.wyltp.com](http://www.wyltp.com)

## 6 Project and Performance Management

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The Strategy set out in Chapter Four and the Implementation Plan detailed in Chapter Five will be monitored to determine whether or not the Plan is achieving what it set out to do. This chapter outlines the processes that will be put in place to manage, review, monitor and govern the Plan on an on-going basis.

### 6.1 How the projects will be delivered managed and monitored

The Plan will be managed by Metro in partnership with the District Councils. Delivery will be carried out by various partners and a range of stakeholders. A consistent approach to project management will be used. The approach will include, as appropriate, risk management techniques.

Each project and initiative within the Implementation Plan will be managed to ensure that they are implemented to the right standard and meet the targets set within the timescale.

Project management will include regular reviews of progress against the Objectives of the Plan and to identify progress against targets and to ensure delivery is consistent with the Strategy.

Six key indicators and targets have been developed which will be used to measure the performance of the Strategy in delivering the Objectives.

### 6.2 Targets and monitoring performance

The selection of indicators and targets provides the framework for monitoring performance in delivering the LTP. The development of the indicators and targets followed DfT guidance and built on West Yorkshire's previous experience. Consideration was also given to the cost effectiveness of data collection and to making the maximum use of existing monitoring processes.

There has been much more flexibility within this LTP to develop indicators which are of the greatest local relevance to the LTP partners and stakeholders. There are no DfT imposed targets and DfT requirements for assessment are reduced. The emphasis within this LTP is for benchmarking and communication of performance for greater responsiveness to delivery issues.

This Plan will make greater use of market research and public satisfaction surveys to give insight into customer perceptions and experience of performance across a range of transport modes and assets.

A key feature of the monitoring framework is the division into key indicators supported by a basket of other indicators.

## 6.3 Key Indicators and Targets

A small, balanced, core set of key outcome indicators provides an overview of progress.

These 6 indicators have been devised to cover each of the 3 LTP objectives

Objective	Key indicator
Economic growth	<ul style="list-style-type: none"> <li>Journey time reliability</li> <li>Access to employment</li> </ul>
Low Carbon	<ul style="list-style-type: none"> <li>Mode share</li> <li>Emissions of CO<sub>2</sub> from transport</li> </ul>
Quality of life	<ul style="list-style-type: none"> <li>All road casualties – people killed or seriously injured</li> <li>Satisfaction with transport</li> </ul>

A target has been set for each of these indicators, representing our aspiration to achieve a substantial improvement in these areas.

The targets are challenging and are informed by the plans of the bus and rail industries and the input from stakeholder consultations on the LTP. Forecast increases in population will undoubtedly place significant strains upon our transport system.

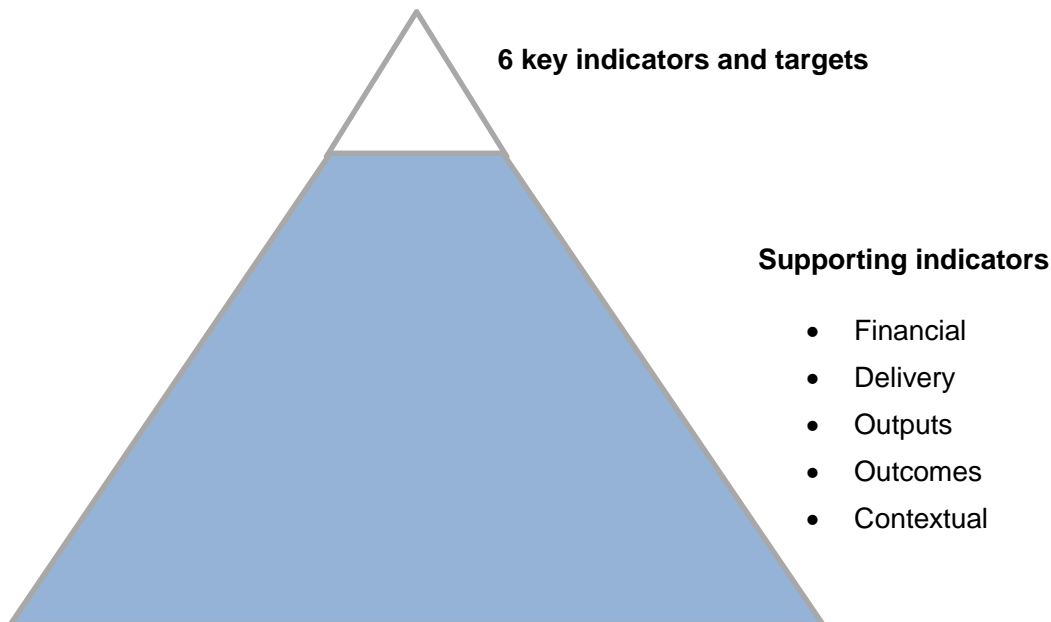
A description of each key indicator and the target is provided the table below.

