

WEST YORKSHIRE PASSENGER TRANSPORT AUTHORITY

DATE: 22 JULY 2005

AGENDA ITEM NO: 9

SUBJECT: THE PROVISIONAL SECOND LOCAL TRANSPORT PLAN

Report of the Passenger Transport Executive

1 MATTER FOR CONSIDERATION

- 1.1 The Provisional Second Local Transport Plan (LTP2).

2 INFORMATION

Background

- 2.1 The West Yorkshire Local Transport Plan is the statutory 5-year transport plan covering the whole of West Yorkshire and all types of local transport. The current year (2005/06) is the final year of the first Local Transport Plan (LTP) and a new plan, covering the period 2006/07 – 2010/11, is under development for submission to the Department for Transport (DfT).
- 2.2 The second LTP (LTP2) is due to be submitted to DfT by 29 July 2005 as a provisional Plan, with the final submission due by the end of March 2006.
- 2.3 The development of LTP2 is being overseen by the multi-authority West Yorkshire Local Transport Plan Steering Group, which is chaired by the Vice Chair of the PTA.
- 2.4 The LTP is the main source of funding for Metro's capital projects. Metro's input to the plan has been developed through the Authority's Working Groups. Progress was reported to the April meeting of the Authority. In addition, seminars have been held for PTA members and PCC members.
- 2.5 The provisional second Local Transport Plan is being considered by each individual authority (the five District Councils and the PTA) prior to submission to DfT by the deadline of 29 July.
- 2.6 The Plan will subsequently require revision to reflect updated funding guidelines, feedback from DfT, the further consultations and additional data relating to targets.
- 2.7 The deadline for the submission of the final Plan is March 2006. Metro and partners therefore have a further 9 months to finalise the plan and associated capital investment programme.

Constraints of LTP Guidance

- 2.8 The Guidance focuses on deliverability within a programme developed to match advised funding (the planning guideline) and states that no funding for new major schemes (projects costing over £5 million) should be assumed.
- 2.9 This approach does not provide sufficient funding to address West Yorkshire's transport issues or to implement Metro's aspirations for high quality public transport. A major concern from consultations on the draft plan has been the fear that adherence to DfT guidance will result in reduced aspirations and ambition, and hence an acceptance of a transport system that is not 'fit for purpose' in supporting the visions of the West Yorkshire authorities and the urgent need to address the under-performance of the sub-regional economy
- 2.10 It is essential that Metro and partners have an opportunity to present the vision for transport in West Yorkshire without these constraints to government. The provisional Plan has articulates these concerns whilst still setting out an approach that conforms to the guidance.
- 2.11 Part of this lobbying process will involve the production (outside the formal LTP process) of a document setting out the long-term investments that are required in order to maintain and enhance the economic strength of West Yorkshire. This will need to support and develop, through specific research and evidence, the issues raised in the LTP2 and would be used to lobby for greater recognition of the transport needs of West Yorkshire in the national 2006 spending review.

LTP Funding

- 2.12 There are essentially four components to LTP funding as set out below:
 - i. The Core Plan, which has to be developed in the context of the DfT advised Planning Guideline. The current planning guideline provides £141 million over 5 years for 'Integrated Transport' across the whole of West Yorkshire. Based on the current share of resources between authorities, Metro would receive around £43m over the 5-years (£8-9m per annum). The Provisional Plan will be assessed by the DfT and this will inform the amount of funding awarded to the West Yorkshire authorities (together with an assessment of Annual Progress Reports). DfT have advised that 'good' plans could attract up to 25% bonus funding for the 'Integrated Transport' component. Poor plans could have the Integrated Transport funding component reduced by up to 25%. The West Yorkshire Local Transport Plan could therefore be awarded funding for Integrated Transport of between £176m (for a 'good' plan) and £106m (for a poor Plan) - a difference of £70 million over the five year Plan period.

