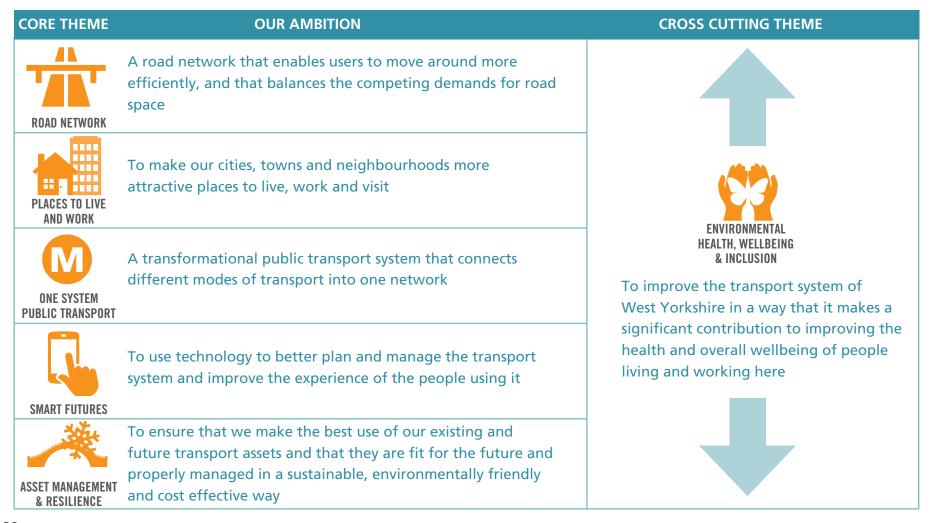
## 5. Our Policies

The Transport Strategy identifies a range of policy proposals, collected across five cores themes and a cross-cutting theme. They address the challenges and opportunities facing West Yorkshire and those issues identified as being most important in our earlier consultation with stakeholders and the public.

These themes and policies describe the actions that will be taken by the West Yorkshire Combined Authority, the West Yorkshire District Councils, the LEP and our partners to improve our transport system, and provide a framework for making investment decisions.

The core and cross cutting themes are explained in this section.



### **Core Theme - Road Network**

Our ambition is for a road network that enables users to move around more efficiently, and that balances the competing demands for road space

The road network, comprising highways and footways, is an essential part of our transport system. Across West Yorkshire there are 100 miles of motorway managed by Highways England and 6000 miles of local roads managed by the five West Yorkshire Local Authorities. These roads have a range of users including drivers and passengers in cars, vans, lorries, coaches, buses, taxis and motorcycles and more locally, cycling and walking.

Our road network is congested at busy times of the day, slowing journeys and making them unreliable. Congestion is costly for businesses and freight operators and inconvenient and frustrating for individuals. The Strategic Road Network of motorways and significant 'A' road, managed by Highways England is essential to the functioning of our economy, but our local authorities also have a responsibility under the Road Traffic Reduction Act 1997 to investigate and introduce strategies and measures to address the growth in traffic on local roads.

#### **OUR POLICIES**

# RN1 Increase capacity on the Strategic Road Network to improve journey times and reliability

Investment is required in improvements to the Strategic Road Network (SRN) including the M1, M62 and the A1 to maintain an acceptable level of operation. Highways England commenced work in 2015 on a West Yorkshire Infrastructure Study to identify locations where improvements would be needed to support future planned growth. The initial study findings suggests that if all the SEP Spatial Priority Areas and Local Plan aspirations for growth in West Yorkshire are fully realised, by 2030 the West Yorkshire sections of the SRN will become exceptionally congested.

This traffic growth will not be accommodated by schemes that are currently planned and the performance of the SRN, and our local roads that connect with it, will be significantly worse in the future.

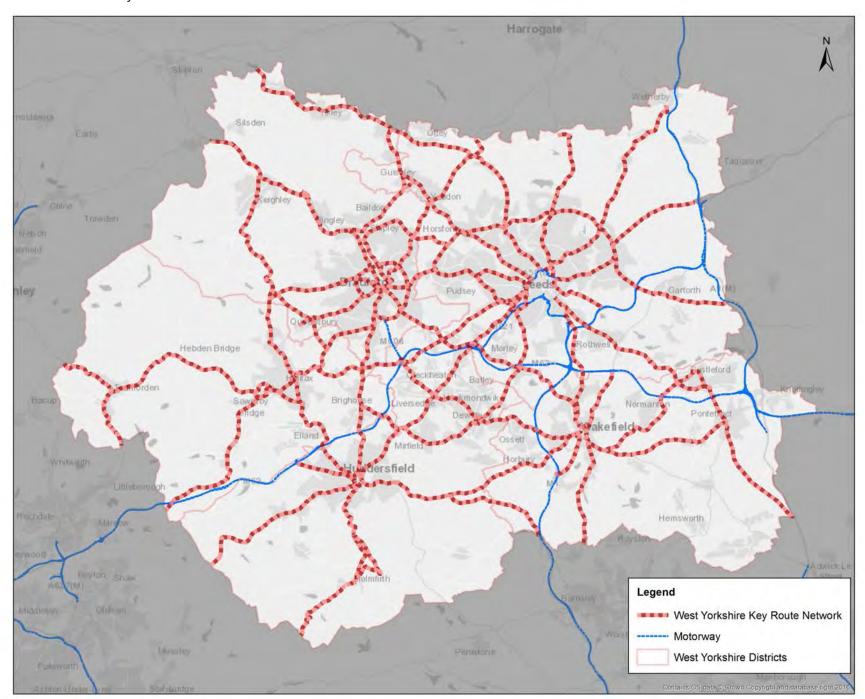
- We will work with Highways England to inform their Route Strategies process to influence the location and programming of motorway improvement schemes to reduce congestion and improve journey times
- 2. We will provide information on growth proposals and analysis of impacts to Highways England to prioritise locations for improvement where development is most dependant on the Strategic Road Network and where problems are most severe
- 3. We will input to the work of the National Infrastructure Commission and Transport for the North to secure funding for motorway improvements

## RN2 Manage a West Yorkshire Key Route Network to improve journey times and reliability

We propose to focus our attention on improve journey times and reliability on the busiest and most important local roads that are the most susceptible to congestion and delay, regardless of district boundaries. The West Yorkshire Districts Councils and the Combined Authority will manage this network through collaborative working with neighbouring local highway authorities and with Highways England's motorways. We will seek to draw down appropriate devolved powers from Government to better coordinate and fund our actions. Our investment in the road network will be underpinned by our commitments set out in the cross cutting theme to protect and enhance the environment, health and wellbeing of all West Yorkshire citizens.

- 1. We will manage a new 400 mile West Yorkshire Key Route Network (KRN). These 7% of all of West Yorkshire's roads carry 60% of the traffic. The KRN has been designed on the following criteria:
  - Where traffic flows exceed 20,000 vehicles per day
  - Roads that perform strategic functions by connecting
    West Yorkshire Centres together and to other City
    Region centres, perform ring road/bypass functions
    around the five Core District Centres, Key Centres
    and primary UrbanAreas, connecting these centres to the
    National Strategic Network and its emergency diversion
    route; and connecting these Centres to Leeds-Bradford
    International Airport

- 2. We will use smarter technologies to actively manage the KRN to improve journey times and reliability and provide accurate information to users to influence behaviour and provide choice, particularly at times of disruption
- 3. We will improve the function of the KRN where most needed, and where necessary deliver local pinch point schemes to relieve congestion and add new roads to facilitate development sites
- 4. We will influence driver behaviour through targeted campaigns to minimise yellow box junction blocking, inconsiderate parking and aggressive driving which can cause unnecessary delay, safety problems and inconvenience
- 5. We will develop proposals to share out the available space on some roads to prioritise certain vehicles in dedicated lanes e.g. freight, buses, taxis, cycles and motorcycles to reflect the needs of different places and the role of the road



## RN3 Provide wider options for car travel and improve environmental performance

The car has a vitally important role to play in our future economic activity and our transport system, and it will remain necessary for many trips, especially outside of our major centres. However we need to manage the growth in car use, as well as anticipating future technologies and changing attitudes to car ownership.

