



SCRUTINY BOARD (CITY DEVELOPMENT)

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Wednesday, 17th February, 2016 at 10.30 am

(A pre-meeting will take place for ALL Members of the Board at 10.00 a.m.)

MEMBERSHIP

Councillors

A Castle	-	Harewood;
D Cohen	-	Alwoodley;
P Davey	-	City and Hunslet;
R Harington	-	Gipton and Harehills;
J Heselwood	-	Bramley and Stanningley;
M Ingham	-	Burmantofts and Richmond Hill;
S McKenna	-	Garforth and Swillington;
C Townsley	-	Horsforth;
P Truswell (Chair)	-	Middleton Park;
P Wadsworth	-	Guiseley and Rawdon;
J Walker	-	Headingley;

Please note: Certain or all items on this agenda may be recorded

Agenda compiled by:
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Scrutiny Support Unit
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Tel: 24 74792

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p>No exempt items have been identified.</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p>MINUTES - 27 JANUARY 2016</p> <p>To confirm as a correct record, the minutes of the meeting held on 27 January 2016.</p>	1 - 6
7			<p>INQUIRY INTO BUS SERVICE PROVISION</p> <p>To receive a joint report from the Head of Scrutiny and Member Development and West Yorkshire Combined Authority providing an overview of the key points from the draft Bus Plan document and the associated forthcoming public and stakeholder consultation.</p>	7 - 24
8			<p>LEEDS CYCLING STARTS HERE (TOUR DE FRANCE LEGACY) - UPDATE</p> <p>To consider a report from the Director of City Development providing an update on the preparation of the Leeds Cycling Starts Here (LCSH) Strategy, Action Plan and long term cycling 'Ambition and Strategy' for the city.</p>	25 - 38

Item No	Ward/Equal Opportunities	Item Not Open		Page No
9			<p>WORK SCHEDULE</p> <p>To agree the Board's work schedule for the remainder of the municipal year.</p>	39 - 50
10			<p>DATE AND TIME OF NEXT MEETING</p> <p>Wednesday, 30 March 2016 at 10.30am (pre-meeting for all Board Members at 10.00am)</p> <p>THIRD PARTY RECORDING</p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.</p> <p>Use of Recordings by Third Parties – code of practice</p> <ul style="list-style-type: none"> a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title. b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete. 	

SCRUTINY BOARD (CITY DEVELOPMENT)

WEDNESDAY, 27TH JANUARY, 2016

PRESENT: Councillor P Truswell in the Chair

Councillors A Castle, D Cohen,
R Grahame, R Harington, J Heselwood,
M Ingham, S McKenna and B Urry

50 Late Items

The Board received the following supplementary information in relation to agenda item 8, Flooding:

- Updated information submitted to the Executive Board on 21 January 2016 and draft minutes of the Executive Board

The above information was not available at the time of agenda despatch, but was subsequently made available on the Council's website.

51 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

52 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillor C Townsley, Councillor J Walker and Councillor P Davey. Councillor J Walker and Councillor P Davey were substituted by Councillor B Urry and Councillor R Grahame.

53 Minutes - 16 December 2015

RESOLVED – That the minutes of the meeting held on 16 December 2015, be approved as a correct record, subject to an amendment under minute no. 41, changing Halifax Building Society to The Halifax.

54 Scrutiny Inquiry into Bus Service Provision (Session 1)

The Director of City Development submitted a report which provided the Scrutiny Board with the information required to undertake the first session of the inquiry into bus service provision.

The following representatives were in attendance and responded to Members' queries and comments:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)

Draft minutes to be approved at the meeting
to be held on Wednesday, 17th February, 2016

- Councillor Keith Wakefield, Chair of Transport Committee
- Gary Bartlett, Chief Highways Officer
- Liz Bennett, Projects and Monitoring, Transportation
- Tom Gifford, West Yorkshire Combined Authority, Project Manager
- Neale Wallace, West Yorkshire Combined Authority, Bus Services Manager
- Jonathan Bray, Urban Transport Group

The key areas of discussion were:

- The emerging Buses Bill, devolution and the need for simpler legislation.
- 2008 Transport Act, quality contracts and NEXUS (North East Combined Authority).
- The development of a Single Transport Plan which will set out the bus strategy.
- The decline in bus patronage since deregulation during a period of economic growth and an increase in train patronage and car use.
- The opportunity that bus travel presents in terms of solving traffic problems and supporting employment.
- Regulation of bus operators, passenger rights and complaint processes.
- The role of West Yorkshire Combined Authority (WYCA) in supporting non-commercial services.
- The negative effects due to the lack of bus operator competition in West Yorkshire.
- The need for simplified ticketing and the complex fare structures currently in place.
- The issues created by commercial market led networks and the lack of orbital connectivity which links villages, towns and districts.
- The Elland Road park and ride model which highlighted the attributes when planning a whole service in terms of quality and reliability.

RESOLVED – The report was noted and the evidence considered as part of the inquiry.

55 Flooding

The Head of Scrutiny and Member Development submitted a report to facilitate discussion regarding the recent flooding in Leeds.

The following information was appended to the report:

- Executive Board, Storm Eva cover report, 21 January 2016
- Executive Board, Storm Eva report annex, 21 January 2016
- Draft minute no. 120 of Executive Board, 21 January 2016
- Business Recovery Impact Examples
- Draft Leeds Strategic Recovery Plan.

The following representatives were in attendance and responded to Members' queries and comments:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)
- Gary Bartlett, Chief Highways Officer.

The key areas of discussion were:

- Assessment and inspection of infrastructure damage, including Linton Bridge. Infrastructure damage was estimated at £7m. Government is being lobbied for funding to meet costs.
- Impact on businesses and employees.
- The meeting with the Secretary of State when attendees from Leeds were advised that there is no funding in the Environment Agency programme for flood alleviation.
- The feasibility review of phase 2 and phase 3 of the flood alleviation scheme. Funding is being sought to start this process.
- The requirement for a commitment from Government for funding to prevent flooding and the requirement to consider the impact on neighbouring authorities.
- Local responses and how communities can be involved in dealing with a problem as it arises.
- Co-ordinated service working arrangements for traffic management and gully maintenance across the City.
- Consideration of flood risk on land identified for housing, the need to build appropriately in flood risk areas and ensure that building work is resilient and done to appropriate standards.
- The need to focus on what can be achieved through government investment, water management in partnership with other organisations.
- Tributes to all who assisted, responded and helped.

RESOLVED – The Scrutiny Board considered the information provided and resolved to receive the Flood Risk Management Strategy at the March meeting. The Board will also consider any additional aspects as deemed appropriate at that meeting.

(Councillor J Heselwood left the meeting at 12.40pm at the conclusion of this item)

56 Financial Health Monitoring (City Development) - Budget Update Period 8, 2015/16 and Budget Proposals for 2016/17 Consultation

The Head of Scrutiny and Member Development submitted a report which updated the Scrutiny Board on the City Development 2015/16 financial position (period 8) and consultation on the City Development budget proposals for 2016/17.

The following information was appended to the report:

- City Development Budget 2015/16, period 8
- Executive Board report, 16 December 2015, Initial Budget Proposals for 2016/16 (City Development extract)
- City Development Budget Pressures and Savings 2016/17

The following representatives were in attendance and responded to Members' queries and comments:

- Martin Farrington, Director of City Development
- Simon Criddle, Head of Finance, City Development

The key areas of discussion were:

- The projected underspend on the 2015/16 budget.
- Key proposals for 2016/17, planned efficiencies, changes to services and additional income.
- The shortfall of advertising revenue. This has been managed by achieving efficiencies in other areas of the budget. A number of sites will come to fruition in 2016/17 generating income.
- Clarification about the reduction in planning services staffing.
- Proposed 2016/17 funding arrangements for the book fund within Cultural Services.

RESOLVED –

The Scrutiny Board:

- a) Noted the financial position of City Development period 8, 2015/16
- b) Considered the initial 2016/17 budget proposals relevant to the Scrutiny Board's portfolio and did not make recommendation for consideration by the Executive Board in February 2016.

57 Quarter 2 2015/16 Best Council Plan Performance Report

The Director of City Development submitted a report which provided a summary of performance against the strategic objectives for City Development.

The following information was appended to the report:

- City Development Best Council Plan Performance Summary Quarter 2 2015/16

The following representatives were in attendance and responded to Members' queries and comments:

- Martin Farrington, Director of City Development.

The key areas of discussion were:

- The trend in KSI's and not meeting the annual target. The Board was advised that to counter this various publicity campaigns were due to start.
- Leeds Let's Get Active Funding and the continuation of the scheme. The Board was advised that funding had not yet been secured and the scheme was therefore at risk.

RESOLVED – That the Board notes the Quarter 2 performance information.

58 Work Schedule

A report was submitted by the Head of Scrutiny and Member Development which detailed the Scrutiny Board's draft work programme for the current municipal year.

RESOLVED – The Board noted the content of the report and agreed the revised work schedule.

59 Date and Time of Next Meeting

Wednesday, 17 February 2016 at 10.30am (pre-meeting for all Board Members at 10.00am)

(The meeting concluded at 1.25pm)

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Report author: Tom Gifford WYCA & Sandra Pentelow

Tel: 0113 2474792

Report of the Head of Scrutiny and Member Development and WYCA

Report to Scrutiny Board (City Development)

Date: 17 February 2016

Subject: Inquiry into Bus Service Provision

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The Scrutiny Board at its meeting on the 17th of June 2015 resolved to undertake an inquiry to consider bus service provision.

2. The Board expressed a desire to have a clear understanding of current service delivery and how this supports our objectives as a Council to connect residents and visitors to employment, training, culture and leisure and support the economic prosperity of the city. The Bus Scrutiny meeting on 27 January 2016 provided background information on:
 - De-regulation and the West Yorkshire bus context
 - Key Achievements
 - Role of the Highway Authority & WYCA in the Bus System
 - Bus Services and the economy
 - Bus Strategy and Single Transport Plan
 - Partnership and Quality Contract Legislation

3. This report for the meeting on 17 February 2016 sets out further details on the development of the West Yorkshire Bus Strategy.

4. Further meetings are planned to cover stakeholder involvement and operator representations.

Recommendations

5. Members are requested to note and comment on this report.

Purpose of this report

- 1.1 This report provides Members with overview of the key points from the draft Bus Plan document and the associated forthcoming public and stakeholder consultation.

