

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

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|--|------------------------------|--|
| 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 documents¹

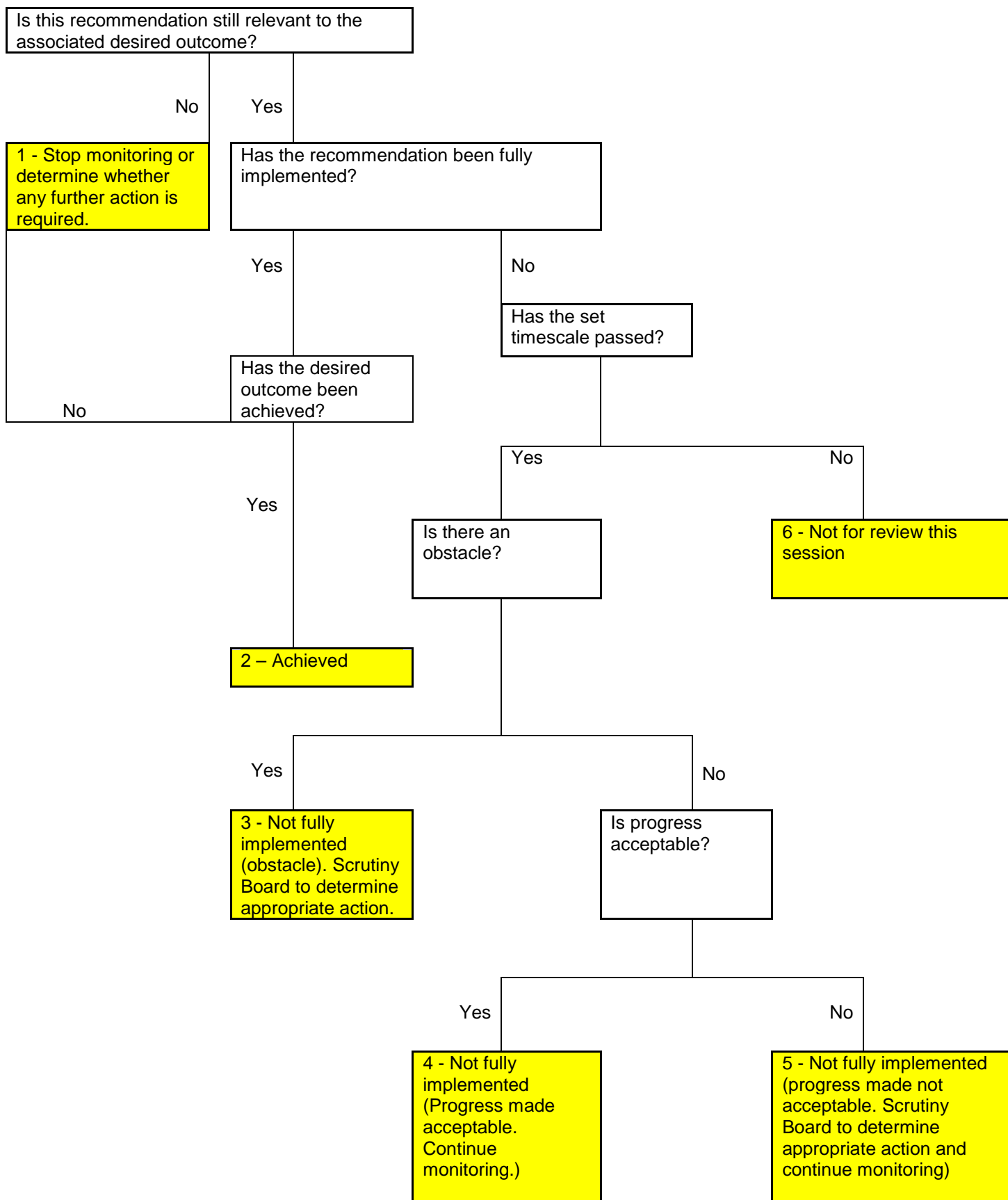
7.1 None.

8 Further Appendices

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

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.

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*