The LTP assessment will also have an impact on District Council CPA scores. The funding allocated to Metro will reflect the overall settlement

- ii. Bonus Funding (the additional (up to 25%) funding for Integrated Transport for a 'good' plan) as described above.
- iii. Major Schemes (individual bids for schemes generally costing more than £5m each). The DfT has indicated that funding for new 'major' schemes in the second LTP is likely to be limited.
- iv. Transport Innovation Fund (a new, potentially significant source of funding for those authorities prepared to take the boldest approach to demand management)

Core Plan

- 2.13 A full copy of the Provisional LTP2 is available from the Deputy Clerk to the Authority and will also be available at the meeting. Copies of the recently submitted Annual Progress Report for 2004/05 will also be available.
- 2.14 The provisional Plan proposes a single overarching objective and one simple objective for each of the 'shared priority' areas agreed between DfT and the LGA. The shared priorities for transport are 'delivering accessibility', 'tackling congestion', 'safer roads' and 'better air quality'. The high level objectives are supported by more specific sub-objectives which have been developed to address the specific issues identified through consultation and analysis. The high level objectives and strategies for each of the priority areas are set out in the tables overleaf.
- 2.15 Feedback from the GOYH and DfT on the draft versions of the Plan has been positive and is reflected in the provisional Plan.
- 2.16 The core strategy for tackling congestion set out in the Plan is based around a high level of investment in public transport accompanied by demand management appropriate to local circumstances. The investment in public transport will come through not only Metro's funding allocation, but also through the five District Councils (for example through investment in highway works to provide bus priorities and bus stop accessibility improvements as part of the Yorkshire Bus Initiative). It is essential that Metro's and individual District Council's programmes support the overall strategy.

Overall Transport Objective

To develop and maintain an integrated transport system that supports economic growth in a safe and sustainable way and enhances the overall quality of life for the people of West Yorkshire.

Delivering Accessibility.	To improve access to jobs, education and other key services for everyone.
Tackling Congestion.	To reduce delays to the movement of people and goods.
Safer Roads.	To improve safety for all highway users.
Better Air Quality.	To limit transport emissions of air pollutants, greenhouse gases and noise.
Effective Asset Management.	To improve the condition of the transport infrastructure.

2.17 The approach to demand management, as endorsed by the LTP Steering Group and the AWYA Leaders for the core Plan, is:

Delivering Accessibility	Tackling Congestion	Safer Roads	Better Air Quality	Effective Asset Management
A1 Improving physical accessibility by making bus stops more accessible, improving the continuity and signage of cycle and walk routes	C1 Encourage modal switch to public transport	S1 Provide an appropriate road environment with facilities for each user group	AQ1 Alternatives to the car and traffic demand management measures	M1 Maintenance of roads and footways
A2 Maintain and improve road, pavement and right of way conditions for pedestrians, cyclists, vehicle and freight users	C2 Manage the demand for travel	S2 Encourage the correct behaviour of all road users	AQ2 Encouraging more sustainable travel	M2 Strengthening and maintenance of bridges, walls and other highway structures
A3 Minimise road weight and width restrictions	C3 Manage the existing highway network		AQ3 Actions to reduce vehicle emissions	
A4 Maintain and develop public transport networks through our bus and rail strategies	C4 Improve the highway network			
A5 Maintain and enhance concessionary fare schemes and address cost barriers for job-seekers	C5 Encourage more cycling and walking			
A6 Raise awareness of public transport and improve information				

- *Addressing long stay (commuter) parking in the main urban areas by making it more expensive and reducing the supply;*
 - *continue to reduce the number of long stay spaces in urban areas*
 - *continue to convert long stay spaces to short stay*
 - *extension of city centre control zones outwards*
 - *continue to increase long stay parking charges in main urban centres (prices to reflect local circumstances and impact on mode choice)*
 - *use of additional revenue to fund initiatives linked to park and ride and improvements to car park infrastructure e.g. security.*
- *A more serious approach to travel planning with additional resources committed;*
- *Better management of the road network reduce overall delays to people. This includes a requirement to prioritise space for buses and vehicles with two or more people;*
- *Research work to develop a better understanding of the circumstances under which bolder demand management measures would improve economic performance.*

2.18 The approach aims to set out an approach that is acceptable across West Yorkshire whilst seeking to be sufficiently robust to reflect the strategy, the consultation responses and to achieve a ‘good score’ in the DfT Plan assessment. Feedback on the draft Plan confirms the need for a common approach as part of a joint plan.

2.19 Stronger demand management measures would be more acceptable if high quality alternatives are in place first. The funding guidelines for the core plan are not sufficient to deliver all the required improvements. It is therefore logical to link the stronger demand management measures to the additional funding potentially available through the Transport Innovation Fund (TIF), as set in paragraphs 2.35 to 2.39.

Metro’s Capital Programme

2.20 The provisional Plan sets out an action plan including an indication of how the capital funding will be spent. Appendix A sets out Metro’s proposed programme. It is important to note that this is an indicative programme and Metro will be able to amend the programme (provided it is in line with the

overall strategy and delivers against the targets). Individual schemes will continue to be brought to the Authority for approval.