2 Overview

- 2.1 The Bus Scrutiny meeting on 27 January 2016 provided background information on:
- De-regulation and the West Yorkshire bus context
 - Key Achievements
 - Role of the Highway Authority & WYCA in the Bus System
 - Bus Services and the economy
 - Bus Strategy and Single Transport Plan
 - Partnership and Quality Contract Legislation
- 2.2 The report set out that there is an on-going debate about the effectiveness of bus de-regulation, with some strongly held opposing views. Since the January meeting, the Department for Transport has issued the “Local Bus Market Study” KPMG report. The report concludes that *“Each local bus market is unique and each requires a tailored approach to help it deliver local objectives”*. A copy of the Executive Summary of the report is included as background in Appendix 1.
- 2.3 WYCA is the Local Transport Authority for West Yorkshire and through detailed consultation with districts is developing a refreshed West Yorkshire Single Transport Plan, to update the existing Local Transport Plan, bringing a range of current strategic transport plans and programmes into one single plan and provide a clear statement of the Combined Authority’s vision for transport.
- 2.4 A key element of the Single Transport Plan is the Bus Strategy for West Yorkshire. This will be a 10 to 15 year strategy to set out what we want to achieve from the Bus System. WYCA are currently working the five West Yorkshire District Councils, as well as with a range of stakeholders, to develop the principles and vision. A full Public and Stakeholder Consultation is planned to commence in May (shortly after the local election purdah period) and run for 12 weeks.
- 2.5 The draft Bus Plan document is being presented to WYCA Transport Committee on 26 February 2016. Therefore, this report to LCC Scrutiny is in advance of Transport Committee reviewing, commenting or approving the draft Bus Plan document or considered the proposed approach to consultation on Bus Plan.

3 Main issues

Overview

- 3.1 WYCA Transport Committee has previously agreed that the Single Transport Plan should incorporate a complementary workstream developing an updated West Yorkshire Bus Strategy, which is to be developed through full public and stakeholder consultation
- 3.2 An initial, stakeholder led consultation took place during October and November 2015. This Phase 1 consultation included a workshop on 25 September 2015 with Transport Committee to consider the proposed way forward for developing the Bus Strategy. Phase 1 consultation has now concluded and points raised through the consultation have informed the development of the full Bus Plan document.
- 3.3 Bus Plan is based around the ‘the outcomes/outputs we want to achieve’. This strategy document therefore looks to set the outcomes rather than predetermine the preferred regulatory or commercial approach to delivering the strategy. This Bus Plan has a 10-15 year planning horizon, and it is envisaged that as part of the option assessment, the forthcoming Business Case will consider the detailed programme, as well as affordability of individual measures and options (e.g. Partnership or Franchise options), to enable the strategy to be realised in accordance with the HM Treasury Green Book methodology.
- 3.4 Bus Plan is developed based on existing evidence and sets out:
- The need for the Bus Plan;
 - The strategic and policy context that frames the importance of the bus in supporting economic, environmental and social goals across West Yorkshire, describing the fundamental economic challenges facing West Yorkshire today and outlining the economic growth plans for the area;
 - The role of the bus system in meeting the transport requirements of this economic growth, and in supporting broader environmental and social goals. Bus Plan therefore looks at the evidence that underpins the importance of buses in helping deliver these goals. It draws upon a range of research to highlight the key role that buses play in delivering economic, social, environmental, health and well-being policies;
 - Trends in bus and other modes of travel in West Yorkshire highlighting the crucial importance of achieving growth in bus usage in order to achieve a financially sustainable bus network;
 - The issues that would need to be addressed in order to achieve such growth. This is examined from the perspective of those who use buses at the moment and identify which opportunities need to be seized upon in order to retain current users, and what needs to be done to attract new customers; and

- A vision for buses in West Yorkshire and the key principles that will underpin the Bus Plan and from there a framework for delivery of the strategy.

Bus Plan: Overview

Background to the Bus Plan

- 3.5 This Bus Plan is designed to help West Yorkshire achieve more from its buses. It has been prepared by the West Yorkshire Combined Authority (WYCA) in conjunction with district partners and sets out the vision for the West Yorkshire bus network, the key principles that underpin the plan, and how it will help support the growth of the bus market.
- 3.6 The Bus Plan has been developed in the context of the Leeds City Region Strategic Economic Plan, the West Yorkshire Single Transport Plan (of which this is a daughter document), the West Yorkshire plus Transport Fund, the West Yorkshire Low Emission Strategy, preparatory work for High Speed Rail (HS2 & Northern Powerhouse Rail) and the plans being developed by Transport for the North to support the Northern Powerhouse.
- 3.7 It has been shaped by local and national evidence and informed by stakeholder views on the vision and principles. It will be further shaped through the forthcoming consultation.

Rationale for the Bus Plan

- 3.8 Fundamentally, buses are important. More people in West Yorkshire travel by bus than any other form of public transport. Buses take people to work; to school, college and university; to hospital; to shops; and to a range of other social and leisure activities across West Yorkshire. While doing this they provide significant economic, social and environmental benefit to the wider community.
- 3.9 In addition, there is an extensive body of evidence on how buses contribute to economic development and regeneration, how they support town and city centre economies and rural communities, and how they help to achieve environmental and quality of life goals.

Opportunity for growth

- 3.10 Overall, the opportunity to grow the bus system is significant. Analysis presented in Bus Plan demonstrates that bus patronage growth of less than 25% over the next decade could endanger the delivery of the planned level of forecast economic growth. The target is to maximise patronage growth, with the ambition of delivering 25% patronage growth across West Yorkshire.

Vision & Objectives

- 3.11 The draft vision for the Bus Plan is:

Our vision is of a financially sustainable and growing bus system that can deliver West Yorkshire's economic, environmental and quality of life ambitions set out in the Single Economic Plan and West Yorkshire Transport Plan.

3.12 From this vision the following draft objectives for the Bus Plan have been defined:

- To support economic growth in West Yorkshire by improving connectivity to areas of economic opportunity;
- To support more equal access to opportunity by improving access to health services, education and employment, leisure and retail destinations;
- To deliver a step change in customer expectations/perception of the bus system with digitally enhanced provision of the service that customers demand and which is considered to represent good value for money; and,
- To support environmental aims by delivering a significantly reduced emissions footprint.

Plans for delivery

3.13 The scale of this target will shape delivery plans and highlights the need for a significant suite of interventions, and it is appropriate at this stage to define the types of investment and initiative that will support the delivery.

3.14 To deliver the vision and objectives, putting the customer first is at the heart of the strategy. A suite of complementary measures are needed that align with the strategic challenges faced by WYCA and its partners, and deliver customer aspirations for buses, to enable sustainable growth of services and patronage.

3.15 Bus Plan is anticipated to set the following outputs/outcomes as being essential to the delivering Bus Plan objectives and the ambitious growth target. These outputs/outcomes have been developed based on analysis of the local problems and issues with the bus system:

- Creation of a single, integrated and strategically planned bus network, presented as a single brand entity;
- A simple, unified and affordable ticket and product range (which reflects geography and travel patterns, rather than operators) for all customers across West Yorkshire. The ticketing and product range needs to provide for bus travel which is affordable and offers value for money. The emphasis will be on growing the market for bus as a whole;
- A single communications, information and branding identity covering all aspects of the bus system, regardless of who operates the vehicles. This includes where and how to access information before a journey;
- Investment in customer focused interventions to provide a safe, comfortable customer experience and modern, accessible, clean vehicles that reduce harmful emissions. The Bus Plan will focus investment on a suite of customer-led interventions that generate customer trust and respond to individual customer's needs and requirements; and

- A modern, clean bus system operated with vehicles that do not pollute the local environment.

Bus Plan: Public and Stakeholder Consultation

- 3.16 The purpose of the forthcoming public and stakeholder consultation is to gain feedback and comments on the Bus Plan document. The objectives of the consultation are:
- To present proposals to the widest range of people and representative groups affected by them;
 - To provide them with an opportunity to give their views; and
 - To give full consideration to their views in finalising the Plan.
- 3.17 It is proposed that subject to WYCA Transport Committee approval, the consultation will commence in early May (i.e. shortly after the Local Election purdah period has been ended) and would run for 12 weeks.
- 3.18 A range of consultation methods including interactive and digital based initiatives, focus groups, workshops and public drop-in sessions will be used. An additional phone-based survey, with a statistically representative sample of the West Yorkshire population is also planned.
- 3.19 A short consultation document will be the principal mechanism for providing information about the Bus Strategy and its principles to West Yorkshire residents and businesses and to key stakeholders. Consultation materials will provide enough information for respondents to make informed decisions. The consultation document will be accompanied by a questionnaire; an online and a paper version of the questionnaire will be prepared. It is anticipated that the survey will provide an opportunity for respondents to provide feedback on Bus Plan. Copies of consultation materials will be available on line as well as printed material available from WYCA, local libraries and at consultation events.
- 3.20 A wider list of Stakeholders has been collated. All Stakeholders identified for the Phase 1 consultation will be contacted and 1:1 briefings and workshops will be offered to a larger number of organisations / groups. It is anticipated that MetroMessenger will be used to create bespoke messages. It is anticipated that we will organise some sector specific workshops e.g. for the health sector or business community. Additionally, efforts will be made to consult with equality groups.
- 3.21 A series of public exhibitions / drop-in sessions will take place across West Yorkshire, with 10-15 venues identified per district. These will take place throughout the consultation period. Locations will include bus stations, shopping centres, town centres. We hope to engage with bus users and non-bus users at these sessions. Existing meetings are being identified where Bus Plan could be included as an agenda item, including District events and forums. Further 1:1 meetings will be held with key Stakeholders, particularly bus operators.

Next Steps

- 3.22 Once the consultation has concluded, the results will be analysed and full consideration will be given to the views expressed and a response will be issued explaining any decisions made. An updated version of the Bus Plan which reflects the conclusions of the consultation will be taken to the WYCA for approval and adoption later in 2016.
- 3.23 During 2016/17, a further piece of work will consider the options for best delivering the Bus Plan outputs/outcomes. This work will be brought together through the production of a Business Case. This Business Case will consider the potential delivery routes including the various Partnership options and also franchising. The Business Case will consider the detailed programme, risks, as well as affordability of individual measures to enable the strategy to be realised in accordance with the HM Treasury Green Book methodology.
- 3.24 It is recognised that the delivery options available to WYCA may be dependent on whether a Devolution deal for the area has been agreed, as this is expected to determine the powers WYCA can through access the forthcoming Buses Bill. As outlined at the January 2016 Bus Scrutiny session, the Buses Bill is expected to provide Local Transport Authorities, elected Mayors and bus operators with a more effective toolkit to enable improvements to be made to bus services in their areas. The Bill will make it easier for Mayoral Combined Authorities to introduce bus franchising and also provide a better framework for enabling Local Transport Authorities and Operators to reach an Enhanced Partnership agreement with bus operators.
- 3.25 It is important that the vision and strategy is approved and adopted, before any decisions are taken regarding how the strategy is delivered. The Business Case assessing how the strategy is best delivered will therefore be brought for consideration and approval once:
- The Bus Plan strategy document has been adopted by WYCA;
 - The specification of the Buses Bill is known; and
 - There is clarity regarding whether there will be a Devolution Deal for this region which includes the ability to access the Buses Bill
- 3.26 At present and subject to the points above being resolved, it is anticipated that the Business Case considering the options, risks and opportunities will be completed by early 2017.