Key Indicator	Why is this indicator important?	What are we measuring?	Target (2026)
<b>Journey time reliability</b>	The time taken to make a journey can vary throughout the day and from day to day according to traffic conditions. This makes it hard to plan journeys and can add significant costs to businesses in terms of time and resource required to deliver goods and services.	Proportion (length) of the West Yorkshire core bus / core highway network where journey time variability in the weekday morning peak period is equivalent to inter-peak conditions.	<p><b>To increase the proportion of the network where peak journey time variability is equivalent to the inter peak.</b></p> <p>Bus: from 33% to 50%</p> <p>Car: Approach to be developed by March 2013</p>
<b>Access to employment</b>	A majority of people travel to work by car. If we are to reduce congestion we need to provide a good public transport alternative that gets people to work within a reasonable time.	% of working population able to access key employment centres across West Yorkshire within 30 minutes using the core public transport network.	<p><b>To increase the proportion from the baseline figure of 67% to 75%</b></p>
<b>Mode share</b>	The population of WY is forecast to rise by 11% by 2026. If we are to contribute towards reducing carbon we need to ensure that a greater proportion of journeys are	The total number of car journeys by West Yorkshire people per year.	<p><b>To keep the total number of car trips at current (2011) levels</b></p> <p><b>To increase the proportion of trips made by sustainable</b></p>

	made by sustainable ways. This will also help to reduce congestion and improve journey time reliability.		<b>modes from 36% to 42%</b> Keeping the total number of car trips at current levels has implications for increasing the number of trips by other modes. For example we suggest the increases will need to be in the region of <ul style="list-style-type: none"> <li>• Walk +20%</li> <li>• Bus +50%</li> <li>• Rail +100%</li> <li>• Cycle +300%</li> </ul>
<b>Emission of CO<sub>2</sub> from transport</b>	Increasing the use of sustainable modes will help towards reducing carbon emissions, however, changes in vehicle efficiency and engine design will also have a significant impact.	Annual road traffic emissions of CO <sub>2</sub> across the West Yorkshire local highway network (excludes Motorways).	<b>To achieve a reduction of 30% between 2009 (base year) and 2026 in line with the national target.</b>
<b>All road casualties – people killed or seriously injured</b>	Significant enhancements in road safety have been achieved in West Yorkshire. We need to ensure that this trend is maintained and that the highway environment is safe for all users.	Number of West Yorkshire road user casualties: killed or seriously injured (KSI)	<b>To cut the number of KSI by 50% between the baseline (2005-09) and 2026</b>
<b>Satisfaction with transport</b>	Customer satisfaction surveys tell us what people think of different aspects of West Yorkshire's transport network. They are a key measure of the quality of services being provided and can help identify areas where improvement is needed.	Satisfaction scores across a range of transport modes and facilities.	<b>To increase the combined satisfaction score from 6.6 (2011) to 7.0 by 2017; to review thereafter.</b>

## 6.4 Supporting indicators

A considerable number of transportation indicators providing technical, managerial, and performance information are currently collected. The Plan proposes continuing to collect supporting performance data where it is useful and represents value for money..



