

**West Yorkshire  
Local Transport Plan 2  
2008 Progress Report**



**December 2008**

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This is a report on progress made in delivering the West Yorkshire Local Transport Plan (WYLTP2) to date. This plan sets out a programme for local transport improvements over the 5 year period from 2006 to 2011. We are now at the half way point in this period.

The WYLTP2 was assessed as 'Good' by the Department for Transport (DfT) providing a sound platform for delivery by the LTP Partnership of the five West Yorkshire District Authorities and Metro (the Passenger Transport Authority for West Yorkshire).

WYLTP2 set out an overall 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". Underpinning this objective is a core strategy of "**high public transport investment together with demand management measures**" and a wide range of supporting activities, particularly in respect measures related to the "Shared Priorities" to; Tackle Congestion; Deliver Accessibility; create Safer Roads; Improve Air Quality; and ensure Effective Asset Management.

Monitoring data has been collected to establish our progress in delivering 17 mandatory and 10 local targets for 2006-07 and 2007-08, and consultations have been held with a number of key stakeholders and partners to ascertain their views about the impact of our investment in improving transport and to identify issues that we need to focus on during the second half of the LTP2 period.

The stakeholder response is supportive, with clear recognition that LTP2 investment is delivering improvements and supporting local priorities. Our stakeholders main concerns reflect those issues emerging from analysis of the monitoring data, particularly in respect of our ability to provide attractive bus based alternatives to the private car. The findings of an Audit Commission review reinforce our concerns about the progress being made in delivering increased bus patronage and the complex factors influencing this target.

### Core Strategy Outcomes

The outcomes related to our core strategy are that overall public transport usage has increased with significant growth in peak hour rail patronage but a continuing decline in adult bus patronage. Our demand management measures have held congestion at planned levels despite economic growth, particularly in Leeds.

### Monitoring Results

Overall performance in delivering the LTP2 is encouraging:

- We are on track to meet or exceed 8 of 17 of our mandatory and 8 of our 10 local targets and have satisfied the DfT's overall spending criteria.
- Further work is being done to establish the progress on 6 of our mandatory targets and the remaining 2 local targets. This is needed because of changes in data sources or methods of analysis. We remain optimistic that once the evidence emerges we will demonstrate good progress. The use of the 'yournextbus' real time system for monitoring bus punctuality allows a very comprehensive report of bus performance and shows year-on-year improvement in punctuality. However, the target (reflecting the Traffic Commissioner's target of 95% compliance within a window of one minute early and six minutes late) is extremely challenging and it is too soon to state with confidence whether this target will be achieved by the end of the LTP period).
- The use of real time information to inform bus scheduling has had the unintended consequence of reducing accessibility to hospitals, as modelled in Accession, as a consequence the increased running times required to achieve more punctual operation
- We are not on track for 3 mandatory targets. These include the Accessibility and Safer Roads targets for which there are mitigating circumstances. For bus related targets we have recognised the need to provide clearer emphasis on the targeting of investment and resources at those bus based schemes that deliver better bus punctuality/ reliability which lie at the heart of the overall LTP2 strategy.

**For the Shared priorities:**

**Congestion** - great progress has been made in tackling congestion, with a reduction in traffic growth evident in the key centres of Leeds, Bradford and Halifax and much lower than anticipated growth in car traffic over West Yorkshire as a whole. The encouraging story on traffic growth is matched by an increase in the mode share of non car trips in the morning peak, increasing cycling trips and rail patronage, where we have already exceeded our 2011 target. We are also achieving all of our targets for improving air quality.

**Accessibility** – there has been good delivery of public transport measures but this is not reflected in progress toward the target. We have doubts about the choice of target and a process has been identified for developing a more appropriate measure.

**Road Safety** – generally good practice has been delivered in achieving a general downward trend in casualties. However assessment against the targets suggests that our performance is vulnerable to small changes in accidents involving KSI casualties.

**Air Quality** – we have made good progress in the identification of AQMAs but are facing up to the challenges posed by the development of effective AQAPs.

**Asset Management** – extensive progress has been made in developing our processes for reporting asset management issues and developing action plans. We have also identified a need to improve the co-ordination of asset management with integrated transport in the LTP governance arrangements.

**Other Highlights**

The progress towards our LTP2 targets reflects the high quality of local transport improvements delivered on the ground. Successful delivery has been assisted by the LTP2 Partners supplementing the LTP2 capital programme of £108million for the first 2 years with additional expenditure of £10.1m on integrated transport improvements and

£33.4m on Maintenance. WYLTP2 investment has also helped attract and target additional funding from partners in the Bus and Rail industries and from the alignment of transport and regeneration activities.

Our key concern is in respect of bus patronage, where despite positive growth in some user groups and on routes benefiting from LTP2 investment there has been a significant decline (around 4.5% between 2006-07 and 2007-08) in adult, non-concessionary patronage. We have mitigated some of this decline by implementing a roll out of FreeCityBus services in response to popular demand. In addition the monitoring of this target does not reflect the increase patronage generated by our rail investment strategy and from the introduction of Mybus school bus services.

Progress reporting in relation to the LTP2 targets for Bus Punctuality has been rebased to reflect the large dataset provided through the real time bus journey data.

Preliminary use of this new database to assess our performance on Bus Punctuality indicates that significant improvement has been achieved. More clarity is needed about the trajectory over the remainder of LTP2.

This Progress Report sets out a programme of key actions to improve performance and to specifically address underperforming areas.

The West Yorkshire Local Transport Plan (WYLTP2) covers the 5 year period from April 2006 to March 2011.

This report identifies progress made in delivering WYLTP2 to date.

Monitoring data is provided in respect of years 1 and 2 of LTP2: 2006-07 and 2007-08. Reference is also made to actual delivery on the ground in those 2 years and where appropriate, the first 6 months of year 3 (April 2008 to September 2008).

The half way point is a good time to reflect on progress and consider adjusting our approaches where it is necessary.

This report identifies progress in a number of areas:

- The implementation of the LTP programmes and schemes.
- The progress we are making to deliver our LTP objectives and targets.
- How the WYLTP2 is supporting and shaping wider policy and the objectives of partner organisations.

This review has been used to shape the final years of WYLTP2. In particular we have:

- Reviewed the effectiveness of working arrangements and partnerships.
- Reviewed strategies and future year programmes to ensure continued and enhanced success.
- Identified a number of risks to delivering our objectives.