Short Term Measures

- 3.27 In parallel to the development of the Bus Plan, WYCA is keen to see a programme of measures which can be delivered quickly to improve the buses within the context of the Bus Plan vision and principles. The short term measures being considered should:
- Help contribute to delivery of longer term Bus Strategy;

- Be deliverable before 2018;
- Provide tangible benefits to the customer;
- Be deliverable within the current legislative framework;
- Minimise any additional governance requirements; and
- Not constrain any party in terms of longer term Strategy.

3.28 A series of meetings have been held between Bus Operators, coordinated through the Association of Bus Operators in West Yorkshire (ABOWY) and WYCA. Through these meetings ABOWY have proposed a number of short term measures in the following areas:

- Young People
- Information
- Air Quality
- Ticketing
- Punctuality

3.29 WYCA officers are working with ABOWY on delivering the measures set out above in parallel to the development of the Bus Strategy.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 WYCA have taken a phased approach to the development of the Bus strategy with both public and stakeholder consultation taking place as stated in this report.

4.1.2 Highways and Transportation schemes are subject to the following four stage consultation process;

- Stage 1 – Internal Scheme Development Consultation List (Technical).
- Stage 2 – External Scheme Development Consultation List (Key Stakeholders).
- Stage 3 – Public Engagement Consultation List.
- Stage 4 – Review Feedback, Report Back Findings & Recommendations.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 WYCA will be responsible for ensuring compliance with Equality and Diversity requirements of the Bus Strategy.

4.2.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities. Where a potential

impact has been identified this will be reflected in the final inquiry report, post inquiry.

4.3 Council policies and Best Council Plan

4.3.1 This inquiry will support objectives as defined in The Vision for Leeds 2011 – 2030 and the Best Council Plan 2015-20

4.4 Resources and value for money

4.4.1 This report has no specific resource and value for money implications

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report has no specific legal or access to information implications

4.6 Risk Management

4.6.1 This report has no risk management implications. Processes for risk and project management form part of the various projects related to the bus strategy being progressed by Leeds City Council and WYCA.

5 Conclusions

5.1 This report has presented an overview of the Bus Plan document as well as the proposed approach to the forthcoming public and stakeholder consultation.

6 Recommendations

6.1 Members are requested to note and comment on this report.

7 Background documents¹

Appendix 1 – KPMG Executive Summary

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

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Important notice

This report has been prepared on the basis set out in our Proposal addressed to the Department for Transport ('the Client') dated 23/02/2015 (the 'Services Contract') and should be read in conjunction with the Services Contract (and the Contract Award Letter dated 12/03/2015).

Nothing in this report constitutes a valuation or legal advice.

We have not verified the reliability or accuracy of any information obtained in the course of our work, other than in the limited circumstances set out in the Services Contract.

This Report has not been designed to be of benefit to anyone except the Client. In preparing this Report we have not taken into account the interests, needs or circumstances of anyone apart from the Client, even though we may have been aware that others might read this Report. We have prepared this report for the benefit of the Client alone.

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In particular, and without limiting the general statement above, since we have prepared this Report for the benefit of the Client alone, this Report has not been prepared for the benefit of any other person or organisation who might have an interest in the matters discussed in this Report.

1 Executive summary

1.1 Introduction

The Department for Transport (DfT) engaged KPMG to gather information to provide insight into the local bus market in England outside of London.

To that end, our work considers the challenges and opportunities facing local bus markets by analysing market trends, reviewing stakeholder objectives and the extent to which the government can influence market outcomes. It is based on publicly available information, supported by a series of 25 structured interviews with stakeholders selected by the DfT from the following groups:

- Local transport authorities in metropolitan areas¹.
- Local transport authorities outside of metropolitan areas.
- Large bus operating groups.
- Small, independent bus operators.
- Bus operators in London.
- Trade organisations and passenger representatives.

Throughout this report we use the term Local Transport Authority (LTA) to refer to local government bodies which are responsible for transport in local areas. Where it is necessary to separately identify LTAs in metropolitan areas from LTAs outside of metropolitan areas we refer to Passenger Transport Executives (PTEs) and Local Authorities (LAs) respectively.

Our work specifically does **not** undertake an appraisal of alternative market interventions, consider wider transport policy issues or make policy recommendations.

1.2 Context

De-regulation and privatisation

Local bus services outside of London were de-regulated and privatised under the 1985 Transport Act. The Act abolished road service licensing and allowed on-road competition between operators. It also provided for the privatisation of the National Bus Company and Scottish Bus Group and required local authorities to transfer municipal bus operations to separate arm's length companies.

The market model remained unchanged until the Transport Act 2000 provided legislation for local transport authorities (LTAs) to make Quality Partnership Schemes (QPS) and Quality Contracts Schemes (QCS). Under a QPS the LTA invests in improved facilities at specific locations along bus routes (e.g. bus stops or bus lanes) and operators who wish to use those facilities undertake to provide services of a particular standard when using them (e.g. new buses, or driver training standards). Under a QCS the LTA determines what local services should be provided and grants operators exclusive rights to supply services in the area to which the contract relates, subject to meeting the standards prescribed by the authority². The legislative provisions for QPS and QCS were amended under the Local Transport Act 2008 to make them easier to implement.

Whilst the QPS approach has been relatively widely adopted, there are currently no Quality Contracts Schemes in operation. Proposals for a QCS for Tyne and Wear were developed by Nexus and

¹ Local transport authorities in metropolitan areas include the five Passenger Transport Executives (Transport for Greater Manchester, Merseytravel, South Yorkshire PTE, Nexus and Control) and the West Yorkshire Combined Authority.

² Competition for exclusive rights to operate services means that Quality Contracts Schemes are sometimes referred to as bus franchising. For convenience, we refer to Quality Contracts Schemes and franchising interchangeably in this report.

assessed by a Quality Contracts Scheme Board. The QCS Board published its opinion of the proposed scheme on 3 November 2015 concluding that the scheme did not meet all of the public interest test criterion³. The West Yorkshire Combined Authority is developing and evaluating both partnership and franchising approaches.

Competition commission market investigation

Following referral by the Office of Fair Trading in 2010, the Competition Commission (CC) undertook a review of the local bus market outside of London. The CC Market Investigation considered the effectiveness of competition in the bus market and the potential for consumer detriment from its structure and operation. Whilst the CC's investigation was extensive, its focus was on market competition and it did not specifically include wider policy considerations.

The CC estimated that the total detriment to consumers and taxpayers as a result of adverse effects on competition was in the range of £115 million to £305 million per year. These costs did not include the loss of social and wider economic benefits as a result of reduced output and other problems in the market.

The CC concluded that this detriment could best be remedied through removing barriers to entry and improving competition in the market and made several recommendations to this effect in relation to ticketing, operator behaviour, access to bus stations, supported services, effective competition enforcement, partnerships, payment of the Bus Service Operators Grant (BSOG) and wider incentives.

The CC considered the merits of the introduction of a franchise based system in local markets and determined that whilst this model could provide benefits in some cases, it would also be inferior to a market with stronger head-on competition and was likely to suffer from similar problems related to barriers to entry. It concluded that the extent to which area wide franchising could address the consumer detriment arising from a lack of competition in local markets would depend on the intensity of competition between operators to win a franchise, which in turn depends upon the incentives and opportunities for bidding for the franchise, which could be influenced by factors such as the inherent levels of competition, design of the franchise system and capability of the LTA.

Devolution to local government in England

The Localism Act 2011 introduced the Core Cities Amendment which allowed local councils to make the case for new powers and funding to support economic growth in their local areas. The powers and funding mechanisms granted to local authorities differ across each area, but transport is a key issue for the devolution agenda. Greater Manchester, for example, has been offered greater powers over its local bus market and the Devolution Deal for Cornwall includes proposals which will see the Council become the first rural authority in the country to be given powers to franchise bus services.

The Buses Bill announced in The Queen's Speech 2015 is expected to provide additional powers to local authorities to influence local bus services, potentially including the option to introduce bus franchising. At the time of writing, the Government is developing the content of the Bill.

1.3 Local bus market trends

The local bus market is complex with demand and supply being influenced by multiple factors, some of which are controlled by operators, others influenced by LTAs and others which are external to the market. Some local markets are doing relatively well whilst others are doing less well. Additional details of market trends are presented in Section 3 of this report.

³ Traffic Commissioners for Great Britain (2015) Quality Contract Scheme (QCS) Board report on the proposed Tyne and Wear QCS, November 2015. <https://www.gov.uk/government/publications/quality-contract-scheme-qcs-board-report-on-the-proposed-tyne-and-wear-qcs>

Passenger demand

Passenger demand for bus services in England outside of London fell almost continuously from the time of deregulation to the mid-2000s. Since then overall passenger demand has remained relatively stable albeit with considerable variation across local bus markets reflecting differences in socio-demographic factors, land use, the relative attractiveness of alternative modes of transport, wider transport policy and government expenditure, as well as the performance of local bus operators.

This aggregate trend in demand contrasts with trends in London where demand remained relatively constant between the mid-1980s and the mid-1990s before increasing steadily until the late-2000s. Whilst differences in bus demand between London and other areas in England are marked, so are the differences in the factors that influence demand. It is therefore difficult to draw a firm conclusion on the influence of the market 'model' on relative market performance. One thing is clear however, the growth in passenger demand in London was helped by a step change in the quality of service offered and a step change in public sector investment and expenditure on local bus services.

Passenger satisfaction

Levels of passenger satisfaction are high across key metrics and across local authority areas. There are also signs that satisfaction scores are improving, with overall passenger satisfaction levels increasing from 85% to 88% over the last four years. There were however some concerns raised during the stakeholder interviews that high passenger satisfaction levels potentially reflect low passenger expectations rather than high service quality. It was also noted that the sample of respondents used to determine satisfaction ratings does not include those who choose not to travel by bus. Identifying the factors that deter non-users from catching the bus could provide additional insight on the quality of local bus services.

Bus fares

Bus fares for services in England outside of London have risen at a higher rate than general inflation since 2005 and have risen at a significantly faster rate in metropolitan areas than in non-metropolitan areas. It is important to note however that fares tend to follow trends in operating costs which have also increased at a faster rate than inflation.

Operating costs

Operating costs are largely driven by labour and fuel costs and both have risen substantially over recent years resulting in a 22% increase in operating costs per vehicle mile and 14% increase per passenger journey since 2004/05. Much of this increase may have been outside operators' control – wage inflation may be explained by a shortage of drivers coupled with increased labour demand, rising pension costs and environmental regulations. Operating costs per vehicle mile are higher, but higher average load factors mean that operating costs per passenger journey are lower in metropolitan areas relative to non-metropolitan areas. Costs have increased at similar rates across both metropolitan and non-metropolitan areas.

