MyJourney

WestYorkshir

Local Transport Plan Strategy for 2011-26

Consultation Document
October - December 2010

(Detailed version)

DRAFT 22/10/10

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Foreword

I am pleased to present this draft West Yorkshire Local Transport Plan Strategy for 2011-26. This is the first time that the Integrated Transport Authority (Metro) has had the sole responsibility for producing the Local Transport Plan, but we are working very closely with partners from each of the five District Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, and other stakeholders. Whilst the Plan formally covers the West Yorkshire area, we also recognise that many journeys cross boundaries and that the Leeds City Region better reflects the way the economy works and many people's travel patterns. That is why the Leeds City Region Transport Strategy (launched in Autumn 2009) forms the framework for this Plan.

This is also the first time we have developed a 15 year plan for transport. For too long West Yorkshire and the Leeds City Region has suffered from a lack on investment in transport infrastructure and services, compared to other parts of the country. Having a bold, long term Local Transport Plan aims to address this. The Government's recent Comprehensive Spending Review and tough funding settlement does mean that we have to be realistic about what be achieved in the early years of the Plan. Our detailed actions for the first three years will reflect this and will need to focus on maintaining the services and infrastructure we have, getting more out of the existing transport system and developing low cost solutions for improving it. However, we still need to plan for bigger investments as the economy recovers and there are more funding and resources available. The Plan will be reviewed at key stages during the 15 years to check progress and new opportunities that may arise.

We propose to put customers at the heart of the Plan. By customers we mean all transport users including bus and rail passengers, car and van drivers, freight distributors, pedestrians and cyclists. We hope that by providing people with better, more tailored and interactive information about transport choices we can encourage people to make more low carbon journeys. We understand that alternatives to the car, in particular bus, needs to be improved to achieve this. The Plan therefore proposes a radical new approach to bus service delivery through a franchising system for West Yorkshire. We are therefore also consulting on proposals for a 'Bus Quality Contract' scheme, but remain open to offers of partnership solutions from bus operators that achieve the same outcomes.

In this document, we have set a Vision and Strategy for 2011-26 and identified some priorities for implementing it. We now welcome your feedback and comments and invite your input into the next stage of developing the Plan. The consultation runs until 17 December 2010. In January 2011, we will also consult on the first three year Implementation Plan for 2011-14 which will set out our initial proposed actions in more detail. To find out how to get involved in the consultation, fill in and return the form attached, visit www.wyltp.com or contact the team on 0113 348 1726 or ltp@wypte.gov.uk

Councillor Chris Greaves, Chair, West Yorkshire Integrated Transport Authority

1. Introduction

1.1 West Yorkshire Local Transport Plan Partnership

West Yorkshire Integrated Transport Authority (WYITA)

The West Yorkshire Local Transport Plan for 2011-26 is the overall responsibility of Metro (the WYITA).

Metro's role as the WYITA is to co-ordinate the provision and development of high-quality, integrated transport across West Yorkshire, and to work with its partners to progress wider transport initiatives across the wider Leeds City Region (a group of 11 Councils from across West, North and South Yorkshire).

West Yorkshire Local Transport Plan Partnership

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

Engagement and Consultation

Transport cannot be planned effectively in isolation because it has a wider role to play in the achievement of a range of social and economic objectives. Because of this role, this Plan is being developed through partnership working and engagement and consultation with a range of partners and stakeholders including:

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

- Campaigning groups, including Campaign for Better Transport and Sustrans
- Passenger Consultative Committees

1.2 West Yorkshire Local Transport Plan

Local Transport Plans (LTPs)

All Transport Authorities in England are required to produce and update strategic plans for managing and investing in the local transport system. Local Transport Plans (LTPs) are the way of formally setting out an area's proposals, priorities and aspirations for the local transport system. The Local Transport Act 2008 introduced more flexibility in terms of the governance and development of LTPs to enable every Transport Authority to prepare a Plan which best meets its area's specific needs.

Previous West Yorkshire Local Transport Plans (WYLTP)

The current LTP for West Yorkshire expires in March 2011 and will be replaced by the 'MyJourney West Yorkshire' Plan for 2011-26.

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

Key achievements include:

- **Congestion** has reduced with traffic flows during the peak period reducing and cycle and rail trips increasing. This is in part due to economic conditions and in part due to contributions made by LTP measures that have helped to improve journey times on urban congestion target routes by about 30 seconds (12%) per vehicle journey mile in the morning peak. This has been achieved through the:
    - introduction of Bus Punctuality Improvement Plans
    - securing of additional train carriages
    - delivery of new bus lanes and other bus priority measures
    - completion of the MyBus yellow school bus project
    - delivery of range of travel choices marketing measures, such as the West Yorkshire Travel Plan Network 'Travel to Work' initiative
    - introduction of an Urban Congestion Target Plan
- **Public transport** has been enhanced by the following measures:
    - FreeCityBus' and FreeTownBus
    - new bus services to hospitals
    - Boxing Day bus services
    - MetroLocal services
    - introduction of real time bus and rail information
    - Bus Performance Improvement Partnerships
    - bus operator and Metro investment in fleets, which has included the introduction of low floor access vehicles

    - additional rail carriages
- **Road safety** has improved with 167 (15%) fewer people being killed or seriously injured in collisions during 2009/10 compared with 2006/07. This has been achieved by a "whole community" approach to safer roads that has included:
    - continuing improvement to local roads
    - increasing community engagement on safety issues
    - enforcement linked to local conditions
    - driver training initiatives – including speed awareness courses
    - pedestrian and cycle training
    - safety cameras where there are significant levels of killed and serious injury and 'Vehicle Actuated Signs' to promote adherence to speed limits
- The management of **air quality** has improved as a result of:
    - the implementation of Air Quality Management Areas
    - the 'Travel to Work' project encouraging less car use
    - delivering better solutions to tackling air quality
- The condition of some **transport assets** has improved with reductions in the percentage of 'Principal Road Network' (-48%), 'Non Principal Classified Roads' (-61%) and footpaths (-43%) that require maintenance and improving numbers of bus shelters (over 80%) meeting modern standards

However, overall fare-paying bus use has continued to steadily decline despite investment in fleet and infrastructure and the introduction of innovative developments such as 'real time passenger information'. In addition, because of significant growth in peak hours rail use, there is now considerable overcrowding on some rail services.

West Yorkshire Local Transport Plan for 2011-26

The 'MyJourney West Yorkshire' Plan for 2011-26 is made up of a 15 year Strategy to allow for longer term planning of West Yorkshire's transport system, supported by a series of three year Implementation Plans. This will mean that it can be both ambitious about what needs to be achieved over the life of the Plan and realistic about what can be achieved at each three year stage.

The 'MyJourney' brand reflects the Plan's focus on partnership working between authorities, the private sector, stakeholders, communities and individuals, to deliver a transport system that meets people's needs.

This draft Strategy has been developed in the context of a host of uncertainties surrounding transport funding, the economy and the environment. The longer term Strategy is a living document that will evolve and be periodically reviewed as the three year Implementation Plans are renewed to reflect changing issues, priorities and funding.

Scope of the Plan

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

Not everything contained in LTPs is necessarily delivered by the LTP partners or funded specifically with LTP funds. For example, major investment schemes, such as new tram-train and train stations, will form part of the overall Strategy but are usually developed as separate projects that require funding from Central Government, transport service operators and third parties, such as developers. Similarly, there may be some interventions and initiatives which the LTP encourages, influences or supports, but are funded and / or delivered by other parties, such as the private sector, bus and rail operators, the community sector, Central Government, other public service providers e.g. the NHS, police. This activity might include things like the development of new low carbon technologies.

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

Appraisal, Monitoring and Review of the Plan

An Integrated Sustainability Appraisal is being used to assess the environmental, health, social and economic impacts of the Plan and seeks to remove or mitigate any adverse affects. It is a strategic assessment that concentrates on the significant impacts of the Plan, providing a rounded picture of the long term effects over its 15 year life, rather than focusing on specific aspects of it. As the plan is evaluated over the 15 year period, the assessments will be renewed and updated.

This appraisal of the Plan will also be supported by transport modelling work to make predictions about what the Plan will achieve in terms of carbon reduction and job creation in the City Region.

Engagement and consultation with partners, stakeholders and members of the public has been and will be an important mechanism for reviewing and adapting the Plan as it develops and throughout its 15 year life.

In order to monitor success of the Plan’s progress towards achieving its Objectives, targets will be set and data collected and monitored on an ongoing basis.

More detail is available on this in sections 4.6 and chapter six of this document.

Structure of the Plan

This Plan is structured around a set of questions that have been used to shape its development:

Chapter 2. Vision

Where do we want West Yorkshire's transport system to be by 2026?

Chapter 3. Evidence Base

Where are we now and where are we heading without interventions?

Chapter 4. Strategy

How will we get to where we want to be?

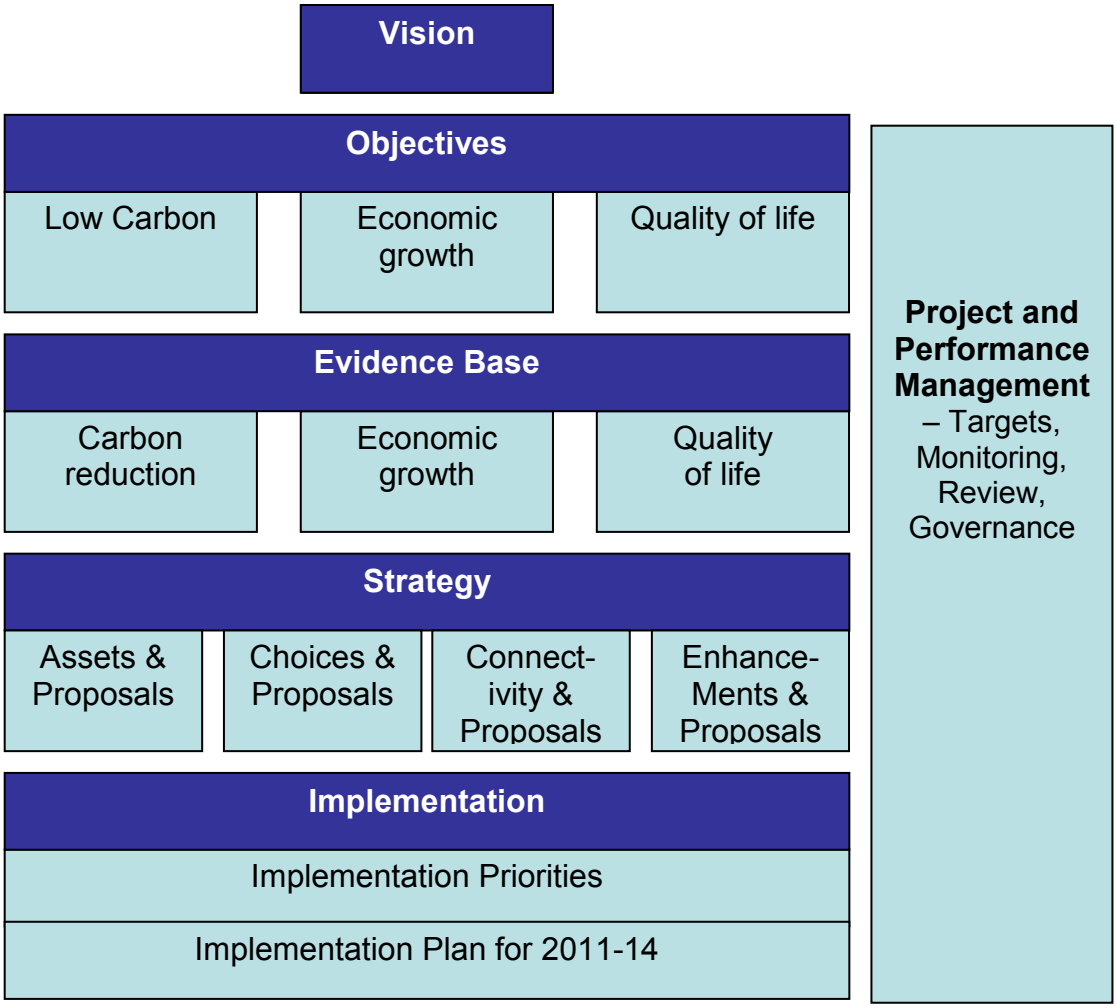
Chapter 5. Implementation

What and where do we need to do things to get there?

Chapter 6. Performance Management

How will we know that we are doing the right things to get there?

The diagram below provides an overview of the Plan. A Vision, Objectives, Strategy and Proposals, and Implementation Priorities for 2011-26 are identified in this document for consultation. A proposal for how this will be implemented when funding and resource availability is known is outlined in chapter five and a proposed Implementation Plan for 2011-14 will be consulted on in January 2011.



1.3 Policy Context

This section provides an overview of the national, sub regional and local policy context which this Plan must take account of. This has informed the Vision and Objectives set out in chapter two.