## 6.5 Risk

Risk analysis and management ensures that the delivery of the LTP Vision and Objectives is exposed to a level of risk which is acceptable and manageable. It will be impossible to eliminate all elements of risk from the delivery of the Plan. Instead mechanisms are in place to monitor and review progress during the delivery of each Implementation Plan. Risk management processes are integral to the performance management and governance arrangements for the Plan.

Risk management includes identifying and assessing risks, and then responding to them. Appendix H identifies the strategic risks for the delivery of LTP3 and assesses the risk by evaluating both the likelihood of the risk being realised, and then the impact if the risk is realised. If a risk exceeds an agreed tolerance, resources will be focused on bringing it to within an acceptable level.

Throughout the delivery of the Plan, a Strategic Risk Log will be maintained that will be regularly monitored, updated and reviewed. Regular reporting of the Risk Log will be reported through the governance arrangements shown below.

## 6.6 Governance

The West Yorkshire Integrated Transport Authority is responsible for the development and delivery of West Yorkshire's Local Transport Plan for 2011-26. The ITA also has a duty to keep the Plan under review. The Authority comprises 22 Elected Members (Councillors) nominated by the five District Councils of West Yorkshire. The ITA also has a smaller Executive Board that meets monthly.

The ITA will work closely with the five District Councils on the delivery of the Plan through the ITA's LTP Committee. This Committee comprises 11 Councillors drawn from both the Authority and the five District Councils. The Committee's role is primarily to give advice, provide strategic direction and make recommendations to the full Authority.

A Governance and Funding Protocol has been developed by the ITA. This sets out the respective roles of the ITA and District Councils and how the funding will be managed. Key principles include minimising administration and ensuring that all statutory and financial obligations are met. In summary, the ITA will allocate funding to the District Councils on the basis of the agreed Implementation Plan. In the case of the Highways Maintenance Block Funding, the first Implementation Plan shows the full amount being allocated to the District Councils on the basis of the DfT's national formula. For Integrated Transport Block Funding, this will be allocated in accordance with the delivery of the Implementation Plan with a reconciliation process to match actual spend with actual delivery.

Through officer co-ordination arrangements and the LTP Committee, progress will be monitored on a quarterly basis. Where expenditure or outcomes are not within agreed tolerances, this will be reported back to the ITA for further consideration. The ITA's Scrutiny Committees will also keep delivery of the Plan under review and make recommendations to the Authority as appropriate.

# Glossary

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This is a list of technical terminology used throughout this document, with their definitions.

<b>Air Quality Management Areas</b>	A place declared by a District Council where national air quality objectives are not likely to be achieved
<b>Aire Valley</b>	The area defining south east Leeds which is a priority for regeneration; developing housing, jobs and facilities.
<b>Bus Quality Contract</b>	A system of franchising similar to that used in London where the Transport Authority specifies routes, frequencies and fares.
<b>carbon budget</b>	A cap on the total quantity of greenhouse gas emissions emitted over a specified time. Where emissions rise in one sector or area, corresponding falls must be achieved in another.
<b>clockface timetable</b>	A regular timetable to enable people to plan their journey more easily without having to enquire about the train time every time they travel.
<b>demand management</b>	Methods to reduce the number and length of trips at certain times or in certain areas.
<b>eco-settlement</b>	New areas of sustainable and affordable housing that meet zero carbon standards across the development, are resource efficient and provide for a good range of local facilities that can be accessed easily without the use of a car.
<b>growth zones</b>	Locations for new development, housing and employment.
<b>Hub</b>	A place of transport interchange providing easy access to the whole transport network with cycle parking, taxi call points and access to car club vehicles, drop off points and at larger locations park and ride facilities.
<b>Integrated Sustainability Appraisal</b>	An assessment of the Plan's impact on the environment, biodiversity, health and equalities.
<b>i-trace</b>	Travel Planning Management Software
<b>ITSO Smartcard</b>	ITSO is a technical specification created to provide interoperability for smart ticketing in public transport, allowing functions such as pre-journey payment and demand forecasting.
<b>Kirklees Strategic Economic Zone</b>	An area of economic activity, development and regeneration on the A62, Huddersfield.
<b>Local Development Framework</b>	A plan created by local authorities outlining the locations and specifications for development in an area.
<b>Local Enterprise Partnership</b>	Cooperation between a number of stakeholders including local authorities business and education sectors with the joint aim of promoting economic growth in an area, focusing on housing, planning and transport.
<b>Local Strategic Partnership</b>	Collaboration between organisations from public, private, community and voluntary sector in a District Council area.