## Our Approach

The review has been undertaken in 3 parts:

- **Reporting of delivery in the first 2 years of LTP2** – highlighting delivery against specific strategies identified in LTP2, where appropriate.
- **SWOT analysis** – reflecting on delivery and looking forward to opportunities and threats for the remaining years of LTP2.
- **Development of Action Plans** – identifying key issues arising out of the SWOT analysis with proposed remedial actions.

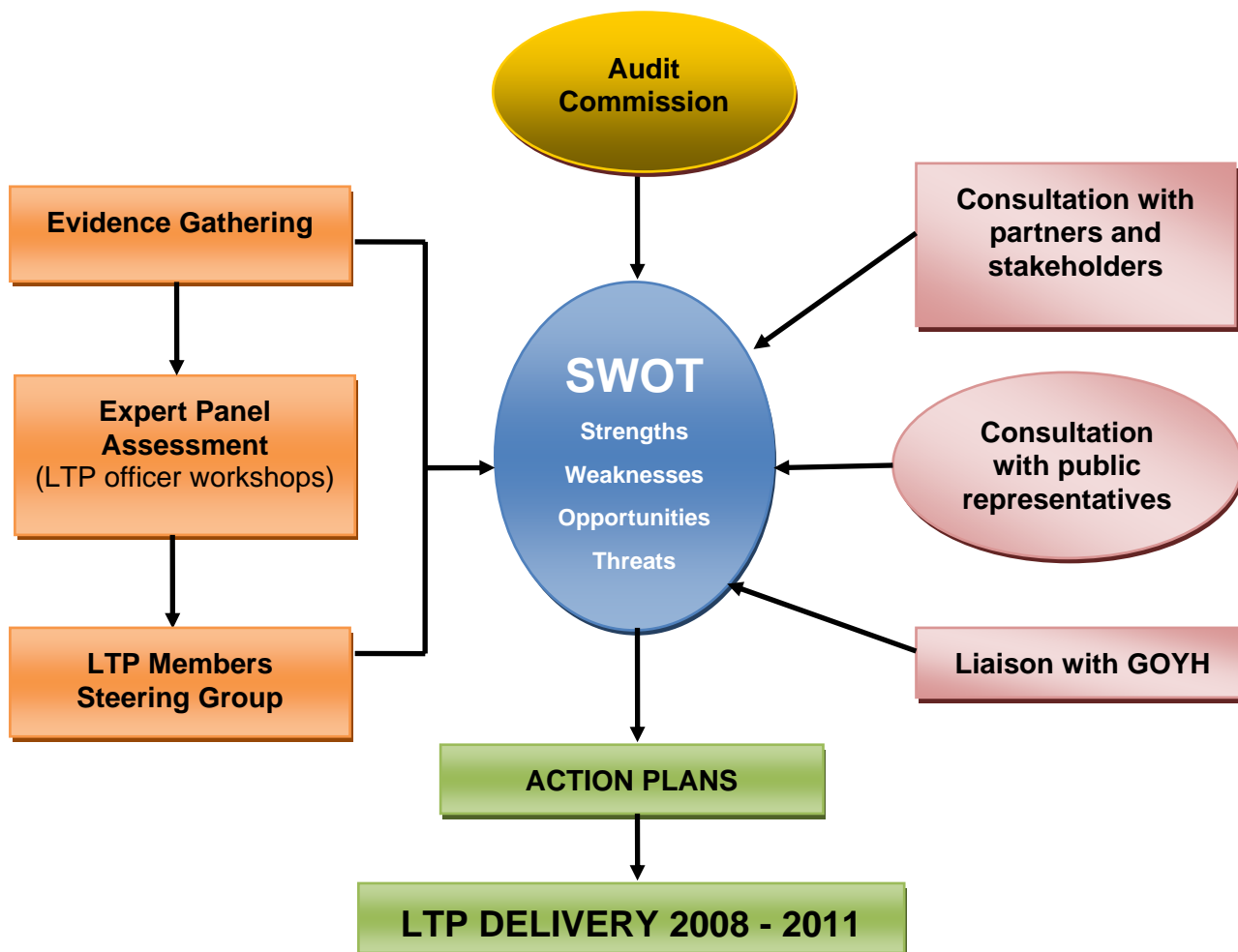
Summaries of delivery highlights, related delivery issues and actions are included in this report. The detailed reporting of delivery highlights and the SWOT analysis for key parts of the LTP can be found in Appendix A.

The Action Plans, provided in the main body of this report, highlight the possibility for change to LTP strategies, targets and processes.

The LTP covers a very broad area of activity and there are specific reporting requirements of the DfT on the technical issues of delivery in some of these areas. This technical reporting has been placed in the Appendices.

Since April 2008 the LTP partners have been engaged in discussions with a wide range of stakeholders with a view to gauging how well the delivery of the plan is going and what the main areas of concern are for the future. The Audit Commission's review (December 2007) of the role of the West Yorkshire Partnership in 'Increasing Bus Use in West Yorkshire through Bus Partnership' has also provided a valuable input.

The process we followed for this review of progress, shown in the diagram below, has been useful in analysing Strengths, Weakness, Opportunities and Threats in respect of key areas of LTP delivery and formulating actions for the remainder of the plan period. The perceptions of, and the concerns expressed by our stakeholders are set out in Table 1. Details of Audit Commission findings are included in Table 2. (See Appendix A1 for full details of the SWOT analysis)