Services miles

Arguably the most important market trend in recent years is the reduction in total vehicle miles in both metropolitan and non-metropolitan areas, driven largely as a result of a reduction in funding for supported services and a reduction to the level of subsidy provided to operators in the form of BSOG. Between 2009/10 and 2013/14 supported service mileage fell by around 22% in metropolitan areas and 24% in non-metropolitan areas. Whilst the reduction in vehicle miles does not appear to have led to a proportional reduction in patronage, anecdotal evidence suggests that service reductions have had a disproportionately large impact on those in less densely populated areas and those travelling outside of core operating times. Anticipated reductions to local authority budgets as part of the Spending Review 2015 are likely to place additional pressure on government expenditure on local bus services potentially leading to further reductions in supported service mileage.

Stakeholder views on market trends

Interviews with stakeholders identified markedly different views on the performance of the current market, the potential of existing policy measures to improve performance, and the potential impacts of greater regulation on outcomes for passengers.

Stakeholders identified priorities to increase patronage including improved punctuality, easy to understand networks, integrated ticketing, improved passenger information, higher frequency services and investment in transport infrastructure. They also expressed concerns over declining levels of government expenditure on local bus services and uncertainty over market regulation.

Stakeholders agreed that greater coordination of ticketing and services between operators and modes could provide benefits for passengers in some situations however many also noted that there were trade-offs to be made between coordination and competition. The importance of each of these issues for specific local authorities tended to reflect the challenges facing their local markets.

1.4 Rationale for government intervention in the market

Developing the rationale to support government intervention in the market involves consideration of stakeholder objectives and potential market imperfections. Further discussion on the rationale for government intervention in the market is presented in Section 4 of this report.

Stakeholder objectives

LTA's, operators and passengers all want long-term market growth, improved network performance, high service quality and innovation. Passengers and LTAs desire high levels of accessibility, service integration between operators and modes, and network stability. LTAs and operators have an interest in achieving modal shift, maintaining good working relationships and investment in infrastructure.

Other objectives are primarily the concern of specific stakeholder groups, although that is not to say that they are exclusively the concern of those stakeholders. For operators, they include taking market share, providing a return to investors and having commercial freedom. For local authorities they include delivering wider transport and spatial policy objectives, wider economic, social and environmental improvements, as well as achieving value for money from capital and revenue expenditure. For passengers, they include achieving better value for money and certainty over fares.

Potential misalignments in stakeholder objectives could support the case for further government intervention in the bus market, especially in areas where the achievement of policy objectives is expected to provide economic benefits that exceed the costs and risks of regulatory changes. The key finding of this analysis, however, is that in most areas there is a good overlap between the objectives of different stakeholders.

Market imperfections

There may be occasions where markets do not deliver an efficient allocation of resources for a variety of reasons that economists refer to as 'market failures' or 'market imperfections'. For de-regulated local bus markets we have identified four potential sources of market imperfection, including:

- Network economies relating to service coordination, ticket integration and joint marketing.
- Misaligned incentives between operators and the infrastructure provider/manager.
- Lack of competition or ability for new entrants to enter the market.
- Economic, social and environmental benefits that occur to society as a by-product of bus travel but are not captured fully by private bus operators.

Each type of market imperfection is discussed further below.

Network economies

Effective bus services connect people to the places where they want to go and in many situations this requires a coordinated and integrated network of services and routes. Where services are provided by competing operators, the coordination of timetables, fares and ticketing arrangements is complex and unless it is carefully managed it could potentially be in breach of Competition Law.

Where there is a need, government intervention can help to coordinate services and align fares and ticketing to help passengers transfer seamlessly between services provided by different operators.

Misaligned incentives

The delivery of a high quality bus network generally requires partnership working between those who are responsible for providing and maintaining transport infrastructure and managing road network performance, and those who are responsible for operating the bus services themselves. The separation of these interrelated activities and lack of formal or informal arrangements on how to manage the interface between them can lead to a misalignment of incentives.

For example, operators have limited incentives to unilaterally invest in the network where this investment can be used by their competitors. Similarly LTAs may have limited incentives to invest in bus infrastructure where they cannot be sure that the level of service provided by operators using the facility will be maintained or that the benefits of the investment will ultimately flow to passengers and the wider community. There may also be conflicts or misaligned incentives associated with investment in other transport schemes (such as light rail) for which competition from bus services could impede the realisation of scheme benefits.

Where there is a need, government intervention can reduce the misalignment of incentives to invest in infrastructure by establishing formal or informal agreements between the LTA and operators.

Lack of competition or ability for new entrants to enter the market

A lack of effective, sustainable competition between operators for passengers could lead to higher fares, lower output, reduced service quality, reduced innovation and higher operator profits relative to those delivered by a more competitive market. A lack of effective competition could also lead to inefficiencies in the market for supported services.

Whilst on-road competition is relatively scarce, the market is sometimes regarded as being 'contestable' with the threat of market entry providing an incentive to operators and the market to work efficiently. Competition from other modes and from cars in particular will also provide an incentive for the market to work efficiently. The CC however could not find evidence to support this view.

Where there is a need, government intervention can protect passenger interests by providing favourable conditions for competition to arise or by regulating market power where competition is not sustainable.

Wider economic, social and environmental benefits

Bus services can generate wider economic, social and environmental benefits which can mean that it is economically efficient to increase supply above the levels determined by the commercial market. Buses connect people to jobs and customers to businesses, they provide access to essential services, promote social inclusion and provide environmental improvements by encouraging a switch from private to public transport.

Where these wider benefits or 'positive externalities' exist, government can improve market efficiency by targeting support to expand supply and/or keep fares lower than they would otherwise be.

The prevalence of the market imperfections identified above and their impacts on local markets will vary from place to place, depending on:

- Travel patterns and behaviours, the complexity of the network and requirement to make multi-stage, multi-operator trips.
- The level of integration between infrastructure and operations, including the quality of the road network, levels of congestion, and availability of bus lanes and priority measures.
- The level of market power held by operators which in turn will be influenced by the number of operators, competition from other modes of transport, and the extent to which the market is contestable.
- The relative importance of generating wider economic, social and environmental benefits, and the level of investment in complementary transport and spatial planning.

An assessment of each of these factors might reveal that there are particular issues with the performance of a local market which in turn might be indicative of a market imperfection. In practice the assessment of market imperfections is complicated by the fact that the imperfections are not mutually exclusive and at times may work in opposite directions, for example a lack of competition could lead to better coordination and integration of services and ticketing.

1.5 Government influence over the local bus market

De-regulated model

Under the de-regulated model, LTAs have a range of policy levers which can be used to influence the supply and demand of local bus services, to mitigate against market imperfections and achieve their wider policy objectives. Further details on the ways in which the government can influence market outcomes can be found in Section 5 of this report.

Policy levers applied nationally include:

- Taxes and subsidy (including BSOG).
- Statutory concessionary travel.
- Licensing and quality regulation.
- Competition law.
- Best practice guidance.

Policy levers applied locally include:

- Supported services.
- Discretionary concessionary travel.
- Targeted capital funding.
- Planning, infrastructure investment and traffic management.
- Highway demand management.
- Municipal bus operator services.

The ability to provide supported services, invest in bus priority measures and offer discretionary concessionary travel, in addition to the policy measures applied at a national level by the DfT, mean that LTAs can have influence on many aspects of the bus market. However, there are several aspects of local bus services over which LTAs have little direct influence, including: the level and structure of fares (for non-concessionary passengers), integrated ticketing, the stability of the network, branding and marketing, and the overall integration of the bus network into wider transport policy. Where government influence over these aspects of local bus services is important to

achieving objectives, the LTA may seek greater influence through partnership working with operators or the introduction of a bus franchise.

It is also important to recognise the influence of other local authority policies on local bus markets, for example wider transport, land-use and economic policies. Whilst important to local bus services, these policies are often the responsibility of other parts of local authorities and are not always fully coordinated.

Partnerships

The partnership model can strengthen the ability of the LTA to influence the demand and supply of local bus services and can be used to achieve a wider range of objectives by bringing LTAs and operators together to develop the market. To some extent partnerships can provide the LTA with greater influence in comparison to the status quo over fares, ticketing, network integration and stability, but there are limits to what can be achieved. Partnerships generally require a shared understanding of the market, common objectives and the ability of each partner to provide incentives to the other – typically local authorities providing enhanced infrastructure and traffic management and operators providing enhanced vehicles and services. Effective negotiation within a partnership can be hindered where there are multiple operators with conflicting interests, where relationships are not well developed, where there is an imbalance in what each partner can offer or where there is a lack of political support for the partnership approach.

The partnership approach retains many of the positive features of the de-regulated model including maintaining the incentives for operators to meet the needs of passengers through efficiency and innovation, whilst at the same time responding to the priorities of the LTA. However, even where partnerships are successful, there are some features that cannot easily be delivered such as integrated fares and services, and common branding and marketing.

Franchising

The franchising approach (under a gross cost contract) offers the LTA greater influence over the demand and supply of local bus services, including greater control over the integration of fares and services and branding and marketing, however this comes at the cost of imposing greater financial risk on the LTA and weakening operator incentives to respond to changing market conditions, as well as costs associated with transitioning from current arrangements to an alternative market model. There are also concerns that unless contracts are attractive to bidders (including potential new entrants), competition for contracts may not be efficient and that competitive incentives may be reduced especially over longer contract durations. Some of these disadvantages however will likely be able to be mitigated through careful contract design.

The policy levers available under franchising provide the LTAs with scope to address three of the four potential market imperfections including: the need to integrate fares and services and provide common branding and marketing; the need to align incentives between bus operators and the infrastructure provider; and the scope to realise the wider economic, social and environmental benefits from expanding the demand for and supply of local bus services. However, whilst the government can help to create conditions to support sustainable competition for the market, it is ultimately up to operators to decide whether or not to bid for contracts.

Stakeholder views on government intervention

Many stakeholders were wary of the long term effects of greater political influence over the design of the bus market and the potential adverse effects on efficiency and the design of services. Some were sceptical that franchising would increase competition and most of the LTAs consulted were content or even pleased with the performance of their local market and would not choose to pursue the franchise model without significant additional funding from central government or other sources to offset the risks.

PTEs were generally more positive about the prospect of franchising for their local markets. They were more likely to highlight the need for greater integration and coordination of the bus market with the wider transport network and the importance of achieving specific objectives such as the introduction of passenger information, integrated ticketing, standardised fares, centralised information, and control over changes to the bus markets. These factors were seen as critical to the success of the bus market and could only be achieved through franchising. PTEs were also more likely to be dissatisfied with the performance of their local markets and highlighted the limits and difficulties of partnership working, complexities of competition law and adverse effects of competition on the performance on their local market.

