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## SCRUTINY BOARD (INFRASTRUCTURE AND INVESTMENT)

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Wednesday, 11th April, 2018 at 11.00 am

*(A pre-meeting will take place for ALL Members of the Board at 10.45 a.m.)*

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### MEMBERSHIP

#### Councillors

- N Buckley - Alwoodley;
- C Campbell - Otley and Yeadon;
- N Dawson - Morley South;
- P Gruen - Cross Gates and Whinmoor;
- A Ogilvie - Beeston and Holbeck;
- D Ragan - Burmantofts and Richmond Hill;
- E Taylor - Chapel Allerton;
- C Towler - Hyde Park and Woodhouse;
- P Truswell (Chair) - Middleton Park;
- P Wadsworth - Guiseley and Rawdon;

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

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**Principal Scrutiny Adviser:**  
**Sandra Pentelow**  
**Tel: (0113) 37 88655**

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# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <ol style="list-style-type: none"> <li>1. To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</li> <li>2. To consider whether or not to accept the officers recommendation in respect of the above information.</li> <li>3. If so, to formally pass the following resolution:-</li> </ol> <p><b>RESOLVED</b> – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p><b>No exempt items have been identified.</b></p>	

3

**LATE ITEMS**

To identify items which have been admitted to the agenda by the Chair for consideration.

(The special circumstances shall be specified in the minutes.)

4

**DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS**

To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.

5

**APOLOGIES FOR ABSENCE**

To receive any apologies for absence and notification of substitutes.

6

**MINUTES - 21 MARCH 2018**

1 - 6

To approve as a correct record the minutes of the meeting held on 21 March 2018.

7

**INQUIRY INTO ADVANCING BUS SERVICE PROVISION - TRACKING OF SCRUTINY RECOMMENDATIONS/DESIRED OUTCOMES**

7 - 36

To consider the report of the Head of Governance and Scrutiny Support, Director of City Development and West Yorkshire Combined Authority which provides an overview of the progress made in response to the recommendations of the Scrutiny Board detailed in its inquiry report 'Advancing Bus Service Provision', published 17 May 2017.

8

**DATE AND TIME OF NEXT MEETING**

To be determined.

## **THIRD PARTY RECORDING**

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

Use of Recordings by Third Parties – code of practice

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

## SCRUTINY BOARD (INFRASTRUCTURE AND INVESTMENT)

WEDNESDAY, 21ST MARCH, 2018

**PRESENT:** Councillor P Truswell in the Chair

Councillors N Buckley, R Grahame,  
P Gruen, D Ragan, E Taylor, C Towler and  
P Wadsworth

### 62 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared at the meeting.

### 63 Apologies for Absence

Apologies for absence were submitted by Councillor N Dawson, Councillor C Campbell and Cllr A Ogilvie.

Notification was received that Councillor R Grahame was to substitute for Cllr N Dawson.

### 64 Minutes - 24 January 2018

**RESOLVED** – That the minutes of the meeting held on the 24 January 2018 be approved as a correct record.

### 65 Scrutiny Inquiry into Sustainable Development - Draft Scrutiny Inquiry Report

The Head of Governance and Scrutiny Support submitted a report and appended draft inquiry report which was presented to the Scrutiny Board for consideration and agreement.

The following representatives were in attendance:

- Tim Hill, Chief Planning Officer
- David Feeney, Head of Strategic Planning
- Sandra Pentelow, Principal Scrutiny Advisor
- Cllr Richard Lewis, Executive Board Member

**RESOLVED** - The Scrutiny Board (Infrastructure and Investment):

a) agreed the Scrutiny Inquiry report following its inquiry into Sustainable Development.

b) advised that a directors response to the recommendations made be requested for consideration at the July 2018 meeting.

### 66 Scrutiny Inquiry into Housing Mix - Recommendation Tracking

Draft minutes to be approved at the meeting  
to be held on Wednesday, 11th April, 2018

The Head of Governance and Scrutiny Support and the Director of City Development submitted a report which set out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Housing Mix.

The following representatives were in attendance:

- Tim Hill, Chief Planning Officer
- Martin Elliot, Group Manager, Policy and Plans
- Councillor Richard Lewis, Executive Board Member

The following information was appended to the report:

- NPPF Consultation Proposals Briefing, March 2018.

The key areas for discussion were:

- Progress made in responding to recommendations arising from the Scrutiny Inquiry into Housing Mix.
- The acknowledgement that planning has evolved and changed since the inquiry was undertaken, and there is therefore a need for a separate debate regarding the current situation.
- The review of NPPF. The Board were advised that there may be changes to the definition of affordable housing and this may have an impact of viability. More advice will be provided once known.
- The extent to which neighbourhood plans and forums are able to impact on housing mix, the overall levels of housing need across the city and the quality of development in neighbourhood areas. The Board were advised that the Government is still supportive of the development of neighbourhood plans. The Board felt however that the success of these plans will still need to be tested to ensure that they have value in planning terms.
- Detail was sought regarding the proportion of 1-2 bedroom properties being built within outer-areas of Leeds in comparison to those within city-centre localities.
- Clarity was sought in relation to undeveloped planning approvals which has a direct impact on 5 year land supply.
- Bedroom numbers and the need for quality 2 bedroom starter homes and good quality homes for older people. The Board were advised that conversations are being had with Developers at pre-application stage regarding schemes and housing types, including houses that meet the needs of an aging or disabled population, including bungalows.
- The disconnect between the housing desired by the Council and planning policy and what that can deliver.
- The request for City Centre development to be reported separately to the rest of the City.(recommendation 8)
- With regard to NPPF consultation, the Board understand that there is more than 20k planning permissions granted where development not started and 13k permissions going through the system. Which would if

developed meet the 5 year land supply. It is felt that there needs a system where build out is required to be time limited, or where further planning permission is not granted until previous permissions are developed. The Board felt strongly that the current planning policy is skewed in favour of developers and this needs to change to bring greater balance and sustainability into planning system.

The status of recommendations were agreed as follows:

- Recommendation 1- Achieved
- Recommendation 2- Achieved
- Recommendation 3- Not fully implemented (Progress made acceptable. Continue monitoring).
- Recommendation 4- Not fully implemented (Progress made acceptable. Continue monitoring).
- Recommendation 5- Not fully implemented (Progress made acceptable. Continue monitoring).
- Recommendation 8 – Not fully implemented (Progress made acceptable. Continue monitoring).
- Recommendation 9- Not fully implemented (Progress made acceptable. Continue monitoring).
- Recommendation 10- Not fully implemented (Progress made acceptable. Continue monitoring).

**RESOLVED-** The Scrutiny Board (Infrastructure and Investment):

- a) Noted the information contained within the report of the Head of Governance and Scrutiny Support and Director of City Development.
- b) Considered the written and verbal information provided by those in attendance.
- c) Approved the above recommendation statuses as above.
- d) With reference to recommendation 2 (now achieved), the Board felt that the proposed changes to the NPPF and the standardization of methodology with regard to viability is still ongoing and significant, and therefore requested that a general update position be reported to the Scrutiny Board when progress is next reviewed.
- e) That the views of the Scrutiny Board in response to the NPPF consultation be taken into consideration by the Director of City Development in the overall response to Government by Leeds City Council.

## **67 Flood Risk Management Strategy**

The Board considered the report of the Director of City Development which facilitates scrutiny of flood risk management functions as required by sections 4 & 6 of the Flood and Water Management Act 2010.

The following information was appended to the report:

- Appendix 1 – Progress 2017
- Appendix 2- List of Measures Appendix C
- Appendix 3- FRM Incidents Report, January 2018

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

- Jonathan Moxon, Flood Risk Manager
- Cllr Richard Lewis, Executive Member for Regeneration, Transport and Planning

The key areas for discussion were:

- Progress made in 2017 in relation to the Local Flood Risk Management Strategy.
- The Board were advised that the Local Flood Risk Management Strategy would be reviewed and redrafted later in 2018.
- Killingbeck Meadows, Wykebeck and Halton Moor and the development of reservoirs for run-off water.
- The long term floor risk programme with the Environment Agency and DEFRA, for which money is allocated. Business cases are still in development to secure that funding.
- The case for local control and management of flood risk.

**RESOLVED-** The Scrutiny Board (Infrastructure and Investment):

- a) noted the information contained within the report of the Director of City Development.
- b) considered the written and verbal information provided by those in attendance.
- c) requested that the draft revised Flood Risk Management Strategy be brought to a future meeting for consideration.

## **68 Work Schedule**

The Head of Governance and Scrutiny Support submitted a report regarding the Board's work schedule for the 2017/18 municipal year.

**RESOLVED** – That subject to any on-going discussions and scheduling decision, the Board's outline work schedule be approved.

## **69 Date and Time of Next Meeting**

Wednesday, 11 April 2018 at 11:00am  
(pre-meeting for all Board Members at 10:45am)



The meeting concluded at 11:35am

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**Report of the Head of Governance and Scrutiny Support, Director of City Development and West Yorkshire Combined Authority**

**Report to Scrutiny Board (Infrastructure and Investment)**

**Date: 11 April 2018**

**Subject: Advancing Bus Service Provision – Tracking of scrutiny recommendations/desired outcomes**

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

**Summary of main issues**

1. This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Advancing Bus Service Provision.
  
2. Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
  
3. The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.

**Recommendations**

4. Members are asked to:
  - Agree those recommendations which no longer require monitoring;
  - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **1 Purpose of this report**