**Table 1.** The following table summarises the responses received from consultation with key stakeholder groups.

What has gone well	Input	Concerns and challenges
<ul style="list-style-type: none"> <li>Overall recognition of LTP2 delivery</li> </ul>	<p><b>Elected Members</b></p>	<ul style="list-style-type: none"> <li>Tensions between priorities – Regional v West Yorkshire v local</li> <li>Concerns that Central Government is not delivering on its responsibilities e.g. low priority for traffic policing</li> </ul>
<ul style="list-style-type: none"> <li>Safer roads / road calming measures</li> <li>Strong, stable, profitable core public transport network</li> <li>Improved bus and regional rail services</li> <li>Construction of Leeds Inner Ring Road and East Leeds Link Road</li> </ul>	<p><b>Local Strategic Partnerships</b></p>	<ul style="list-style-type: none"> <li>Stakeholders' low levels of understanding of the LTP and how fundamental it is to delivery of both 'transport' and 'non-transport' LAA targets</li> <li>Declining bus patronage</li> <li>Congested road networks</li> <li>Avoidance of strong (politically sensitive) demand management measures</li> <li>Need for development of transport infrastructure to support regeneration</li> </ul>
<ul style="list-style-type: none"> <li>LTP – overall recognition that improvements have been delivered</li> <li>FreeCityBus &amp; MetroLocal services</li> <li>Public Transport information services: yournextbus text service; MetroLine; Real Time displays in bus shelters</li> <li>New Brighouse Bus Station in progress</li> <li>CCTV and reduction in incidents on public transport</li> <li>Bus fleet investment by operators</li> <li>Improvement in Trans-Pennine and Northern rail services</li> </ul>	<p><b>Public / Passenger Consultative Committees (PCCs)</b></p>	<ul style="list-style-type: none"> <li>Accessibility – focussing on health / hospitals to the detriment of other issues</li> <li>Bus services – Desire for accelerated investment in quality and quantity of bus services and mode integration / coordination of timetables</li> <li>Bus services – Concern over fare increases</li> <li>Congestion – Perception of inactivity. Desire for more effective management of highway network including enforcement to improve bus performance</li> <li>Tension between City Region focus and local needs</li> <li>Park and Ride - lack of investment</li> <li>Lack of public transport provision in new developments</li> <li>Need for greater investment in rail – to increase the capacity of rolling stock, (new ) stations, lines, car parking</li> <li>Poor bus vehicle cleanliness</li> <li>Negative perceptions of personal safety and security</li> <li>Desire for more flexible ticketing e.g. a MetroCard for a single district</li> </ul>
<ul style="list-style-type: none"> <li>Improved partnership working with Metro</li> </ul>	<p><b>Operators/ Delivery partners</b></p>	<ul style="list-style-type: none"> <li>Partnership arrangements still need strengthening</li> <li>Need for more effective network management and more enforcement of abuses of town centre access, bus lanes and clearways, to improve bus performance</li> <li>Need for stronger demand management and co-ordinated bus priority delivery by districts</li> <li>Perceived threat of FreeCityBus and MetroLocal to commercial services</li> <li>Accuracy of patronage data / WY target doesn't reflect levels of investment and outcomes</li> </ul>

**Table 2.** This table summarises the conclusions of the Audit Commission following their review of the role of the West Yorkshire Partnership in “Increasing Bus Use in West Yorkshire through Bus Partnership” (published December 2007)

What has gone well	Audit Commission	Concerns and challenges
<ul style="list-style-type: none"> <li>• Performance management of partnerships is improving</li> <li>• There is a clear structure for managing and reporting information at an operational level</li> <li>• Partners are delivering local prioritised improvement measures to support targets for increased bus usage</li> <li>• Satisfaction with bus services and information is improving and is relatively high</li> <li>• Metro and Councils have a good understanding of community needs.</li> </ul>	<p><b>Audit Commission</b></p>	<ul style="list-style-type: none"> <li>• West Yorkshire is not on track to increase bus patronage by 5% by 2010/11</li> <li>• Metro is providing strong leadership but bus partnership is not fully effective because targets, policies and risks are not shared by all partners</li> <li>• Fare increases, poor punctuality and complex ticketing are barriers to improving bus usage</li> <li>• Bus partnership is not working effectively to improve accessibility</li> <li>• Significant investment, above the LTP funding profile, is required if targets are to be met</li> <li>• The current statutory framework is limiting the ability of transport authorities to direct the development of bus services</li> <li>• There is no clear framework for PTA members to report back to their Councils, engage with other Councillors or to be involved in policy development at their own councils</li> </ul>

**Actions for the remainder of LTP2 are:**

- To establish new Local Transport Act governance arrangements for the Leeds City Region.
- Review annually the planned contributions to the delivery of LTP2 targets by major bus operators for the remainder of the LTP2 period.
- Develop arrangements to improve liaison between PTA and District Council Members.
- To prioritise the delivery of Bus Priority measures.



### Introduction

The selection of indicators, the setting of targets and the assessment of progress is part of the performance management structure for LTP2. In total we monitor 46 indicators of which 27 have associated targets. Details about the annual progress for each of the indicators is reported in the annual LTP2 Monitoring Report (see Appendix H).

A “traffic light” colour code system is used to indicate whether we are on track (green), have no clear evidence (amber) or are not on track (red) to meet the 2010/11 target.

Table 3 below shows the progress made towards the 17 Mandatory targets in LTP2.

Table 4 below shows the progress made towards the 10 local targets in LTP2.

### Successes

We are on track to meet or exceed 8 of 17 of our mandatory targets and 8 of 10 of our local targets. The key highlights of this success are:

#### *Traffic Growth*

Great progress has been made in restraining car traffic, this is particularly evident in the key centres of Bradford, Halifax and Leeds where we have seen an overall reduction (see target M6). Even the anticipated growth over West Yorkshire as a whole (M13) has been much lower than anticipated.

#### *Modal Shift*

The encouraging story on traffic growth is matched by an increase in the mode share of non car trips in the morning peak (L3), increasing cycling trips (M4, L2) and rail patronage where we have already exceeded our 2011 target.

#### *Air Quality*

Whilst some areas are still to complete action plans overall we have performed very well and achieved all of our air quality targets (M12, L7 and L8).

#### *Road Safety*

Our performance on road safety is mixed. Although the long term trend for road casualties is down we are currently only on track to meet 1 out of our 3 safety targets when looking at changes since 2006/07.

Where we have no clear evidence - 6 mandatory and 2 local targets -this is mainly due to changes in survey methodology or revisions to existing databases. These changes are fully described in the 2008 Monitoring Report.

#### **Areas for Action**

Fuller discussions on the following targets and potential actions are set out in the following sections:

- M1 Access to Hospitals (section 3.2)
- M8 Public Transport (Bus) Patronage (section 3.3)
- M9 All Killed and Serious Injuries (section 3.4)

Air Quality Targets will have to be set for AQMAs in Wakefield, Kirklees, Bradford and Calderdale once the Air Quality Action Plans are completed.

Work is underway to re-base the Bus Punctuality targets making use of the extensive body of bus journey time data created by the recent introduction of the Real Time Information system.

The rebasing of the measures of bus punctuality performance using real time data shows there has been significant improvement over the first period of LTP2. However further work is needed to develop a new profile for the trajectory towards the target.

The apparent reduction in accessibility to hospitals is an unintended consequence of the widespread use of real-time data to inform bus scheduling. Additional running time has been added to many schedules, meaning that the populations within 30 minute isochrones have reduced. This change is, in a sense academic rather than real, as the previously over-optimistic schedules did not provide the level of accessibility modelled through accession.

