

Report of the Director of City Development

Report to Scrutiny Board (Infrastructure and Investment)

Date: 22 November 2017

Subject: RESPONSE TO SCRUTINY INQUIRY REPORT: TRANSPORT FOR LEEDS – SUPERTRAM, NGT AND BEYOND

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. An inquiry in to Transport for Leeds – Supertram, NGT and Beyond was undertaken by the Scrutiny Board (City Development) between July 2016 and March 2017. The scope of the inquiry and its findings where set out in the final report which was published in September 2017.
2. The recommendations of the inquiry sought action from the Council’s Director of City Development. This report presents the response and outlines further progress and reporting being undertaken regarding the forward progress of the Leeds Transport Strategy and investment programmes including the new Department for Transport supported Leeds Public Transport Investment Programme.

Recommendations

3. The Scrutiny Board (Infrastructure and Investment) is requested to note the response to the recommendations based on their findings and to note the observations made below.

1 Purpose of this report

- 1.1 This report sets out the formal response of the Director of City Development to the recommendations of Scrutiny Board (Infrastructure and Investment) inquiry into Transport for Leeds – Supertram, NGT and Beyond Background.
- 1.2 The scrutiny inquiry was held between July 2016 and March 2017 and drew on evidence from City Council and the West Yorkshire Combined Authority (WYCA) members, officers and a range of third parties.

2 Background Information

- 2.1 Following a lengthy Public Inquiry in 2014 on NGT the Department for Transport (DfT) announced on the 12th May 2016 that the Transport and Works Act Order (TWAO) powers for NGT, would not be granted. In an unprecedented move, the £173.5m funding from DfT for NGT was earmarked for public transport improvements in Leeds.
- 2.2 Leeds City Council, in partnership with WYCA, is developing a longer term strategic approach to transport in the city through a conversation initiated by the Transport Summit. The first phase of which focused on securing the promised £173.5m from the Government and investing this funding together with £9.8m from LCC and WYCA in developing a programme of public transport improvements in Leeds: the Leeds Public Transport Investment Programme (LPTIP). Following a submission to the Government this funding was confirmed by the Secretary of State in April this year.
- 2.3 This programme comprises of a package of public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. Headline proposals include:
 - A new Leeds High Frequency Bus Network – over 90% of core bus services will run every 10 minutes between 7am and 8pm.
 - Additional investment of £71m by First group to provide 284 brand new, comfortable, and environmentally clean buses with free wi-fi and contact-less payments which will achieve close to a 90% reduction in NOx emissions by 2020, with similar investments planned by the other major bus operators.
 - Development of three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and White Rose.
 - 2000 additional park and ride spaces with the first new site opening at Stourton.
 - A 1000 more bus stops with real time information.
 - Making three more rail stations accessible at Cross Gates, Morley and Horsforth.
 - Investment in integrated schemes on the key bus corridors to improve bus reliability and timeliness and contribute to the overall quality of service.
 - Creating 21st Century interchanges around Vicar Lane, the Headrow and Infirmary Street and improved facilities in our district centres.

- 2.4 A condition of the DfT funding is that improvement schemes funded by the £173.5m should be substantially complete by 2020/21.
- 2.5 Monies from Leeds and the West Yorkshire Combined Authority of £8.8m and £1m respectively will increase the funding to £183.3m. In addition Private Sector finance including expenditure on more environmentally friendly buses by bus operators could bring the total investment to over £270m.
- 2.6 The bus operator investment will provide new, comfortable, and more environmentally clean buses with free wi-fi and contact-less payments which is expected to achieve close to a 90% reduction in NOx emissions by 2020.
- 2.7 In addition, as part of the work to establish the LPTIP the need for a fundamental look at further at the future position of mass transit in the city was identified. This work is now being pursued as part of the wider connectivity studies being undertaken for the HS2 Growth Strategy to review future strategy for mass transit in West Yorkshire including the ongoing detailed examination of the position in Leeds more specifically.