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

## **2 Background information**

- 2.1 An inquiry in to Advancing Bus Service Provision was undertaken by the Scrutiny Board (City Development) between January and October 2016. The scope of the inquiry and its findings where set out in the final report which was published in May 2017. In July 2017, the Scrutiny Board received a formal response to the recommendations arising from this review.
- 2.2 The Leeds Transport Strategy that was endorsed by Executive Board in December 2016 and has alongside the recent approval by the West Yorkshire Combined Authority of new transport and bus strategies provided the context for a balanced approach of meeting future demand for travel. This includes targeted strategic investments in the road and public transport predicated on the continuing improvement and management of the road network, which sit alongside the ambition for public transport and sustainable low emission/low carbon active travel modes playing a greater role in soaking up demand for travel in the future.
- 2.3 Since the completion of the inquiry sessions proposals for a Public Transport Investment Programme in Leeds have been prepared jointly by the City Council and West Yorkshire Combined Authority and were approved by the Government in April 2017 when an allocation of £173.5 million funding was made to the city.
- 2.4 Since the completion of the inquiry, the Bus Services Act received Royal Assent. This legislation confers new powers on WYCA as the statutory transport authority for the region to enter into formal partnerships with bus operators. The Act enables Mayoral authorities to progress franchising provisions. The extension of franchising powers to non-Mayoral authorities is subject to regulations made by the Secretary of State.

## **3 Main issues**

- 3.1 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.2 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.
- 3.3 This standard set of criteria is presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 3.4 To assist Members with this task, the Principal Scrutiny Adviser, in liaison with the Chair, has given a draft position status for each recommendation. The Board is asked to confirm whether these assessments are appropriate and to change them where they are not. Details of progress against each recommendation are set out within the table at Appendix 2.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

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

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.3 Council Policies and City Priorities**

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

### **4.4 Resources and Value for Money**

4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.5 Legal Implications, Access to Information and Call In**

4.5.1 This report does not contain any exempt or confidential information.

### **4.6 Risk Management**

4.6.1 This section is not relevant to this report.

## **5 Conclusions**

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

## **6 Recommendations**

6.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **7 Background documents<sup>1</sup>**

7.1 None.

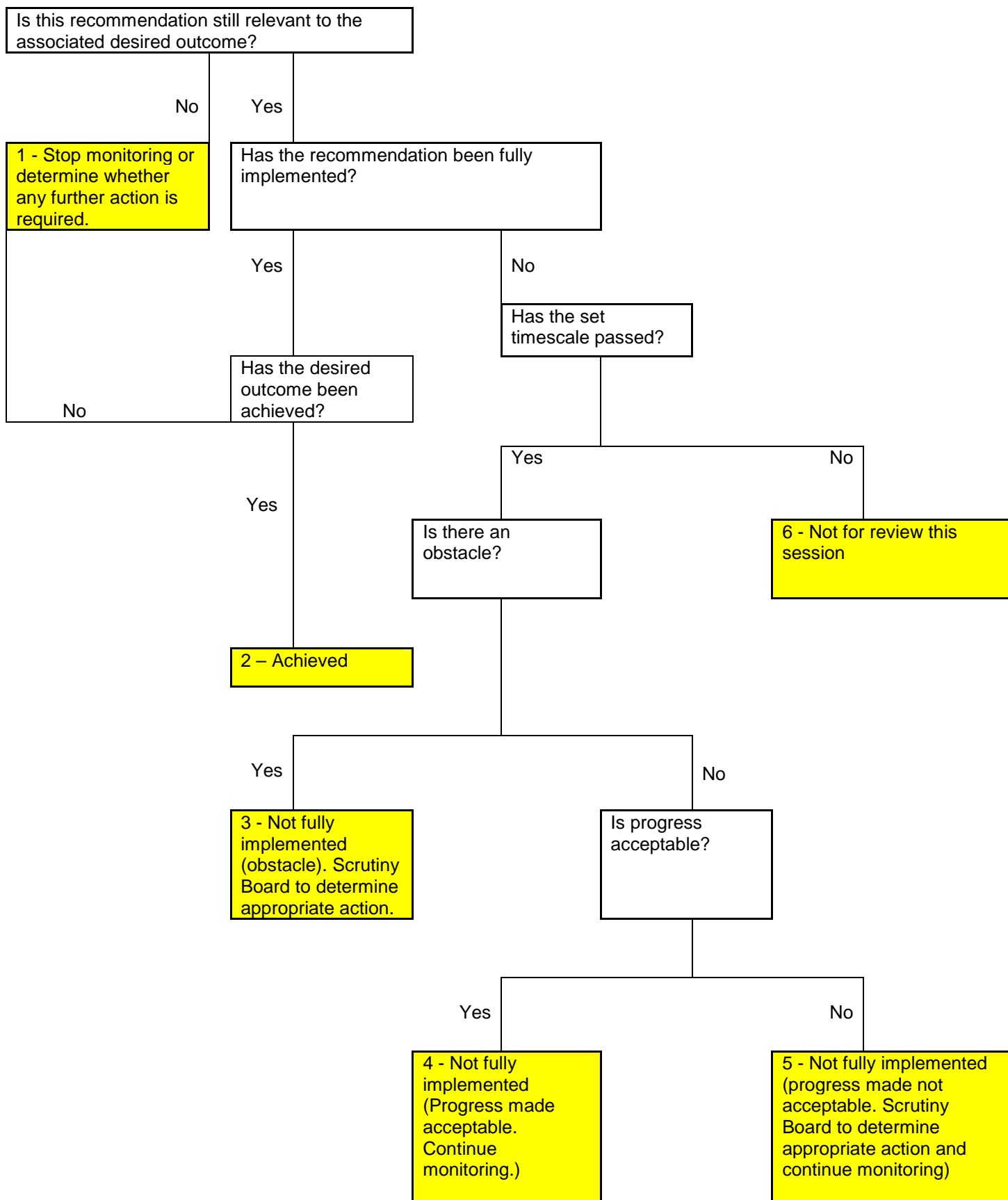
## **8 Further Appendices**

- Transforming Our Bus Network
- Presentation slides – to be discussed on the 11 April 2018.