The model used to forecast patronage is being re-run with the higher than anticipated fare increases to ascertain to what extent this has, or Has not, been the reason that the patronage is not 'on track'. A

bus action plan has also been developed, and reflects the input of the Audit Commission review of Bus Partnership working.

<b>Table 3 WYLTP2 MANDATORY TARGETS</b>					
Ref	Description	Base	2006/07	2007/08	Target
M1	Access to Hospitals	89.5%	78%	75.4%	89.5
M2	Bus Punctuality *	82.6	82.9%	85.7%	95%
M3	Satisfaction with local bus services **	54%	66.4%	7.21	59%
M4	Overall Cycling Trips	100	105	112	110
M5	Person Journey Time	100	+1.7%	+1.7%	+7%
M6	Peak Period Traffic Flows				
	Bradford	100	102	96	103
	Halifax	100	99	95	103
	Huddersfield	100	101	104	103
	Leeds	100	99	97	103
	Wakefield	100	100	104	103
M7	Car Mode share to school	30.8	30.8	30.5	30.8
M8	PT Patronage	199.1	196.9	192.6	209.0
M9	Total KSI	1,484	1,140	1,132	890
M10	Child KSI	272	147	175	136
M11	Total slight casualties	11,391	9,474	8,850	9,642
M12	NO <sub>2</sub> in Leeds AQMA	100	91	94	90
M13	Change in Area Wide Traffic	100	100	100.3	105
M14	Maintenance on PRN **	36%	10%		27%
			(9.68%)	(4.49%)	(9%)
M15	Maintenance on classified non PRN **	13%	17%		5%
			(16.9%)	(7.74%)	(13%)
M16	Maintenance on unclassified roads **	16%	18.3%		9%
			(18.3%)	(15.8%)	(13.5%)
M17	Maintenance on footways	24%	21%	19%	14%

<b>Table 4 WYLTP2 LOCAL TARGETS</b>					
Ref	Description	Base	2006/07	2007/08	Target
L1	Satisfaction with LTP funded PT facilities	87%	96%	No new data	90%
L2	Peak Period Cycle Trips to Urban Centres				
	Halifax	100	108	123	120
	Leeds	100	124	154	120
	Wakefield	100	74	100	120
L3	AM Peak Period Mode Split (% cars)				
	Bradford	74	72	71	74
	Halifax	74	69	68	74
	Huddersfield	64	61	59	65
	Leeds	58	56	55	55
	Wakefield	73	68	69	73
L4	Peak period rail patronage to Leeds	10,209	17,196	18,915	12,240
L5	Patronage on QBCs **	New data source, baseline and target to be revised.			
L6	Pedestrian KSI	525	314	347	420
L7	NO <sub>x</sub> emissions on PRN (tonnes/yr)	15,198	13,359	11,492	12,158
L8	CO <sub>2</sub> emissions on PRN (tonnes/yr)	2,329,000	2,319,000	2,315,000	2,329,000
L9	Structures with restrictions	2.3%	2.5%	2.0%	1.5%
L10	Bus shelters meeting modern standards *	40%	68%	72%	95%

\* New Real Time data source with preliminary target but with trajectory still to be agreed (tba)

\*\* New data source, target to be revised

### Introduction

The LTP2 strategy and its targets were set against the backdrop of increasing traffic growth related to economic prosperity in West Yorkshire and assumptions of continued economic growth focussed on key centres. Overall our strategy focuses on “high public transport investment together with demand management measures”, with supporting delivery to encouraging increased use cycling and walking and measures to improve the highway network remains sound and there have been a number of successful outcomes to date.

To assist in tackling congestion the Network Management Duty, brought about by the 2004 Traffic Management Act, requires local traffic authorities to do all that is reasonably practical to manage the network effectively and to keep traffic moving. Each district has drafted a Highway Network Management Plan; see Appendix C for progress information.

### Successes

Good progress has been made across West Yorkshire during the first two years of LTP2 with the delivery of a range of schemes and initiatives to address congestion and encourage changes in travel behaviour. The role of public transport, particularly rail, in meeting the challenges of economic growth and competitiveness has gained prominence and there has been good progress towards meeting the targets which address congestion.

LTP2 successes to date include:

- Bus performance improvements, with the first Performance Improvement Plan in any UK metropolitan area in Kirklees in 2007 and others to follow.
- Launch of the ftr vehicles on Route 4 in Leeds with investment in high quality vehicles and associated highway improvements.
- Delivery of new bus lanes and additional bus priority measures in some districts.
- Completion of the MyBus project with 150 buses serving 132 schools carrying 9000 pupils, with mode shift and educational benefits.

- Substantial investment in rail capacity and facilities.
- Delivery of a range of smarter choice measures including the ‘Travel for Work’ project supporting travel plan delivery.

### Monitoring performance

Across the partnership we collect a range of data to ensure we are tackling congestion effectively. The main Congestion indicator is ‘Person Journey Time’ (Target M5). There are also a number of other indicators that inform our understanding of performance in addressing congestion.

The past two years have seen a number of encouraging signs of where our strategy and actions are successful, in particular we have seen:

- An increase in peak period mode share for non car modes into all the main centres across West Yorkshire.
- A reduction in peak period traffic flows into Bradford, Halifax and Leeds despite economic growth.
- A substantial increase in peak period rail patronage.
- An increase in cycling use particularly into Halifax and Leeds centres.
- Improved vehicle speeds on all of our targeted congestion routes – 13 in all - with no change recorded over the network as a whole in the morning peak period.

Details of performance in key congestion targets are provided in Table 5. Areas of underperformance are highlighted in “red”. An explanation of key targets follows. (Details of all LTP2 indicators are provided in Section 3 of this report and Appendix H: LTP Monitoring Report 2008).

As stated above, LTP2 targets were set against a background of recent economic growth. Although it is too early to assess the impacts of recent events – the high fuel prices in summer 2008 and the current economic downturn – on our targets, we will continue to monitor progress on selected key indicators, including traffic flows to the main centres and review our targets as appropriate in undertaking our review of 2008 - 2009 data.