Operators were generally sceptical about the potential benefits of franchising and highlighted a range of risks associated with LTA control of the bus market, although some smaller operators and potential new entrants did see an opportunity for franchises to level the playing field between operators and improve competition in some areas. Most stated that LTAs had underestimated the costs of running a franchise and the benefits of commercial incentives in the current market. Most saw considerable benefits to current partnership arrangements by balancing risks and incentives between the private and public sector and retaining commercial influence over the design of services. Many highlighted practical issues such as the potential for labour costs to increase as result of standardisation of bus drivers pay and terms and conditions of employment, and the importance of access to strategic facilities such as depots for effective franchise competition.

At least in part, the desire for greater LTA influence over local bus services is guided by the extent to which bus services are regarded as providing services to passengers (as a retail business) versus their importance to the overall transport network (as a public utility).

1.6 Developing the case to intervene in the market

Proposals to intervene in the local bus market through the introduction of alternative market models should be supported by a compelling case for change. As with the appraisal of other government policies, projects or programmes, the Treasury's five case model outlined in the 'Green Book' provides a suitable framework to appraise the potential impacts of changes to market regulation. The framework asks whether the intervention:

- Fits with wider public policy objectives (**strategic case**).
- Demonstrates value for money (**economic case**).
- Can be procured and is commercially viable (**commercial case**).
- Is financially affordable (**financial case**).
- Can be delivered (**management case**).

The framework is currently applied by the DfT to support transport policy and investment decisions and is recommended by the Regulatory Policy Committee (RPC) for appraising regulatory change across government departments.

If the Green Book framework is used to appraise intervention in the local bus market, it will be important to make sure that decision-makers satisfy themselves that the potential benefits arising from the scheme outweigh the potentially adverse impacts (part of the economic case). Following RPC advice, they will need to challenge the presumption that regulation is the answer by asking:

- Has a market imperfection or regulatory failure been clearly identified that necessitates the need for government intervention?
- Have non-regulatory alternatives been considered to correct the cause of the market imperfection and, if not, has sufficient justification been provided to explain why this would not be a viable option?

- Has the ability of the regulatory intervention to correct the causes of market imperfection been clearly demonstrated and any potential unintended consequences and/or behavioural impacts taken into account?

Changing the structure of the market and the way it is regulated will have wide ranging impacts which are difficult to assess and quantify and which might only become apparent over the longer term. Some of these impacts such as the potential to rationalise routes could be measured, others such as the potential for increased competition could be assumed but are much more difficult to predict as they depend upon the response of operators. Others such as the long term effects of reducing commercial incentives in the bus market and increasing political influence over fares and timetables are very hard to predict in a meaningful way.

For this reason, the overall policy assessment is very important to assessing the case for change and local decision-makers should place appropriate weight on evidence given the wide range of uncertainties. Only where the strategic policy tests are met should decision-makers consider the detailed costs and benefits of the proposals – which will of course remain subject to considerable uncertainty.

In a period of reduced government budgets, there is a trade-off to be made between making strategic investments to support long-term economic growth and managing more immediate budget constraints. In relation to the latter, reductions to local authority budgets prompt an examination of potential efficiency savings arising from co-ordinating services provided by different government departments including health, social care and education.

Stakeholder views on franchising

The responses to the stakeholder interviews suggest that if franchising is to be introduced it is likely to be more viable where:

- The LTA has a desire to invest heavily in bus services as a policy tool to enhance local transport and economic performance, by reducing fares and improving service quality on a network wide basis rather than 'filling in the gaps' of the commercial network or targeting individual corridors in a more ad-hoc manner.
- Bus services are important for the overall performance of the transport network, reducing congestion and achieving modal shift.
- Trip patterns are complex and there is a need for better integration between bus service and other modes of transport to improve public perceptions of the quality of bus services.
- There is a lack of competition in the market, services are of low quality and there is a good prospect of effective competition for a franchise. This would require a relatively large contract size, access to strategic assets such as depots and a well-designed and delivered procurement process.
- There is an integrated transport policy with land use, road network and parking policy designed to support bus services.
- Existing policy measures such as the partnership model have failed to achieve stakeholder objectives.
- There is stable political support, a commitment and ability to fund improvements in services and the ability to manage the additional revenue liability created by the franchise.
- The LTA area is relatively large, with sufficient resources and skills to design and run franchise services.
- Transitional risks can be effectively managed to prevent undermining bus market performance in the medium term.

Across stakeholders there was general agreement that franchising was not the only solution to issues in local markets. LTAs could make better use of existing policy levers and the partnership model could also be strengthened to improve outcomes by granting LTAs greater influence over operators conduct and market entry.

Further discussion on establishing the case to intervene in the market is presented in Section 6 of this report.

1.7 Final thoughts

Where de-regulated markets fail to deliver stakeholder objectives, both partnership and franchising approaches can provide an additional set of policy levers to influence market outcomes, especially in areas that need greater integration between infrastructure, traffic management and bus operations. However, the franchising approach provides greater flexibility for authorities to influence market outcomes, subject to budget constraints.

In many instances the partnership approach works well, providing LTAs and operators with a great deal of flexibility to influence the demand and supply of local bus services. What is missing however is the ability of the LTA to incentivise operators to enter into binding agreements where the LTA has limited funds to improve infrastructure and/or improve traffic management, at least in the short term.

Stakeholders need to give more thought to how operators and LTAs can provide and respond to incentives. This is at the heart of the operation of other networked infrastructure where there is increasing interest in 'goal-based' approaches to market organisation as opposed to 'prescriptive' approaches. In the goal-based approach, the government's role is simply to specify what it wants the market to deliver for the funds available and to provide the right conditions for the market to do so. It is then up to individual operators to meet customer needs and deliver services that contribute to wider government objectives.

Whatever approach is adopted, it is clear that passengers respond positively to high quality services and low fares. If the objective is to grow the market then creating a stable environment to invest in services with balanced risks and rewards for LTAs and operators is likely to be part of the solution. Where the level of investment needed to secure wider economic benefits cannot be funded through the farebox, additional taxpayer funding is inevitable.

For many local authorities the best option may be to do nothing. Where there is pressure for change, there is a need to carefully consider the impact of interventions on passengers, operators and local authorities. Each local bus market is unique and each requires a tailored approach to help it deliver local objectives.

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Report author: Ray Hill

Tel: 247 6334

Report of Director of City Development

Report to Scrutiny Board (City Development)

Date: 17th February 2016

Subject: Leeds Cycling Starts Here (Tour de France legacy) - update

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. This report presents an update on the preparation of the Leeds Cycling Starts Here (LCSH) Strategy, Action Plan and long term cycling 'Ambition and Strategy' for the city, and sets out a draft timescale for consultation on these documents. The last update report was considered at Scrutiny Board on 13th January 2015.
2. Activity has continued across of range of areas geared towards increasing access to and participation in cycling across the city, including plans to improve safe cycling and cycle friendly facilities.
3. The report outlines the range of work both currently underway and being planned as part of the Cycling Starts Here legacy programme.

Recommendations

4. The Board is requested to consider the Leeds Cycling Starts Here programme update and provide comments on progress to date, including views on the draft Strategy, Action Plan and long term Ambition and Strategy prior to wider consultation.

1. Purpose of Report

- 1.1 To update Scrutiny Board on progress on Tour De France Legacy – Leeds Cycling Starts Here draft Strategy, Action Plan and long term Ambition and Strategy for cycling, and seek feedback accordingly.

2. Background information

- 2.1 Members of scrutiny Board considered the ‘Tour de France Legacy for Leeds-update’ at their meeting on the 13th January 2015. Officers undertook to produce regular updates for the Boards consideration. Since the last update Leeds has hosted the hugely popular Tour De Yorkshire cycle race with massive crowds and media interest at the final days racing in Roundhay Park.
- 2.2 Cycling development work has been ongoing across a broad range of cycling based initiatives since the last Board report. This paper seeks to provide an update on key developments, projects and initiatives that are underway, and present for discussion and comment the following draft documents;
 - The Leeds - Cycling Starts Here (LCSH) Strategy on a page
 - The CSH Action Plan (abridged version for clarity)
 - A long term ‘Ambition and Strategy’ for Leeds (in preparation, not appended)
- 2.3 The report also presents a draft timetable for stakeholder and public consultation on the above documents in order to establish a schedule and timeline for delivering the LCSH programme over the short, medium and long term.

3. Main Issues

3.1 Current Developments:

As reported in the 13th January 2015 Scrutiny Board report, a tremendous amount of work has already been put in place to develop and promote cycling opportunities, including for example:

- The ongoing development of the Leeds cycle network, through the city connect scheme (Phase 1) due to open in May 2016. Through City Connect phase 2 Leeds have been successful in securing funding for an additional 7km of super cycle highway to the North and South of Leeds City Centre, improvements to city centre cycle access in Leeds, neighborhood improvements to provide access for pedestrians and cyclists, and activity to enable access to a bike and encouragement to ride. Public consultation on phase two will start in spring 2016.
- The development of cycle hubs in 3 locations across the city, including the opening of Yorkshire Bike Library’s at Fearnville Bike Hub and Moor Allerton Library, and a number of Bike Donation Stations including at the LCC One Stop Shop at 2 Great George Street. Fearnville hub became the first ‘Cycle Yorkshire’ Bike Library to open in Leeds. The centre operated by Cycle Pathways have

delivered cycle hire, 9 'Sky Ride Local' guided rides, adult go:cycling training sessions and maintenance sessions, Cycle 4 Health Rides, Sportivate activities, and a Bike Festival with over 150 attendees. They have worked with 8 local primary schools to delivering free cycle sessions.

- Other cycling hubs in development are the traffic-free closed circuit track at Boddington Fields Weetwood which is well advanced, and ongoing development work to create a competition standard mountain bike course, a skills development centre for young people, and graded tracks to suit all abilities and adapted bikes at Middleton Park.
- Delivery of Sky Ride City 2015 mass participation closed road ride (7000 participants on a poor weather day) and 50 Sky Ride local rides (current programme has completed 47 rides with 325 riders taking part). This programme includes a British Cycling Ride Leader pool of 40 available to Leeds;
- Delivery of cycling opportunities for women including a led ride programme (Breeze), Health 4 All project, and specific support through the National Governing Body (British Cycling) Place Pilot funding, to appoint a women's activator post with a focus on cycling in priority communities;
- Delivery of ride leader training, for example in March 2015 at the Fearnville bike hub, 16 people completed the Level 1 Ride Leader course delivered by British Cycling with funding from LCC and West Yorkshire Sport; the ride leaders were from local clubs including Alba Rosa and 3rd sector organisations such as ZEST, Black Health Initiative and The Works Skatepark Charity. Further ride leader training courses are proposed for spring 2016;
- We continue to teach young people to ride through Bikeability, and the recently awarded contract will see over 6500 young people receive Bikeability training across Leeds in 2015/16.
- As part of the go:cycling initiative, provided by the WYCA and LCC Highways and Transportation, over 200 adult cycling training engagements have been delivered in Leeds since April 2015.
- Cyclists' safety is an ongoing concern following a national increase in cycling casualties as a consequence of the rise in popularity of cycling. Safe and considerate cycling is being addressed through the Influencing Travel Behaviour - Road Safety Team, and the Safer Roads Partnership – 'Someone's Son' campaign and website (<http://someones-son.co.uk/cyclists/>). Recent work has concentrated on the 'Look Out' campaign that encourages everyone - drivers, bikers, cyclists and pedestrians to look out for one another, to share the roads and the responsibility of keeping safe.
- The Council has been working very closely with British Cycling and Sport Leeds in looking at the future sport cycle facility priorities in the city. This has resulted in the proposal to develop a closed circuit cycle track at Weetwood, and plans are now well developed with the University of Leeds to deliver a new facility.