- 1. We will provide more car parking spaces at key transport hubs and new park and ride facilities on the edge of town and city locations
- We will support the shift to more environmentally friendly vehicles, such as low emission or electric cars, seeking to provide a comprehensive electric charging point network across West Yorkshire
- 3. We will expand our new West Yorkshire and York Car Club to provide a realistic alternative to car ownership, and incorporate further zero-emission vehicles into the fleet

# RN4 Work with the Freight industry to improve freight movements and environmental performance

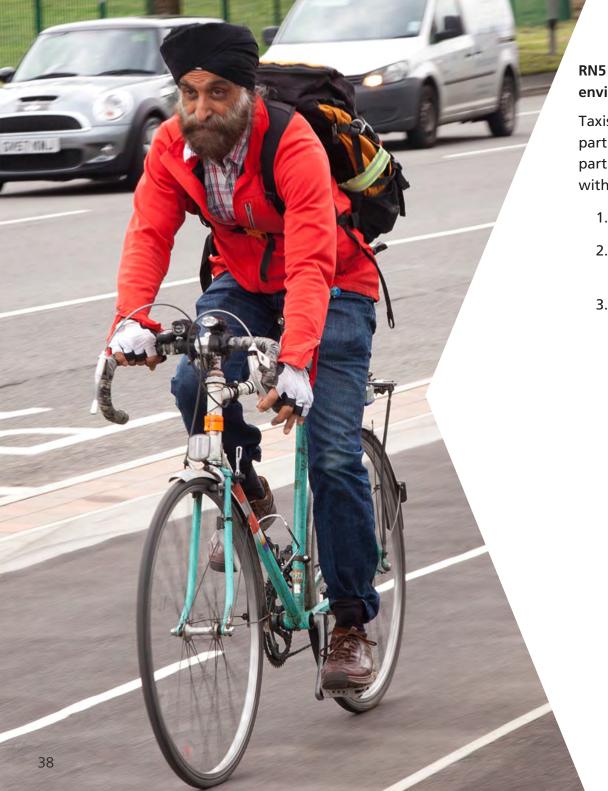
Road transport will continue to be the main mode by which we connect supplies to and from manufacturing and other sectors of the economy, and with communities. With the M1, M62 and A1 and with intermodal centres at Stourton, Leeds and Normanton/Wakefield Europort, West Yorkshire has potentially good freight connections, but disruptions on the key road corridors adds costs to freight operations. The introduction of smart motorway operation to the M62 is starting to deliver some of the reliability that the Freight Industry needs, but we will need to do more to deliver greater reliability.

We also want to reduce emissions from freight vehicles and to move more freight on to other modes.

Good progress has been made by the freight industry in reducing emissions from Heavy Goods Vehicles through the Euro Standards, but we can do more to encourage the take-up of electric vehicles and other alternative fuels. There is potential to increase the transport of goods by inland waterway from both Stourton and Wakefield Europort. Research identifying the increasing role marine aggregates from the North Sea could play in meeting the area's aggregate requirements for development activity has led to the conclusion that there needs to be effective action to exploit the use of waterways to transport them.

- 1. We will manage the Key Route Network to ensure that clearly defined freight access routes are available, aided by technology to improve highway efficiency and where possible capacity improvements for consistent and quicker journey times
- 2. We will work with the freight industry to support the provision of infrastructure such as consolidation centres, and lorry parking facilities which the industry identifies as vital to operations and the recruitment of staff
- 3. We will work with the freight industry to achieve improved vehicle environmental standards, the transition to electric vehicles in town and city centres and other sensitive locations, and of other alternative fuels, such as gas and biodiesel, for larger HGVs
- 4. We will work with Transport for the North and other partners to explore ways we can contribute to the shift from road freight to rail and water particularly looking to exploit the potential of Stourton and Wakefield Europort to transport goods by inland waterway using a network of the Aire and Calder, looking to safeguard and enhance local wharves, as part of a wider strategy including road and rail transportation





# RN5 Work with the Taxi trade to improve taxi facilities and environmental performance

Taxis, including Hackney carriages and private hire vehicles are a valuable part of our transport system, providing more choice for whole journeys or part journeys. Taxis are also provide a valuable service for those people with a disability of mobility impairment. We want to enhance this offer.

- 1. We will provide enhanced taxi ranks at appropriate key transport hubs
- 2. We will work with the taxi trades to strengthen safeguarding protection for vulnerable users
- 3. We will work with the taxi trades to achieve a greater take up of low emission electric taxis, working with the government's Ultra Low Emission Vehicle programme and accelerating the provision of recharging facilities at transport hubs, car parks and on the highway network

#### RN6 Provide safer, more convenient networks for walking and cycling

Walking and cycling are ideal for shorter journeys. Olympic cycling successes and the hosting the Tour de France Grand Depart 2014 and Tour of Yorkshire cycle events appear to have had an impact in changing attitudes towards cycling and introducing new people to the fitness and financial benefits of cycling and we are starting to see real growth in use.

We believe we can build on this trend.

Increased cycling has however contributed to a an increase in the number of cyclists involved in road collisions, and we must invest in more cycle facilities and safety schemes to remove the fear and possibility of accidents if we are to match the cycling levels of leading UK and European cities. We have made a start with our £60m CityConnect programme to deliver a step change in the quality of cycle infrastructure on some key routes across West Yorkshire, including a 23km segregated, Cycle Super Highway connecting Bradford to east Leeds via Leeds city centre, the first stage of which opened in July 2016.

The delivering of CityConnect has been supported by traffic calming and engagement work with the communities along the routes to identify barriers to cycling and build confidence through training.

The increases in walking that we are seeing can be attributed in part to the growth in city centre living and changes in the design of our town and city centres to become more pedestrian-friendly. We believe we can get more people to walk for shorter journeys as we invest in the quality of our public realm and pedestrian routes and facilities and improve access to our public transport hubs.

 We will provide local walking and cycling networks that are safer, more attractive and convenient, with more clearly defined opportunities to access local facilities and to access to the wider public transport network through local transport hubs, ensuring that joined up 'door to door' journeys are possible without the need for a car

- 2. We will design changes to the layout of our streets to reduce cyclist and pedestrian conflict with vehicles, and between cyclists and pedestrians
- 3. We will provide secure cycle parking within the public realm and at transport hubs to help make journeys easier and reducing the need to carry bikes on buses or trains

## RN7 Improve safety and parking for motorcycles and other powered two wheelers

Motorcycles are an efficient form of transport in their use of fuel and of road space. We believe that usage could increase due to the lower costs associated with motorcycles and the limited alternative transport options in some areas, but it is recognised that users are vulnerable to road traffic accidents.