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

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



Position Status Categories

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

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

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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



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

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

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

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

- Quick, frequent and reliable
- An affordable offer with value for money at its heart
- High quality, consistent information fit for the 21st century
- A safe and pleasant customer experience before, during and after the journey
- An easily understood, integrated and stable network for West Yorkshire, that is

- responsive to changing needs
- A modern, clean and accessible fleet that contributes to reducing transport's harmful emissions
- Simple, smart and integrated ticketing
- A clear identity that inspires passenger confidence

The Bus Strategy 2040 sets out the following vision

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

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

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

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

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

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

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

**Formal response (19 July 2017):**

The Directorate support this recommendation. It is noted that the transport strategies and planning for both Leeds and West Yorkshire will set out the approach to delivering a balanced and long term strategy for the city and city region. In the immediate future work including data collection and analysis that is now being done to shape the detailed plans for the Leeds Public Transport Investment Programme as approved by the Executive Board in June will inform the future reporting to the scrutiny board.

**Current Position:**

A report to scrutiny board in November 2017 titled 'traffic congestion update and investment overview' set out the current position with regard to congestion in the city and the initiatives

being taken forward to address this.

The challenges of congestion have been an ever present for many years and that these can be most effectively dealt with by a broad based and balanced approach delivered by sustained and stable investment strategy. In the confined urban highway network where the environment, heritage and the needs of place and local communities play such a large part improvements are a complex mix of planning, design and long term strategy.

The Leeds Transport Strategy that was endorsed by Executive Board in December 2016 has alongside the recent approval by the West Yorkshire Combined Authority of new transport and bus strategies provided the context for a balanced approach of meeting future demand. This includes targeted strategic investments in the road and public transport predicated on the continuing improvement and management of the road network. Which sit alongside the ambition for public transport and sustainable low emission/low carbon active travel modes playing a greater role in soaking up demand for travel in the future.

**Position Status 2** *This is to be formally agreed by the Scrutiny Board*

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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

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

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

**Formal response (19 July 2017):**

The Directorate and WYCA support this recommendation.

**Current Position:**

The first steps towards the delivery of the bus strategy are subsumed within the Bus 18 programme. Progress on Bus 18 is reported against recommendation 7 below.

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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

- **Ticketing-** a Day Saver smart carnet product and the MCard android app are now available
- **Network Stability** – an agreement has been made with bus operators to consult on major bus route changes and to limit changes to six times of the year
- **Young People-** engagement with Youth Parliaments
- **Air Quality** - buses in West Yorkshire now display an Eco Star star rating which identifies their environmental performance. Fleet replacement plans are being agreed with operators
- **Punctuality & Reliability** – a £1m programme of work to address bus “punctuality

hotspots” is now in progress

- **Customer Service** - any customers not happy with their bus journey can claim a free travel voucher from the major bus operators. Customers can call a taxi and claim the cost back from either First, Arriva or Transdev if their last bus doesn't arrive within 20 minutes of the scheduled time.
- **Information** – WYCA and bus operators have collaborated on a new design for bus stop information which is being rolled out from February 2018.

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

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

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

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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

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

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

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

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

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

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

**Formal response (19 July 2017):**

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

**Current Position:**

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

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

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

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

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



# Transforming our bus network



**We're passionate about getting our transport system right for everyone who lives in, works in or visits Leeds. →**

For more information on all the work Leeds City Council is undertaking as part of the wider Connecting Leeds strategy, please visit [www.leeds.gov.uk/connectingleeds](http://www.leeds.gov.uk/connectingleeds)

**Our vision for Leeds is a world-class city that allows for seamless travel not just within the city but regionally, nationally and internationally.**

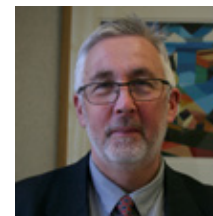
A city that is prosperous, healthy and enjoyable for everyone, however they choose to get around.

The unprecedented transport conversation which began in 2016 told us very clearly what people wanted – a range of meaningful improvements delivered as soon as possible to help make our transport network better along with better public transport as an alternative to a reliance on using cars.

More people using public transport would reduce traffic congestion and air pollution, encouraging people to walk, cycle and generally be more active. So we are now working with our partners on how best to deliver what the people of Leeds told us they want.

The next stage of the conversation is about how we can best redesign key transport routes in the city to allow more effective travel and in particular making our bus network as fast, reliable and efficient as possible.