Targets

- 2.21 Provisional targets and indicators have been developed that will be used to monitor progress towards meeting the LTP2 objectives. Targets can be revised in the final LTP (to be submitted in March 2006). In some cases further data or analysis is required before a final target can be set (for example where additional congestion data is awaited from the DfT).
- 2.22 Initial targets relating specifically to public transport are in the table below. Targets in regular type are mandatory, those in italics are proposed local targets. Targets will be further developed and refined prior to submission of the final Plan in March 2006.

Provisional LTP2 Targets Relating to Public Transport

Public transport patronage (BVPI 102)	A 5% increase in bus patronage by 2010/11, with a 17% increase by 2015/6.
<i>Patronage on key routes (Quality Bus Corridors)</i>	<i>Increase in bus patronage above the West Yorkshire patronage baseline on these routes'.</i>
Bus punctuality (LTP5)	Increase bus punctuality to 95% by 2010/11 for all registered services A year on year reduction in Excess Waiting Time for Frequent services.
Bus satisfaction (BVPI 104)	Increase bus satisfaction to 59% by 2009/10 and 68% by 2015/6.
<i>Satisfaction with LTP funded public transport facilities</i>	<i>Increase satisfaction with LTP funded public transport facilities to 90%.</i>
<i>Peak time rail patronage</i>	<i>Increase peak time rail patronage by 12%.</i>
<i>The proportion of public transport trips to main urban centres in the morning peak.</i>	<i>Targets under development for the public transport share of morning peak journeys within each district.</i>
<i>Condition of bus shelters</i>	<i>Target under development (based on proportion of bus shelter stock meeting latest modern standards)</i>
An accessibility target (LTP1)	Target under development.

Bonus Funding

- 2.23 The LTP should indicate which additional schemes would be implemented if the plan is successful in attracting the additional 'bonus' funding. The LTP Steering Group has endorsed a proposal for packaging a small number of larger projects together. The LTP Steering Group has endorsed an approach

that includes schemes from each authority, including some schemes of over £5m, which would otherwise be treated as major schemes.

2.24 The provisional LTP sets out a £35m programme consisting of packages of measures based around the following themes:

- Transport for young people;
- Delivering better information to customers;
- Sustainable travel package;
- Safety and security enhancements;
- Tackling Congestion;
- Delivering the Yorkshire Bus programme.

Major Schemes (Previously Submitted)

2.25 Leeds Supertram remains the highest priority major scheme in LTP and is essential to support economic growth in Leeds and its role in West Yorkshire and the region A revised submission was made to the DfT in November 2004 which included an appraisal of possible alternative modes, significant cost reductions (with the revised scheme costing close to the original funding allocation) and a revised approach to risk sharing with a better balance between bidders, promoters and the DfT.

2.26 A meeting on the revised submission was held with the Transport Minister on 7th March 2005 at which the need for a quick decision was emphasised. At the meeting, some additional work was requested related to the accounting treatment and the proposed risk sharing profile. This work has been completed and relayed back to the DfT. The main threat facing the project is the expiration of powers for compulsory purchase of land. The DfT has been fully briefed on the impact of this and the need for a decision.

2.27 Following the withdrawal of full approval, a pilot for the Yorcard scheme is now being developed in South Yorkshire (to take advantage of Objective 1 funding) prior to a full roll out in South and West Yorkshire.

2.28 Discussions are ongoing with DfT regarding the Yorkshire Bus Initiative and the recommendation from them is to break the bid down into a number of smaller packages and submit them in a prioritised order under the overall umbrella of the Yorkshire Bus Initiative. Work is ongoing to identify potential phasing options and the first phase of the bid could be submitted early in 2006.

2.29 DfT have advised that the Bradford Interchange scheme will be considered at the regional level. However the process for determining regional allocations, and indeed notification of the funding pot available at the regional level have not been announced.

2.30 Although the A65 Kirkstall Road Quality Bus scheme was also identified for regional consideration, DfT have recently advised that they could consider it within the 2005 settlement. They will need confirmation that the lower cost alternative (which can be delivered at the same costs as the previously approved scheme) is now an acceptable option, and that we present a convincing argument for consideration at this stage. Work is currently being undertaken to develop the case and it is proposed to request DfT to consider the lower cost alternative for funding. It is therefore proposed to submit this request to DfT before the end of July.

Major Schemes (New Proposals)

2.31 The DfT requires that new major schemes are presented separately to the core plan and that it cannot be assumed (for example in setting targets) that any major schemes will be funded. A long list of potential major schemes was drawn up and independent consultants have undertaken an assessment and recommended schemes for inclusion in LTP2. There are 8 potential new major schemes proposed for inclusion in LTP2. Three are public transport schemes with West Yorkshire wide impacts and the remainder are District Council area based schemes.