- 1. We will review our programmes and projects in the design stage to identify and eliminate issues that could affect motorcycle safety
- 2. We will adopt a standardised approach for motorcycle parking in District Council car parks and on-street across West Yorkshire
- 3. We will allow motorcycles to use bus lanes within a phased programme in order to asses any potential operational and safety issues

## Core Theme - Places to live and work

Our ambition is to make our cities, towns and neighbourhoods more attractive places to live, work and visit

The 'good growth' economy we are proposing will require us to attract and retain high-quality businesses and skilled, talented people in a highly competitive and mobile global market place. While West Yorkshire offers outstanding heritage, culture and quality of life, it is vital that we build on and enhance our assets and that our cities, towns and smaller settlements continue to offer attractive places to live, work and visit.

How the public realm, which includes civic buildings, open spaces, parks and publicly owned streets and pathways, is developed has a fundamental bearing on this attractiveness, and the SEP identifies that high quality green infrastructure design will be central to the way in which we plan and shape places and developments and the corridors that connect them. The example of Bradford City Park shows the impact that can be achieved in increasing city centre attractiveness, footfall and business activity and confidence, by investing in high quality public realm and green infrastructure to provide high quality facilities and traffic-free public space.

Our proposals also seek to improve our neighbourhoods as great places to live and create healthy and safer streets which benefit from clean air, enable local trips to be easily made on foot or by bike, enable more social interaction between neighbours and are well connected to public transport.

In our central areas and neighbourhoods, getting the mix right will be important, balancing movement and access for goods and people alongside the quality of people-friendly places. To ensure we get that right mix our delivery will be underpinned by our cross-cutting theme policy proposals to protect people's health and our environment.

#### **OUR POLICIES**

#### PL1 Create more accessible, people friendly city and town centres

We want to enhance our urban centres to create environments that will foster greater business and social interaction and collaboration. We want them to attract more inward investment and new businesses to the region, more city living to increase the vitality of town and city centres and to boost businesses already located in our centres. To do this we will improve the public realm and streetscape of our centres, providing more space for people rather than vehicles, making this space both useful and attractive, using high quality materials, more greenery and providing facilities that will allow people to use and enjoy the spaces we create.

- 1. We will improve our gateway rail and bus stations and their surrounding area to make access easier and create more attractive public places and ensure that travel to and from our towns and cities offers the best possible experience for businesses, local people and visitors alike
- 2. We will improve orbital roads and where required add new capacity to enable existing through traffic to move more efficiently around town and city centres enabling existing routes to become more people-focussed and using the freed up space to enhance the public ream for walking and to provide routes and parking facilities for cycles
- 3. We will develop the commercial areas of our cities and towns to make them more people-friendly setting targets to increase the mode share of sustainable transport to enable cleaner air and easier movement on foot or by bike





# PL2 Create more accessible people friendly local centres and neighbourhoods

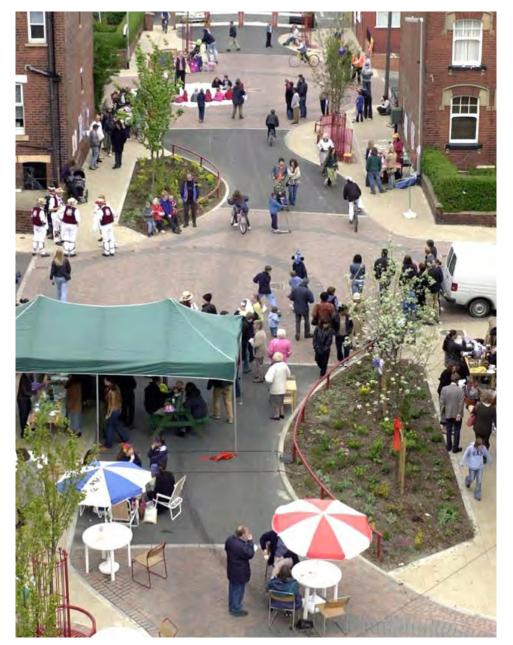
We want to improve our local centres, high streets and neighbourhoods as places in which to live, shop and access local amenities. We will balance the needs for traffic with the quality of our streets as places where people live and enjoy with any need to access or pass through. Better residential and high streets will provide important elements of local walking and cycling networks, linked to a wider network of cycle and walking routes into and between urban centres.

- 1. We will regenerate neighbourhoods through streetscape improvements, drawing upon evolving best practice in street design and make residential areas safer, healthier and greener
- 2. We will work with local communities to create great streets that enhance the transport at a local level by providing safe and attractive environments for walking and cycling
- 3. We will look, wherever possible, to mitigate the effects that major transport corridors can have on local communities, in order to reduce severance and the noise and air quality impacts that can affect people's quality of life

#### PL3 Create more accessible, people friendly new developments

As well as the places in which we currently live and work, our ambitions for growth will see the development of new places, as we create new communities and commercial developments.

1. We will ensure that new places benefit from high quality and sustainable design principles that make them great places in which to live and work, where walking and cycling could be the most convenient and attractive way to get around the neighbourhood, as well as ensuring that sustainable access is built into their planning and development



## **Core Theme - One System Public Transport**

Our ambition is for a transformational metro style public transport system that connects different modes of transport into one network

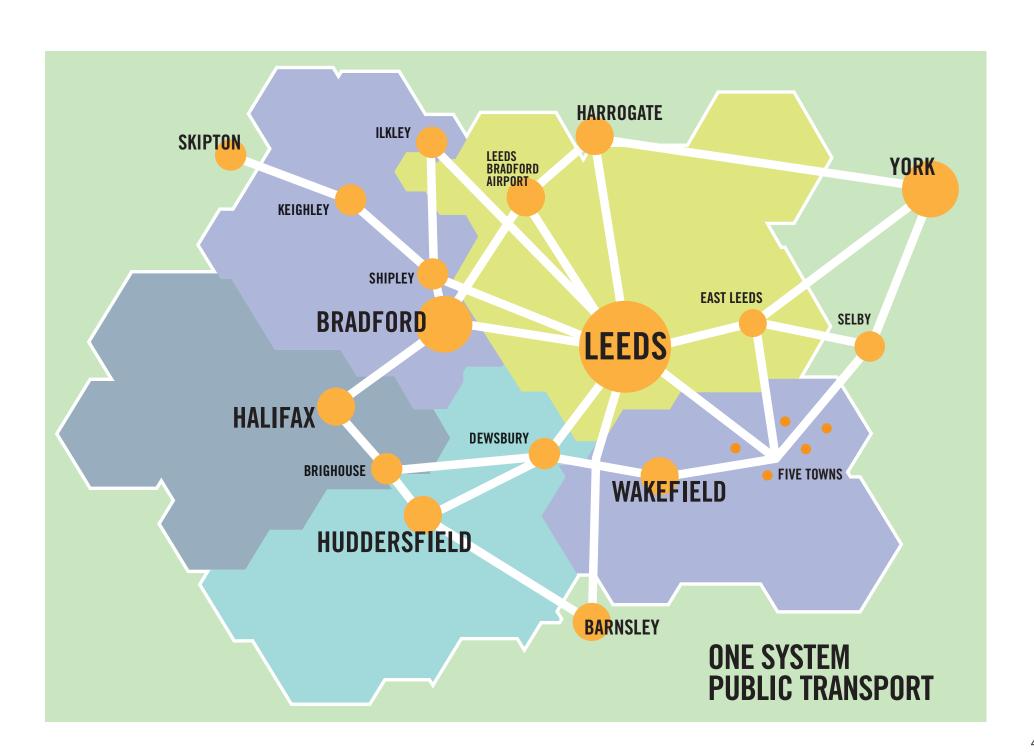
We want to create a 'One System' mass transit network – a transformed, multi-modal, Metro-style public transport system for West Yorkshire and the city region. We want this network to benefit from segregation or priority over other road vehicles, and to provide integration with all tiers and modes of transport, including physical interchange, timetabling, ticketing and payment.