National

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

The Government wants all local transport interventions to contribute to:

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

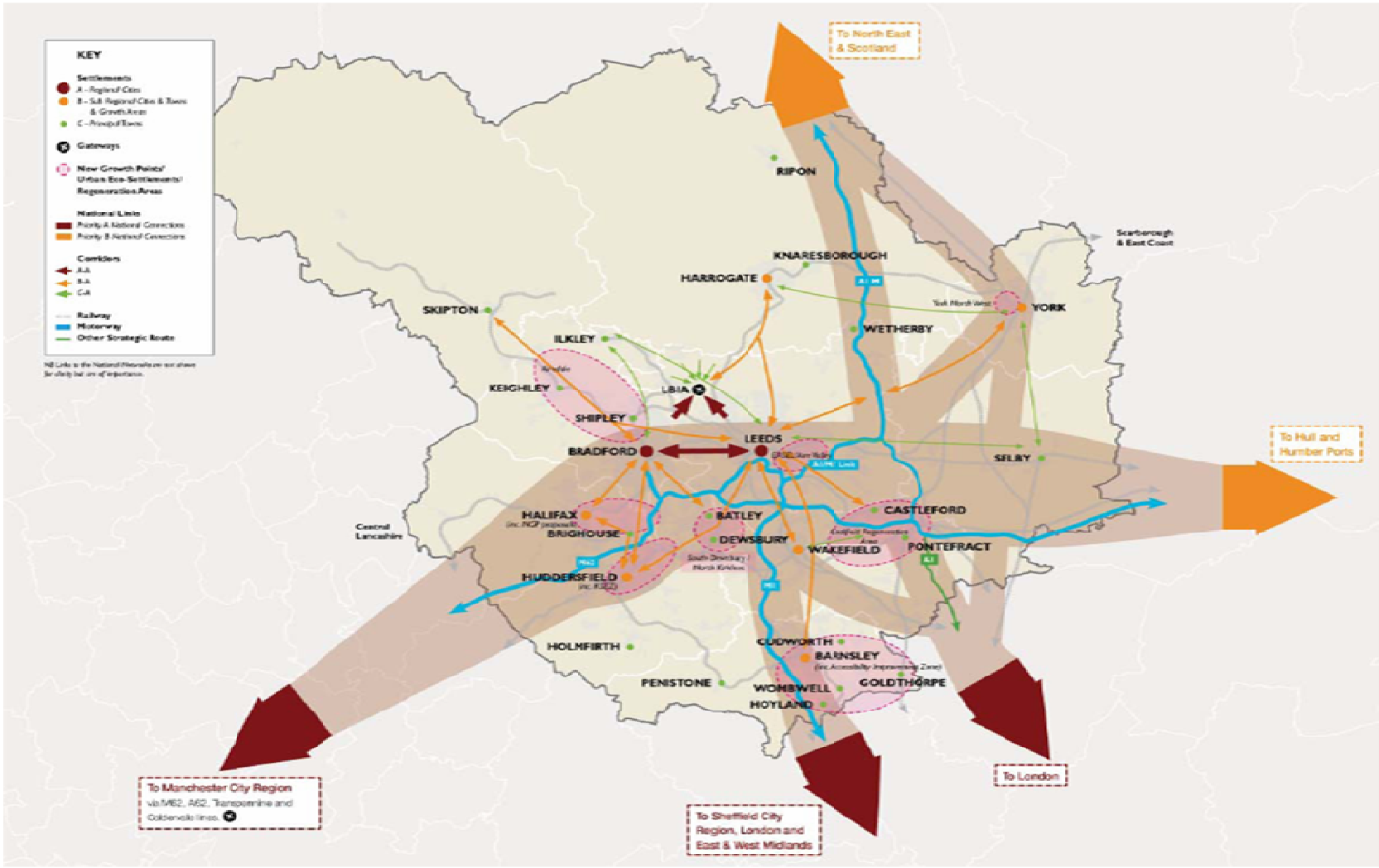
Leeds City Region

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

The **Leeds City Region Transport Strategy and Vision** - The Leeds City Region Partnership brings together the eleven Councils of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York and North Yorkshire to work towards a prosperous and sustainable City Region in areas such as transport, skills, housing, spatial planning and innovation. With almost three million people, a resident workforce of 1.2 million, 100,000 businesses and an economy worth £45 billion per year, the City Region has a large and important economy. The Leeds City Region Partnership is about partners working together for maximum benefit across the boundaries in which people choose to live, work and spend their leisure time.

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

The partnership has developed a Leeds City Region Transport Strategy (2009). This Strategy involved engagement with stakeholders and the DfT, the development of an evidence base, and assessment of proposals against theformer five national transport goals. The Strategy includes spatial transport priorities based on the performance of existing networks together with the location of planned major employment and housing growth. These will be kept under review as the scale, nature and precise location of these growth areas become clearer during the preparation of Local Development Frameworks. The priorities from the Strategy are shown in the map on the next page:


KEY
Settlements
A - Regional Cities
B - Sub Regional Cities & Towns & Growth Areas
C - Principal Towns
Gateways
New Growth Points/ Urban Eco-Settlements/ Regeneration Areas
National Links
Priority A National Connections
Priority B National Connections
Corridors
A-A
B-B
C-B
Railway
Motorway
Other Strategic Route
To North East & Scotland
RIPON
Scarborough & East Coast
KNARESBOROUGH
HARROGATE
YORK
SKIPTON
WETHERBY
ILKLEY
KEIGHLEY
LBIA
SHIPLEY
LEEDS
BRADFORD
SELBY
To Hull and Humber Ports
HALIFAX
BRIGHOUSE
BATLEY
CASTLEFORD
DEWSBURY
WAKEFIELD
PONTEFRACT
HUDDERSFIELD
HOLMFIRTH
CUDWORTH
BARNSLEY
PENISTONE
WOMBWELL
GOLDTHORPE
HOYLAND
To Manchester City Region
To London
To Sheffield City Region, London and East & West Midlands

These spatial priorities seek to reflect the relative importance of urban centres, growth areas, the links between them (corridors), and gateways to international destinations. In West Yorkshire the spatial priorities include:

Spatial Priority	Category	Locations in West Yorkshire
A	Regional Cities	Leeds, Bradford
	Gateways	Leeds Bradford International Airport
	National Corridors	Trans Pennine links to Manchester and Manchester International Airport Links to Sheffield (via Wakefield) London
B1	Sub Regional Cities	Halifax, Huddersfield, Wakefield
	Growth Zones	Coalfield (Wakefield) South Dewsbury/North Kirklees Airedale (Bradford-Skipton) Aire Valley (Leeds)
	National Corridors	Hull and Humber Ports North East & Scotland
B2	Growth Zones	East Leeds East Bradford-West Leeds
C	Principal Towns	Batley, Brighouse, Castleford, Dewsbury, Holmfirth, Ilkley, Keighley, Pontefract, Wetherby

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

The **Leeds City Region Connectivity Study (June 2010) –** this study analysed the contribution of a range of transport interventions for the delivery of the priorities in the Leeds City Region Transport Strategy. The interventions were identified from the 'Transport for Leeds' Study (2010) and through engagement with partners and stakeholders. The study identified a list of interventions to be taken forward for further investigation and analysis, particularly in terms of their affordability and deliverability. This stage of the study will be completed by Leeds City Region partners and Metro during Autumn 2010. The list of interventions taken forward for analysis includes:

Themes	Areas for Intervention
Travel Choice	Integrated ticketing, measures to manage demand for car travel, bus priority, parking, travel planning
Access to Networks	Cycle and walking networks, park and ride, new rail stations, transport hubs, city and town centres
Better Networks	New approaches to bus services (Quality

	Contracts Scheme), growth related and orbital highways, safer roads, congestion
Asset Management and Resilience	Climate change, asset and network management

This work and the interventions investigated was an important starting point for the development of this Plan and has also influenced the development of the three neighbouring LTPs within the Leeds City Region. This Plan has built upon the Leeds City Region work but with a focus on local transport interventions for West Yorkshire.

Leeds City Region Local Enterprise Partnership - The Government is currently considering proposals for a new sub-regional policy-making framework in England in the form of Local Enterprise Partnerships (LEPs). This includes a proposal for a Leeds City Region LEP, which, if successful, will be given decision making powers to develop innovative transport solutions as part of wider economic recovery plans. Announcements will be made in late autumn 2010.

West Yorkshire

West Yorkshire has an Integrated Transport Authority (WYITA) – Metro – which is a statutory body under the legal provisions of the Transport Acts 1968 and 1985. The WYITA has a number of duties, functions and powers, including being responsible for the development and delivery of the West Yorkshire Local Transport Plan.

The '**Transport for Leeds' Study (September 2010) -** carried out extensive research into potential solutions to maximise the contribution that transport investment can make to the economy, reducing transport related carbon production and towards improving the quality of life. The outline strategy includes:

- A phased approach to demand management focused on controlling car use to/through the city centre and making best use of alternative orbital (around the outside of the city) capacity around the city centre
- An increase in public transport use on the main radial routes (into the city)
- A selective increase in orbital highway capacity, in order to provide alternative routes, unblock congested sections of highway and provide access to development sites
- Use of the city centre as a public transport interchange hub, for onward travel to the Aire Valley and the 'City Centre Rim' (The area outside Leeds city centre covering the Universities, St James Hospital and Holbeck Urban Village)
- Improved cycle and walking networks, including radial routes and orbital routes, particularly in the 'City Centre Rim'
- An increase in bus and rail park and ride opportunities from beyond the outer ring road

- More non-car based travel for local trips, and
- More efficient use of the whole transport network

The study also identified potential funding sources for the investment including forms of demand management.

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

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

Districts

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

The five District Councils share some common goals and policies, as well as their own individual visions, targets, priorities, strategies and plans. These are set out in their Sustainable Communities Strategies and Local Development Frameworks, which have all been taken into account in the development of this Plan. Other District Council plans which have been taken into account include Rights of Way Improvement Plans (which identify strategic objectives for the footpath network) and Network Management Plans (which determine how the road network is managed to keep traffic free flowing).

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

Below is a brief overview of the key transport issues and challenges in each of the districts:

Bradford

Bradford has aspirations for major regeneration over the next 15 years, including the city centre and other key developments such as the Canal Road

urban eco-settlement. The transport system will need to be able to help meet these aspirations in the context of anticipated significant growth in population, housing and employment in the city and surrounding areas.

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

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

Calderdale

Calderdale has ambitions for a people and business friendly transport system that contributes to economic prosperity, health and well-being whilst minimising its impact on the environment.

There are three key challenges for transport in Calderdale:

Firstly, lack of connectivity is a problem. It is difficult to interchange between bus and rail services because of the location of stations and stops. There is also a lack of parking at rail stations and weak strategic links to major regional centres. The much needed rural bus network is also under threat.

Secondly, some transport infrastructure and services are poor quality. There is overcrowding on peak rail services, a limited on and off road cycle network and community severance due to the dominance of road traffic over local walking routes.

Thirdly, reliability of transport is poor. A high proportion of single occupancy cars results in peak hour congestion at critical points on the highway network and there are increasing delays to public transport leading to higher costs, higher fares and reduced frequencies.

Kirklees

In Kirklees, a key priority for transport investment over the next 15 years is to ensure that employment and housing opportunities are provided which encourage economic growth but also address local inequality issues.

There are a number of key strategic priorities across Kirklees including employment growth within the Kirklees Strategic Economic Zone and housing growth within South Dewsbury Urban Eco-settlement (UES). The Local Development Framework, which is currently being developed, will be an important tool for predicting and providing for future trends and growth.

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

Leeds

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

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

Interventions to improve public transport and encourage walking and cycling will be vital, whilst mitigating the impacts upon local communities; enhancing safety and reducing the noise, air quality and severance associated with high volumes of traffic.

Wakefield

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

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

Communities

The Government's 'Big Society' agenda is placing emphasis on localism by giving individual communities greater control over the way local public services are run in their area and empowering people to deliver services themselves. This Plan will seek to address local needs in the context of strategic City Region and West Yorkshire-wide aspirations. This is likely to require new ways of working at a local level.

2. Vision

Where do we want West Yorkshire's transport system to be by 2026?

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

2.1 Vision Statement

MyJourney West Yorkshire Vision 2026

Connecting people and places

Working together to ensure that West Yorkshire's transport system gives people access to what they want and need easily, efficiently and in a way that supports the environment, the economy and their quality of life.

The following fictional blog provides a picture of what the transport system could be like in 2026 if the Vision and Objectives are achieved:

MyJourney West Yorkshire daily travel blog 2026 (fictional)

8.00am: Busy day ahead but I always fill in my travel blog on the go because it helps Metro improve things to meet my needs.

8.37am: Walk the kids down the road to catch yellow MyBus to school – they love using it and I know they'll get to school quickly and safely.

9.00am: Go home to grab my bike and cycle down to the local hub to do some work. It means I get a bit of exercise and don't have to go into the office as I'm not doing a full day today. My friend works in sales and has to travel around a lot so she uses the 'car club' which means she can pick up a vehicle when she needs to and leave it at a park and ride to avoid traffic and parking charges. It gives her loads of flexibility and means she can drive around in something more environmentally friendly and better quality than she could afford.

11.45am: Work took longer than I thought but not to worry as the Tram Trains are every 15 minutes. Just got time to top up my 'smartcard' which will cover all my travel needs, ensuring I get the best value for money.

12.08pm: Cross Castleford Interchange for a bus. Used to be confused which one to get to my mum's because they changed the routes, times and prices

regularly. Now I can easily find the right one, see exactly when it is coming and know how long it will take. Mum is happier since they brought in 'dial a ride' services which gets her to the doctors and out to do shopping when she wants without feeling like a burden.

3.26pm: Notice how much smoother and quicker the journey to Wakefield is. There's no road works slowing things down and fewer cars on the roads because public transport is so much more convenient and cheaper, especially for getting to and from school. It makes things feel safer as well so I don't worry about Kevin riding his electric scooter to college. He's always telling me it's good for the environment. And Mike's journey to work has got easier since the new trains. He hardly ever has to stand up now and if he goes to Manchester it's much quicker on the electric trains than it used to be.