2.32 The public-transport schemes (which would be led by Metro) set out in the provisional Plan are set out below. It will be possible to revise this programme in the light of feedback, regional planning guidelines, the decision on Leeds Supertram and further evaluation work on the business case for each proposal. The provisional programme includes:

- Yorkshire Bus Initiative (YBI)
- Phase 1 West Yorkshire Park and Ride Delivery Programme
- MyBus (Yellow Bus) Extension

2.33 In addition there is one innovative pilot project proposed that will cost less than £5m and as such is subject to different submission criteria. This is a potential 'Bradford Minitram' scheme that would provide a public transport link between the rail stations and the city centre. Metro and Bradford Council are currently developing proposals for a demonstration of this technology.

2.34 There are two further major schemes that are ready for submission this July and have timing constraints. They are the Wakefield Westgate platform capacity and Kirklees Structures maintenance schemes. The Wakefield Westgate scheme proposes lengthening both existing platforms and providing cross-overs and new platform faces so that local and/or terminating services can remain in a platform whilst other services pass. This will improve operational reliability for all operators and also provide the capacity for additional local services to use Westgate (including the Pontefract to Wakefield service which the SRA directed to terminate at Wakefield Kirkgate because of the capacity constraints at Westgate). The estimated cost of the scheme is £7m.

Transport Innovation Fund

- 2.35 The additional funding available (both capital and revenue) through the Transport Innovation Fund (TIF) is likely to be significant. Accessing this funding is likely to be the only way of delivering some of the more ambitious West Yorkshire schemes (given that funding for major schemes is likely to be limited).
- 2.36 DfT guidance available on the Transport Innovation Fund indicates that additional measures to manage the demand for car travel will be required to secure funding from this source, particularly in terms of demand management. Guidance on initial 'pump priming funding' available from 2005/06 until 2007/8 has now been made available by the DfT. This requests an outline of proposals with the July LTP submission and a formal bid by 7 October 2005.
- 2.37 The West Yorkshire authorities have made an initial 'expression of interest' in developing TIF proposals (in line with the vast majority of LTP authorities).
- 2.38 The approach being considered by the LTP Steering group and AWYA Leaders recognises that congestion will get worse without improved alternatives to the car and demand management measures. Further work is required to understand better the wider impacts and public acceptability of demand management measures. This understanding would be informed by research, in-depth consultations and the potential of test-bed projects involving volunteers to explore technology and user behaviour issues. The significant causes of congestion include commuter traffic and car use associated with the 'school run'. The approach being considered would also include more innovative ways of addressing these.
- 2.39 It is proposed to discuss approaches to the Transport Innovation Fund with the DfT and Government Office for Yorkshire and the Humber over the summer and to prepare a further report to the September meeting of the Authority.

Associated Strategies

- 2.40 There will be a number of associated strategies forming part of the overall Plan. Metro is responsible for the Bus Strategy, the (Passenger) Information Strategy, the Accessibility Strategy (these three are required by DfT guidance) and RailPlan 6.
- 2.41 The development of the Bus Strategy has been overseen by the Bus Working Group and sets out a more radical approach to improving the quality, reliability and ease-of-use of buses across West Yorkshire. Consultation is currently taking place on the draft bus strategy. Operators are being asked to consider how the strategy could be implemented in a de-regulated framework as Quality

Contracts may be necessary. A copy of the draft Bus Strategy has been posted to all PTA members.

- 2.42 Consultation is also taking place on the draft Information Strategy. The strategy has been overseen by the Facilities Working Group and seeks to build upon the investment in IS systems and databases and use these to improve information provision. The strategy proposes the continued use and expansion of electronic media (internet, WAP, SMS and automated telephone voice server) as cost-effective ways of providing customised information. It also proposes to extend the provision of bus stop information displays using investment from the LTP programme and revenue support from bus operators.
- 2.43 Metro has also co-ordinated the development of the draft Accessibility Strategy set out in the provisional Plan. The draft strategy links ongoing revenue support for concessionary travel, tendered services and information services to the LTP investment programme and land-use planning and the Development Control process. The strategy also includes partnership working with agencies such as Primary Care Trusts and Jobcentre Plus. Further work will be undertaken to develop the full strategy by March 2006.
- 2.44 A draft of RailPlan 6 has been considered by the Rail Working Group. This proposes an overarching strategy objective to maintain and further improve performance. There are then a number of priority themes, which are particularly focussed towards attracting peak commuters. These include Increasing peak capacity, providing additional and better car parking capacity at stations for commuters, improving transport integration at stations, improving the quality of stations and trains and enhancement of strategic links between main urban centres.
- 2.45 There are a number of other supporting elements of the proposed strategy which would assist all passengers including accessibility enhancements at stations, improvements to safety and security, addressing cross boundary fares issues, measures to encourage off-peak use and maintaining a strong Metro branding.
- 2.46 It is proposed to report the Bus and Information Strategies and RailPlan 6 to future meetings of the Authority for approval after consultation and further consideration by the relevant Working Group.