Our public transport system will be High Speed ready. We will link to and build on national investment in High Speed Rail (HS2) and a pivotal station in a new Yorkshire Hub at Leeds and with Northern Powerhouse Rail (HS3) proposals for improved Trans-Pennine travel. We will make the case for and align our transport plans around Northern Powerhouse Rail stopping at Leeds and another intermediate stop in West Yorkshire, and we will align our public transport investment with improvements to the motorways and our local roads for a truly integrated transport system.

We already have an extensive heavy rail system serving much of the city region. On many corridors improvements to rail will be the solution, but new technologies will be considered including the on-street running of Tram-Train, light Rail and Bus Rapid Transit. We will also accelerate the expansion of rail and bus Park and Ride facilities, building on the success of Elland Road Park and Ride.

The diagram shows the linkages that our 'Metro'-style public transport network could provide. We will seek to fill in network gaps for those key areas where rail is not currently available or adequate, such as providing improved access to Leeds Bradford Airport, East Leeds extension housing developments and in the Five Towns area of Wakefield.

Our ideas for public transport have been developed with the involvement of Chambers of Commerce and we will continue to work with business leaders to develop and deliver short and long term improvements to provide the necessary connectivity and capacity to support a vibrant city region.



#### **OUR POLICIES**

#### OS1 Enhance the Rail Network as the core of an integrated, 'metro style' public transport system

Rail services provide many of our regional connections, linking towns and cities across West Yorkshire and beyond. They also provide local connections in some areas, but there can be a conflict between the need for fast journey times while also trying to meet the need for local access. Removing some constraints on the rail network will be important to delivering greater capacity and operating more trains.

As part of our 'metro' style public transport system, heavy rail will remain the solution on the following corridors:

Bradford to:	Huddersfield to:
Halifax	Brighouse, Halifax
Huddersfield	Barnsley
llkley	
Skipton	Wakefield to:
	Five Towns
	Huddersfield
	•••••••••••••••••••••••••••••••••••••••
	Halifax Huddersfield Ilkley

1. We will implement the recommendations of the Yorkshire Rail Network Study - working with Transport for the North, Rail North and the rail industry to replicate across the city region the quality of rail travel (capacity, frequency, journey times, quality) currently enjoyed by customers using services between Leeds, Bradford Forster Square, Skipton and Ilkley

- 2. We will press the case for the rail industry to commit itself to a rolling programme of electrification and upgrades of the rail system serving the region, building on the Trans-Pennine scheme, with the Calder Valley and Harrogate lines being prioritised
- 3. We will work with Government, HS2, the rail industry, Transport for the North, Leeds City Council and other district partners to develop and implement in a phased manner a masterplan for the Yorkshire Hub
- 4. We will work with Transport for the North, Rail North and the rail industry, to develop proposals to run more local, cross-city rail services that pass through Leeds station, rather than terminating, to increase the efficiency of the station and create the ability to deal with growth in the long term
- 5. We will work with Transport for the North, the rail industry and district partners to develop and deliver an intermediate Northern Powerhouse Rail hub between Leeds and Manchester in West Yorkshire, and re-orientate rail and wider transport connectivity to spread the benefits of this transformational change around the city region
- 6. We will develop opportunities to transfer some rail services from heavy rail to Tram-Train, providing the capacity for growth within and around Leeds Station
- 7. We will bring forward solutions to improve connectivity for strategic growth areas at Leeds Bradford Airport, the East Leeds Extension Housing developments, around the Five Towns area of Wakefield and others
- 8. We will develop and implement new stations such as at Thorpe Park and Elland

## OS2 Deliver a bus system that reflects travel patterns and puts the customer first

Buses are vital to West Yorkshire if we are going to achieve our ambitions for economic growth. Bus services play a key role in providing local connectivity, and through longer distance express services could provide vital hub-to-hub connectivity where rail is not available. Our goal is to create Europe's best bus system in West Yorkshire, where catching the bus is an attractive and natural choice for everyone.

We are consulting separately on a West Yorkshire Bus Strategy, which identifies our objectives to enable economic growth by improving connectivity to areas of economic opportunity, significantly reducing local emissions, and support local communities by providing access to health services, education and employment, leisure and retail destinations.

- 1. We will work with the bus operators to implement our West Yorkshire Bus Strategy to achieve our ambitions for a bus network that puts the needs of the customer first
  - We will provide modern, coherent and integrated bus services
  - We will provide integrated, simple and affordable bus fares for all
  - We will provide easily accessible and reliable travel information
  - We will present the bus system as a single network
  - We will provide a modern bus system which contributes to improved air quality

## OS1 Deliver high quality Transport Hubs for improved interchange between all modes

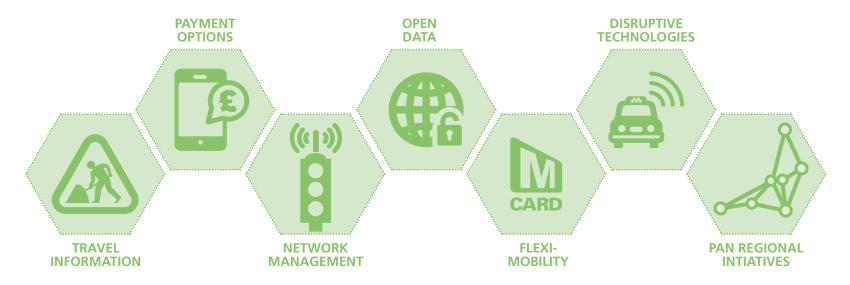
Achieving good connectivity through high quality and efficient interchange is pivotal to our strategy. The 'One System' public transport network will be defined through a series of transport hubs. Hubs are where journeys link up, and where a range of services are available.

- 1. We will deliver improved transport hubs on three levels:
  - National and International Gateways giving access to services and networks such as High Speed Rail, Northern Powerhouse Rail, smart motorways and airports at Leeds Bradford and Manchester
  - Regional and District Hubs a new Leeds City Region 'metro'
    public transport network will move people between regional and
    district Hubs. High quality services will operate on a more turnup-and-go frequency enabling an attractive hub to hub journeys
    with reduced interchange times
  - Local Networks provided mainly through bus services or flexible transport such as car clubs, alongside cycling and walking. Local networks will provide options to get to regional and district hubs from their respective population catchments, as well as to and from employment, health, educational and leisure activities
- 2. We will provide infrastructure and services, such as Park and Ride and shared payment systems to link these tiers, alongside live travel information before and during the journey to keep travellers informed and show alternative options should disruption occur
- 3. We will work with Leeds Bradford Airport as it grows, to create a better connected airport with the public transport hub and links that the airport needs to be fully integrated into the transport network, and to unlock the economic potential and inward investment opportunities it presents

## **Core Theme - Smart Futures**

Our ambition is to use technology to better plan and manage the transport system and improve the experience of the people using it

Technology is already transforming transport. We will build on the tremendous opportunity that technology offers to further transform out transport system by delivery through national, pan-northern and local initiatives, reflecting the need for wider integration and economies of scale.