3.40pm: I've got time to walk to my appointment and I can get some fresh air as there's no car fumes now the city centre is pedestrianised. Checked online and kids' MyBus is on time and my sister has posted a note to say she's meeting them at the stop. Hope she remembers the shopping's being delivered at ours.

5.05pm: Meet Mike in Leeds city centre to go see friends in Chapel Allerton. No need to sit in traffic because we're on a modern 'trolleybus'.

8.55pm: Back home. Shopping delivered and kids fed. Need to plan our journey to the airport online for our upcoming holiday. The flight times are a bit awkward but services run almost round the clock so getting there shouldn't be a problem.

2.2 Objectives

Three key Objectives have been identified for achieving the 'MyJourney West Yorkshire' Vision over the next 15 years. These Objectives are equally important in determining the success of the Plan.

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

Objective 1: To make substantial progress towards a low carbon transport system for West Yorkshire by:

- Reducing West Yorkshire's CO_2 emissions from domestic transport (road and rail) to contribute to the achievement of national goals
- Increasing the proportion of low carbon trips

Objective 2: To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region by:

- Reducing journey times on key commuter, business and freight routes
- Making journey times more reliable
- Increasing the proportion of trips made using sustainable modes

Objective 3: To enhance the quality of life of people living in, working in and visiting West Yorkshire by:

- Reducing the number of people killed and seriously injured on the roads
- Improve local air quality and reduce emissions and levels of noise from the transport network
- Increasing the number of trips made on foot and by bicycle
- Improving customer satisfaction with the transport system and services

This Plan aims to find ways to achieve all three Objectives collectively (gaining “triple wins”), avoiding or mitigating any potential adverse impacts that delivering it may have.

Chapter three provides further evidence on why these Objectives are important for West Yorkshire.

3. Evidence Base

Where are we now and where are we heading without interventions?

This chapter provides evidence for why the Objectives set out in chapter two are important for West Yorkshire. It looks at 'where we are now' and 'where we are heading' with West Yorkshire's transport system and identifies what this means for the Plan.

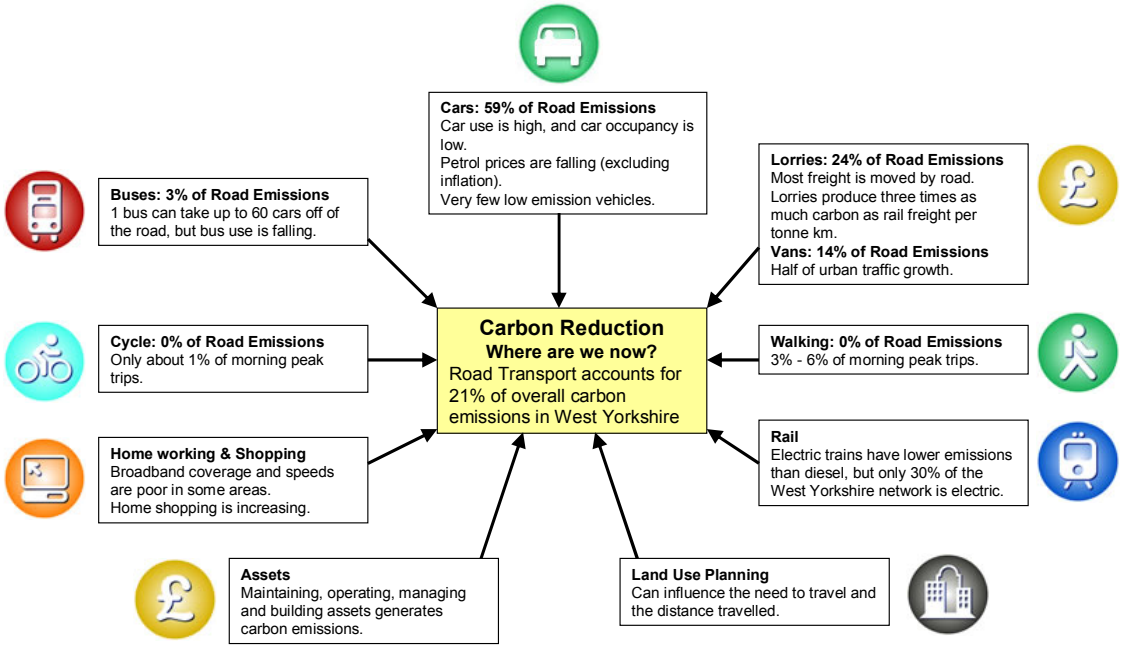
3.1 Carbon Reduction

Key challenge

There is a need to dramatically reduce greenhouse emissions in order to reduce the effects of global warming on the weather, the economy and health (Appendix A1). The Plan's focus is on carbon, of which transport contributes 21% of total emissions in West Yorkshire. Without action, emissions are projected to rise further. West Yorkshire's transport system is heavily dependent on carbon-based fuels, and this dependency is expected to grow as the population grows and becomes more dispersed (Appendix A2).

Where we are now

The diagram and information below provides a picture of where carbon emissions from road transport come from in West Yorkshire and some of the factors that influence the use of transport modes:



- **Cars: 59% of Road Emissions**
- Car use is high in urban areas in the morning peak period towards city and town centres, ranging from 56% of trips crossing a corden into central Leeds made by car, to 72% of trips in Halifax (Appendix A2)
- Car occupancy is low, at 1.25 people per car in the morning peak period (Appendix A2)
- The number of low emission vehicles in use is very low at present (Appendix A3)

- **Lorries & Vans: 38% of Road Emissions**
- Most freight is moved by road in West Yorkshire (Appendix A2)
- Lorries produce over three times as much carbon as rail freight per tonne km. Nationally, lorries carry 66% of goods moved, compared to 9% carried by rail (Appendix A1)
- There is spare capacity to move freight on the Aire and Calder Navigation Canals(Appendix A2)

- **Buses: 3% of Road Emissions**
- Each bus can take up to 60 cars off of the road in the morning peak period, but bus use in West Yorkshire has fallen by 8.8% between 2001/02 and 2009/10 (Appendix A2)
- There is spare capacity (empty seats) on some buses (Appendix A2)
- Bus fares have risen by 50% over the last five years, and petrol prices have reduced by 7% (excluding inflation) (Appendix A2)

- In surveys, bus customers tell us they want (Appendix A14):
    - Bus stations: information on how services are running, toilets, comfortable waiting facilities, helpful and courteous staff, and to feel personally safe
    - Bus stops: weather protection, cleanliness and litter free
    - Bus services: frequency and reliability
    - better value fares

- **Walking and Cycling: 0% of Road Emissions**
- Trips by foot and bicycle have zero carbon emissions, but in urban areas in the morning peak period only an estimated 5 to 7% of trips in West Yorkshire are made by foot and by bicycle (Appendix A2)

- Maintenance is needed on 15% of primary and secondary walking routes (Appendix A16). Over half of the footpaths network in West Yorkshire does not meet minimum standards (Appendix A2)
- Footpaths do not connect well enough to provide sufficient continuous off road routes, and there is demand for better information about where paths are and where they lead to

- **Rail**
- Electric trains offer better environmental performance than diesel equivalents, but only 30% of the rail network is electric in West Yorkshire (Appendix A1)
- Peak period trains to and from Leeds are the most overcrowded outside London, and more people would use the train if they could get a seat (Appendix A15)
- In surveys, rail customers tell us they want to feel safe on the way to the station and at the station itself, and get a seat on a good quality train (Appendix A15)

- **Home Working and Shopping**
- The need to travel is influenced by the ability to work and shop from home. Nationally, the percentage of people working at home did not change significantly between 2002 and 2007. The percentage of households ordering goods at home has increased from 64% in 2002 to 73% in 2008 (Appendix A4). Broadband coverage and speed are poor or not available in some more rural areas (Appendix A3)

- **Land Use Planning**
- Transport and land use planning are not always joined up, which contributes to increasing the need to travel, the distance travelled and the type of transpor chosen (Appendix A4) There was a 39% increase in the distance travelled to work in West Yorkshire between 1991 and 2001 census (Appendix A12)

- **Assets**
- Maintaining, operating, managing and building assets to improve the effectiveness of the transport system generates carbon emissions

- Progress has been made on piloting low emission refuse trucks, using recycled materials in road resurfacing, building of salt barns to reduce salt pollution, and using low energy bulbs for street lighting, traffic lights and bus shelters

Where we are heading without interventions

The Government has committed to reducing UK greenhouse gas emissions by at least 80% on 1990 levels by 2050, achieving a 34% reduction by 2020 (Appendix A1). Key challenges in contributing to this are:

- West Yorkshire's population is predicted to grow 50% faster than the national average over the next 15 years (Appendix A5). Leeds is the fastest growing city in the North of England, and only two other UK cities (Bristol and Norwich) are predicted to experience more growth
- It is predicted that people will be more dispersed with the number of people living in each house dropping across West Yorkshire, from 2.7 to 2.3 by 2026 (Appendix A6)
- Car ownership in West Yorkshire is currently low in comparison to the national average, but this is predicted to grow (Appendix A7)
- It is predicted that there will be longer and more severe traffic congestion (Appendix A12)
- Mass market production of electric vehicles is unlikely to occur before 2014. There will only be more low emission vehicles in use in West Yorkshire if the charging infrastructure is in place, performance is improved and running costs are reduced (Appendix A3)
- Regional freight is expected to grow by 27% over the next 16 years (Appendix A2)
- Without a new approach, there will be fewer bus trips, because it is anticipated that operators will continue to increase fares, and to reduce bus routes, at least in the short term (Appendix A2)
- The result of a reduction in the bus network will contribute to a projected higher reliance on the car (Appendix A12)
- The need to travel and the distance travelled could increase, unless our cities and towns are planned better. The rate of change is likely to be slow (Appendix A4)
- Broadband coverage and speed will continue to improve, but increases in home working and shopping will be dependent on the economy, employers and retailers (Appendix A4)

Further evidence, maps, tables and charts are available in Appendix A.

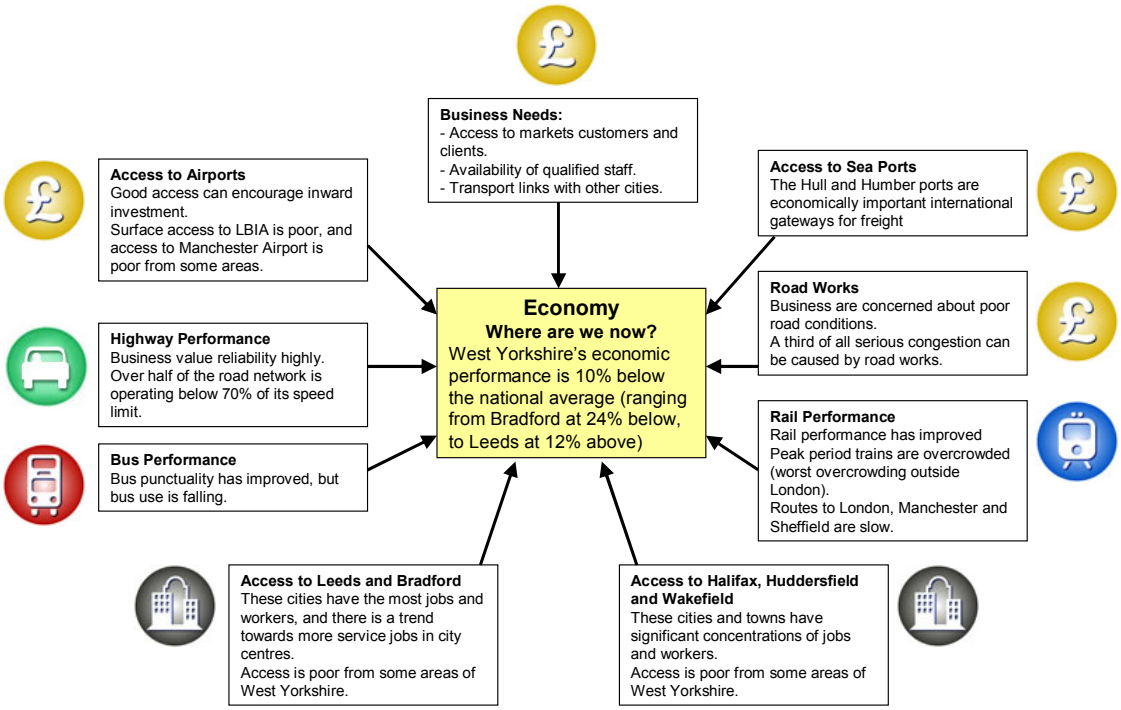
3.2 Economic Activity and Growth

It is widely recognised that transport has a vital role to play in supporting economic activity and growth, and when the transport system fails, this can have a major impact on economic performance (Appendix A8). However,

congestion, delays and overcrowding are already hindering economic activity in West Yorkshire and this is expected to get worse as the population grows and becomes more dispersed (Appendices A13 - 15).