3 Main issues

- 3.1 The Scrutiny Inquiry Report published on the 27th September contains 105 conclusions. The Directorate have taken an overview of these conclusions of the inquiry and considers that they are generally reflective of the development of Supertram and NGT and the emerging Transport Strategy for the City.
- 3.2 Within the conclusions there are a number of lessons learnt that can be grouped under a number of themes;

Scheme Identification

- 3.3 Future transport proposals should fully support improvements to the Leeds city region economy and the local Leeds economy. Regard of Leeds City Council local growth and infrastructure plans should also be a key consideration.
- 3.4 Full consideration should be given to the potential impact on other transport operators and the potential conflict this may give rise to in the delivery of the scheme. In this regard consideration would also need to be made regarding the potential for successful delivery when selecting corridors, in addition to levels of congestion.
- 3.5 The emerging Leeds Transport Strategy and in particular LPTIP supports the Council's overarching objectives:

Prosperous Leeds

- 3.6 More people using a modern and attractive bus service and greater access to the rail network will enable the city to better accommodate growth. Improving the city

centre environment will help attract new businesses and improve the city's readiness for future opportunities such as HS2 and the European Capital of Culture.

Liveable Leeds

- 3.7 The improvements to the city centre and district centres will make them more people friendly. People will have access to a wider labour market. The significant programme of projects will support new opportunities for skills development and new and better local jobs. People of all abilities will have more opportunities to connect to the rail network.

Healthy Leeds

- 3.8 People friendly streets encourage more walking and cycling whilst improvements to our bus fleet and more people travelling by public transport will improve air quality and reduce carbon emissions
- 3.9 One of the key aspirations of the LPTIP is to Support economic growth by unlocking transport constraints in key growth areas and across the city and the specific aims of LPTIP are to;
- Move on the trajectory towards doubling bus patronage from 2016 levels in 10 years.
 - Significantly improve air quality and reduce carbon emissions.
 - Support economic growth and job creation
 - Reduce congestion.
 - Work towards making all rail stations in Leeds accessible.

Consultation and Engagement

- 3.10 There is a need to ensure that there are sufficient resources to deal with the technical issues raised by objectors, and to ensure appropriate and ongoing engagement at senior levels to make certain that issues are resolved at the earliest stage in the project's development.
- 3.11 There is a need to ensure adequate resources both in skill set and quantity to deliver effective consultation and engagement and the need to invest in both marketing and communications expertise. Communication and engagement should also continue even in times of reduced scheme activity to maintain scheme profile. The need for an improved Social media response was discussed and how all forms of social media should be utilised to promote engagement in any future schemes.
- 3.12 It was acknowledged by WYCA and LCC that (although the resource provided for consultation on NGT was higher than for other comparable transport schemes) greater specialised resource and expertise in engagement and consultation at an earlier stage would have been beneficial.

- 3.13 The benefits that future transport improvements would bring to communities and individuals residing in those communities should be articulated so that people can understand the potential desired impact a scheme could bring.
- 3.14 Promoters should be mindful that the views of the public may arise at different stages of scheme development, as the public grow to understand the impact that any scheme would have on them and their communities. This highlights the need for continuous engagement and the potential requirement for additional consultation at key stages.
- 3.15 The Scrutiny Panel identified that there is a need for improved community engagement, which should be open, honest and transparent, which involves communities in setting the hierarchy of transport priorities particularly where these are competing. There is a need for engagement surveys with open-ended questions to allow all potential alternatives to be explored. There was also a recognition of the danger of consultation becoming conflated with community engagement and the need to gather the opinions of residents in addition to their support. We also recognised the clear importance for communities to be appropriately consulted with and engaged early in the initial stages of any future projects and for that engagement to be maintained. Effort to generate support and influence opinions of the public, business community, government or councillors in favour of the scheme can begin when there is security that the scheme is the most appropriate for the City and the communities on which it will have an impact.
- 3.16 The Panel were advised that Leeds City Council and WYCA need to be open and transparent and "*learn to listen to the things they don't want to hear as well as the things that they do,*" hearing what people are saying individually and collectively. In addition, promoters should be mindful that the views of the public may arise at different stages of scheme development, as the public grow to understand the impact that any scheme would have on them and their communities. As previously stated, this highlights the need for continuous engagement and the potential requirement for additional consultation at key stages.
- 3.17 In recognition of the above comments a Communication Strategy for Leeds Transport has been produced. This covers all Transport Project in Leeds including Rail, Bus and Highway Improvements. This is include in Appendix A
- 3.18 A consultation plan for Leeds Transport and in particular LPTIP is also being prepared which addresses the lessons learnt detailed above.
- 3.19 Additional resources are being secured to address concerns expressed above to enable effective consultation to be undertaken.