Table 5. Key Congestion targets and outcomes					
	Title	Base	2006/7	2007/8	Target
M2	Bus Punctuality*	82.6%	82.9%	85.7%	95%
M4	Overall Cycling Trips	100	105	112	110
M5	Person Journey Time	100	+ 1.7%	+ 1.7%	+7.0%
M6	Peak Period Traffic Flows				
	Bradford	100	102	96	103
	Halifax	100	99	95	103
	Huddersfield	100	101	104	103
	Leeds	100	99	97	103
	Wakefield	100	100	104	103
M7	Car Mode share to school	30.8	30.8	30.5	30.8
M8	PT Patronage	199.1	196.9	192.6	209.0
L2	Peak Period Cycle Trips to Urban Centres				
	Halifax	100	108	123	120
	Leeds	100	124	154	120
	Wakefield	100	74	100	120
L3	AM Peak Period Mode Split (% cars)				
	Bradford	74	73	71.3	74
	Halifax	74	69	68	74
	Huddersfield	65	65	59.1	65
	Leeds	57	56.4	55.3	55
	Wakefield	73	73	69.5	73
L4	Peak period rail patronage to Leeds	10,209	17,196	18,915	12,240
L5	Patronage on QBCs *	New data source, baseline and target to be revised.			

\* New Real Time data source for which trajectory and/or target is still to be agreed

### Person Journey Time per Mile on Key Routes (M5)

This target relates to 13 Key Routes across West Yorkshire, these are

identified in the Congestion Target Delivery Plan. Our target is to limit the increase in travel along these corridors to 5% whilst restricting journey time increases to just 7%.

The target is carefully monitored and each route has a detailed action plan. We have ensured that this target has the highest priority by ensuring it formed part of each District's Local Area Agreement (LAA) – see NI 167. This is seen as a significant achievement across West Yorkshire.

Difficulties following a change in data supplied by the Department for Transport (DfT) have resulted in delays to the publishing of progress on this indicator. Table 6 provides provisional data, recently issued by DfT which shows that that we are on track to meet our target. Performance to date will be confirmed by the publication of definitive data in early 2009.

Table 6. LTP Target M5 Person Journey Time			
	Year	Actual %	Trajectory %
Base	2004/05 & 05/06		
Start LTP2	2006/07	+ 1.7	+ 1.1
	2007/08	+ 1.7	+ 2.3
	2008/09		+ 4.1
	2009/10		+ 5.6
End LTP2	2010/11		+ 6.1

### Bus punctuality (M2)

The Punctuality target requires 95% of all registered services to be within a window of five minutes late and one minute early. The baseline used when developing LTP2 was thought to be 87% from Metro's programme of manual observations. Table 7 below shows performance.

From the start of LTP2, real time bus journey data became available and advantage was taken to change the methodology for monitoring punctuality. The yournextbus real time system provides the largest database in the country on bus performance. With the benefit of this data we can see that

bus punctuality has improved significantly over the first period of LTP2, but it may still not achieve the target.

	Year	Manual Base %	Original LTP2 Trajectory %	Real Time Base %	Real Time Based Trajectory % Preliminary
Base	2003/04	87.1	-	82.6	
	2004/05	86.8	-	82.3	
	2005/06	----*	86.8	---*	80
Start LTP2	2006/07		87.0	82.9	84
	2007/08		88.3	85.7	88
	2008/09		89.6		91
	2009/10		92.3		93
End LTP2	2010/11		95		95

\* No data, change to Real Time monitoring

The first use of the real time system showed that the much smaller sample achieved through manual observation had provided an over-optimistic view (by 4.5% on average) of the baseline position. The LTP partners have re-based the baseline position to be consistent with the monitoring regime.

Improved punctuality has been mostly achieved by more realistic scheduling (which has adversely affected the accessibility target measured through Accession) and the consequential re-deployment of buses to core routes (again adversely impacting on accessibility). Bus punctuality performance improves between January and August, and deteriorates between September and December as a result of increased traffic after the summer holidays, changes to the clock, poorer weather and increased congestion in the pre-Christmas period. Additional Police enforcement of bus priority measures has been funded to address this.

### **Bus patronage (M8)**

Whilst there have been successes relating to congestion, an area of concern is that overall bus patronage is declining. The definition for target M6 refers to 'public transport patronage' but here it only reports bus patronage. Table 8

below shows performance to date. There has been an overall decline in patronage in the first 2 years of LTP2.

	Year	Actual	Trajectory
Base	2003/04	199.1	
	2004/05	195.7	
	2005/06	194.8	193.3
Start LTP2	2006/07	196.9	200.6
	2007/08	192.6	201.0
	2008/09		198.2
	2009/10		198.5
End LTP2	2010/11		209.0

Performance on patronage is a complex story but there are positive aspects to report and build on:

- Patronage by Senior and Disabled pass holders has increased, in line with the forecast of 30% growth, as a result of the introduction of local free travel in 2006.
- The introduction of the national free travel in 2008 has further increased patronage by these groups by 9%.
- Patronage by young people continues to be supported by Metro's (discretionary) support for concessionary travel, in particular the promotion of SchoolPlus tickets.
- There has also been growth, and mode shift, in the use of MyBus services, although these are not included in the reporting of LTP2 targets. MyBus services carry 1.1 million journeys per year.
- The FreeCityBuses have made a significant contribution to the patronage targets and are forecast to carry over 3 million passengers during 2008/09.
- Bus operators' report patronage growth on a number of high frequency routes benefiting from LTP investment, and also on inter-urban routes (following the high fuel prices during 2008).



There has been a sustained trend of overall decline in bus patronage in all English regions outside London, although this has been reversed (temporarily) through enhancements to concessionary travel schemes. The trend has occurred in West Yorkshire despite the successful initiatives described above. Our overall decline is attributable to a 4.5% fall in adult, non-concessionary patronage over 2007/07 and 2007/08. The LTP partners believe that the main cause is the effect of above inflation fare increases, driven by increased operating costs and congestion.

The LTP partners have no influence over fares but Metro has made bus operators aware of its concerns about the detrimental effect of sustained above-inflation increases designed, in some cases, to support higher than industry average profit margins. Metro was particularly concerned about additional fare increases in summer 2008, which it judged to be premature as the two largest operators were not exposed to increased fuel costs at that time as a result of hedging. Nevertheless, the environment for bus companies is very challenging with operating costs (primarily fuel and labour) likely to increase by around 11% in 2009.

#### **Areas for Action**

A range of issues have been identified which can be addressed either through the direct action of the West Yorkshire LTP partners, its wider partnership arrangements or by central government. The partners have prioritised work on the congestion target through the UCTDP and measures to address bus patronage are key areas for improvement for the remaining period of LTP. Consultation has identified a lack of clarity about the role of demand management in tackling congestion in West Yorkshire and options are also presented below to address this.