Where we are now

The diagram and information below provides a picture of West Yorkshire's current economic performance and some of the factors that influence it in terms of transport:



Possible reasons

- **Business Needs**
- Transport plays a key role in the top three factors impacting on business location decisions; access to markets, customers and clients; availability of qualified staff; and transport links with other cities and internationally (Appendix A11)
- Reliability is highly valued by business travellers and commuters, and freight movements could be better managed (Appendix A8)

- **Access to Airports**
- Good access to an airport can encourage inward investment (Appendix A11):

- Surface access to Leeds Bradford International Airport (LBIA) is poor from most of West Yorkshire
- Amsterdam is the key air hub for trips between LBIA and North America
- More air passengers from Yorkshire and Humber use Manchester Airport than LBIA

- **Access to Sea Ports**
- The Hull and Humber Ports are an economically important international gateway for freight (Appendix A11)

- **Road Works**
- There is concern amongst the business community and the public about the standard of the road condition including pot holes (Appendix 13)
- A third of disruption, resulting in serious congestion, can be caused by road works. The conditions of all classified roads in four out of the five West Yorkshire Districts are above average when compared nationally. The condition of 'A' roads has improved, from 10% to 5% of roads that require maintenance. (Appendix A16)

- **Access to Leeds and Bradford**
- Leeds and Bradford have the most jobs and workers (Appendix A9), and access to these cities is poor from some areas (Appendix A11)
- West Yorkshire has a higher proportion of manufacturing jobs (5% of UK manufacturing jobs) than the national average and Leeds also has a higher percentage of services jobs. There is a trend towards more service jobs located in city centres (Appendix A9)

- **Access to Halifax, Huddersfield and Wakefield**
- Halifax, Huddersfield and Wakefield have significant concentrations of jobs and workers (Appendix A9), and access is poor from some parts of West Yorkshire(Appendix A11)
- Proposed new Growth Points and Urban Eco-settlements could impact on travel conditions (Appendix A10)
- There are significant levels of travel to work in West Yorkshire from the wider Leeds City Region

- **Highway Performance**
- Half of the highway network is operating at or below 70% of the speed limits, and over a quarter is operating at less than 50% of the speed limit in the morning peak period (Appendix A13)
- Road congestion is worst on the motorway corridors approaching Leeds, radial routes approaching the main urban centres, Leeds Outer Ring Road and some other junctions and corridors (Appendix A12)
- The largest journey to work flows coincide with the worst road congestion and rail overcrowding, e.g. trips to central Leeds and Bradford (Appendix A12)

- **Bus Performance**
- Bus punctuality and customer satisfaction have improved significantly over the last five years (Appendix A14), but bus use has continued to steadily decline (Appendix A2)

- **Rail Performance**
- Rail performance has improved significantly over the last five years, but trains are still overcrowded at peak times (Appendix A15)
- Peak period trains to and from Leeds are the most overcrowded outside London (Appendix A15)
- Rail journeys are slow from West Yorkshire to Manchester and Sheffield in comparison to other inter-city rail speeds (Appendix A15)
- A high speed rail route between London and Leeds City Region will have significant economic benefits but improvements to the existing rail routes are needed in advance (Appendix A8)
- A 20 minute reduction in the train journey times between Manchester and Leeds would be worth £6.7 billion across the whole of the North of England (Appendix A8)

Where we are heading without interventions

The number of jobs and workers in West Yorkshire are expected to grow 18% faster than the national average over the next 15 years (Appendix A9). West Yorkshire's transport system must support this growth in the context of:

- The Eddington Review showed compelling evidence of the link between the transport system and economic prosperity (Appendix A8)
- Road congestion will become more severe, with a longer duration (Appendix A12)
- Increased pressure on the transport system is also expected to increase congestion and rail overcrowding, making it difficult for people to access jobs (Appendices A13 - 15)
- Catchment areas for jobs and workers will be reduced (Appendix A11)
- Adverse weather and other effects of climate change could mean more road and rail delays due to maintenance works, if investment is not optimised and transport assets are not adapted (Appendix A1)

Further evidence, maps, tables and charts are available in Appendix A.

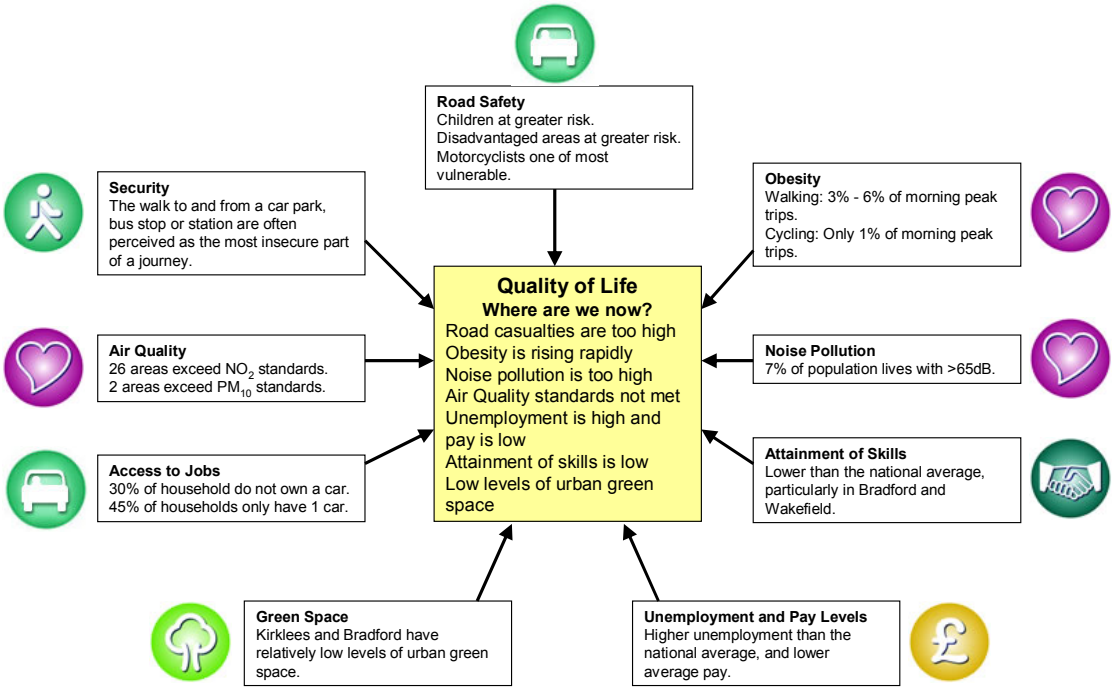
3.3 Quality of Life

Key challenge

Transport improvements can improve access to shops and services, and create new leisure opportunities and lifestyle choices. Walking and cycling improves health however, the transport system can have negative effects on people's safety and security, health, equality of opportunity and access to a healthy and pleasant natural environment.

Where we are now

The diagram and information below provides a picture of current issues affecting people's quality of life in West Yorkshire and some of the factors that influence it in terms of transport:



Safety and Security (Appendix A17):

- West Yorkshire has a higher rate of casualties on the roads than the national average. There are many social factors that contribute to this – most significant are the level of disadvantaged communities that are at increased risk and the levels of unlawful and dangerous road traffic activities
- Motorcyclists are one of the most vulnerable road users
- Surveys reveal that the walk to and from a car park, bus stop or station is often perceived to be the least safe part of the journey

Health (Appendix A18):

- Only 3 to 6% of trips across West Yorkshire are made by walking in the peak period (Appendix A2)
- Only 1% of trips across West Yorkshire are made by bicycle in the peak period (Appendix A2)
- Emissions have fallen over the last ten years and this has helped avoid 4,200 premature deaths and 3,500 hospital admissions per year in the UK, but air pollution still reduces life expectancy by an average of 6 months in the UK

- Air quality is improving, but West Yorkshire still has 26 areas where NO_2 (Nitrogen Dioxide) road traffic emissions exceed the standard, and 2 where PM_{10} (small particulate matter) exceed the standard
- The Government has chosen West Yorkshire to be one of the first priority area to have a Noise Action Plan, based on strategic noise mapping. Over 7% (241,000 people) of West Yorkshire's population live in conditions where day time transport noise is above 65dB, a level at which noise begins to interfere with normal conversations
- At least 1,800 residents live in locations were noise levels are a risk to health at 72dB, and were new development would not normally be allowed

Equality of Opportunity (Appendix A19):

- West Yorkshire has higher unemployment than the national average, with the highest rates in Leeds (8.3%) and Bradford (8.8%)
- Average pay in West Yorkshire is 9% below the national average, ranging from 14% below in Bradford to 5% below in Leeds (Appendix A8)

- West Yorkshire has a lower rate of attainment of skills than the national average, with particularly low levels in Bradford (21.4% above NVQ4) and Wakefield (17.2% above NVQ4). Education attainment has improved at West Yorkshire schools which operates a yellow MyBus (between 2 and 4%) (Appendix A2)
-  Across West Yorkshire, 30% of households do not have a car, and a further 45% only have 1 car (Appendix A7)

- Most buses in West Yorkshire are low floor easy access, but physical access to the bus stops from the local area can be a problem

- Motorcycles can offer a more affordable alternative to a car, especially where public transport is limited

- Further detailed equality issues are described in Appendix A 21

Healthy natural environment (Appendix A20):

- 32 sites in West Yorkshire have been designated as Sites of Special Scientific Interest (SSSIs) for their wildlife or geological importance
- Kirklees and Bradford have relatively low levels of urban green space for people to enjoy

Where we are heading without interventions

Safety and Security (Appendix A17):

- Reductions in budgets are likely to mean that the reduction in road crashes and road injuries will not be maintained
- People will choose not to travel if they feel unsafe

Health (Appendix A18):

- Obesity will continue to rise, due to lack of activity
- Air quality and noise will continue to harm health in urban areas

Equality of Opportunity (Appendix A19):

- There will still be areas of deprivation and high unemployment
- Attainment of skills will remain below the national average
- Legislation will ensure that all buses and trains will be accessible, but pedestrian routes to them may not be
- Buses are predicted to become more expensive (over and above inflation), with fewer routes (Appendix A12)

Healthy Natural Environment (Appendix A20):

- The Integrated Sustainability Appraisal of this Plan will ensure that any possible impacts on the natural environment are minimised
- Nationally, many habitats are declining and species threatened
- There will be greater unreliability and unpredictability of water supply as a result of the predicted impacts of climate change and demographic change

Further evidence, maps, tables and charts are available in Appendix A.

4. Strategy

How will we get to where we want to be?

This chapter sets out the Plan's Strategy for achieving the Vision and Objectives set out in chapter two. The Strategy has been developed from the Evidence Base set out in chapter three, the studies undertaken as part of the development of the Leeds City Region Transport Strategy (2009) and the Transport for Leeds study (2010).

4.1 'MyJourney' Strategy

The Strategy proposed is based on the 'MyJourney' concept of partnership working between authorities, the private sector, stakeholders, communities and individuals, to deliver a transport system that meets people's wants and needs.

The ambition is for people who use and are affected by the transport system to help shape it.

The Strategy recognises the need for a joined up approach to achieving the Vision and Objectives. It is grouped into four Strategic Approaches which all have the 'MyJourney' theme running through them. They are:

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

A number of proposals (numbered 1-28) for putting these approaches into practice, sit under each of them.

Each of the Strategic Approaches has been tested using a transport model to identify their relative impacts on job creation and reductions in carbon emissions. Further testing will be used to prioritise the Proposals and shape

Implementation Plans for delivering the Strategy during the first three years and beyond.

4.2 Transport Assets

What the evidence tells us

Transport Assets are the resources that make journeys possible, including the network of roads, railways, footways, cycleways, footpaths and bridleways, and associated infrastructure such as bridges, street lights, car parks, signs, bus and rail stations, bus shelters, traffic lights, vehicles and services. Assets also include the technology and systems such as databases and communications systems that inform, operate and manage the use of the assets, for example 'real time' displays and 'Traffic Light Priority' systems.

The Strategy encompasses maintenance, operation and development of assets and also aspects of network management.

The Evidence Base in chapter three tells us that managing transport assets should be done in the context of the following:

- There are some minimum standards that must be met, including Health and Safety
- Planned maintenance is essential to ensure assets are reliable and safe and do not fall into an unacceptable state of repair
- Generally the condition of assets has improved, for example the proportion of A roads in need of maintenance has halved from 10% to 5% in West Yorkshire from 2005 to 2010. Four out of the five District Councils are at or above average for highway condition when compared nationally (Appendix A16)
- Consultation has shown that business and the public are concerned about the perceived poor standard and deterioration in condition of roads and footpaths (Appendix A13). This is despite investment of over £50m per annum between 2005 to 2010 in highway maintenance
- Except for "peak hour" congestion, street works (utility works) and roadworks (improvements and repairs) are the primary cause of the disruption which results in delays. For example the DfT study on the Future of Urban Transport (Appendix A16) shows they cause one third of delays. Coordinated processes need to be strengthened to ensure journey time reliability is maintained and that works are not only completed on time and to the required quality to reduce the potential for further delays on the roads
- Deterioration modelling shows that it is better value for money in the long term to undertake preventative maintenance than let the assets reach a point where they are life expired or where significant renewal is required
- Climate change is resulting in more severe weather conditions (Appendix A1) which will increase the deterioration rate of assets such as roads and cause delays on the network. For example, in West

Yorkshire there have been 24 'extreme' weather events between 2000-2010 where transport was severely effected
- Any reduction or break in investment could reduce the condition of assets and cost more to put right at a later date
- Embracing technology and new working practices will be required

Strategic Approach

The Strategic Approach for Transport Assets is to ensure effective management of all assets to gain maximum value for money and meet the Plan's Objectives.

Over the next 15 years, this means working towards a well managed and appropriately maintained range of transport assets which meet the needs of its users (who should be thought of as 'customers'). This will be delivered by both embracing new technology and management practices, and focusing on investing in more preventative maintenance prioritised according to use. However, the spending cuts expected as a result of the Comprehensive Spending Review will make this extremely challenging.

Proposal 1. Prioritise asset management and maintenance standards according to a **hierarchy of routes and users** that best supports the Plan

A comprehensive hierarchy of routes and users will be developed and used to categorise different transport assets and services and agree affordable, financially sustainable standards for maintaining and operating them based on desired usage to best meet the Objectives of this Plan.