#### **OUR POLICIES**

# SF1 Improve and coordinate traffic management systems to improve journey times and reliability

- 1. We want to improve the way our transport networks are managed by better use of ticketing and payment transaction data, as well as real-time traffic, rail and car park occupancy information to provide a more comprehensive view of how the transport system is performing
- 2. We will make greater use of Intelligent Traffic Management systems to reduce traffic delays and allow a quicker recovery from disruptions, such as failed traffic lights
- 3. We will, over time, develop an integrated virtual or physical network management and driver communications centre, working closely with Highways England
- 4 . We will seek to utilise anonymised travel data from a variety of sources (e.g. smart ticketing, mobile phones) in our transport modelling. Higher quality, more timely, data will be beneficial in transport modelling and appraisal to inform future investment decisions

#### SF2 Deliver 'Mobility as a Service' for an enhanced customer experience

We want to be at the forefront of developing 'mobility as a service' – whereby customers have a mobility account that enables them to use buses, trains, taxis and car club vehicles. We have a strong foundation through our existing MCard travel smart card system for West Yorkshire's bus and train networks. MCard is the biggest smart system outside London with over a million transactions per week. The system already encompasses concessionary and period products, with further enhancements such as pay as you go to be introduced in 2016. MCard holders are also already able to link their cards with the West Yorkshire car club scheme, operated by Enterprise, with preferential pricing offers.

We believe that this approach will help meet the needs of the future, supporting and facilitating a trend away from car ownership to a more flexible model of transport combining public transport, car club membership or cycle sharing.

1. We will, in conjunction with Transport for the North, develop the infrastructure and back office systems to support a range of customer media (ITSO smart media, mobile phone, contactless bank card, Bluetooth beacons). These will be used to offer customers options to pay before travel (the current model), but also to be invoiced after their travel through a mobility account approach, with registered users able to travel by different modes and invoiced for travel each month





#### SF3 Improve passenger information for greater availability and ease of use

Real time passenger information is already available on nearly all buses and trains and can be accessed via web and SMS as well as on information screens.

- 1. We will work with partners to explore how we will be able to exploit technology further to develop new easy to access customer information, allowing greater choice between travel modes, and the re-planning of journeys if disruption occurs
- 2. We will maintain an inclusive approach to information provision by ensuring all travel information is available in a number of non-digital and accessible formats.

# SF4 Support Open Data initiatives to improve network performance and customer experience

1. We will continue to support open data initiatives, allowing others to make use of transport data and develop new insights into how our transport networks perform. This will help us to analyse trends and prepare for future trends

We will continue to be mindful of other smart initiatives which are being developed by the market and known sometimes as 'disruptive technology'. Current examples include the private hire vehicle system Uber and the adoption of driverless vehicles. We will keep the strategy under review as these technologies are developed.

Autonomous, driverless vehicles have the potential to transform transport provision and usage, with the ability to make better use of highway capacity as well as encouraging new models of car sharing. However, the technology is not yet adopted anywhere in the world and there are a range of issues, such as insurance liabilities, to be resolved. Although we will not seek to be at the forefront of testing the deployment of autonomous vehicles in the UK, we will revise our approach as and when the technology becomes adopted.

## **Core Theme – Asset Management and Resilience**

Our ambition is to ensure that we make best use of our existing and future transport assets and that they are fit for the future and properly managed in a sustainable, environmentally friendly and cost effective way

Transport asset management is about more than just maintaining our roads. There are bridges, traffic control systems, street lighting and public transport infrastructure that require investment to deal with current and future demands. While our customer satisfaction surveys tells us that the travelling public rate roads and our other assets as being very important, at the same time people express dissatisfaction with their condition. Potholes, defective roads and poor quality footways are concerns not only for the inconvenience and costs experienced by users but also the potential danger to our more vulnerable road users such as bicyclists and motorcyclists.

Although research shows that poorly maintained roads fall into a deeper state of disrepair contributing to traffic delays and disruption, the under investment in highway maintenance by successive governments means managing our transport assets presents a major challenge. We have a backlog of repairs and there is a growing gap between the costs of the repairs and the funding that is available. We must make our approach to, and funding for asset management work better.

We have already adopted the Government's Highways Maintenance Efficiency Programme (HMEP) and, since 2011, have achieved significant efficiencies and been awarded the maximum incentive funding from Government for our good work. The key features of the Highways Maintenance Efficiency Programme are:



#### HMEP LIFECYCLE PLANNING

To review funding, support investment decisions and substantiate the need for sustainable long term investment at the right time



#### **HMEP PRIORITISED FORWARD WORKS PROGRAMME**

Delivery of a five year rolling programme of interventions



#### **HMEP PERFORMANCE REVIEW**

Regular performance reviews to measure progress and adjust programmes to keep on track

#### **OUR POLICIES**

# AM1 Deliver efficiencies and maximise funding and environmental performance in asset management

We want to build on the good start made with HMEP and continue to develop our practice, deliver further efficiencies and maximise the funding that we can put back into our road network.

- 1. We will incorporate better longer-term asset management planning including green infrastructure with common standards across district boundaries to make better use of limited budgets, alongside more joint working and sharing of best practice
- 2. We will help contribute to a low carbon economy by minimising environmental impact especially in the process of renewing and maintaining assets that can be energy intensive by re-using materials and recycling where possible
- 3. We will adopt new, sustainable approaches for shared procurement specifications for asset renewal improving efficiency and reducing cost, but still maintaining quality
- 4. We will establish more effective partnerships with planners, architects and utility providers to ensure we achieve the efficient management of assets through the planning and design process

#### AM2 Improve the resilience of our road network to function reliably

Network resilience for both road and rail is related to the network's ability to function reliably during periods of high demand such as the daily morning commute and entertainment and sporting fixtures, varied conditions such as heavy rain and snow fall, and more serious disruption caused by vehicle collisions, breakdowns or extreme weather events such

as flooding. Roads also require maintenance and renewal to help ensure reliable services such as water, gas and electricity are connected to our businesses and homes

- We will maintain the road network proactively to reduce the problems normally associated with disruption through active maintenance e.g. clearing drains regularly and carrying out tree or retaining wall inspections
- 2. We will invest in the timely renewal of assets such as traffic signs and lights to minimise the possibility of failures and with new equipment that is more reliable and cheaper to operate
- 3. We will carry out regular inspections of roads and roadworks, and provide customer information through signage and social media to safeguard the asset and minimise delays and disruption

# AM3 Invest to save to improve performance and value for money in our transport networks

New equipment has the advantage of providing more performance data about the network, helping us to manage it actively and deal with changing circumstances.

- 1. We will 'invest to save' replacing old assets or equipment with new can save money through greater efficiency e.g. low energy lighting
- We will explore options for new and alternative funding sources to support asset maintenance, such as challenge funding and private sector development investments that can be reinvested back into the network

## **Environment, Health and Well Being, Inclusion**

Our ambition is to improve the transport system of West Yorkshire in such a way that it contributes to improving the health and overall wellbeing of the people living and working here

Sustainable economies with high average income are associated with improved living conditions and better physical and mental health, resulting in a more productive workforce, which in turn leads to more investment. We believe that promoting good economic growth is compatible with improving the environment, promoting people's health, and increasing access to opportunities

Our travel has been characterised in recent decades by the use of the car. The car will continue to be a vital part of our transport system, but the environmental, health and social problems created by car dependency are a concern. To deliver the vision of 'good growth' we need to address the negative impacts and accentuate the positives of our transport system by providing more options for more healthy, environmentally-friendly and inclusive transport.

#### **OUR POLICIES**

# X1 Reduce air pollution, carbon emissions and noise levels associated with road transport

Road transport is the biggest contributor to air pollution. Cars are the largest source of emissions, but buses, trains, taxis and goods vehicles also contribute. Air pollution increases the risk of lung cancer, asthma and heart disease. New evidence also suggests links with other cancers, strokes, low-birth weight babies and children's development. West Yorkshire's urban areas have some of the highest levels of air pollution in the UK. Public Health England estimate that 1 in 20 deaths in West Yorkshire are attributable to air pollution.