3.2 Leeds Cycling Starts Here – Vision and Strategy 2020

- 3.2.1 The Council led LCSH Programme Board is chaired by Councillor Roger Harington and consists of representatives from British Cycling (the national governing body for cycling sport), a representative from the Leeds Cycling Forum (a public meeting for cycle campaigners and cycling groups, including Leeds Cycle Campaign, Sustrans and CTC), the university sector, and officers from Leeds City Council. It meets approximately every 8 weeks.
- 3.2.2 The Programme Board have developed a draft strategy-on-a-page. The strategy (see appendices) is a high-level document intended to capture in summary the Aims, Themes, Objectives, Collective Values and Success Indicators of the Leeds Cycling Strategy and Legacy ambition. This plan on a page is designed to make communication of the strategy and consultation a straightforward task, and will be a working document for the Programme Board as it takes the long term planning and development of the vision for cycling going forward.
- 3.2.3 The strategy will cover, initially, a period of 5 years (2016 – 2020) and will be formally reviewed after 3 years to ensure it is still fit for purpose and reflects the ambitions for cycling for the city into the future. The review process will be driven by the extent of change expected in the public sector over the next few years. The Strategy includes a number of high level targets around participation and cycle safety.
- 3.2.4 The Strategy is intended to concur with the forthcoming Single Transport Plan (STP) and Cycling Prospectus being developed by the West Yorkshire Combined Authority (WYCA) expected in summer 2016. The Strategy's approach is also fully aligned with the wider ambitions established in the recent Executive report dated 21st October 2015 – Our Transport Vision for a 21st Century Leeds; and the Council's Breakthrough Project.
- 3.2.5 Scrutiny Board are requested to provide feedback on the Strategy-on-a-page document.

3.3 Leeds Cycling Starts Here - Action Plan 2020

- 3.3.1 The supporting Action Plan, which accompanies the Strategy, contains a schedule of planned and aspiring cycling schemes, projects and activities, some of which are funded and programmed and others which are currently aspirational. The funding situation is complex and especially difficult given the ongoing austerity measures announced at the recent comprehensive spending review.
- 3.3.2 The Action Plan consists of short term (1-3yrs), medium term (3-5yrs) and sets the scene for long term (5yrs+) plans and suggestions for delivering the LCSH Strategy. Many of the individual projects listed are dependent upon funding being secured from a number of sources, both internal e.g. the Local Transport Plan, and external e.g. The WY+ Transport Fund, and central Government funding. This means it is not possible to commit to these proposals with certainty, but funding opportunities are expected to emerge in time.

3.3.3 Examples of some key projects and activities identified in the Action Plan for the first 5 years (2016 - 2020) include;

- Complete City Connect Cycle Superhighway Phase 1, and commence City Connect Phase 2 link routes
Establish a timetable of mass participation and led cycling events and rides to enable more people to participate in cycling
- Establish new Cycle Hubs and Bike Libraries to provide access to a bicycle for everyone
- Engaging in a wider marketing and communications presence to 'normalise' cycling, including a 'one-stop' internet based portal for cycling information ('normalise' cycling is where cycling is something everyone feels comfortable doing)
- Ensure the highways network is 'cycle proofed' and connected, and facilities are provided through the planning process, and ensuring modern design guidelines are used on all highway schemes
- The development and delivery of cycle training and awareness packages with an emphasis on training young people in cycling skills and safety
- Work with businesses to promote cycling in the city's workforce
- Continue to work in partnership with stakeholders, primarily through the Leeds Cycle Forum, to deliver the best environment for cycling
- Ensure cycling opportunities are available, in particular, for women, young people and cyclists with a disability
- Explore the options available to support a 'city bike hire' scheme in the city.

3.3.4 Actions beyond 2020 are more aspirational in nature and currently involve predominately extensions to the Leeds Core Cycle Network. Future actions are more dependent on other large scale changes proposed to the city centre environment, in for example the City Centre Breakthrough project and the Councils Transport Vision for the 21st Century. The Action Plan will therefore be updated in time to reflect the developing situation. Consequently, actions after 5 years are more akin to aspirations in the long term 'Ambition and Strategy' which is discussed below.

3.3.5 An abridged version of the Action Plan is appended to this report, and Scrutiny Board is requested to provide comment. It is intended to consult on the content of the full Action Plan (see timetable below), and revise as necessary as funding opportunities emerge.

3.4 Leeds Cycling Starts Here – Long term Ambition and Strategy

3.4.1 As part of the LCSH Strategy, the Programme Board have been considering preparing a long term 'Ambition and Strategy' - this would be a policy plan statement that puts into context the ambition of the city to embed cycling in its development, transport, health, environmental, and cultural offer, and making Leeds the 'Best City'. The 'Ambition and Strategy' will reflect the extent to which Leeds wants to be recognised as a great city for cycling, inspiring people to be active and cycle regularly in a safe and healthy environment.

3.4.2 The development of a long term ‘Ambition and Strategy’ for Leeds will require a wide engagement with stakeholders and debate, and this work will begin during the forthcoming consultation phase, and the results of which will be presented back to Scrutiny in due course. Scrutiny Board are requested to provide early steer and comment on the scope and content of an long term cycling ‘Ambition and Strategy’ for Leeds.

3.4.3 By way of example the Mayor of London and London’s Transport Commissioner published the following Cycling Vision in 2013. <http://content.tfl.gov.uk/gla-mayors-cycle-vision-2013.pdf>

3.7 Leeds Cycling Starts Here – Consultation Timetable

3.7.1 A wide and detailed programme of consultation will take place with a range of stakeholders across the city, including the stakeholders involved and engaged in the development of the LEP, and City Connect Cycle Superhighway project, Leeds Cycle Forum and other cycling organisations e.g. Sustrans, CTC and cycling clubs.

3.7.2 A draft timetable has been drawn up for stakeholder and public consultation on the LCSH Strategy, Action Plan and Cycling Vision as follows;

Stage of consultation	Date range
Present draft LCSH Strategy on a page and Action Plan to the Sustainable Economy and Culture Scrutiny Board for comment	February 2016
Publicise the draft LCSH Strategy and Action Plan for consultation with <ul style="list-style-type: none"> a) key stakeholders in the cycling community, Councillors, LEP, Council Services etc. b) secondary stakeholders including Children and Young people, transport operators, businesses, neighbourhood committees and voluntary organisations etc. c) a more general consultation through the Citizens Panel, and the general public through ‘Talking Point’ Include in the above consultation, questions regarding the long term ‘Ambition and Strategy’ for Leeds	February – March 2016
Provide consultation feedback and report to Executive Board seeking endorsement of the LCSH Strategy.	Summer 2016
WY Single Transport Plan and WYCA Cycling Prospectus published	Summer 2016

Prepare a long term 'Ambition and Strategy'	Autumn 2016
Stakeholder engagement and consultation on the 'Ambition and Strategy'	Spring 2017
Publish the long term cycling 'Ambition and Strategy' for Leeds	Summer 2017

4. Corporate Considerations

4.1 Consultation and Engagement

4.1.1 A wide and detailed programme of consultation will take place with stakeholders across the city, as outlined above.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An EDCI Screening report was completed for the first Executive Board report in June 2014. The ambitions link to the Best Council Plan 2013 – 2017 whose priorities are improving outcomes for children and families, getting people active and enjoying healthy lifestyles, and developing a low carbon infrastructure for the city. There will be a particularly strong focus in the LCSH Strategy on encouraging women and girls to cycle, expanding the established programme of accessible cycling for people with disabilities, taking cycling initiatives to all communities, including faith groups, in the city and on enabling more people to have access to a bicycle.

4.3 Council policies and City Priorities

4.3.1 The LCSH Strategy will help make Leeds the Best City in the UK and raise the city's' profile nationally and internationally. The Strategy contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan, emerging Single Transport Plan, and Strategic Economic Plan. It will support sustainable and inclusive economic growth by encouraging businesses to grow and by encouraging cycling tourism. Improvements to the highways infrastructure will help deliver a more efficient, inclusive, cleaner and safer transport infrastructure which includes cycling.

4.3.2 Increasing cycle use for local travel and improving conditions for cyclists will contribute to a better local environment including improved air quality and carbon reduction.

4.3.3 Through work in the communities to encourage cycling, the legacy will increase a sense of belonging. A programme of consultation and stakeholder engagement will take into account the needs of local communities.

- 4.3.4 The legacy will have a special focus on the benefits to young people from cycling and the contribution this will make to a Child Friendly city through listening to the needs of young people, and encouraging participation.
- 4.3.5 Improving people's health and well-being by promoting healthy travel and active lifestyles will be at the heart of the legacy planning. A legacy that helps achieve an increase in physical activity will directly support the Joint Health and Wellbeing Strategy, and its' five outcomes, most especially the outcome "People will live longer and have healthier lives".
- 4.3.6 In addition, work on the Strategy contributes to the Leeds Sport and Active Lifestyles Strategy 'Leeds to become the most active big city in England' with three primary outcomes of improving health and wellbeing through sport and more active lifestyles, widening access to sport, and nurturing success in sport across the city.