This hierarchy can then be used to inform the other Strategic Approaches and used to prioritise investment.

The hierarchy will take into account different geographies such as urban centres and rural areas, and will outline the standards of infrastructure or service within the hierarchy. Different users may get priority at different points on the network. The proposed hierarchy will be consulted on in January 2011, as part of a proposed Implementation Plan for 2011-14. The hierarchy's development will ensure that resources are targeted where most needed.

Proposal 2. Ensure that all assets are **maintained** and **managed** to a standard that is **suitable and sufficient** for their **desired use**

A programme of regular review of the transport assets will be put in place to assess each asset to ensure they are fit for purpose. This will be undertaken by means of a suitability, sufficiency and condition check.

This will involve a review to ensure that the asset is still needed, it is fit for purpose and that it is working well as part of the whole transport system. Frequency of maintenance needs to be matched with use of the asset, so that repairs and costs are appropriate to how often it is needed.

This will also include reviewing and changing tendering and maintenance processes to ensure that carbon accounting and whole life costing is taken into account. This will include making sure that the carbon impact of different maintenance processes and operation of the network as a whole are measured and that total carbon costs, including the manufacture and operation is evaluated.

Proposal 3. Adapt assets to be **resilient to predicted weather effects caused by climate change** over the long term

Steps will to be taken to ensure that the risks posed by the effects of climate change are taken into account. This will include the development of a framework which captures the level and type of risk and proposes measures for ensuring resilience. The framework and measures will be provided in the final version of this Plan and in other reference documents such as the West Yorkshire Transport Climate Proofing Plan and the Transport Asset Management Plan.

Over the last ten years there have been 24 recorded severe weather events that caused significant delay on the transport network. Solutions will be sought to ensure the operational resilience of the transport network to withstand severe weather events such as these. For example, alteration of existing maintenance regimes to focus on poorly maintained storm drains, which have been identified as a source of surface flooding. For rail, this would help improve reliability and punctuality and could be introduced through new targets in the next franchise.

Ensuring that the transport system is resilient to the threat of an increased number and severity of extreme weather events will ensure that the network keeps running and with fewer delays.

Proposal 4. Use new **network management** practices to **minimise congestion and ensure efficient recovery from disruption**

New network management practices will be implemented to ensure that traffic flows as efficiently as possible on the existing network.

Evidence has shown that one third of delays on the road network are caused by street works and road works (Appendix 16), resulting in increased costs to business and freight, and increased vehicle emissions. Measures will be taken to reduce the impact upon traffic flows during disruption caused by planned road works and events and unplanned incidents, such as accidents or emergency roadworks. This will include a review of the business case for introducing a permit scheme to manage roadworks to minimise the potential negative impacts upon the network and travel choices. This will be alongside existing and new congestion reduction initiatives which target peak hour delays such as those successfully undertaken as part of the Urban Congestion Target Plan.

Measures will be reviewed and improved to ensure that 'business as usual' resumes as soon as possible and the negative impacts from disruption are minimised. This will include developing and implementing solutions to reduce the impacts from extreme weather events, reviewing how road works are undertaken and enhancing incident response once a delay on the network has occurred. Potential measures could include the development of a West Yorkshire wide network management centre similar to the model adopted by the Highways Agency where central control centres monitor traffic flow and manage incident response.

The effect of all the proposed measures will be to reduce the likelihood of a delay occurring and if it does happen, to speed up the recovery to normal operation as soon as it is safe and possible. This will ensure a "triple win" of reducing the carbon that would otherwise have been emitted, supporting the economy and improving the quality of life of those affected by incidents and delays.

Proposal 5. Minimise the **carbon footprint and emissions** of assets and associated management and maintenance practices

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

Carbon emissions from the transport system do not just come from vehicles, they also come from transport assets and associated management and maintenance practices.

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

Existing operational and maintenance practices can also be adapted to reduce the carbon footprint. For example, changing to low carbon energy sources such as solar power or more energy efficient fixtures such as LED lighting. Changing processes to lay road surfaces at lower temperatures would cut carbon and speed-up road works. Using cold tarmac reduces road works by several hours, cutting congestion and disruption and can produce CO_2 savings of up to 40% over current techniques.

Reducing the carbon footprint also means "future proofing" assets to make sure they are suitable for future demand and climatic conditions. This will be delivered by embracing new technologies and ways of working.

The result of these measures will be to reduce the carbon output of the transport sector and to reduce the number of delays caused by disruption on the transport network.

Proposal 6. Work with partners to ensure a **joined-up approach to management and maintenance of assets**

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

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

Measures will involve developing partnerships to share work, expertise and procurement. Using established and emerging technology and software to manage databases and the sharing of information between stakeholders and to/ from customers will assist in this process.

Adopting a more joined- up approach to service delivery will create efficiencies and improve the service delivered to customers.

4.3 Travel Choices

What the evidence tells us

The Evidence Base in chapter three tells us that encouraging and delivering increased travel by sustainable modes should be done in the context of:

- Car and lorry trips create the most road based carbon emissions (Appendix A1), and have the biggest adverse impacts on quality of life, so it is necessary to encourage more sustainable choices
- Each bus can take up to 60 cars off of the road, but bus use is falling (Appendix A2)
- Relatively few people walk or cycle (Appendix A2)
- Obesity is rising rapidly (Appendix A18)
- Concerns about safety and security of using public transport, motorcycles, cycling and walking
- 30% of households do not own a car, and 45% only have one car (Appendix A7)

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

Strategic Approach

The Strategic Approach is to encourage more sustainable travel choices by managing demand for car travel and enabling people to make informed choices that meet their needs.

People will make more sustainable travel choices when they are enabled to make informed choices and where these choices are reinforced by managing the demand for car travel.

Whilst people's travel choices are largely influenced by the appropriate infrastructure and alternatives being available, they will also be influenced by the information, marketing, education and support available to help people make choices as well as measures to prioritise particular modes and to discourage particular travel behaviours.

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

It is more important than ever that those responsible for maintaining, managing and operating the transport system and those responsible for delivering and co-ordinating transport services, work together to provide people with both the right solutions and necessary support to make the right choice for their particular journey or need.

Proposal 7. Strengthen **demand management and enforcement** to gain maximum benefit from measures to enable more sustainable choices

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

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

This work showed:

- The need to manage the growth in car use so that congestion and carbon do not constrain economic growth. This was particularly critical in urban centres where new employment is being targeted and which suffer most from negative environmental impacts
- The need for a careful balance of demand management which can stimulate and support economic growth and new investment, while reducing the volume of carbon being produced by car traffic

- The potential for a package of sustainable travel choices, together with measures to manage the growth in car use, to support economic growth by easing the constraints of congestion

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

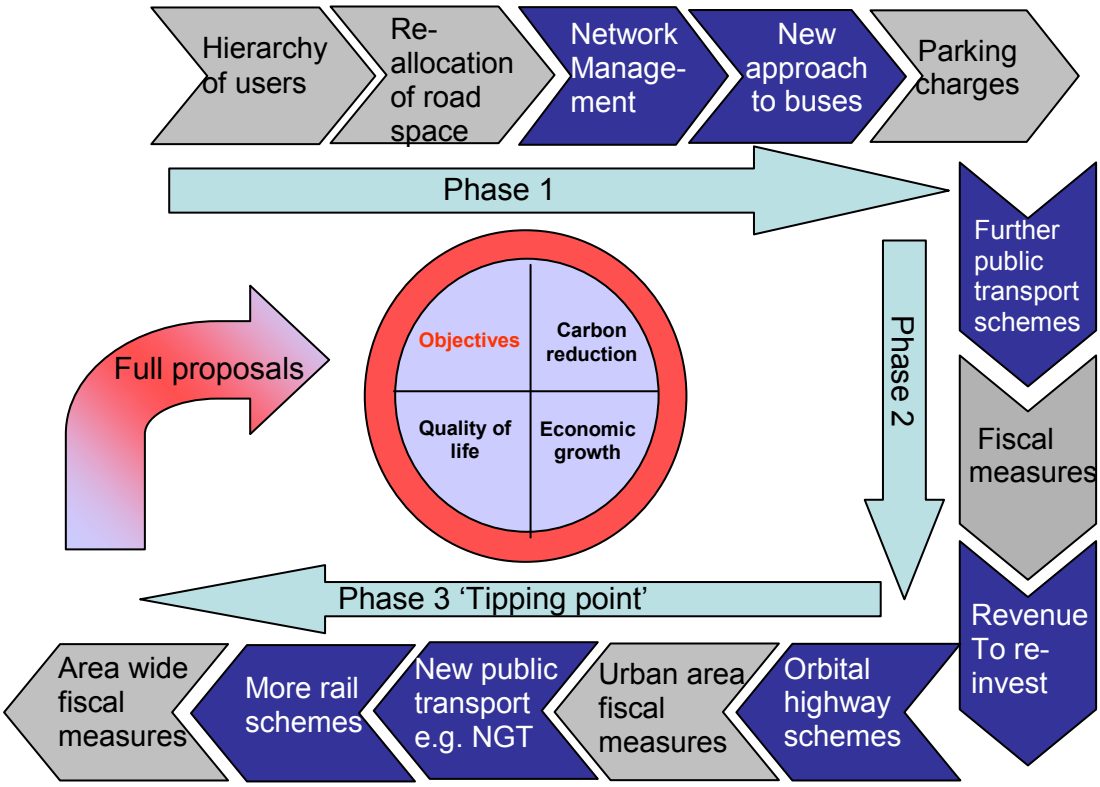
Building upon the strategy of using parking supply and price to discourage long stay commuter parking and encourage short stay visitor / shopper parking, the **first phase** will develop this further and with a focus on the re-allocation of existing road space towards buses, freight, pedestrians and cyclists. Geographically this will be targeted within the city and town centres. Greater use will be made of managing orbital routes (around the outside of town and city centres) to accommodate the transfer of through traffic out of the centres. This will result in less congestion, creating more attractive urban centres, improving the reliability and speed of buses, improving reliability of freight and deliveries and attractiveness of cycling and walking. As part of the first phase of the demand management strategy, technological solutions will be developed to encourage the use of less congested routes and more sustainable modes. These are likely to include greater deployment of 'Traffic Light Priority' for buses, 'real time' information across all modes of transport (see Proposal 25) to allow users to make better informed choices, and combined control / information management centres.

Proposals for a **second phase** will be developed in more detail and are likely include fiscal demand management principles. This will draw on work in the 'Transport for Leeds' Study and experienced elsewhere in the UK and abroad (e.g. workplace parking charges in Nottingham). The funds raised through these measures would be used to support enhancements to the transport system, including where appropriate targeted bus fare reductions.

In the **longer term** other forms of stronger demand management (e.g. Low Emission Zones or area pricing) remain an option subject to future levels of congestion, economic conditions and national policies. Again, any proposals will draw on experiences from the UK and abroad. The phased approach will be linked to the delivery of alternatives to the car and establishment of the 'tipping point' where the impact on the economy of not moving to the next phase outweighs any adverse impact of the strategy.

The diagram below illustrates the three phase model. The dark blue boxes indicate the 'pull' measures (e.g. in the first phase delivering a step change in the quality of buses and using technology to better manage the network and provide more real time information on alternatives to the car). The light grey boxes indicate the 'push' measures such as re-allocating road-space away from cars to buses and using parking charges to encourage car commuters to use alternatives. The principle is that each phase contains enough 'pull' measures to offset any negative impacts of the 'push' measures. The third

phase will only be implemented when the tipping point is reached and there are sufficient alternatives available to the car.



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

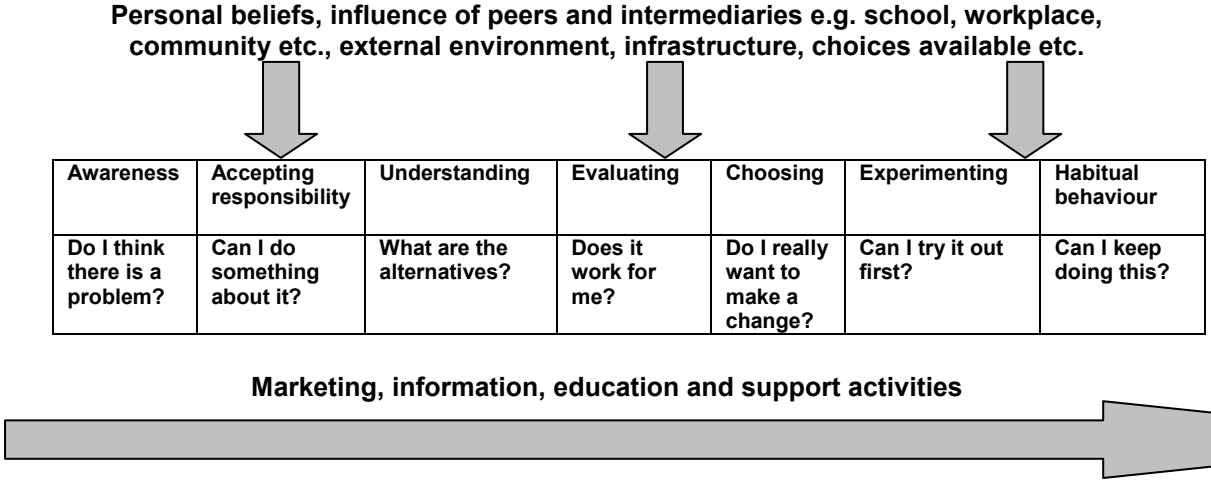
Proposal 8. Develop a **strategic model for travel behaviour change** to inform marketing, information, education and support activities

Following the work put into developing the West Yorkshire approach to the Sustainable Travel Cities bid in 2009, a new travel behaviour change model was developed that provides a greater understanding of what motivates people's travel choices and a more innovative approach to encouraging and influencing those choices. Currently, much good work is done across West Yorkshire's five districts to encourage people to make 'smarter' travel choices. This model will provide a framework for a more strategic, joined up approach. The Plan recognises that achieving a step change in the use of the bus and active travel modes may require the support such measures can provide.