Road traffic also accounts for 21% of carbon emissions in West Yorkshire. Moving to a lower-carbon transport system is vital if we are to combat the effects of climate change and the disruptive impact of extreme weather on our infrastructure, homes and communities.

Exposure to noise pollution can cause mental health problems, poor performance at school and work, and an increased risk of heart disease. The World Health Organisation recommends that average noise levels at night should not exceed 40 dB(A), but in West Yorkshire nearly 1 in 10 people are exposed to road, rail or air transport noise above this level.

A West Yorkshire Low Emission Strategy (WYLES) is being prepared for adoption in 2016 by all of the West Yorkshire Local Authorities following public consultation in 2015. The WYLES will steer our approach on reducing traffic emissions.

- We will seek to achieve air quality targets set out in the WYLES through appropriate use of technology and encouraging people to switch from their cars to low emission forms of transport for some journeys
- 2. We will support the introduction in Leeds of a Clean Air Zone (CAZ) setting emission standards for certain types of vehicles permitted to enter the Zone. Leeds will become one of the first cities in the country to introduce a CAZ. The Leeds CAZ and any additional actions taken are intended to achieve compliance with required air quality standards by 2020 at the latest. The wider and consistent roll-out of stronger emissions controls will be considered where necessary across West Yorkshire
- 3. We will support progress in the electrification of cars, freight and public transport vehicles, by accelerating delivery of recharging infrastructure and providing for other alternatively-fuelled vehicles
- 4. We will work with bus operators to move to a near-to-zero emissions bus fleet with consistent year on year improvements in environmental performance

#### X2 Protect and enhance Green Infrastructure and the Built Environment

We need to protect and enhance the great diversity of landscapes, water bodies and internationally recognised and protected habitats that together form West Yorkshire's 'Green Infrastructure'. These natural environments support a significant array of biodiversity including protected flora and fauna. West Yorkshire's heritage, cultural assets and built environment are equally important, with a variety of nationally and internationally recognised historic buildings and public spaces including parks and gardens that create enjoyable spaces in which to live and work, supporting wellbeing and physical activity.

Consideration must be given to the potential impact, protection and mitigation of the following environmental issues at all stages of delivering transport projects; air quality, biodiversity, carbon, flood risk, use of natural resources, water quality, soil resources and contaminated land, heritage and landscape and townscape. We recognise that certain transport schemes may be subject to the requirements of an Environmental Assessment (EIA) and Habitats Regulation Assessment (HRA).

- 1. We recognise that any new transport projects have the potential to create environmental issues, including negative and adverse impacts on our built and natural environments. We will protect our Green Infrastructure and townscapes, and where possible seek to enhance these environments, including the creation of a cross boundary network of green transport corridors to promote healthy living. We recognise that all large transport schemes will be subject to an Environmental Assessment and will seek to mitigate against any potential adverse impact
- 2. We will require our transport projects use construction methods that make the most efficient use of natural resources minimises waste, and support re-use and recycling of materials



# X3 Encourage healthy travel with improved cycling and walking facilities supported by training and promotional campaigns

Health evidence links physical inactivity to premature deaths and over 20 chronic conditions including heart disease, stroke, diabetes, cancer, obesity, mental health problems and musculoskeletal conditions. In West Yorkshire, 38% of people are considered inactive, causing almost 5,500 premature deaths each year. Getting more people to cycle and walk as part of their daily routine could play a key role in preventing these deaths. Increasing active travel, with all its benefits for health, inclusion and the environment, should not however increase the risk of injury on the roads.

Evidence shows that access to green space can improve mental health and well-being, reduce the risk of obesity and increase life expectancy. Levels of access to green space are worst for people in deprived communities. Although having an extensive network of footpaths, bridleways and canal towpaths in West Yorkshire, only 18% of the population say they access green space for health and exercise.

- We will provide dedicated networks for cycling and walking delivering the right infrastructure on and off-road to provide safer
  and more effective journeys for cyclists and pedestrians, building
  on the step-change achieved by our investment in the CityConnect
  programme of Cycle Super Highway and canal towpath improvements
- 2. We will improve access to green space, both in rural and urban settings, with particular emphasis on improving access for people with limited mobility
- 3. We will provide appropriate support for active lifestyles, including behaviour change interventions such as training and promotional campaigns to encourage healthy travel

## X4 Improve safety on our transport networks particularly for vulnerable road users

The annual cost to society of road accidents in West Yorkshire is estimated to be £365m. In 2015 the number of road fatalities on our roads was the lowest ever recorded, with 48 people killed (down from 61 fatalities in 2014), with another 868 people seriously injured.

Currently 13% of collisions involve cyclists, and 11% involve motorcycles. With our focus on encouraging a shift to more sustainable modes of travel, we need to ensure we provide a safer road environment that gives people the confidence to make this shift.

- We will maintain our focus on reducing accidents through improved, evidence led-highway design and road safety interventions – and aspire to a 'zero tolerance' of transport related deaths
- 2. We will continue to fund education, training and publicity programmes to improve road user behaviour with greater links to our health partners and enforcement agencies in reducing casualty numbers
- We will continue our support of Safety Cameras and use of Automatic Number Plate Recognition (ANPR) Cameras to tackle car accidents

## X5 Improve access for people in disadvantaged and excluded communities

We want to make the transport system accessible and affordable for people in disadvantaged and excluded communities. Currently 28% of households in West Yorkshire have no access to a car, with 64% of job seekers having no access.

A thriving and successful bus system is an effective way of reducing social isolation and it will be an integral part of our approach to promoting inclusion as well as boosting the economy. The bus supports mobility for jobs and has a positive impact on the retail and leisure sectors, with more people in the UK accessing high streets by bus than by any other transport mode – but there are weaknesses in the bus system, particularly in the early mornings, evenings, Sundays and in rural areas.

People who are socially isolated are up to five times more likely to die prematurely than those with strong social ties. Social interaction is good for our mental and physical health, reducing loneliness and depression, and encouraging physical activity – but transport can cause community severance, reduce interaction and make places unattractive. People living on streets with high traffic volumes are more likely to be injured and exposed to air and noise pollution, and on average have a one quarter of the number of friends and social interactions than people living in low traffic volume areas.

- 1. We will develop our 'total transport' approach, connecting rural or more disadvantaged areas to a full range of opportunities. This will include a more co-ordinated, efficient and better targeted approach, combining the resources of agencies such as the health sector transport providers, community transport, education transport and 'door to door' services such as AccessBus
- 2. We will develop place based options to improve accessibility and inclusion for a range of stakeholders, locations and communities, focussing on the needs of young and older people, those with mobility difficulties, the unemployed, those on low incomes and those unable to drive
- 3. We will use ticketing and payment technology to develop concessionary travel offers for targeted groups
- 4. We will seek to reduce community severance and isolation through encouraging healthy travel and improving road safety We will pay particular attention to making places safe and accessible for older and frailer people to continue to walk and access services