We want to know your thoughts on what we have in mind, so please read the details in this leaflet and then get involved. Join the conversation and help us make the future of transport in Leeds the best it can be.



**Cllr Richard Lewis**  
Executive Member for Regeneration,  
Transport and Planning, Leeds City Council



Join the conversation  
#ConnectingLeeds

# Continuing the Transport Conversation

In 2016 we started a conversation with the people of Leeds about the future of transport in the city. We had more than 8,000 responses, with a clear message that you want to see improvements to public transport.

You told us what your issues are and what you'd like us to change.

Your views helped us shape the vision for the city's transport strategy, which led to the development of the **Connecting Leeds** vision.

Improving our bus network is an important part of that strategy.

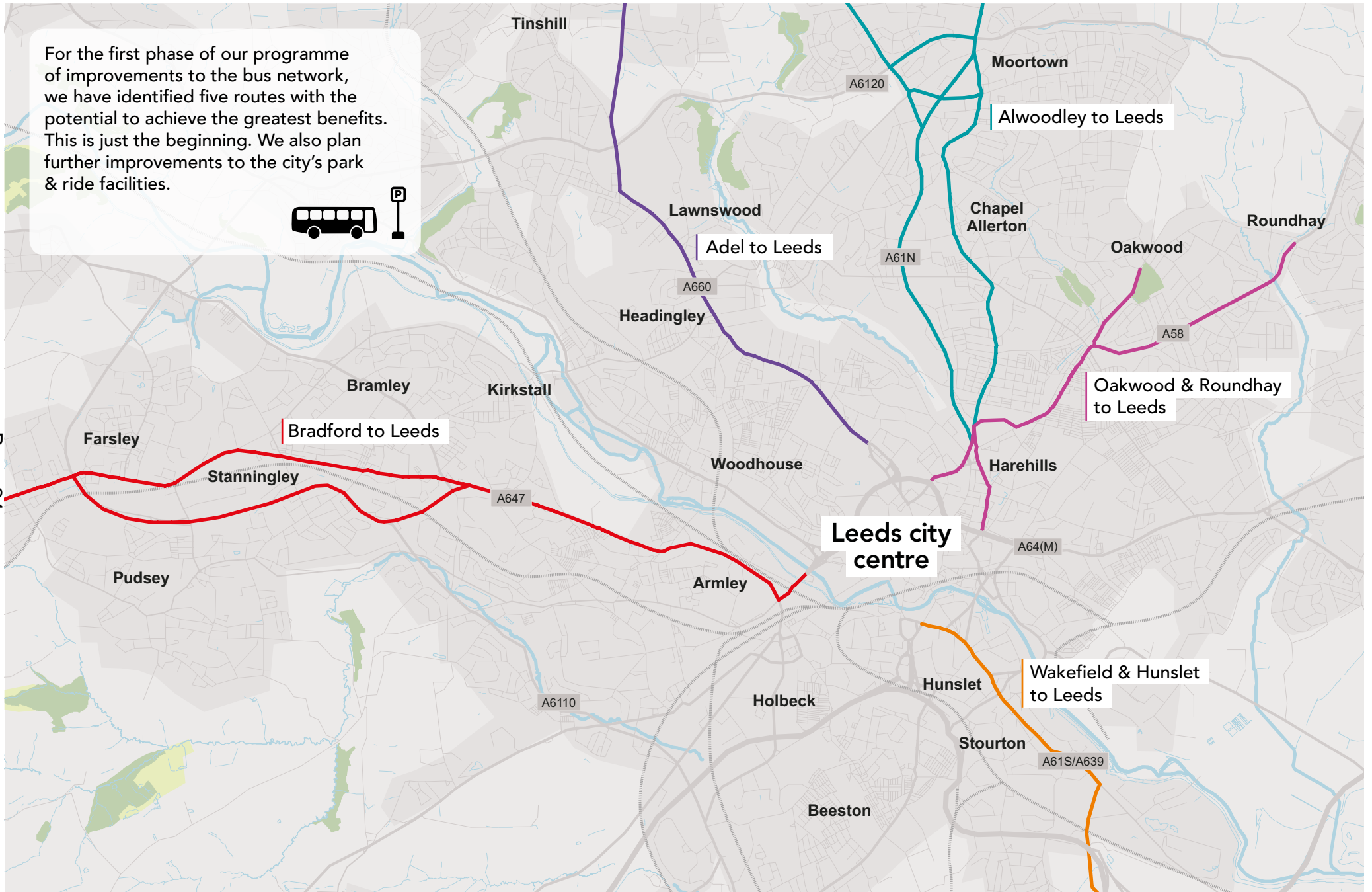
Buses are the most used form of public transport in Leeds.

A third of Leeds households have no car, and 15% of the city's working residents travel to work by bus (compared with less than 5% who use the train). That means buses are a vital link between people and jobs, education, training, shopping and health services.

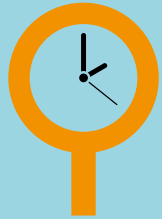
And if we are to reduce congestion and improve air quality we need to increase the number of people choosing to take the bus.