3 FINANCIAL AND EC PROCUREMENT IMPLICATIONS

- 3.1 The funding implications are set out in section 2 above.

4 STAFFING IMPLICATIONS

- 4.1 None as a result of this report

5 EQUAL OPPORTUNITY IMPLICATIONS

5.1 None as a result of this report.

6 RECOMMENDATIONS

- 6.1 That the Provisional West Yorkshire Local Transport Plan is approved for submission to the DfT.
- 6.2 That the major scheme proposal for Wakefield Westgate station is approved for submission to the DfT.
- 6.3 That the further work associated with producing the full Plan by March 2006, the associated strategies and approach to the Transport Innovation Fund are noted.

Director General

West Yorkshire Passenger Transport Executive

DATE: 14 July 2005

Appendix A
Metro's Draft LTP2 Capital Programme

Scheme Title and Description	LTP Expenditure 2006/07 – 2010/11 (£000s)
Roadside Information Including the provision of additional timetable cases across West Yorkshire	600
Passenger Waiting Areas – YBI Routes Continuation of bus shelter installation and replacement programme targeted at core routes on the bus networks where there is the highest potential for patronage growth	6,550
Passenger Waiting Areas – Outside Core Network Bus shelter installation and replacement programme at locations off the core routes as a means of addressing social inclusion issues.	3,525
'Smart' shelter refurbishments The assessment and refurbishment of Smart shelters in order to extend life and comply with DDA requirements	550
New Bus Stations (e.g. Brighouse, Pudsey) Construction of a modern bus stations to replace existing facilities	4,230
Bus Station Enhancements (e.g. Halifax Travel Centre, Dewsbury) Enhancements to existing bus stations including accessibility improvements	1,025
RTPI system development Completion of the scheme to install RTPI displays on key bus routes within West Yorkshire and continued development to improve accessibility to the information and links with other public transport and traffic information systems, ticketing systems, UTMC systems and CCTV systems	3,435
Rail Station Shelters and waiting areas Enhancement of Passenger waiting facilities on Rail platforms at stations across West Yorkshire	1,000
Platform Extensions Programme of platform extensions to allow additional carriages to be added to rail services to increase passenger capacity	2,000
Rail Station Accessibility Improvements Includes provision of Park and Ride, cycle and pedestrian access, DDA accessibility improvements and Bus / Rail interchange facilities.	1,250

Scheme Title and Description	LTP Expenditure 2006/07 – 2010/11 (£000s)
New Rail Station (e.g. Low Moor) Provision of a new rail station including park and ride facilities	2,610
Enhancement and replacement of passenger information displays Replacement and enhancement of electronic passenger information displays at various bus stations across West Yorkshire and provision of electronic infopoints at key locations	2,350
Information at Rail Stations Provision of electronic passenger information displays at various rail stations across West Yorkshire	500
Enhancement and replacement of CCTV cameras Upgrade and replacement of cameras to be carried out with the development of digital CCTV storage system	2,000
Park and Ride at Rail Stations Additional Park and Ride site and expansion and enhancement of existing facilities across West Yorkshire.	1,600
Accessbus Vehicles Renewal of 33 access bus vehicles during the LTP2 period	2,180
Information and Communication Technology (ICT) core infrastructure upgrades Updating of Metro's ICT systems to support existing requirements- includes desktop and printer replacement programme, provision of new data collection equipment and development of call centre services.	2,175
Capital Project development Funding the development of capital schemes within LTP 2 and the development of the 3 rd LTP	2,100
Rapid Transport Development Development of Rapid Transport schemes including studies and staffing costs	2,800
Castleford Interchange major scheme development Funding of design and development costs of the major scheme in order to secure major scheme funding for implementation (Metro Scheme)	645
New Vehicles and Bus Station Cleaning Machines	142
TOTAL LTP EXPENDITURE	43,267