## SEP PRIORITIES

	PRIORITY 1 Growing Business	PRIORITY 2 Skilled people & better jobs	PRIORITY 3 Clean Energy & Environmental Resilience
ROAD NETWORK	Provide access to the widest possible labour pool and bring new markets in reach for firms		High quality Green Infrastructure
PLACES TO LIVE AND WORK		Creation of liveable centres and neighbourhoods	High quality Green Infrastructure Achievement of clean air standards
AND WORK  ONE SYSTEM PUBLIC TRANSPORT	Provide access to the widest possible labour pool Supply chain development linked to major transport infrastructure projects e.g. HS2		High quality Green Infrastructure Improved transport energy / fuel efficiency to reduce costs to business and public transport operators
SMART FUTURES	Open data access for innovation in digital travel information		
ASSET MANAGEMENT & RESILIENCE			High quality Green Infrastructure Climate Adaption
ENVIRONMENTAL HEALTH, WELLBEING & INCLUSION	A transport system that serves disadvantaged and rural communities	Support for young and unemployed people to access work and apprenticeships - addressing costs and travel barriers Increased active travel benefiting health - with cycling established as a significant transport mode	Low Emission Strategy - to reduce carbon emissions and air pollution from transport Achievement of clean air standards Modal shift to sustainable transport

DRIODITY 4	
PRIORITY 4 Infrastructure for Growth	
Enhanced strategic road network with increased capacity Efficient local highway network with optimised traffic management New or improved access to spatial priority areas and to unlock development Improved access to Leeds Bradford International airport Infrastructure and capacity to support manufacturing and business supply chains	ROAD NETWORK
High quality public realm Enhance Station gateways and transport hubs as catalysts for regeneration Orbital road improvements to route traffic away from centres More cycling and walking Improved air quality	PLACES TO LIVE AND WORK
Connections to major national and northern schemes such as HS2 and Northern Powerhouse Rail A single, integrated, Metro-style public transport system - Supporting high densities of jobs in the centres Extended Park & Ride facilities Enhanced bus and rapid transit systems for faster, more reliable journeys	ONE SYSTEM PUBLIC TRANSPORT
New and 'smart' technologies - for travel information, integrated ticketing and payment systems and better traffic management	SMART FUTURES
An efficient, well maintained, resilient highways network High quality Green infrastructure Climate Adaption Flood risk reduction	ASSET MANAGEMENT & RESILIENCE
Electrified transport infrastructure and options A test-bed for non-conventional fuel technologies Reduced accidents	ENVIRONMENTAL HEALTH, WELLBEING & INCLUSION

How the West Yorkshire Transport Strategy fits with the SEP

TRANSPORT STRATEGY CORE THEMES

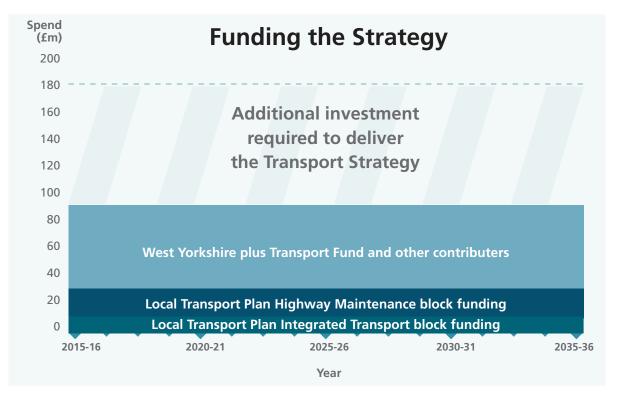
## 6. Funding the Strategy

We have ambitious plans for the transport system – but the affordability of our plans is a challenge.

In 2014, through the first Strategic Economic Plan, we secured from the government one of the country's largest Growth Deal settlements in the country, providing £1 billion to establish, with other funding, a 10-year £1.4 billion Transport Fund for West Yorkshire and York that will fund the delivery of a number of large, strategic transport projects that will help to create 20,000 new jobs and add £2.4bn a year to the economy by the mid-2030s. But this is only a starting point after decades of under investment. Achieving our economic, environmental and social objectives will require a long term programme of sustained, substantial capital investment together with a revenue based programme to support it.

Our funding proposals are not all about strategically important major transport schemes. Smaller interventions offer great outcomes and great value, and are less complex and easier to deliver in a shorter time period.

In consultation with our partners, stakeholders and customers we will develop phased programmes that provide a balance of small and large schemes and a mix of capital and revenue funding, that will ensure that we can make good progress delivering early wins on the ground and ensuring that progress is accelerated on delivering the strategic, transformational infrastructure.



#### **OUR POLICIES**

#### **F1 New Capital Funding**

Capital funding is spent on new additions or improvements to the transport network, for example improving a highway junction, repairing a bridge, building a new bus or rail station or cycle route. In the past, capital funding has generally been provided by central government through direct grant, major scheme funding or through one-off bidding competitions.

The way in which transport is funded is changing. Each year the direct capital grant received from Government gets smaller, with more bidding competitions taking its place. Major transport schemes are now largely funded from Local Growth Deals.

We want to build on the good base provided by the West Yorkshire plus Transport Fund and we will develop new ways to fund the ambitions set out in this strategy. Maintaining these current levels of capital funding over the full life of this strategy will require about £80m - £90m per year of funding. To deliver all of the Strategic Economic Plan and all of the ambition in the West Yorkshire District Council's Local Plans could require a doubling of this current level of capital funding.

- 1. We will aim to take full advantage of Devolution Deal powers and local control of funding streams to secure devolved and consolidated transport budgets set within multi-year settlements
- 2. We will develop new funding arrangements to bridge the gap between what we deliver through the West Yorkshire Transport Fund and the transformational step-change required in transport
- 3. We will align and link up our investments with funding provided by other agencies such as High Speed 2, Northern Powerhouse Rail, Transport for the North and Highways England to make all available funding stretch further

#### **F2 New Revenue Funding**

Revenue funding is spent on activities that support the operation of the transport system such as repairs and maintenance of assets, electricity for street lights, evening, Sunday and rural bus services, providing customer travel information and promotional activities. Generally revenue is provided locally from Council Tax, but the government also provide significant revenue resources for supporting local rail franchises and towards the cost of the national concessionary travel scheme. However, revenue funding continues to be under pressure from the government's austerity programme.

1. We will explore the options for raising new funding locally, including through fiscal demand management measures such as road-user charging and workplace parking levies, to reinvest into sustainable transport options - but only when our local economic conditions are right



#### **F3 Development Funding**

The private sector can also help fund infrastructure projects. When market conditions are right, and the development market is buoyant, the private sector invests significant funding into our local areas through retail, commercial and housing projects for example, where quality of place and connectivity are essential ingredients.

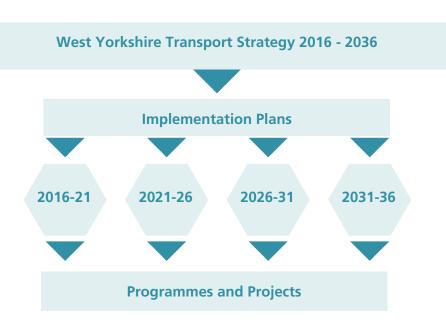
- 1. We will lever in more private sector investment from private sector development and business leaders. Working within the National Planning Policy Framework with the Local Planning Authorities (LPA), we will align our investment plans with the private sector, to actively manage patterns and densities of growth that support public transport, walking and cycling, and to focus significant development in locations which are sustainable or can be made sustainable
- 2. We will also work across administrative boundaries through the Localism Act 2011 to ensure that effectiveness of Local Plans are maximised
- 3. We will continue to seek-site specific mitigation of the impact of development through planning obligations under Section 106 of the Town and Country Planning Act 1990 and through the Community Infrastructure Levy where the LPA has a scheme in place for strategic infrastructure

## 7. Implementing the Strategy

This 20 year Transport Strategy sets the vision, objectives and policy proposals to steer investment.

The Transport Strategy will be supported by a series of 5 year Implementation Plans, containing the specific programmes and projects, which will be developed once the overall Transport Strategy has been consulted on and agreed.