Creating a high quality bus network that will achieve those aims requires significant investment. If we are successful, more passengers will enable operators to invest more in new and better services, ensuring continual improvements that will benefit everyone.

For the first phase of our programme of improvements to the bus network, we have identified five routes with the potential to achieve the greatest benefits. This is just the beginning. We also plan further improvements to the city's park & ride facilities.



# Improving our bus network will mean we can:



Reduce bus journey times and make the services more reliable



Enable more people to benefit from park & ride facilities



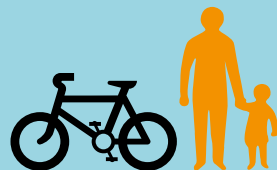
Offer a fleet of new, low emission state-of-the-art buses with WiFi, leather seats and much more



Help people make more productive use of their time



Improve air quality and reduce carbon emissions

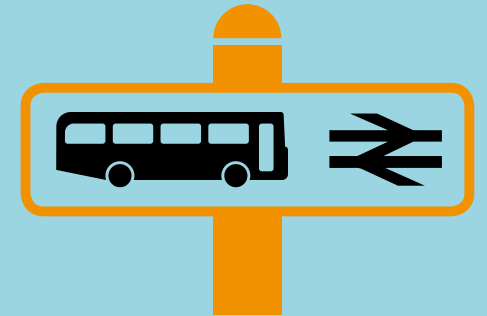


Make the roads safer for cyclists and pedestrians

# Improvements to the city centre will result in:



Better bus stops and waiting facilities, with more information about bus services



Improved connections between bus and rail services



More attractive streets to make the city more prosperous



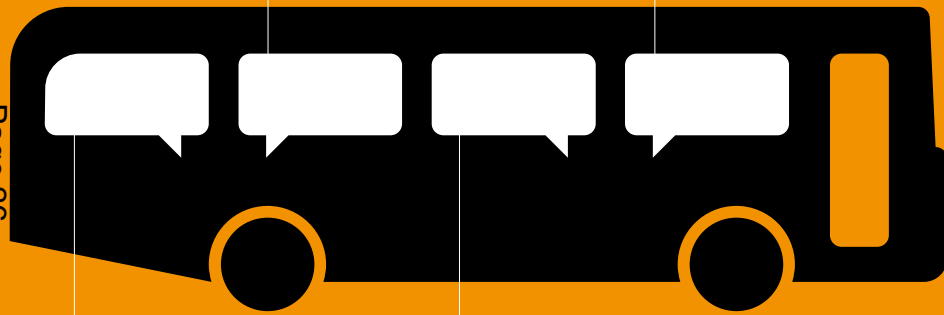
Less congestion, making it easier to get to work, or college

# Get involved in the conversation #ConnectingLeeds

"A bus lane  
would help  
speed up  
journeys"

"It's frustrating when  
buses aren't on time"

Page 26



"A park & ride  
would be great"

"Cyclists should  
have their own lane"

In March 2018 we're hosting a series of public events to continue our conversation around Connecting Leeds and to discuss plans for three of the key bus routes we've identified.

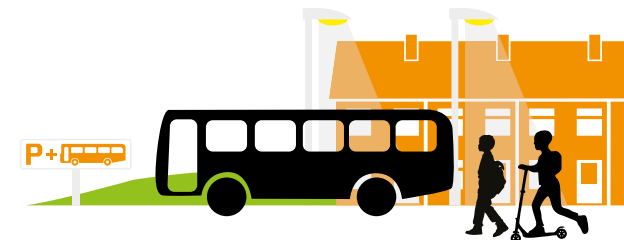
A second phase of events will be held in June 2018 to discuss the Wakefield & Hunslet to Leeds route and the Adel to Leeds via Headingley route, together with the city centre improvements.

We don't just want your feedback on the opportunities we have identified, we also want to hear your thoughts and understand your feelings. What are the key issues to you as a bus user, car user, cyclist, pedestrian, business owner or local resident.

➔ **Details of all the March events** – and how you can give us your opinions – can be found on the back page. We will be releasing details of the June events nearer the time. To find out more about our proposals and have your say, visit [www.leeds.gov.uk/connectingleeds](http://www.leeds.gov.uk/connectingleeds).

If you have any questions, would like to receive more information by post, or would like a large print or braille copy of this leaflet, please contact us.

[connectingleeds@leeds.gov.uk](mailto:connectingleeds@leeds.gov.uk)  
0113 395 6300



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## We want your views

# Come and join us at any of the following 2018 events

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Date	Time	Venue
<b>Alwoodley to Leeds</b> <i>via Moortown, Chapel Allerton and Chapeltown</i>		
Tues 6th Mar	5pm-8pm	West Indian Community Centre
Thurs 8th Mar	5pm-8pm	Moortown Baptist Church
Sat 10th Mar	10am-1pm	Reginald Centre, 263 Chapeltown Road

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<b>Oakwood &amp; Roundhay to Leeds</b> <i>via Harehills, Sheepscar and St James's Hospital</i>		
Mon 12th Mar	5pm-8pm	St Aidan's Church, Roundhay Road
Sat 17th Mar	10am-2pm	Oakwood Church, Springwood Road

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<b>Bradford to Leeds</b> <i>via Stanningley, Bramley and Armley</i>		
Mon 19th Mar	5pm-8pm	Armley Leisure Centre
Wed 21st Mar	5pm-8pm	Bramley Community Centre
Sat 24th Mar	11am-2pm	St James Parish Hall, Galloway Lane (Pudsey)

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Details of our June events on the Wakefield & Hunslet to Leeds route and the Adel to Leeds via Headingley route, together with our events on the city centre, will be released nearer the time.