Public Inquiry

- 3.20 In preparation for future public inquiries accurate and comprehensive records should be kept of all consultation, and that the detail and scale of opposition should be assessed to ensure that the witnesses are fully prepared and supported to meet the challenge of public inquiry.

- 3.21 Ongoing engagement should be maintained with prominent supporters for future schemes to secure their support in speaking in favour of a scheme at any future public inquiry.
- 3.22 It is important to take due regard of the NGT Inspector's comments for future schemes that are likely to require a public inquiry.
- 3.23 These lessons are being addressed as the East Leeds Orbital Route and Airport Link Road prepare for potential Public Inquiries.

3.24 **Going Forward**

- 3.24.1 In section 2 this report has provided a reminder about the Leeds Public Transport Investment Programme. This programme along with the investments now being taken forward with funding by the West Yorkshire Plus Transport Fund (WYPTF) and other programmes funded from other sources including DfT initiatives such as the National Productivity Investment Fund form the whole strategy package being pursued by the City Council with the Combined Authority and its key transport partners including Network Rail, Highways England, Transport for the North and the rail and bus operators. Overall this work sits within the Leeds Transport Strategy prospectus which was endorsed by Executive Board on 14 December 2016 alongside the LPTIP proposals and the results of the first rounds of the Leeds Transport Conversation.
- 3.24.2 In terms of the learning going forward relevant to this paper, the Leeds Transport Conversation commenced with the largest public engagement exercise in the city for many years. This formed the first stage in the development and engagement on the new programmes and included engagement and workshops with all the community groups and wide ranging contact with communities. A second round of engagement with Community Committees is now underway which will form a precursor to more specific and localised engagement and events during 2018/19 related to the local areas affected by the LPTIP programme. The first of these is already in process in relation to the early development of the Stourton park and ride scheme and the associated A61/A639 bus corridor. In a similar way the wider programmes identified above will also incorporate local engagement as part of their development, integrated as appropriate to ensure the wider picture is available.
- 3.24.3 A separate complementary report entitled Transport Congestion and Investment Overview is also provided on the agenda for this meeting. This report picks up both Members wish to understand the current position on congestion and progress as identified in the Board's previous Advancing Bus Service Provision Inquiry and also the present programmes being progressed to develop the overall transport network in the city. As the work detailed in the two reports being considered by Members progresses the overarching Leeds Transport Strategy document will be reviewed and developed to take account of both progress with the agreed programmes and wider developments which will include connectivity and mass transit; HS2 and the Growth Strategy; Northern Powerhouse Rail; further developments of the WYPTF and reflect the further progress of the Local Development Framework / Site Allocations.

4. Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The final inquiry report is providing a resource and input to the ongoing development and public engagement for the Leeds Transport Strategy including not only the development of the Leeds Public Transport Investment Programme but the breadth of other transport investment plans the city is engaged with. It has also been taken into consideration by WYCA in terms of the final published bus and transport strategies for West Yorkshire.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 This report raises no issues for equality and diversity / cohesion and integration.

4.3 Council policies and Best Council Plan

4.3.1 These actions are supporting Best Council Plan priorities in relation to transport and connectivity and the ongoing development of the approach to Transport in the city.

4.4 Resources and value for money

4.4.1 There are no specific resource implications arising from this report. Future inputs to the scrutiny board will be provided from within the internal resources of the Council and WYCA.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no specific legal implications arising from this report.

4.6 Risk Management

4.6.1 There are no specific legal implications arising from this report.

5 Conclusions

5.1 The Director of City Development welcomes the findings of the scrutiny board into Transport for Leeds – Supertram, NGT and Beyond and believes these findings can contribute to the further development of Transport improvements in the city. The service will work alongside WYCA to bring forward the requested progress reports which will reflect development of the draft arrangements with bus operators which underpin the agreed Leeds Public Transport Investment Programme. The Director, Transport Services at WYCA has confirmed acceptance of the recommendations of the scrutiny board and will work closely with the Director of City Development in their execution.

5.2 Reflecting Members desire, both as part of this inquiry and the previous Advancing Bus Services Provision Inquiry, to continue the process of feedback and tracking

progress this report is complemented by a separate report relating to traffic congestion and the current overview investment in transport.

6 Recommendations

- 6.1 The Scrutiny Board (Infrastructure and Investment) is requested to note the response to the conclusions based on their findings and to note the observations made above.

7 Background documents¹

- 7.1 There are no background documents.

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