#### **Actions for the remainder of LTP2 are:**

- Highlight the profile of the congestion target across the districts through the LAA process.
- To re-base the Bus punctuality target performance measures (M5) target for consistency with the monitoring regime.
- To prioritise and implement bus priority schemes to sustain improved punctuality through the year and mitigate the effects of congestion and road-works on bus operations.
- Achieve better delivery of bus priority infrastructure through stronger performance management including:
  - Diversion of funds from other areas of the LTP programme to bus priority measures.
  - Regular progress reports to members.
  - Secure appropriate resources to fast track the introduction Advanced Vehicle Location technology across the districts.
  - Progress the use of camera enforcement of bus lanes.
- To implement measures to address bus patronage, including incorporating marketing strategies into bus schemes delivery.
- Review the profile of demand management in all districts, drawing on recent success in Kirklees.
- To review and continue to implement the Urban Congestion Target Delivery Plan (UCTDP) to include:
  - A thorough assessment of the UCTDP routes and their trajectories.
  - Sensitivity analysis of the data used in calculating the target.

**Introduction**

Delivering accessibility is about tackling the barriers that people, particularly those from disadvantage groups and areas, face in accessing transport, jobs and services. Accessibility planning should ensure that barriers are identified and improvements made through better transport, working in partnership with delivery agents and delivering jobs and services where they are most needed.

The LTP2 Accessibility Strategy was assessed by GOYH as ‘Good’. The strategy placed a strong emphasis on engagement with partner organisations and with communities.

**Successes**

The establishment of a West Yorkshire Accessibility Partnership and thematic Health sub-group has expanded stakeholder participation, increased awareness of accessibility planning, identified priority work areas and developed a number of accessibility solutions and products.

The Accessibility Partnership brings together senior management representatives of Local Authorities, Hospital and Primary Care Trusts, Learning and Skills Council, JobCentrePlus, Yorkshire Forward and the Highways Agency.

There have been good examples of public transport delivery at the local level building on the partners’ knowledge of accessibility issues and relationships with organisational stakeholders, bus operators and user groups. Successful projects include:

- £14million per year spent on socially necessary tendered bus services, plus trials of a new bus services linking e.g. hospital and PCT facilities with north Bradford communities;
- 4 FreeCityBus routes in Leeds, Huddersfield, Wakefield and Bradford, improving interchange and access to town centres, with 2.4m passengers in 2007/08;

- 7 MetroLocal bus routes in Kirklees linking communities with local facilities.
- 21% of all bus stops improved with raised kerbs with 800 bus stops (added to the 2220 delivered in LTP1) with co-ordinated low floor bus delivery by bus operator.
- 16 rail stations benefiting from minor access improvements and a new station access at Ilkley.
- Class 321 rail vehicles refurbished with improved wheelchair space.
- 315,000 people provided with National Concessionary Fare passes.
- 480 free monthly (train & bus) MetroCards provided to job seekers in partnership with JobCentrePlus.

District Councils have been partners in Metro’s public transport projects providing funding for e.g. FreeCityBus and MetroLocal. Other delivery by districts has focussed on physical infrastructure improvements e.g.

- Kirklees Greenways routes - awarded first prize for mobility in 2007 European Greenway Awards.

**Key Outcomes**

There is a single LTP2 target relating to accessibility. This target requires that 89.5% of households without access to a car should be within 30 minutes of a hospital by public transport by 2011.

The choice of the target reflected concern over changes to the location of hospital services at the time of writing LTP2. Performance is measured by “Accession” (accessibility mapping) software and is shown in Table 9.

	Title	Base	2006/7	2007/8	Target
M1	Access to Hospitals	89.5%	78%	75.4%	89.5



The reported poor performance is mostly a consequence of bus operators (informed by real time information) lengthening running times (schedules) to accurately reflect the impacts of traffic congestion. This significantly impacts on "Accession" calculations by reducing catchment areas and the possibilities for interchange between public transport (bus and rail) services. The removal or amendments to local bus services has however also directly impacted on some specific communities. Other LTP authorities have experienced difficulties in meeting similar "Accession" based targets.

The West Yorkshire LTP Member Steering Group has agreed that access to Hospitals remains a priority and they do not wish to change or re-base the LTP Accessibility Target M1. There is however a desire to supplement this target with additional outcome or output based indicators linked to local actions. To this end the LTP partners have initiated accessibility audits of all hospital sites in West Yorkshire to identify joint actions for delivery by Metro, the districts and the hospitals to improve local accessibility. It is expected that actions accompanied by appropriate LTP funds and performance indicators will be identified for 2009-10 and 2010-2011.

### Areas for Action

Although the Strategy and partnerships are considered to provide a sound basis for delivery, there is a consensus that the process for addressing accessibility may not be quite right. Concerns have been identified in the following areas:

- The accessibility target does not capture the good delivery to date with FreeCityBus and MetroLocal services or the proactive use of Metro's tendered service budget to improve bus services connectivity to key services.
- A single West Yorkshire public transport target has deterred some of the LTP partners from identifying and acting on other local accessibility issues (reflected in an absence of annual action plans from all partners for 2007-08 and 2008-09).
- The geography for delivery (i.e. the Districts) may not be the best fit for identifying and solving accessibility problems.

### Actions for the remainder of LTP2 are:

- Strengthen the role of the full Accessibility Partnership in scrutinising the local delivery of accessibility actions.
- Set up other thematic groups (similar to the successful Health sub group). The thematic groups would report to the Accessibility Partnership to identify issues and steer delivery. Themes may include:
  - Employment and training.
  - Rural areas.
  - Older people.
  - Young people.
- All LTP partners to allocate resources to deliver their contribution to hospital accessibility improvement schemes and to any other actions arising out of the thematic groups.
- Develop a basket of supplementary outcome and / or output indicators for the delivery of specific schemes.
- Trial a new approach to locality based accessibility planning:
  - It is proposed that area committee geography may be appropriate as the basis of this approach. An area committee based approach could also make use of District Council organisational structures.
  - A potential model is to develop, with local input and assistance from district Council area based co-ordinators, a transport needs and provision statement for each local area - in essence a local accessibility audit.
  - The accessibility audit would be refined through local area meetings and prioritisation (e.g. top three) identified through a gap analysis and, for example, participative workshops.
  - The accessibility audit and action plan would be the subject of annual review.