4.4 Resources and value for money

- 4.1.1 Strategy development costs have been identified to enable the programme to move forward including the establishment of the Programme Board and to progress the necessary work streams.
- 4.4.2 It is proposed to utilise funding secured for the TDF legacy to conduct the consultation exercise, including managing and delivering the consultation, data collation and analysis, and report preparation. The consultation process will place the LCSH Programme board and Council Services in a better position to move the programme forward.
- 4.4.3 Significant investment has already taken place over the last six years around cycling in the city, particularly in terms of capital investment from the West Yorkshire Local Transport Plan and the Local Sustainable Transport Fund with the support of Department for Transport grant funding. Leeds and the WYCA have been successful in securing investment for City Connect phase 2 which will see two new cycling routes provided to the north and south of the city centre, linking to Phase 1.
- 4.4.4 In developing our ambitions and strategy for the future due regard will need to be given to the sources of funding open to the Council for supporting investment in the infrastructure, development of our facilities and for the community engagement, outreach and promotion needed to secure a longer term cycling culture in the city.
- 4.4.5 It is intended that in drawing together the 'Strategy', 'Action Plan' and long term 'Ambition and Strategy' through the Programme Board these issues will be investigated in depth to provide a sustainable basis for long term growth of cycling.
- 4.4.6 Looking to the future the development of the cycling programme will continue to rely on funding through the Local Transport Plan and more scheme specific grants from the Department for Transport as they are launched. In the meantime the importance of cycling has been recognised in the LEP Strategic Economic Plan which contains a further four cycling superhighways with a value of £60 million. The Council has

also worked closely and successfully with Sustrans to develop the cycle network programme and secure important match funding for projects.

4.4.7 Future investment will to a great extent depend on national government policies and also the degree to which synergies with the developing West Yorkshire Plus Transport Fund investment programme can be harnessed. It is nevertheless acknowledged that in the present revenue funding climate that the challenge of funding the essential promotional and behavioural change programmes need to lock in the benefits of the infrastructure benefits and capture the latent potential for major cycling growth will be demanding.

4.4.8 The Council is waiting for the publication of the Governments 'Cycling and Walking Investment Strategy for England' the release of which is expected in 2016. This strategy will outline the cycling 'objectives to be achieved during the period to which it relates' (a minimum of 5 years) and 'the financial resources to be made available by the Secretary of State for the purpose of achieving those objectives'. This national strategy clearly has the capacity to accelerate the local programme of investment in cycling, and its publication is keenly anticipated.

4.4.9 Local levels of investment in the LCSH strategy will prove challenging in the current financial environment of local authority austerity and cut backs by central government, and the impact of the austerity cuts on our cycling ambitions should not be underestimated.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no legal implications

4.6 Risk Management

4.6.1 The key areas of risk of the Leeds Cycling Starts Here legacy relates to the following areas:

4.6.2 Reputational risk in terms of expectations raised by the Tour de France and by the step change in funding achieved by success of the funding bid for City Connect.

4.6.3 Managing expectations of stakeholders. It will take time to consolidate the city's position, its Action Plan and long term Ambition and Strategy programmes and it will be necessary to carry stakeholders along with this work and ensure their full engagement in the plans.

4.6.4 Lack of resources to develop and deliver a meaningful legacy and this will be to a great extent dependent on the ability of the city and partners to attract funding and create new partnerships for delivery.

5. Conclusions

5.1 The establishment of the "Cycling Starts Here Programme Board" has helped to maintain the momentum in cycling generated from the Leeds TDF Grand Depart in 2014.

- 5.2 The next key stages of the LCSH legacy is the progression of the draft Strategy and Action Plan, through stakeholder and public consultation, including collecting views on a long term cycling 'Ambition and Strategy' for Leeds, and this is proposed for Spring 2016.
- 5.3 Whilst future investment in cycling is not fully within Leeds City Council control locally, all opportunities to secure central Government funding will continue.

6. Recommendations

- 6.1 The Board is requested to note the report, and consider the draft Leeds Cycling Starts Here Strategy, and Action Plan, note the consultation timetable, and provide comments on progress to date. Views on the preparation of a longer term cycling 'Ambition and Strategy' for Leeds are also sought.

7. Background documents¹

- 7.1 None.

8. Appendices

- 8.1 LCSH – draft Strategy on-a-page
- 8.2 LCSH – draft Action Plan (abridged)

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

Our Vision:

Contributing Towards :

'To inspire more people to cycle more often'

'Our Vision to be the Best City in the UK 2030'

AIMS

1. **Increase numbers of cyclists**
2. **Improve safety, convenience for cycling and health and wellbeing across the city**
3. **Improve environmental sustainability, better air quality and reduce pollution of all types**

THEMES

Develop a thriving and active cycling city

Promote a cycle friendly city

Build a great city for cycling

OBJECTIVES

01. Enable everyone to participate in cycling activities targeting women, children, BME groups and people with disabilities.
02. Ensure every school pupil has the opportunity to receive cycle training, and that adults too can access training support.
03. Support the development and participation in sports cycling at all skill levels.
04. Support the development of cycle clubs and social cycling groups.
05. Increase access to cycling with support for bike loan and recycle schemes.
06. Support cycling focused community initiatives and events.
07. Support people to become physically active.
08. Practice integrated transport planning for livable places that is inclusive of both cycling and walking.



09. Promote cycling for transport, sport and recreation.
010. Promote good road safety behaviours, considerate cycling, and driver awareness.
011. Increase awareness of the wider benefits of cycling to peoples' mobility and wellbeing.
012. Build on the city's reputation for staging major sporting, cycling and mass participation events.
013. Develop, promote and support events for young people.
014. Make effective use of social media and marketing to promote and grow cycling.
015. Embed a positive cycling and walking culture in all educational establishments.



016. Make the city centre and local centres cycle friendly.
017. Connect educational establishments to cycle networks.
018. Embed cycle friendly provision in the spatial planning and urban design process.
019. Provide for cycling in the highways network as part of planned development and maintenance opportunities.
020. Encourage employers to provide cycling facilities at work.
021. Complete the Leeds Cycle Network incorporating the six planned Superhighways and including Leeds Orbital Route.
022. Increase the number of leisure routes for cyclists and open our parks to cyclists.
023. Support the delivery of Cycle Hubs and Training Centres city wide, including creating a cycle leisure park.
024. Support the development of traffic-free and off road cycling circuits.



OUR COLLECTIVE VALUES

Our collective values are to:

- V.1 Support and develop our volunteers,
- V.2 Build a better knowledge and understanding of cyclists needs,
- V.3 Keep up-to-date and draw on the wide breadth of technical guidance and information in our professional work,
- V.4 Build a strong and effective partnerships,

- V.5 Work together to bring new resources and investments for our cycling,
- V.6 Follow an evidence based approach to using data and research to inform our progress,
- V.7 Celebrate city wide successes, locally, regionally and nationally,
- V.8 Be inclusive of all groups, individuals and communities. and promote participation across all groups.



|| HOW WE MEASURE SUCCESS ||

- ◆ Increased number of children cycling to school.
- ◆ Increased number of utility and leisure journeys made by bicycle.
- ◆ Increased take-up Bikeability places in schools.
- ◆ Increased number of schools with good quality cycle storage.
- ◆ Increased cycle network routes.
- ◆ Increased number of cycle club members.
- ◆ Reduced rate of fatalities and serious injuries.

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Leeds Cycling Starts Here Action Plan Overview

Our Vision:
'To inspire more people to cycle more often'

Contributing Towards :
'Our Vision to be the Best City in the UK 2030'

1-2 Year Actions

3-5 Year Actions

- AP1 Expand the Leeds Cycle Network, complete and promote the Leeds to Bradford Cycle Super Highway.
- AP2 Establish a network of bike hubs and bike libraries across the city.
- AP3 Build a first-rate traffic free road circuit and cycle development centre.
- AP4 Ensure best provisions for cyclists are reflected through planning processes, highway and road maintenance schemes.
- AP5 Audit and improve existing cycle network routes.
- AP6 Put in place more 20mph limits around schools and on residential streets.
- AP7 Extend permission to cycle within Leeds parks.
- AP8 Improve safety and share best practice through targeted campaigns and engagement.
- AP9 Develop and deliver cycle training and awareness packages for young people and adults.
- AP10 Cycle mapping of Leeds will be updated through the completion of a comprehensive West Yorkshire Cycle Map.
- AP11 Expand the programme of mass participation cycle rides, led rides and cycling events to link with wider city programmes / interventions
- AP12 Improve and expand methods to engage with members of the public and engage with stakeholders.
- AP13 Develop and establish an improved web and social media presence.
- AP14 Establish the Leeds Cycling Starts Here Board to implement clear citywide cycling governance structure both at strategic and operational levels.
- AP15 Support the establishment of a city cycle hire scheme.

- Extend the availability of accessible cycling opportunities for all types of cycling.
- Expand the network of cycle hubs
- Expand the Leeds Cycle Network, complete Leeds Cycle superhighways city link routes to the south bank and education district.
- Canal Towpath City Centre South Improvement Scheme.
- Implement a system, such as Construction Logistics and Cyclist Safety (CLOCs), that ensures drivers of council and contractors' vehicles are appropriately trained and vehicles appropriately equipped.
- Complete the introduction of 20mph speed limit on all residential roads around schools.

Ambition 2020-2030+A1

With an overall aim to ensure that Leeds is a vibrant and accessible city for cycling by as many people as possible we will improve cycle safety and encourage cycling for utility, sport and leisure. We aim to do this by securing national and local funding opportunities to: construct and expand the Leeds cycle network; ensure access to bicycles and provide accessible training at all skill levels.

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Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (City Development)

Date: 17 February 2016

Subject: Work Schedule

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1 Purpose of this report

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

2 Main Issues

2.1 A draft work schedule is attached as appendix 1. The work programme has been provisionally completed pending on going discussions with the Board. The work schedule will be subject to change throughout the municipal year.

2.2 When considering the draft work programme effort should be undertaken to:

- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
- Avoid pure "information items" except where that information is being received as part of a policy/scrutiny review
- Seek advice about available resources and relevant timings taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place
- Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year

2.3 Also attached as appendix 2 is the minutes of Executive Board for 20 January 2016

3. Recommendations

3.1 Members are asked to:

- a) Consider the draft work schedule and make amendments as appropriate.
- b) Note the Executive Board minutes

4. **Background papers**¹ - None used

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

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	17 June	22 July	August
Inquiries		Housing Mix – Terms of Reference	
Annual work programme setting - Board initiated pieces of Scrutiny work (if applicable)	Consider potential areas of review	Work Programming	
Budget	Budget Update 2015/16 update		
Pre Decision Scrutiny			
Policy Review			
Recommendation Tracking			
Performance Monitoring	Performance Report	Housing on Brownfield Land – 5 year land supply East Leeds Extension and Orbital Road Progress	
Working Groups			

*Prepared by S Pentelow

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	9 September	14 October	18 November
Inquiries	<p>Agree scope of review for **</p> <p>1) Digital Divide and High Speed Broadband Provision.</p> <p>2) Operation of Bus Services</p>	<p>Evidence Gathering</p> <p>Inquiry – Digital Inclusion</p>	<p>Evidence Gathering</p> <p>Inquiry – Digital Inclusion</p>
Pre Decision Scrutiny		<p>Sustainability of council leisure facilities and how accessible they are to residents to promote inclusivity</p> <p>To Include:</p> <ul style="list-style-type: none"> • Leeds Let's Get Active evaluation – Scheduled for Ex B 21 October 	<p>Sustainability of council cultural facilities and how accessible they are to residents to promote inclusivity</p> <p>European Capital of Culture – The Culture Strategy – Developing approach and outline draft.</p>
Policy Review	Road Safety, death and serious injury reduction and 20mph zones. (to conclude 20mph work from 2013/14)		
Recommendation Tracking			
Performance Monitoring			
Working Groups	Inquiry - Housing Mix (with Scrutiny Environment and Housing)		