<b>Low Emission Strategies</b>	Adopting and implementing low emission policies and measures e.g. fuels and technologies.
<b>Low Emission zones</b>	Areas or roads where the most polluting vehicles are restricted from entering, via a ban or charge.
<b>motorcycle</b>	In this document, motorcycle is used to describe a 'powered two wheeler', which is defined below.
<b>Multi Area Agreement</b>	Cross boundary District Council partnership working at the regional (e.g. Leeds City Region) and sub-regional levels (West Yorkshire)
<b>network management</b>	Operation and procedures which keep the road system running smoothly.
<b>Network Management Plan</b>	A plan which sets out how a District Council meets the conditions set out in the legislated Network Management Duty.
<b>Non-principal classified roads</b>	District Council's 'B' and 'C' roads
<b>Passenger Consultative Committees</b>	An ITA Committee of elected Members and representatives of the travelling public. There is a Committee for every District Council.
<b>Powered two-wheeler</b>	Wheeled motor vehicle, which includes motorcycles and scooters.
<b>principal road network</b>	Major roads that are managed by local authorities rather than the Highways Agency.
<b>Performance or Punctuality Improvement Plans</b>	Actions to tackle the causes of punctuality and reliability problems of bus services.
<b>Regional Growth Fund</b>	A new Government fund for proposals which increase investment, jobs and growth in an area.
<b>Rights of Way Improvement Plan</b>	A plan setting out how to manage and develop tracks and paths that can be accessed by the public at any time. All Rights of Way can be walked on, but some have extra rights to ride a horse, cycle or drive a vehicle.
<b>SMS ticketing</b>	Using the mobile phone texting service to buy and display a ticket to travel.
<b>Sustainable Communities Strategies</b>	A set of goals and actions which district councils, representing the residential, business, statutory and voluntary interests of an area, wish to promote. An umbrella for all other strategies devised for the area.
<b>Tax Increment Financing (TIF)</b>	A public financing method which is used as a subsidy for redevelopment and community improvement projects. It allows local authorities to borrow funds to deliver enabling infrastructure against the projected income from business rates which would be generated by the future occupiers of the end development.
<b>Tram-train</b>	A light rail public transport system where trams are designed to run both on the tracks of an urban tramway network and on existing railways for greater flexibility and convenience.



<b>Transport Assessments</b>	A process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car
<b>Transport Asset Management Plan</b>	A plan of how the network of highway and public transport assets are managed and maintained
<b>‘Travel to Work’ Initiative</b>	A project encouraging workplaces to develop travel plans to reduce car use and carbon dioxide emissions.
<b>Urban Congestion Target Plan</b>	The Plan sets out the action being followed across West Yorkshire to tackle congestion on 13 specifically chosen routes. These are monitored as part of the West Yorkshire element of the DfT’s Public Service Agreement target
<b>Urban Dynamic Model</b>	A system dynamic based model that uses employment and housing changes to determine future jobs and carbon impacts.
<b>Urban Traffic Management Control Systems</b>	A specialist form of traffic management which integrate and co-ordinate traffic signal control over a wide area in order to control traffic flows on the road network.
<b>vehicle actuated signs</b>	Signs which show a display when an approaching vehicle is detected.
<b>West Yorkshire Transport Climate Proofing Plan</b>	A Plan which is being developed to analyse historic weather effects and predicted changes in the weather to determine future risks and impacts to the transport system.

## Further information

If you have any queries about this document, or If you would like this information in other formats such as Braille, large print or in audio format (CD / MP3) or in other languages, please contact us:

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Published by Metro.  
40 - 50 Wellington Street, Leeds LS1 2DE.