### Introduction

Delivering Safer Roads is about ensuring that people have choice in how they travel and are safe, and feel safe, in their chosen form of transport, whether they are walking, cycling, riding, driving or travelling as a passenger. The foundation of our approach to safer roads is the engagement with and the involvement of local people. The Safer Roads Strategy presented in LTP2 was assessed as 'Excellent' by the Department for Transport.

### Successes

Key to success has been the emphasis placed upon developing and strengthening partnership working, with a particular focus on local community involvement.

Each Local Authority has established or is establishing a Safer Roads Steering Group to drive delivery. West Yorkshire Fire and Rescue are now established within the Safer Roads framework and will be more so with the development of the National Fire and Rescue Road Safety Strategy. Neighbourhood Policing Teams are increasingly involved in the work that we do. A key focus is reducing the number of casualties on our roads.

Whilst road safety engineering remains a vital part of safer roads, initiatives that seek to change behaviour in other ways are seen as increasingly important. A key element in future progress is that more people should take personal responsibility for safer roads issues and involve themselves in the work that we do. Increasing emphasis is being placed upon training and publicity initiatives, complemented by effective enforcement to deal with unlawful behaviour.

A broad range of excellent safer roads initiatives has been delivered across all the West Yorkshire districts. Highlights include:

- Expanded pedestrian and cycling networks focussing on access to community facilities e.g. Spen Valley Greenway, Kirklees – 23% increase in overall usage to 200,000.

- Town centre improvements providing a better balance between the needs of different users e.g. Hebden Bridge - footfall increased by 100% following completion.
- Driver training initiatives e.g. Kirklees - Older Drivers, Driving at Work, Motorcycle Riding – substantially reduced collision rates achieved.
- Speed Awareness courses extended through Safety Camera referrals and resulting in greatly reduced re-offending rates.
- Pedestrian and cycle training provided in all districts.
- Leeds Bike Buddy Scheme - advice and support to members of public wanting to cycle to work.
- Working with local schools e.g. Calderdale road safety seminars engaging over 2700 pupils in years eight to ten; Leeds Junior Road Safety Officer scheme rolled out to 60 schools.
- Campaigns targeted at key risk groups e.g. Seat Belt On – substantially increased compliance within Calderdale's Asian community; qualityyorkshireriders.com - website for bikers providing information, maps and discussion forum.
- Speed management - Safety Camera deployment and Vehicle Actuated Signs to achieve adherence to speed limits.
- Strategies to support roads / neighbourhood policing and deal with the anti-social use of vehicles e.g. Bradford District Roads Policing Strategy.

### Key Outcomes

There are 3 LTP targets specifically relating to Safer Roads:

- **M9:** Total Killed or Seriously Injured (KSI) requires a 40% reduction from the 1994-8 average by 2010 (stretched to a 30% reduction from the 2002-4 average by 2010(related to PSA)).
- **M10:** Child KSI requires a 50% reduction from the 1994-8 average by 2010 (stretched to a 40% reduction from the 2002-4 average by 2010)

- **M11:** Total slightly injured in road traffic collisions requires a 15% reduction from the 2002-4 average by 2010.

Table 10 below shows performance.

	Title	Base	2006/7	2007/8	Target
M9	Total KSI	1484	1,140	1,132	890
M10	Child KSI	272	147	175	136
M11	Total slight casualties	11,391	9,474	8,850	9642

Although the Total KSI and Child KSI increased from the 2005/06 level between 2006/7 and 2007/8 the long term trend is downwards reflecting the trajectory shown in Table 9.

### M9 Total KSI casualties

The numbers of KSI road casualties are given in Table 11.

The potential for road crashes and injuries depends on a number of factors including local delivery of road safety initiatives, actions of partner agencies, particularly of roads policing and neighbourhood policing, together with the guidance and support given by government. Social factors are increasingly important from the positive acceptance of road safety issues and responsibility, to the negative effects of anti-social behaviour, deprivation, and unlawful activity.

	Year	Actual	Trajectory
Base	1994/98	1,484	-
	2003/04	1,237	-
	2004/05	1,215	-
	2005/06	1,085	1,138
Start LTP2	2006/07	1,140	1,088
	2007/08	1,132	1,039
	2008/09		989
	2009/10		940
End LTP2	2010/11		890

There are a great many initiatives taking place at present or in development including studies with government, developing neighbourhood-policing practices, driver-training activities by referral from the Safety Camera partnership and the progression of District Steering Groups and Road Safety Plans.

There is also increasing evidence of safer roads initiatives gaining momentum nationally and locally. In the 9-month period from January to September 2008, 46 people were killed on the roads of West Yorkshire. This is substantially less than the previous five-year average of 80 people killed in that 9-month period. Serious road injuries have also reduced and if both trends are continued for the remainder of the calendar year we will see a record low level of people killed and seriously injured to an estimated level in the order of 1030 based on the previous 5-year trend. However, this will still be above the trajectory.

Future activities will be guided by the outcomes of studies being done particularly on the effects of deprivation and by continued negotiations with our partners including central government.

## Areas for action

This Review of LTP Progress has allowed us to identify a number of areas either where our delivery of safer roads has not been as effective as it could have been or where further development of our strategy could allow us to build upon the excellent progress already made:

- There has been inconsistent organisation and progression of Safer Roads Steering Groups across the Districts. This has delayed the preparation and delivery of 'Safer Together' Plans.
- A broader range of data sources could be used to help our understanding of behavioural issues, particularly with regard to issues affecting disadvantaged communities. This would help to guide development of more effective interventions.
- Delivery of Safer Roads is cross-cutting and impacts positively upon many areas of community safety and wellbeing e.g. access to goods and services, mobility and health. We need to review our partnership working and our links to other agendas.

## Actions for the remainder of LTP2 are:

- To establish a consistent approach to delivery of Safer Roads across the Districts based on best practice whilst accommodating local priorities.
- To make greater use of impact assessment (before and after studies) to measure the effectiveness of interventions.
- Greater sharing of data between partners to bring a better understanding of Safer Roads issues and overall issues of safety in the community and in the home.
- Improved communication of Safer Roads issues and effects to other agencies and to local communities.
- Improve linkages between Safer Roads delivery, delivery of other shared priorities and LAA targets and objectives [This is very dependent upon the co-operation and involvement of partner agencies and upon the commitment that can be given].
- Continue to build on community engagement activities through targeted initiatives including publicity, education and enforcement.
- Prioritise significant initiatives for delivery across West Yorkshire and involving all partners – for example, roll out "Seat Belt On", the Road Safety Partnership Grant Scheme developed in Calderdale that can be applied more widely, and build on the work done in Kirklees to establish Road Safety in the schools curriculum.