* Prepared by S Pentelow

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16

Area of review	16 December	27 January	17 February
Inquiries	<u>Evidence Gathering</u> Inquiry - Digital Inclusion	<u>Evidence Gathering</u> Inquiry – Bus Services	<u>Evidence Gathering</u> Inquiry – Bus Services
Budget and Policy Framework		Initial Budget Proposals 2016/17 and Budget Update	
Pre Decision Scrutiny			
Policy Review			
Recommendation Tracking			
Performance Monitoring		Performance Report - Quarter 2 Flooding Update	Tour de France Legacy Review (SEC Board 2014/15) Flooding Update
Working Groups		Inquiry - Housing Mix (with Scrutiny Environment and Housing)	

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Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	30 March	27 April	May
Inquiries	<u>Evidence Gathering</u> Inquiry – Bus Services <u>Reports</u> Agree Housing Mix Inquiry Report	<u>Evidence Gathering</u> Inquiry – Bus Services	
Budget and Policy Framework	Local Flood Risk Management Strategy Annual scrutiny review		
Pre Decision Scrutiny	European Capital of Culture – The Culture Strategy – Consultation with the Scrutiny Board?		
Recommendation Tracking			
Performance Monitoring			
Working Groups			

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Unscheduled - required:

- ECOC and the new city cultural strategy – Scheduled for Executive Board approx August 2016. Pre-decision Scrutiny required in 2016 new municipal year before submission
- Housing on Brownfield Land – 5 year land supply (March or April 2016) – Discussed with A Brannen
- East Leeds Extension and Orbital Road Progress ((March or April 2016) – Discussed with A Brannen
- Vision for Leisure Centres
- SAP and Aire Valley Action Plan

Updated – February 2016

*Prepared by S Pentelow

Key: SB – Scrutiny Board (City Development) Meeting

WG – Working Group Meeting

EXECUTIVE BOARD

WEDNESDAY, 20TH JANUARY, 2016

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, D Coupar, M Dobson,
S Golton, R Lewis, J Lewis, L Mulherin,
M Rafique and L Yeadon

116 Late Items

There were no formal late items of business submitted, however, at the meeting, Board Members were presented with supplementary information providing illustrative examples of how the floods had impacted upon local businesses, together with a draft Strategic Recovery Plan for Members' consideration. (Minute No. 120 refers).

117 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting.

118 Minutes

RESOLVED – That the minutes of the meeting held on the 16th December 2015 be approved as a correct record.

RESOURCES AND STRATEGY

119 Electoral Review of Leeds City Council - Council Size and Electoral Forecast Information for submission to the Local Government Boundary Commission for England

The Assistant Chief Executive (Citizens and Communities) submitted a report which provided the Board with an update on the Local Government Boundary Commission for England's (LGBCE) Electoral Review of the Council's size and also of the number of Wards and Ward boundaries that the City Council has. In addition, the report presented the Council Size evidence and the Electorate Forecast information, as appended to the submitted report, for the purposes of approval by Executive Board prior to submission to the LGBCE.

Members welcomed the significant work which had been undertaken in the compilation of the comprehensive documentation. In considering this matter, the Board highlighted the crucial role played by Councillors, especially in the local Wards that they represent, and emphasised how this role would become even more integral, given the current projections of population growth across the city. A point which Members emphasised needed to be strongly conveyed to the Commission.

Alongside the submission, it was agreed by the Board that the Chief Executive write to LGBCE in order to reiterate from a Council officer perspective the critical role played by Ward Members in a city with the geographic scale and diversity of Leeds.

Draft minutes to be approved at the meeting
to be held on Wednesday, 10th February, 2016

In conclusion, the Board received an overview of the LGBCE's timeframe regarding the undertaking of the review through to the implementation of any decisions made.

RESOLVED –

- (a) That the Council Size evidence and Electorate Forecast information, as detailed in the addendum to the submitted report, be approved;
- (b) That the Chief Executive write to the LGBCE highlighting from a Council officer perspective the critical role played by Ward Members in a city with the geographic scale and diversity of Leeds.

ECONOMY AND CULTURE

120 Storm Eva - Recovery Plan

The Assistant Chief Executive (Citizens and Communities) submitted a report regarding the extent of the impact of Storm Eva in Leeds, and provided details of both the emergency response undertaken at the time and also the short-term recovery work that has followed. In addition, the report sought approval of the strategic recovery approach proposed, with specific reference to financial support, advice and guidance, community engagement, infrastructure repair and flood alleviation proposals. Finally, the report outlined the proposed approach to be taken towards a 'lessons learned' exercise regarding the effectiveness of the Council's arrangements designed to respond to, and recover from incidents of this nature.

At the meeting, Executive Board received further information which provided specific examples of how the flooding impacted upon local businesses, together with a draft Strategic Recovery Plan for Members' consideration. In addition, during the consideration of this item, a range of images illustrating the impact of the flooding across the city were shown.

In considering the submitted report, the following key points were raised:-

- The Board as a whole paid tribute to the resilience of the local residents and those in the business community who had been badly affected by the flooding. In addition, on behalf of the Council, Members placed on record their thanks to all of those communities, Council officers, volunteers, emergency services, partner organisations and armed forces who had given up their time and who made valuable contributions towards the multi-agency recovery work which had taken place to date, and which continued to take place;
- Given the co-ordinating role which continued to be played by the Council in response to the flooding, Members emphasised how these recent events had illustrated the crucial role played by Local Government in the city;
- It was noted that building upon the flood defence schemes as originally proposed, any future feasibility study would look to update and adapt such schemes in order to address the issues which came to light as a result of the recent flooding;

- It was also highlighted that the scope of any future defence strategies would need to be widened in order to consider all water courses affecting the city, and which would require a co-ordinated approach with neighbouring authorities;
- In addition to the comments made around the impact upon the city centre and those areas in close proximity to it, emphasis was also placed upon the impact that the flooding had had upon the more outlying communities;
- Emphasis was placed upon the associated work that the Council could consider in order to mitigate risk of future flooding, such as the establishment of wetlands and reviewing the flooding risk of any sites proposed for development;
- Members highlighted the need to ensure the involvement of any affected communities in the development of associated recovery and regeneration programmes, whilst also providing support to enable communities to develop their own capacity in such areas, in order to harness the community spirit which had been present throughout the response;
- Responding to an enquiry regarding the issues which had been experienced in respect of insurance, the Board received an update on the work which was being undertaken by the Council, in liaison with the Association of British Insurers on such matters;
- The Board also received an update regarding the ongoing actions being taken by the Council as part of an overarching recovery plan, noted the latest statistics in terms of affected properties and businesses, and received the current position regarding the delivery of associated grant schemes.

The Chair advised that the White Paper Motion regarding the issue of flooding, as agreed by Council on the 13th January 2016 had been submitted to Government. In addition, the Board noted that a meeting with the Secretary of State for Environment, Food and Rural Affairs attended by the Leader, the Chief Executive and Leeds MPs had been held earlier in the day. It was highlighted that the Secretary of State had confirmed that the establishment of appropriate flood defence mechanisms in Leeds was a Government priority, together with an acknowledgement that the current city centre flood defences were not adequate. However, it was noted that no commitment was made by the Secretary of State regarding additional funding to provide flood alleviation measures in Leeds. It was noted that representations had been made at the meeting that the establishment of adequate flood defences, which included the initial development of an associated feasibility study, was urgently required. Members were also informed that a further meeting would be scheduled with the Secretary of State in order to progress such matters, and it was highlighted that all-party representation at that meeting would be sought, together with support from the local business community.

RESOLVED –

- (a) That on behalf of the Executive Board, all staff, partners, local Ward Members, community representatives, volunteers and all those

affected by the floods be thanked for their efforts in supporting the recovery operation;

- (b) That the implementation of a Council Flood Emergency Management Team, which is led by the Assistant Chief Executive (Citizens and Communities) and which met for the first time on the 4th January 2016, be noted;
- (c) That it be noted that the Local Authority is working with other Councils and partners, especially Calderdale Council, West Yorkshire Police, West Yorkshire Fire and Rescue, the Environment Agency and other key partners on the recovery work at both a local and West Yorkshire level;
- (d) That the financial support and advice arrangements which have been put in place to support affected householders and businesses, be endorsed;
- (e) That the funding provided by Government to support the schemes detailed at paragraph 3.1.2 of the submitted report be noted, and that the Deputy Chief Executive be requested to keep a record of all relevant expenditure associated with responding to Storm Eva;
- (f) That the Director of City Development be required to work with the Environment Agency in order to submit a report to Executive Board as soon as possible on the city's flood alleviation developments, including plans for seeking Government support for progressing phases 2 and 3 of the Leeds Flood Alleviation Scheme;
- (g) That the Chief Executive be requested to write to the relevant Secretary of State requesting the urgent approval of £3m to allow for preparatory and design work to commence on Phase 2 of the Leeds (River Aire) Flood Alleviation Scheme, and which seeks a firm commitment from Government to support both phases 2 and 3;
- (h) That the Director of City Development be required to work with the Environment Agency in order to identify measures that could be undertaken to increase flood resilience for all communities affected Storm Eva;
- (i) That the Director of City Development be required to complete a full assessment of all impacts of Storm Eva on city infrastructure, and to develop proposals for the necessary repair and rebuild work that maybe necessary, including work required on Linton Bridge;

- (j) That the Director of City Development be requested to consider the development of a regeneration based approach towards helping Kirkstall recover from Storm Eva;
- (k) That the Director of City Development be required to make arrangements to undertake a statutory Section 19 investigation into the causes and impacts of the Storm Eva flooding event;
- (l) That the Assistant Chief Executive (Citizens and Communities) be required to oversee the development and delivery of a Storm Eva Strategic Recovery Plan, and also be requested to report back to Members on this plan, together with a further update on recovery efforts, in March 2016;
- (m) That the Assistant Chief Executive (Citizens and Communities) be required to undertake a lessons learned exercise and provide a formal report on this to the Council's Corporate Governance and Audit Committee;
- (n) That the Assistant Chief Executive (Citizens and Communities) be required to ensure that the experiences of, and impacts in Leeds are fed into the national review of flooding.

(Councillor R Lewis left the meeting at 4.05 p.m., during the consideration of this item)

DATE FOR PUBLICATION: FRIDAY, 22ND JANUARY 2016

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00P.M., FRIDAY 29TH JANUARY 2016

(Scrutiny Support will notify Directors of any items called in by 12.00noon on Monday, 1st February 2016)

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