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

In terms of travel choices, the model will help to decide where to support people with information, marketing, education and support activities in order to help them to move left to right towards more sustainable choices, from various different stages.

Their choices will be affected by personal beliefs and the beliefs of friends, colleagues and the culture of organisations they trust, hence the success of some school and workplace travel planning. They are also affected by the external environment in terms of, for example, how safe they feel and what infrastructure and services are available. It is important to focus activity where the appropriate alternatives are on offer to support the uptake of them.



Programmes will be developed that:

- Engage customers to understand what they want and what motivates their current travel behaviour
- Combine generic and targeted activities that demonstrate the range of alternatives on offer and the benefits of using more sustainable modes, as well as the alternatives and benefits most suited to the individual
- Use intermediaries (e.g. workplaces, schools, communities etc.) to influence travel planning
- Engage third party suppliers of travel choices marketing, information, education, support and services to ensure that customers receive accurate and useful information e.g. Google's ability to present raw travel data to customers in different ways
- Target transition times when people are more ready to consider alternatives e.g. transition from primary to secondary school, starting a new job or moving house
- Target different types of journeys. These can be broken down as commuter, education-related and 'other'. These 'other' journeys need a

‘zonal approach’ of intense activity in a geographical area to engage with local opinion formers and support groups

Proposal 9. Develop and provide **tailored, interactive, readily available information and support** that encourages and incentivises more sustainable travel choices on a regular basis

Currently, information about transport services is largely generic and does not offer the full range of alternatives and support available. This leaves people to make travel choices that are often based on perceptions of the best choice for them. For example, perceptions of safety and security of public transport, motorcycles, walking and cycling, do not reflect reality.

Metro’s Information Strategy will be updated to reflect an approach which is more tailored to the individual. Information needs to be readily available to customers before, during and after the journey via a range of media including mobile devices. It also needs to be more interactive by providing advice and support on the best ways to access what the individual customer needs, based on a range of criteria about time, physical ability, cost, equipment available etc.

In-journey information about delays, replacement services, diversions and onward services needs an entirely joined up approach so that a range of alternative travel options are suggested when problems occur. A specialist approach will be needed to support freight and goods distributors in achieving efficiencies e.g. provision of in journey information for changes to delivery times and locations.

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

The way people digest information is changing with online and social media. People look to fellow consumers for advice and recommendations and are more and more influenced by what others are doing, whether it is someone in their group of peers or someone on the other side of the world who shares their wants and needs. Dialogue with customers is vital for capturing this information and facilitating more widespread sharing of information and advice.

Metro's new Information Strategy also needs to take into account the information needs of visitors to West Yorkshire, particularly in line with major events (such as the World Cup 2018 if the bid is successful) and in conjunction with tourist attraction and leisure facility operators. Visitors should be pointed towards readily available information that allows them to make informed choices about sustainable alternatives before they arrive, during their stay and when they leave.

Proposal 10. Provide **tailored education and training** to support **habitual behaviour change** to more sustainable travel modes

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

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

This proposal will be particularly important in encouraging young people and their parents to make lifestyle choices that continue into adulthood. It will not just involve training people in using sustainable modes, such as cycle training, but also training drivers to give priority to and be respectful of those using modes like cycling, walking and motorcycles to improve cultures and perceptions of safety.

Proposal 11. Work with partners to **reduce length and frequency of trips** by supporting measures to provide access to services, employment and goods online and in local communities

A key challenge for the Travel Choices Strategy is to encourage people not to travel in some circumstances, but without limiting their mobility, freedom, independence and social interaction.

Most travel is a means to an end and can make unnecessary trips, unnecessarily long trips, or trips at peak times that take longer than necessary, to access the things they want and need because they are not available more locally or they cannot access them online.

Measures to help reduce unnecessary car trips include supporting employers in encouraging home working by improving broadband access and other technology and policies, supporting goods and freight distributors in efficient, low carbon deliveries for home shopping, and working with other partners to ensure that people can access key services and goods in their local area by sustainable travel modes. This includes health services, childcare, social and

cultural activities, food shopping and also transport services, information, education and support.

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

Encouraging more habitual walking, cycling and use of motorcycles will have a big role to play in making this Strategy work. This will include the need for facilities, including cycle parking.

Land use planning has a major role to play in this (see Proposal 27). Localising services and commerce will benefit communities in terms of accessible job creation.

Proposal 12. Work with health sector and other partners to **promote the benefits of active travel** and support greater participation in walking and cycling

Health is an important motivator for people to change their lifestyle. The health sector's agenda to encourage increased physical activity will inevitably include one-to-one advice and support on walking and cycling. This advice will be delivered by a range of partners including GPs, sports and leisure clubs and private health advisors.

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

It should be noted that walking and cycling, whilst both active travel modes, should be approached very differently as they present different issues and appeal to different types of people making different types of trips. As with the rest of the Strategic Approach to Travel Choices, activity to promote active travel should be tailored to the individual as far as possible.

4.4 Connectivity

What the evidence tells us

The Evidence Base in chapter three tells us that improving connectivity should be done in the context of the following:

- Accommodating the transport demands from population growth (Appendix A5), employment growth (Appendix A9) and the trend towards smaller household sizes (Appendix A6) will be a challenge. Congestion is already impacting on peoples' lives in West Yorkshire and is likely to jeopardise future employment growth and economic performance
- There has been a significant increase in the distance travelled to work in West Yorkshire (Appendix A12)
- Businesses would like (Appendix A11):
    - Improved international connections though Leeds-Bradford and Manchester airports, but surface access is poor at present. The M62 motorway is very heavily used for freight movement and access to the Mersey and Humber ports, and this has consequences for other traffic.
    - Better links to other UK cities, but rail journeys are slow on trans-Pennine routes, and between Leeds ,Sheffield and Manchester
    - Improved journey times to London and Heathrow
- There is an ongoing decline in the number of bus trips (Appendix A2), despite improvements in the quality of vehicles, infrastructure and information
- 91.7% of West Yorkshire's population live within 400 metres of a bus stop with at least an hourly service, a relatively high level of access to public transport for a county with a significant rural population
- There is poor quality rail rolling stock and overcrowding on most commuter routes into Leeds (Appendix A15)
- Most jobs and services are located in the town and city centres, but access is poor from some parts of West Yorkshire
- There is evidence that economic growth is suppressed by freight problems caused by lack of rail capacity and road congestion, resulting in low speeds and high unreliability
- Transport can have a negative impact on health and security: road casualties are too high, obesity is rising rapidly, noise pollution is too high, and air quality standards are not being met

Strategic Approach

The Strategic Approach to Connectivity proposed is to focus on delivering an integrated, reliable transport system, that enables people and goods to move around as efficiently and safely as possible (in terms of carbon, the economy and quality of life). By enhancing the operation of the existing network, we aim to maintain and improve spatial links to provide a high level of connectivity within districts. At the same time the needs and quality of life of the population who are not travelling should not be compromised.

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

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

Proposal 13. Define and develop **a core, high quality, financially sustainable network of transport services that will provide attractive alternatives to car travel**

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

The squeeze on public sector expenditure in the early years of the Plan, together with increased cost base of bus travel is likely to lead to fewer services and higher fares. Fares are already a major source of concern and the strategy recognises that it will be necessary to move to more 'hub and spoke' networks, particularly in the west of the county with its hillier topography. This approach will be designed to increase revenue per vehicle-km and vehicle-hour by increasing the proportion of seats filled rather than charging a reducing customer base more per journey.

The Proposal is therefore based upon a core, high quality, network of bus, NGT (proposed trolley bus scheme for Leeds), rail services, cycle and walking routes that will provide attractive alternatives to the car.

The core bus network would consist of express (limited stop), high frequency and park and ride services with associated branding and marketing strategies.

This also requires enhancing the attractiveness of rail, particularly for commuting to Leeds. The highest priority is securing additional capacity (carriages) to reduce crowding on peak services on all routes. The customer offer would be improved through the provision of standard pattern clockface timetables throughout the whole day for all rail lines. This means a regular timetable to enable people to plan their journey more easily without having to enquire about the train time every time they travel. There would also be improved frequency for stopping services particularly in Wakefield District where an hourly service is currently the norm. The catchment of the rail network would be expanded through the provision of extended park and ride provision, some new stations (where there is a strong business case) and actions to address current concerns about safety and security at small stations.

National action is required to reduce the cost base of local rail services, and hence the call on public funds. It is also recognised that extensive lobbying will be required during the process for re-franchising the Northern Franchise in

order to protect current service levels, providing the basis for further growth. The aspiration is for more local involvement in the specification and delivery of local rail services in line with the localism agenda. In the short term, it is essential that Metro's co- signatory status on the Northern Franchise is maintained.

The Strategic Approach to Travel Choices will promote and encourage the usage of this core public transport and cycling and walking network, building upon its legibility and branding. The core network will be reflected in the route and user hierarchy and associated actions (see Proposal 1) and in the approach to network management (see Proposal 4).

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

Proposal 14. Improve **interchange and integration** through a range of **transport hubs**

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

The approach to interchange and integration is to expand park and ride provision as well as developing a number of clearly identified 'transport hubs' with facilities to support interchange. The development of these 'hubs' will be informed by examples such as the programme in Plymouth as well as Bremen's development of a 'mobility point' network, combining public transport interchanges with cycle parking, taxi call points and access to car club vehicles, drop off points and at larger locations park and ride facilities. The underlying philosophy is that access to a transport hub provides easy access to the whole transport network.

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

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

The development of these 'transport hubs' and the coordination of services will be insufficient without the approach to integrated ticketing set out in Proposal 15 below.

Proposal 15. Develop and use **integrated ticketing and smartcard technology** to facilitate **seamless travel across modes**

West Yorkshire's current public transport ticketing system does not support integration of services as it is fragmented and complicated. Many rail passengers do not have the opportunity to purchase a ticket prior to travel, which can result in some passengers travelling without a valid ticket. Bus boarding times are slow, because there are insufficient opportunities and incentives for passengers to make an off-vehicle payment.

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

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

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

The longer term developments would see the use of smart-media extended to car clubs, taxis and car parking, meaning one card can be used to purchase a range of mobility options – thereby complementing and reinforcing the approach to Travel Choices set out earlier.

The Proposal recognises that the technology for integrated ticketing is insufficient without integrated products and retail networks. The experience and analysis of the de-regulated bus framework indicates that a radical change is required to develop the integrated approach required by this strategy. This change is set out below in Proposal 16.

Proposal 16. Introduce a new **framework for local bus services** as part of an **integrated transport system**

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

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

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

1 To achieve an integrated public transport system in line with international City Region best practice

2 To achieve higher bus use than would be the case without a Bus Quality Contract scheme

3 To achieve high customer satisfaction scores, demonstrating improvement over current satisfaction ratings.

4 To contribute towards District Councils' local policy objectives, including Local Area Agreement targets relating to congestion, accessibility air quality, reduced CO2 emissions and mode share

5 To achieve demonstrable and measurable value for money from WYITA and District Council support for local bus services

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

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

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

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

Proposal 17. Develop a new model for transport planning at a **community level to enhance local accessibility**

The requirement for a focus on a core public transport system that provides viable alternatives to private car use means that it will be necessary to develop a more radical approach to local accessibility needs through new models for transport planning at a community level.

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

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

Proposal 18. Minimise negative impacts of transport on the natural environment (including emissions, air quality, noise, biodiversity and heritage

Motorised transport using fossil fuels has associated adverse impacts on the natural environment. This Proposal seeks to avoid many of these impacts by greater use of public transport, walking and cycling and reducing the need to travel by travel planning. The Integrated Sustainability Appraisal of this Plan will highlight any significant environmental impacts likely to arise from the developing this overall Strategy and implement appropriate mitigation measures.

The Plan recognises the convenience and benefits that cars have brought but recognises the need to reduce car dependency. The Proposal therefore seeks to reduce emissions and impacts from vehicles through traffic management strategies, eco-driving programmes and support for low emission vehicle technologies and infrastructure that will reduce reliance on fossil fuels.

The Proposal acknowledges the significant adverse impacts of poor air quality on health and seeks to ensure reductions in carbon emissions lead to improvements in air quality (as interventions are not always complementary). Further consideration will be given to the mitigation and targeting of Air Quality Management Areas (AQMAs), the development of an overarching Low Emission Strategies and potential use of Low Emission Zones.

Traffic and other transport noise can cause disturbance, loss of sleep and stress for residents, located close to busy transport corridors. High traffic volumes, roads with national speed limits and particularly heavy vehicles, will impact on streets and neighbourhoods. Therefore routing strategies and priority locations for noise mitigation action will be informed by the hierarchy of routes and users.

Where new infrastructure is required, the Proposal seeks to ensure that it is suitably sited; ensuring loss of or damage to habitats and protected species is minimised and that historical assets and cultural heritage are preserved. Where possible, it aims to secure improvements (e.g. planting, landscaping and other mitigation measures) to these features which in turn will result in additional benefits. For example, planting trees and shrubs as part of a traffic or a bus corridor scheme to increase green space; contributing to an improved environment for cycling and walking, which in turn will reduce car use, improve health, reduce emissions and noise levels and provide habitats for wildlife. Tree planting will also improve general resilience to unavoidable levels of climate change, by reducing rainfall run-off rates, provide shade and lower temperatures in heat wave conditions, reduce wind speeds and turbulence.