The implementation of the strategy will be managed by the West Yorkshire Combined Authority with the five West Yorkshire District Councils. Delivery will be carried out by various partners and agencies, and appropriate programmes and projects will be aligned to ensure delivery costs are minimised. Regular reviews of progress will be carried out to ensure the strategy is on track.



#### High level programme and early delivery

We have identified some of the key programmes and projects that will form part of the Implementation Plans, but further development work will be undertaken once the Strategy is complete and adopted. An early indication of the high level delivery programme that will be required to deliver the Strategy is shown overleaf:

#### Our approach to assurance

As noted in the SEP, and recognising the growing levels of investment and funding under local control or influence, it is essential that there are robust, transparent and accountable processes in place to ensure value for money for the public purse.

The Local Enterprise Partnership and the Combined Authority has agreed an Assurance Framework that sets out the safeguards and processes that we have put in place to ensure the proper use of public funds and that value for money is secured from all the funding under our remit. We view the Assurance Framework as an essential part of good practice and as an asset which further builds government trust in the partnership's capability to take its own investment decisions.

The Single Appraisal Framework (SAF) forms a vital component of our Assurance Framework. The SAF does not make decisions; instead it informs decision-making by ensuring cases for funding meet the strategic priorities of the SEP and are based on the right sort of investment, are affordable, deliver economic impact and value for money. The Transport Strategy will be required to show that it is underpinned by robust arrangements for the monitoring and evaluation of our investments and interventions. The Combined Authority is currently working closely with central government to ensure that the way we measure the impact and outcomes of the strategy is robust and fit for purpose. Questions in the consultation about what we should measure will form an important part of this in ensuring stakeholder ownership.

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		2016-21	2021-26
ROAD NETWORK	WYTF;	<ul> <li>Castleford Northern Bypass</li> <li>East Leeds Orbital Road</li> <li>Glasshoughton Southern Link Road</li> <li>LBIA Access Road</li> <li>Wakefield Eastern Relief Road</li> <li>York Central Access</li> <li>A650, A62 A641 Corridors</li> <li>WY Key Route Highway Network Development</li> </ul>	<ul> <li>Highway capacity improvement programmes</li> <li>Journey time reliability programmes</li> <li>Projects to unlock strategic growth areas</li> <li>Highways England Road Investment Strategy</li> </ul>
PLACES TO LIVE AND WORK	WYTF;	<ul> <li>Leeds City Centre Package</li> <li>Wakefield City Centre Package</li> <li>WYTF Rail Gateway Improvements;</li> <li>Bradford Forster Square</li> <li>Bradford Interchange</li> <li>Castleford</li> </ul>	<ul> <li>Urban realm programmes to enhance urbans centres</li> <li>Neighbourhood investment programmes to create liveable streets</li> <li>Rural transport investment programmes</li> </ul>
ONE SYSTEM PUBLIC TRANSPORT		TransPennine Rail Electrification WYTF Leeds Bradford Airport Public Transport Access HS2 and HS3 design and consultation phase WYTF 'Park and Rail' programme Calder Valley Line – signalling and line speed	TfN programmes Transport hubs/interchanges HS2 design and construction Phase HS3 design phase Harrogate Line – electrification Calder Valley Line - electrification
SMART FUTURES		Smart Motorways – improved motorway capacity Smart Technology – WY smartcard rollout	Smart north programme  Travel information / journey planning programme  Motorway & junction programmes
HEALTH & WELLBEING		Electric vehicle charging infrastructure Bus Emission Strategy implementation Cycle City Connect 1 and 2 Safer Roads - infrastructure, education, training	CityConnect 3 - cycling and walking programmes  Low carbon/alternative fuels  Transport, Health and Environmental Health programmes and projects to be determined

#### 2026-31

Motorway, key route network and local highway improvement programmes and projects to be determined

#### 2031-36

Motorway, key route network and local highway improvement programmes and projects to be determined



Regeneration, Urban realm, Rail, Bus, Cycling, Walking, Safer Roads, Rural transport programmes and projects to be determined Regeneration, Urban realm, Rail, Bus, Cycling, Walking, Safer Roads, Rural transport programmes and projects to be determined



HS2 operational
HS3 delivery phase
TfN Programmes
LCR metro public transport programmes and projects
to be determined

Rail industry, TfN, LCR metro public transport programmes and projects to be determined



Highways England, TfN and WYCA Programmes and projects to be determined

Highways England, TfN and WYCA Programmes and projects to be determined



Transport, Health and Environmental Health programmes and projects to be determined

Transport, Health and Environmental Health programmes and projects to be determined



## 8. Get involved

We want your input to help us develop the new West Yorkshire Transport Strategy

Consultation with the public and stakeholders on this draft Transport Strategy will run from 18 July 2016 for a period of three months to close on 21 October 2016. We would like as many people as possible to take part and to share their views

The earlier consultation that we undertook in 2015 sought your comments on the core themes of the strategy. (A report of that consultation is available at www.westyorks-ca.gov.uk/stp-survey).

We are now seeking input on the detail of the Transport Strategy. The questionnaire that accompanies this document ask questions about:

- How strongly you agree or disagree with our proposed policies described in each of the core themes and the cross-cutting theme?
- What you think we should measure to show our progress in delivering transport improvements in each of the core themes and the cross-cutting theme?
- Have we missed anything you feel should be included in the strategy?

You can get involved by completing an online questionnaire by visiting: www.yourtravelyoursay.co.uk

Alternatively, paper copies of the questionnaire are available on request, or can be printed from the website and returned via the freepost address Our contact details are:

- Email: yourtravelyoursay@westyorks-ca.gov.uk
- Write to FREEPOST BUS CONSULTATION TEAM (METRO)
- Phone MetroLine on 0113 2457676:

There will also be over 75 public consultation events and workshops taking place across West Yorkshire during the consultation period – You can find out more details at: www.yourtravelyoursay.co.uk

Following the end of the consultation period the Transport Strategy will be updated to reflect the comments received and then adopted by the West Yorkshire Combined Authority in late 2016.

#### **Integrated Sustainability Appraisal (ISA)**

We have undertaken an Integrated Sustainability Appraisal (ISA) of the Transport Strategy.

The Transport Strategy, in setting the framework for future transport interventions, is subject to the requirements of the EU Directive (2001/42/EC) which requires the undertaking of a Strategic Environmental Assessment (SEA). We have decided to incorporate this Strategic Environmental Assessment requirement within a broader appraisal that also includes other assessments such as habitats, equalities and health impact assessments.

The aim of an ISA is to promote sustainable development through the better integration of economic, social and environmental considerations into the preparation and adoption of plans. An ISA shows how sustainable the effects of a policy, project or site are likely to be and where there may be harmful impacts from development and how far these can be mitigated.

An independent report of the ISA has been produced. The report on the ISA can be found at: www.yourtravelyoursay.co.uk.

The public and stakeholders my wish to consider the ISA when responding to the consultation on the Transport Strategy

You can find a summary version of this draft West Yorkshire Transport Strategy by visiting: www.yourtravelyoursay.co.uk
There will be a number of consultation events and workshops taking place during the consultation period - with details at: www.yourtravelyoursay.co.uk

You can get involved by completing an online questionnaire by visiting: www.yourtravelyoursay.co.uk by 21 October 2016

Alternatively, paper copies of the questionnaire are available on request or can be printed from the website and returned via the freepost address

Your views and comments will help to shape the Transport Strategy document, which we aim to finalise and adopt in 2017

The West Yorkshire Strategy consultation is taking place at the same time as the West Yorkshire Bus Strategy consultation



# yourtravelyoursay