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## Leeds Scrutiny Inquiry: Bus Services

**Dave Pearson**  
Director, Transport Services

11 April 2018

### Leeds Scrutiny Inquiry – Bus Services

#### **Purpose of today's session:**

- To provide an update around the Bus Services Act
- An update on Bus18

#### **Appendix includes:**

- Latest passenger forecasts

## Bus Services Act

- Bus Services Act enacted in May 2017
- Expands range of powers available to mayors and local transport authorities to improve local bus services
- Options include franchising or partnership working
- Guidance was issued in November 2017 on the use of the powers within the Act

Department for Transport

The Bus Services Act 2017  
New powers and opportunities



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West Yorkshire  
Combined Authority

## West Yorkshire Bus Strategy: Policies



- Consistent and excellent customer service
- Modern, coherent and integrated bus services
- Integrated, simple and affordable bus fares for all
- Easily accessible and reliable travel information
- A modern bus system which contributes to improved air quality
- An inclusive and accessible bus system
- Presentation as a single network

This document has been developed by West Yorkshire Combined Authority with support from the West Yorkshire District Councils, plus bus operators Arriva, First West Yorkshire & Transdev.  
Version adopted by WYCA, 3 August 2017

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## Bus 18



- Improvements which can be made before the end of 2018
- Pledges
  - Make Buses Easier To Use
  - Reduce Emissions
  - Improve Customer Experience
- Deliverable within the current deregulated environment
- Collaborative approach between operators and CA/ Councils

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## Bus 18 – Making Progress

### Achievements To Date

- Limit and consult on service changes, improved bus stop information
- Automatic half fares for children in school uniform
- Bus hotspots programme
- 'no quibble' journey voucher and 'last bus' guarantee
- Eco stars publicising environmental performance of buses

### Objectives for 2018

- Focus on young people – go anywhere ticket, simplify tickets and eligibility
- Published punctuality performance
- Promote investment in new buses and payment methods



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## Other Supporting Programmes

- Leeds Public Transport Investment Programme “Connecting Leeds”
  - £173.5m to be spent on improving public transport across Leeds
  - Includes three new rail stations, new buses and key corridor improvements
- West Yorkshire Transport Fund – Corridor Improvement Programme (CIP)
  - £130m to be spent on reducing congestion on corridors on the Key Route Network
  - £1m Bus 18 Hotspots programme overseen by CIP

Connecting Leeds



Transforming  
our bus network



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Thank you

## Appendix – Update to the Inquiry

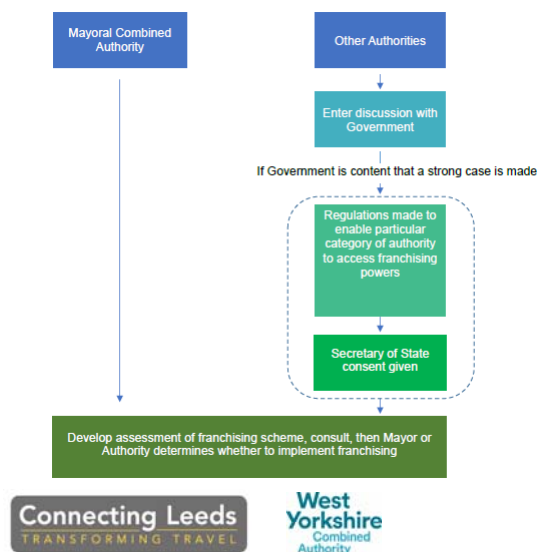
- Details on Franchising & Partnership through Bus Services Act
- Latest Bus Patronage Statistics since last considered by the Inquiry, data for 2015/16 & 2016/17 now available

## Franchising

The Act provides Mayoral Combined Authorities with the powers to implement bus franchising in their area

Franchising is akin to the system operated by Transport for London, in Jersey and in much of Europe

Two stage process for accessing Franchising Powers for Non Mayoral Combined Authorities:



## Partnership Options

Existing Quality Partnerships will be made more attractive by removing the requirement that the scheme involve the provision of specific facilities such as infrastructure.

New Enhanced Partnership powers will enable local authorities to work with bus operators to set a vision for bus services in their area and a plan to help achieve those improvements.



The enhanced partnership scheme made by the local authority can set standards for local bus services – including vehicle specifications, branding, ticketing and service frequencies.



Ticketing requirements will apply to all scheme operators, and may include smart ticketing, discounts (such as child fares) and marketing requirements.