Proposal 19. Minimise transport casualties and improve safety and security on the network

An integrated, reliable transport system must be provided with safety and security of users and non users at the heart of all strategies and consequent interventions.

A wide range of 'Safer Roads' initiatives are currently delivered in partnership with local communities and partner agencies in West Yorkshire, through District Road Safety Plans. This work will continue and be expanded through strong engagement with communities to ensure that the number of people killed and seriously injured on the transport network continues to reduce. This proposal supports the West Yorkshire Safer Roads Strategy, which is based on a safety management plan that includes local communities, local agencies and statutory bodies, and promotes the direct involvement of communities to progress safer roads matters. It has four themes:

- Responsibility
- Behaviour
- Skills
- Environment

The safety management plan recognises that these four elements must be progressed together. Responsibility for safer roads is statutory, corporate, professional, community and personal. There is individual and personal responsibility within families, social groups, community groups and neighbourhoods.

Whilst improving the road environment is important, changing behaviour is the key to sustaining and further reducing road crashes and injury.

There will be continued work on education, training and publicity about safer use of transport systems, combined with essential life-skills training connecting with other local priorities within communities, for example, health and education. This has wider benefits beyond safety, for example pedestrian

and cycle training encourages increased walking and cycling levels, which in turn improves health and social well being and reduces carbon emissions.

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

The safety of the network and the perception of safety and security by users, affects the choice of travel modes and the frequency and times journeys are made. This Proposal seeks to ensure that safety and security are embedded throughout the Plan and that they are connected to other proposals. Examples include providing lighting in built up areas on footways and ensuring winter maintenance is provided on priority footways. As the hubs identified in Proposal 14 are developed, facilities will be provided that improve comfort and reassurance of safe and secure facilities.

Proposal 20. Make it **easier** for people with **disabilities and from a range of backgrounds and lifestyles** to access transport services

Earlier Proposals identify how a core transport network will integrate all modes and provide for local accessibility, making it easier for people to find, use and access transport services. This proposal seeks to ensure that people with disabilities and differing levels of physical ability and lifestyles are accommodated on the transport network.

It is recognised that people have differing needs and that it is not sustainable to meet everyone's needs all of the time. However, as far as is reasonably practicable the Plan's Strategy seeks to ensure the core network and supporting services provided are inclusive, acceptable and affordable to all.

Underpinning this proposal is the desire to make transport infrastructure and networks as physically accessible as possible, giving people the ability and confidence to travel. For example providing a consistent standard at pavement edges and crossings, improving the streetscape by minimising barriers to unrestricted pedestrian movement, ensuring all buses are low floor and train stations to have step free access, and making those affordable improvements identified in Public Rights of Way Improvement Plans. At the same time, the Strategy recognises that the times and locations that current public transport services operate, can prevent a number of journeys being made unless a car is available. Dialogue with local communities to determine their accessibility needs will be important.

Proposal 21. Work with **partners** to encourage and support the **efficient and sustainable movement of goods and services**

Freight plays a vital role in the economic prosperity of West Yorkshire, providing the goods and services that people and business need, at the time they require it. Goods and services include everything from bulky items such coal, to items bought in shops or online for home delivery to trade vehicles serving homes and businesses.

The practical requirements of transporting goods from creation to its end use means that roads will always be used at some point in the supply chain. Consequently, freight movements contribute to congestion, generate carbon emissions and contribute to noise and air quality issues.

Using the hierarchy of routes and users, this Proposal will support the seamless flow of goods through the supply chain by:

- increasing the efficiency of unavoidable road journeys
- supporting and encouraging the provision of sustainable alternatives to road

It is recognised that there are many varied commercial organisations involved in and affected by the operation of freight, yet there is a knowledge gap about collective operations. The Proposal will develop a new partnership between the freight industry, the Integrated Transport Authority and the districts. This partnership will develop a safer, more efficient and sustainable approach to freight distribution by:

- gathering information to understand freight movements and issues
- supporting investment in research and best practice
- promoting initiatives and infrastructure improvements

Facilities to support the inter-modal transfer of goods are crucial to the sustainable movement of freight. This Proposal seeks to:

- accommodate and promote growth at West Yorkshire's two multimodal (rail and road) freight terminals
- explore, protect and provide opportunities for inter-modal transfer (for road, rail and water) and consolidation, in West Yorkshire and neighbouring areas
- consider the needs of freight during planning applications

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

New technologies and systems will be used to provide real time information about freight routes and facilities to assist more efficient freight movement. This is outlined further in Proposal 25.

Proposal 22. Use the principles of the hierarchy of routes and users to inform **network management** and the **reallocation of space** on the transport

network to give **priority to low carbon modes including cycling and walking**

The Evidence Base and overall Strategy emphasises the need to support greater uptake walking and cycling and progress the growth achieved through initiatives, forming previous Local Transport Plans, as well as support from organisations such as Sustrans.

Proposal 7 outlines the priority to reallocate road space for pedestrians and cyclists in town and city centres and their immediate urban fringes as part of demand management. In addition to this, the hierarchy (Proposal 1) will identify locations for priority investment and management, ensuring priority access is given to pedestrians and cyclists, creating safe, attractive and enjoyable streets, where people want to walk and cycle.

The Strategic Approach to Enhancements seeks to create a more visible and high profile network of segregated and quiet routes for walking and cycling, which can be enhanced further through the provision of green infrastructure.

This network will enhance current routes and create new links to connect with transport hubs; ensuring main urban centres and leisure destinations are served.

Informed by the hierarchy of routes (Proposal 1), existing routes and facilities will be upgraded and maintained to provide consistent quality and accessibility. This will include standardised surfacing and edging, as well as minimising the need for street infrastructure, lighting and signage. Such standards and the need to connect to the network will also be accommodated by new development, as explained in Proposal 27.

4.5 Enhancements to the Transport System

What the evidence tells us

The Evidence Base in chapter three highlights that making enhancements to the transport system should be done in the context of the following:

- Key parts of the road and rail network are congested and overcrowded during peak travel times (see Appendix A12)
- The busiest journey to work flows are generally those within each district, but there are substantial flows between Bradford and Leeds and also between Leeds with Kirklees and Wakefield (see Appendix 12)
- There will be significant future transport demands arising from forecast employment and population growth (see Appendix A5, A6 and A9)
- There are continued high levels of car use, with falling bus patronage (see Appendix A2 and A7)

- Economic competitiveness remains weak and is limited by congestion, poor access to employment areas and gateways to key markets (see Appendix A8 and A11
- There has been limited integration of land use and transport planning which leads to difficulties with accessibility or unsustainable trips (see Appendix A12)

Strategic Approach

The Strategic Approach is to make targeted technological and structural enhancements to the transport system for greater capacity and performance.

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

The aspirations for strategic transport enhancements are set out in the LeedsCity Region Transport Strategy and through the ongoing development of 'major' schemes (such as the NGT Trolleybus scheme) and a West Yorkshire Strategic Programme of Schemes.

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

In order to make quicker progress on delivering the proposed enhancements, a new approach to funding some of the proposals will be developed. This will need to be linked to a new approach to land use planning.

'Major' schemes developed within the previous West Yorkshire LTP for 2006-11 remain a priority in this Plan and include:

- New Generation Transport (NGT) trolleybus scheme, Leeds
- Leeds Rail Station Southern Entrance
- Leeds Rail Growth Package (including new rail stations at Apperley Bridge and Kirstall Forge)
- Castleford Interchange
- East Leeds Parkway Station

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

- ‘Connecting Airedale’, Bradford
- Bradford City Centre Integrated Transport Scheme
- Low Moor Rail Station, Bradford
- Kirklees Strategic Economic Zone
- North Wakefield Gateway
- Calderdale Burr Walls
- Leeds Inner Ring Road
- West Yorkshire Traffic Light Priorities

Proposal 23. Improve strategic connectivity by implementing the City Region transport priorities

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

The Leeds City Region Transport Strategy identified the importance of links to London and beyond. As such, the development of a direct **High Speed Rail** Line to Leeds is critical in the long term if economic competitiveness with the North West is to be maintained and enhanced. In addition, it is vital that improvements are made to the classic East Coast Main Line and other strategic rail routes in advance of High Speed Rail as capacity constraints will be reached before it is delivered.

The priority interventions for this Plan will be the previous West Yorkshire LTP Major Schemes, the West Yorkshire Strategic Programme of Schemes. It will also include other schemes forming part of the Leeds City Region Transport Strategy which are likely to include:

- The development of a tram-train network including a fixed track link to Leeds Bradford International Airport
- Progressive electrification of the heavy rail network
- Development of strategic Park and Ride (e.g. linked to main rail lines or the motorway network)
- Reduced journey times on the two North Transpennine (Manchester-Leeds via Huddersfield) and Leeds-Sheffield rail routes
- Improvements to conventional rail routes including the CalderVale Line

- Further NGT Trolleybus and rapid transit routes (including Leeds-Bradford)
- Improvements to the M1 and M62 routes
- A network of express buses linking key centres

In addition, the City Region Strategy identified a series of more generic interventions that will be required to support the schemes listed above. These are included in other parts of the plan and include integrated ticketing, improved interchanges, traffic management, new rail stations and improved accessibility.

Network Rail's proposed 'Northern Hub' scheme is strongly supported as it improves connectivity between the Leeds City Region and Manchester and will also facilitate the upgrading of the Caldervale Line.

Proposal 24. Develop **additional capacity** to address congestion and overcrowding at key locations in a **financially and environmentally sustainable way**

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

There will also be investment in a small number of new stations (particularly where these have limited impacts on existing train journey times), improving and extending park and ride facilities and enhancing passenger and cycle storage facilities.

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

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

Priority enhancements within the Leeds urban area have been identified in the 'Transport for Leeds' study. This study prioritised potential interventions reflecting the aspirations for improving the city centre whilst supporting economic growth and carbon reduction. Priorities are:

- Managing the volume of traffic in the city centre through traffic engineering solutions to limit the adverse impacts of car trips to and through the city centre and making best use of alternative orbital capacity around the city centre (this is integral to the delivery of the City Centre Vision)
- A significant increase in radial public transport use particularly into the city centre to accommodate growth and cater for travel transferred from cars
- A targeted increase in orbital highway capacity, in order to provide alternative routes, unblock congested sections of highway and open up development sites
- Use of the city centre as a public transport interchange hub, for onward travel to the 'rim' and Aire Valley
- Improved cycle and walk networks, including radial routes and orbital routes particularly in the 'rim' and city centre
- An increase in bus and rail park and ride opportunities from outside the outer ring road
- More non-car based travel for local trips and
- More efficient use of the whole transport network

Specific proposals arising from the Transport for Leeds work will be identified in the Implementation Plans. The Plans will also address similar issues in the other main urban areas across West Yorkshire.

Proposal 25. Invest in **technology and infrastructure** to facilitate sustainable travel choices, to improve the **efficiency and quality** of the transport network for users, and to provide new connections to key locations and activities

The use of car for local trips will be discouraged wherever possible. The hierarchy of routes and users (see Proposal 1) will guide enhancements of cycle and walking networks to extend sustainable transport choices and to support new development. Enhancements to expand cycling and walking networks will make use of sections of the foothpath and bridleway network, improving physical accessibility and filling in gaps where these hinder sustainable travel choices.

More efficient use of the highway network will be made wherever possible. The first phase of 'Traffic Light Priority' (TLP) enhancements across West Yorkshire to deliver more reliable bus journeys will be completed in the first Implementation Plan period. Further phases of TLP and other signalling control systems, including a joint Urban Traffic Control Systems will be developed.

The Plan recognises the need to promote more sustainable use of the private car and will encourage the development of car club and car share facilities. Car clubs have been successfully established in Leeds and Kirklees and this Plan will support their roll out to other areas where the potential to contribute to the Plan's Objectives is the greatest. Support is likely to be in the form of on-street parking bays.

Greater use of technology and communications media will be made to deliver customers the best live information available to enable them to make the most informed choices about their journey. This includes using real time information to make mode and route choices easily and efficiently, to the benefit of people and to ease demands on transport networks.

This Plan will deliver information provision enhancements including:

- Integrated public transport ticketing systems (see Proposal 15)
- Pre-journey and in-journey information for car and public transport trips, including mobile technologies
- Audible announcements of the public transport real time display functionality
- Roll out of 'next bus stop' on-vehicle announcements
- Intelligent Transport Systems (ITS) to manage traffic and freight movements

Proposal 26. Support the development of infrastructure for **new low carbon technologies**

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

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

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

Proposal 27. Work with Planning Authorities to ensure **that development is concentrated and in sustainable, accessible and safe locations** and delivered with a layout that enables sustainable travel choices

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

- A focus on growth in city / towns centres and corridors currently well served by public transport and accessible
- Confirmed spatial priorities for planned housing and employment growth
- Shared Local Development Framework data to better integrate cross boundary issues and inform transport investment priorities
- Common application of land use models (such as the Urban Dynamic Model) to understand the implications of strategic land use decisions on jobs and carbon
- Common application of the West Yorkshire Public Transport Accessibility Tool to identify strong mitigation to make development sites accessible
- Formal procedures for pre-application discussions of major development proposals
- Common design guidelines for site and building design which considers the layout of development and provision of infrastructure to encourage walking, cycling and public transport use in new development
- Common guidance for smarter choices promotion of sustainable travel and effective, enforceable travel plans
- Common specification for developer Transport Assessments and
- Continued use of the Integrated Sustainability Appraisal

Collaboration over the common use of design and other guidance should also extend to the improvement of existing streets (see also Proposals 20 and 22).