The local authority and operators will produce the scheme in partnership. The authority can only adopt the scheme if they have sufficient support from operators.



The local authority will be able to take on responsibility for bus registration from the Traffic Commissioners – enabling them to manage and enforce the new standards.

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## Comparison of options - Ticketing

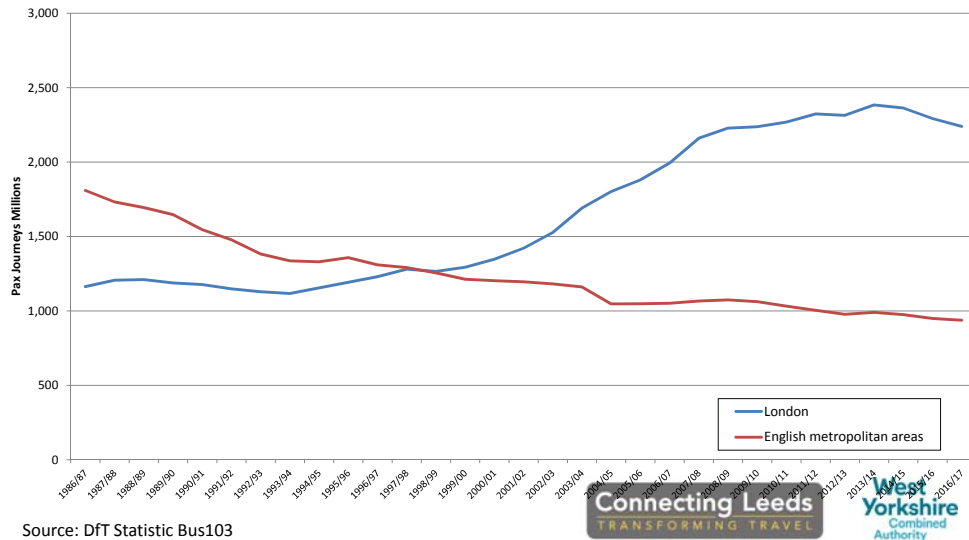
The different options for ticketing and the requirements that can be put on operators are outlined in the table below:

Can a requirement be put on bus operators to:	Ticketing schemes	Advanced Quality Partnership	Enhanced Partnership	Franchising
Sell and accept a multi-operator or multi-modal ticket (including in a specific format, such as on a smart card)?	✓	✓	✓	✓
Market particular tickets in a certain way (including promoting multi-operator tickets not just their own tickets)?	X	✓	✓	✓
Set all their tickets and fares on a standard set of 'zones' that apply to all operators?	X	X	✓	✓
Follow common ticket rules for their own tickets (such as a standard length of 'period' tickets or age to qualify for a youth concession if offered)?	X	X	✓	✓
Sell or accept any ticket on a particular technology (such as a smart card)?	✓	✓	✓	✓
Charge a set price for a multi-operator ticket?	X	X	✓	✓
Charge a set price for their own, single-operator tickets?	X	X	X	✓

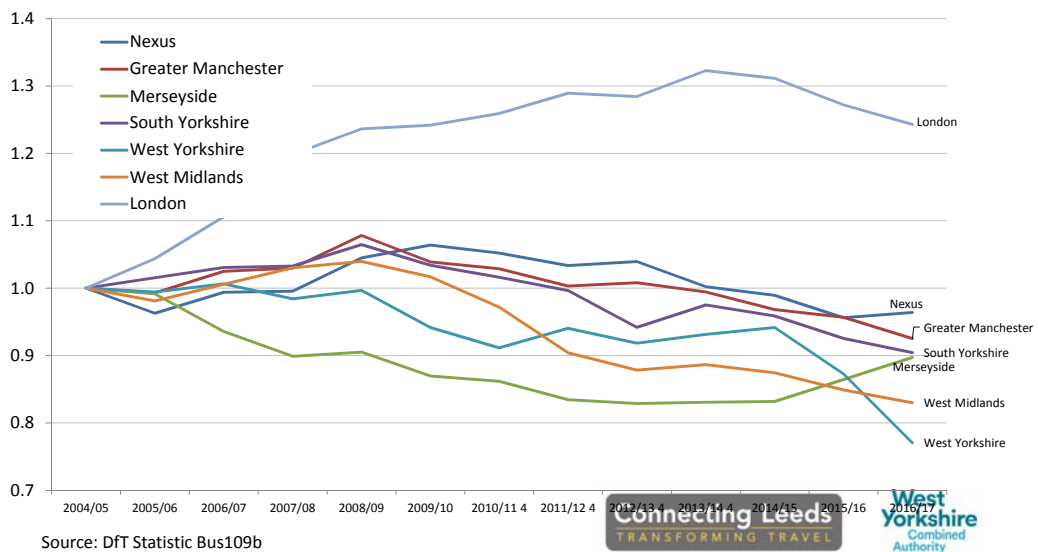
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## Bus journeys in London and the Regions



## Change in Bus Demand by Region



## West Yorkshire Bus Patronage - Update