Proposal 28. Work with partners to identify **alternative funding and delivery mechanisms** for delivering enhancements

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

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

A challenge will be to secure additional, alternative funding sources. The Leeds City Region Connectivity Study (2010) established the concept of a 'Transport Fund' to deliver a rolling capital programme of strategic transport

enhancements. Potential funding sources identified include a ring-fenced WYITA Levy, Supplementary Business Rates, Developer contributions, Regional Growth Fund, Local Sustainable Transport Fund, European Union Funding, and Accelerated Development Zone (ADZ), Tax Increment Financing revenues and parking/enforcement income.

4.6 Strategy Appraisal

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

Engagement and consultation

Engagement and consultation with members of the public and partners and stakeholders of the West Yorkshire Local Transport Plan for 2011-26 has been and will be vital in appraising the development and ongoing delivery of the Plan. This reflects the overarching 'MyJourney' concept that emphasises partnership working and understanding the needs of people in transport planning.

A range of techniques and mechanisms have been and will be used to engage and consult with all of the Plan's audience, including meetings, workshops, focus groups, round table discussions, surveys, questionnaires and the opportunity to provide comments and input into the document as it develops.

	Nov 2009-Mar 2010	Apr - May 2010	Jun - Oct 2010	Oct - Dec 2010	Jan - Feb 2011	Mar 2011
Consultation on Draft Vision and Outline Strategy		6 weeks				
Consultation on Draft Strategy for 2011-26				8 weeks		
Consultation on Draft Implementation Plan for 2011-14					6 weeks	
Ongoing awareness raising and engagement with partners and stakeholders						

Modelling

The Urban Dynamic Model used to forecast the impact of the Leeds City Region Transport Strategy on carbon reduction and jobs growth in the region has been used to identify the impact of the four Strategic Approaches outlined in sections 4.2 – 4.5 against the Objectives for carbon reduction and economic growth. The findings of this work, particularly the investigation of

the contributions made by individual proposals, will be used to shape and test options for implementing the plan during 2011-14.

Integrated Sustainability Appraisal

The Integrated Sustainability Appraisal (ISA) looks at the environmental, health, social and economic impacts arising from the Plan and seeks to remove or at least mitigate any adverse effects. It is intended that the ISA process runs alongside the development of the Plan to influence its development, including the evidence base and options appraisal.

The ISA involves extensive on going consultation with stakeholders throughout the development of the Plan to ensure it meets its obligations, responsibilities and aspirations to meet its objectives.

At this stage in the development of the Plan, the initial assessment has been based on a number of assumptions and based at a strategic level. The appraisal will be developed further at the next stage in the process when Implementation Plans and priorities for investment are made. The outcomes of the fuller appraisal will be available and detailed within the main ISA Report.

Work will continue on the ISA alongside the development of the Plan and there will be some targeted consultation with stakeholder groups, particularly regarding target equalities groups. This will include an assessment of high level options and detailed assessment of the preferred option. Initial outcomes from the current analysis, and from the next stage in the process, will be subject to further consultation in January 2011.

Following this, the full ISA Statement will be prepared alongside the publication of the Final Plan and will demonstrate how the ISA and consultation responses have influenced it.

5. Implementation

What and where do we need to do things to get there?

Once the Strategy outlined in chapter four has been finalised following this consultation and Government funding for transport over the next three years has been announced (expected December 2010), a Plan for implementing the Strategy in the first three years (2011-14) will be devised in collaboration with partners, stakeholders and members of the public. This chapter identifies Implementation Priorities coming out of the Strategy and outlines how this will inform the development of the first Implementation Plan.

5.1 Implementation Priorities

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

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

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

3. Investment in **low carbon** methods of travel. This means making a strong case to government and others for substantial investment in carbon efficient methods of travel (including more capacity on trains, more park and ride, electrification of rail lines, new express bus services and new schemes such as tram-train and modern trolleybuses. The Plan will also direct investment to walking and cycling

routes as well as supporting measures to help people to choose lower carbon cars.

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

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

6. A new approach to **network management** to help make journeys for people and goods to run more smoothly. This means ensuring the roads are well maintained and better managing roadworks and other disruptions to journeys. We also plan a greater use of technology to monitor and respond to incidents across the whole of West Yorkshire in real time. Systems such as ‘traffic light priority’ will also be used to speed up the flow of buses.

The following proposals from the Strategy will also be developed to guide and form the framework for the Implementation Plans:

a) A **hierarchy of routes and users** to help prioritise investment. This will prioritise routes and users based on the desired usage that can best contribute to the three Objectives of this Plan.

b) A **new approach to funding and budgeting.** It is proposed to allocate more funding centrally according to strategic priorities. A new approach to delivering local measures will be developed. New sources of funding will be identified through a West Yorkshire Transport Fund to help deliver the ambitions of this Plan. Carbon budgeting will also be developed to ensure decisions reflect the whole-life carbon cost of proposals.

5.2 Implementation Plan Cycle and Development

The ‘MyJourney West Yorkshire’ Strategy for 2011-26 will be supported by a series of shorter term Implementation Plans, which will cover three year blocks and be guided by amounts of funding available and local priorities for that period. These will determine what will be done in which locations (based on spatial priorities identified by the Leeds City Region Transport Strategy,

‘Transport for Leeds’ Study and further evidence gathered for this Plan) to deliver the Strategy within the specific period.

It is currently anticipated that funding and resources for the early rounds of Implementation Plans will be very limited in comparison to current WYLTP allocations. Achieving the maximum value for money benefits from such limited funding will require detailed prioritisation of funding. It is proposed that during autumn 2010 WYLTP partners will agree a technique for prioritising the implementation and spending on local transport interventions, and a method of allocating funds to interventions that directly contribute to the delivery of the three Objectives and at a strategic and a local level.

Implementation Plans will take the form of detailed lists of prioritised proposals for interventions, initiatives and projects, in specific locations and West Yorkshire-wide, which will work towards delivering the Vision, Objectives and Strategy. These Plans will be assigned specific targets for what needs to be achieved and all proposals will be assessed against the Plan’s overall Vision, Objectives and Strategies. For example, whether the proposal is an initiative to incentivise walking and cycling or a road building scheme, it will have to demonstrate that it can significantly reduce carbon, support economic activity, enhance people’s quality of life and offer maximum value for money, whilst meeting legislation and protecting the natural environment.

5.3 Implementation Plan for 2011-14

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

6. Project and Performance Management

How will we know we are doing the right things to get there?

Once the Strategy set out in chapter four has been finalised and a plan for implementing it over the first three years of the Plan (2011-14) has been developed based on funding and resources available, it will be necessary to monitor whether or not the Plan is achieving what it set out to do. This chapter outlines the processes that will be put in place to manage, review, monitor and govern the Plan on an ongoing basis.

6.1 Management and Review

The West Yorkshire Local Transport Plan (WYLTP) for 2011-26 will be managed and delivered by Metro and the five District Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, using well established 'PRINCE2' project management systems. These systems will also be used by others involved in developing or delivering the Plan for a consistent approach.

This method of project management builds in regular reviews of progress against Objectives and targets set and mechanisms for ensuring that the Strategic Approach is being adopted.

6.2 Draft Targets and Monitoring

In order to be able to meaningfully measure the success of the Plan, 'SMART' (specific, measurable, achievable, realistic and time-bound) targets will need to be developed for various elements of it. For these targets to be appropriate, they will need to be set once funding and resource availability for the various stages of the Plan have been established. The targets chosen will determine what data needs to be monitored at the beginning of and throughout the delivery of the Plan at its various stages. It is likely that most of the data required to monitor the success of the Plan is already being collected.

6.3 Governance

The WYITA is responsible for the development and delivery of West Yorkshire's Local Transport Plan for 2011-26. Whilst the WYITA comprises of 22 Elected Members (Councillors) nominated by the five District Councils of West Yorkshire, an ITA Executive Board of eight Members is responsible for taking key decisions on behalf of the Authority.

A formal sub-committee on behalf of the WYITA takes specific responsibility for overseeing the LTP. This Committee comprises of 11 Councillors from the WYITA and the five District Councils. The Committee's role is primarily to give

advice, provide strategic direction and make recommendations to the WYITA and Association of West Yorkshire Authorities (AWYA).

Once the Committee has approved the Plan's final 15 year Strategy, it will make recommendations on the content of the supporting three year Implementation Plans and ensure that the delivery of the Plan undergoes rigorous project and performance management regimes.

The WYITA will also be consulting each of the five District Councils.

Appendix A. Evidence Reference Materials

[In separate document]

Appendix B. Glossary

The following is a list of technical terminology used throughout this document, accompanied by definitions.

Air Quality Management Areas	A place declared by a District Council where national air quality objectives are not likely to be achieved
Aire Valley	The area defining south east Leeds which is a priority for regeneration; developing housing, jobs and facilities.
Bus Quality Contract	A franchise agreement between an Authority and bus operator, where the Authority specifies the routes, frequencies and fares.
carbon budget	A cap on the total quantity of greenhouse gas emissions emitted over a specified time. Where emissions rise in one sector, corresponding falls must be achieved in another.
Clockface timetable	A regular timetable to enable people to plan their journey more easily without having to enquire about the train time every time they travel.
Demand management	Influencing the use of the transport network.
Eco-settlement	New areas of sustainable and affordable housing that meet zero carbon standards across the development, are resource efficient and provide for a good range of local facilities that can be accessed easily without the use of a car.
Growth zones	Locations for new development, housing and employment
Hub	A place of transport interchange providing easy access to the whole transport network with cycle parking, taxi call points and access to car club vehicles, drop off points and at larger locations park and ride facilities.
Hub and spoke network	The way by which the public transport system operates. All services are the spokes which are timed to arrive and depart from a hub to allow interchange and access to onward destinations.
Integrated Sustainability Appraisal	The Plan is subject to a number of legal requirements to undertake complementary assessments of how it may affect people, places and conditions in West Yorkshire. These are being undertaken simultaneously to ensure environmental, equalities, health and habitats objectives are met; progressing sustainability overall

ITSO Smartcard	ITSO is a technical specification created to provide interoperability for smart ticketing in public transport, allowing functions such as pre-journey payment and demand forecasting
Kirklees Strategic Economic Zone	An area of economic activity, development and regeneration on the A62 Huddersfield
Local Development Framework	A plan created by local authorities outlining the locations and specifications for development in an area.
Local Enterprise Partnership	Cooperation between a number of stakeholders including local authorities business and education sectors with the joint aim of promoting economic growth in an area, focusing on housing, planning and transport.
Local Strategic Partnership	Collaboration between organisations from public, private, community and voluntary sector in a District Council area
Low Emission Strategies	Adopting and implementing low emission policies and measures eg fuels and technologies
Low Emission zones	Areas or roads where the most polluting vehicles are restricted from entering, via a ban or charge
Motorcycle	A two wheeled motor vehicle, which includes motorbikes and scooters
Multi Area Agreement	Cross boundary District Council partnership working at the regional (eg LCR) and sub-regional levels (West Yorkshire)
Network management	Operation and procedures which keep the road system running smoothly
Network Management Plan	A plan which sets out how a District Council meets the conditions set out in the legislated Network Management Duty.
Non Principal Classified Roads	District Council's 'B' and 'C' roads
Passenger Consultative Committees	A group of elected members, representatives of the travelling public, and the people responsible for securing and providing transport services. There is a Committee for every District.
Principal Road Network	Major roads that are managed by local authorities rather than the Highways Agency
Punctuality Improvement Plans	Actions to tackle the causes of punctuality and reliability problems of bus services
Regional Growth Fund	An opportunity to to bid for money for plans which increase investment, jobs and growth in an area.
Rights of Way Improvement Plan	A plan setting out how to manage and develop tracks and paths that can be accessed by the public at any time. All Rights of Way can be walked on, but some have extra rights to ride a horse, cycle or drive a vehicle.
SMS ticketing	Using the mobile phone texting service to buy and

	display a ticket to travel
Sustainable Communities Strategies	A set of goals and actions which local authorities, representing the residential, business, statutory and voluntary interests of an area, wish to promote. An umbrella for all other strategies devised for the area.
Accelerated Development Zone (ADZ) and Tax Increment Financing (TIF)	A public financing method which is used as a subsidy for redevelopment and community improvement projects. It allows local authorities to borrow funds to deliver enabling infrastructure against the projected income from business rates which would be generated by the future occupiers of the end development
Tram train	A light rail public transport system where trams are designed to run both on the tracks of an urban tramway network and on existing railways for greater flexibility and convenience
Transport Assessments	A process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car
Transport Asset Management Plan	A plan of how the network of highway and public transport assets are managed and maintained
'Travel to Work' Initiative	A project encouraging workplaces to develop travel plans to reduce car use and carbon dioxide emissions
Urban Congestion Target Plan	The plan sets out the action being followed across West Yorkshire to tackle congestion on 13 specifically chosen routes. These are monitored as part of the West Yorkshire element of the DfT's Public Service Agreement target
Urban Traffic Control Systems	A specialist form of traffic management which integrate and co-ordinate traffic signal control over a wide area in order to control traffic flows on the road network
Vehicle Actuated Signs	Signs which show a display when an approaching vehicle is detected
West Yorkshire Transport Climate Proofing Plan	A plan which is being developed to analyse historic weather effects and predicted changes in the weather to determine future risks and impacts to the transport system