### Introduction

Improving air quality for residents and visitors to West Yorkshire remains an integral part of delivering the second West Yorkshire Local Transport Plan.

The partnership has submitted a separate detailed Air Quality update report to GOYH / DEFRA (see Appendix E). This contains detailed information on:

- new air quality management areas;
- our monitoring regime;
- the implementation of approved air quality action plans; and
- An outline of partnership working.

### Strategic Environmental Assessment (SEA)

The SEA was conducted whilst the LTP2 was being developed, this process helped promote more sustainable strategic transport plans for West Yorkshire. The accompanying Environmental Report included the prediction and evaluation of any significant environmental effects likely to arise from future LTP2 transport policies. The report also contained general advice on transport related environmental mitigation, including air quality, climate change (mitigation and adaptation) and environmental noise. The DfT considered our SEA as 'Excellent'.

### Successes

Air quality and congestion are strongly linked. As such, many measures aimed at tackling congestion will contribute to the delivery of better air quality in West Yorkshire, for example, the delivery of better public transport facilities, smarter choices and demand management all have a valuable role to play (see appendix E for more information):

The key successes in this area are:

- An increased number of declared air quality management areas since the start of WYLTP2 from 9 to 26.

- The 'Travel for Work' project has cut 8,059 tonnes of CO<sub>2</sub> to date through modal shift.
- Encouraging cleaner technologies – Leeds CC owned vehicles using bio-diesel & fuel additives.
- Excellent technical partnerships through the West Yorkshire Transport Emissions Group (WYTEG) to deliver better solutions to tackling air quality and providing best practice advice.

### Key Outcomes

The key targets relating to air quality are shown in Table 12:

	Title	Base	2006/7	2007/8	Target
M12	NO <sub>2</sub> in Leeds AQMA	100	92	94	90
M13	Change in Area Wide Traffic	100	100	100.3	105
L7	NO <sub>x</sub> emissions on PRN (tonnes/year)	15,198	13,359	11,492	12,158
L8	CO <sub>2</sub> emissions on PRN (tonnes/year)	2,329,000	2,319,000	2,315,000	2,329,000

All air quality related targets are on track to be met. M12 remains the key target area and will require input from other authorities once the Air Quality Action Plans (AQAPs) have been completed. AQAPs are vital to the delivery of air quality improvements. Table 13 below and Table 1 in Appendix E give the progress currently being made in this area.

Table 13 Air Quality Action Plan progress		
District	No. AQMA/AQAP	Progress to Date
Bradford	4/0	A final consultation draft AQ action plan covering all four AQMAs is targeted before the end of 2008
Calderdale	6/0	Following consultation in 2008 three separate AQAPs are being refined to identify a balanced, realistic and achievable package of measures.
Kirklees	1/0 (A further AQMA will be declared early 2009)	AQMA declared in October 2008. Action Plan being prepared
Leeds	8/1 (AQAP covers all traffic related AQMAs of which there are 7)	Targets set in included in LTP2
Wakefield	8/1 (AQAP covers all AQMAs)	Currently awaiting response from DEFRA on AQAP. Targets will be set once discussions concluded

### Action Areas

The existing strategy is considered to provide a sound basis for delivery. However there are areas for focus which will bring about better results to the overall process. The key areas are:

- Improve integration of air quality priority into overall LTP process.
- Utilise Strategic Environmental Assessment to assess progress of the LTP strategies.
- Review Air Quality funding within the overall performance management framework.

- Complete Air Quality Action Plans for all AQMAs including district specific targets.
- Improve relationship with the Highways Agency where Motorway AQMAs exist.

### Actions for the remainder of LTP2 are:

- Complete Air Quality Action Plans in Bradford, Calderdale and Wakefield.
- Set targets for NO<sub>2</sub> in Bradford, Calderdale and Wakefield and Air Quality Action plans and incorporate into LTP target M7
- Improve partnership working between LTP core team and West Yorkshire Transport Emissions Group (WYTEG) – include representative from both to improve co-ordination and understanding.
- Incorporate review of LTP spend on Air Quality into Performance Management Framework.
- Improve dialogue with Highways Agency as part of WYTEG to ensure common objectives where motorway AQMAs exist  
Review SEA and recommend changes for inclusion in PMF to ensure delivery of Air Quality Objectives.



### Introduction

The West Yorkshire authorities and Metro continue to successfully manage an extensive stock of highways assets including, almost 9600km of road and footways, 1630 bridges and culverts and 1650km of retaining wall. Add to this over quarter million street lights, the public rights of way network and the complete network of 14,000 bus stops and 4,026 bus shelters then asset management is a key area of delivery for the LTP Partnership.

### Successes

The key areas of success to date are:

- Allocation of additional finances to the LTP Maintenance Block to ensure that delivery is accelerated in this area. A total of £33.366m has been added so far.
- The five authorities continue to utilise the Codes of Practice for Highways, Structures and Street Lighting particularly for benchmarking purposes.
- Condition data is being used in more refined ways to aid decision making on works programme and lifecycle planning.
- Street lighting PFI schemes in Leeds and Wakefield provide strong evidence of the effect of good street lighting. Post implementation studies show improved feeling of well being, greater community cohesion and reduced crime.
- Programming and scheduling of work is being synergised with other shared priorities such as congestion reduction, safer roads and accessibility to maximise opportunities e.g. Kirkstall Road Corridor in Leeds.
- Safety inspection regimes and vigorous accident claim investigation has led to a reduction in compensation payments and a drop in the number of claims made.

### Key Outcomes

Over recent years we have measured ourselves against four key national indicators and two local indicators. These are set out in Table 14 below:

	Title	Base	2006/7	2007/8	Target
M14	Maintenance on PRN *	36%	10% (9.68%)	* (4.49%)	27% (9%)
M15	Maintenance on classified non PRN *	13%	17% (16.9%)	* (7.74%)	5% (13%)
M16	Maintenance on unclassified roads *	16%	18.3% (18.3%)	* (15.8%)	9% (13.5%)
M17	Maintenance on footways	24%	21%	19%	14%
L9	Structures with restrictions	4.3%	3.9%	2.0%	1.5%
L10	Bus shelters meeting modern standards *	40%	68%	72%	95%

\* New data in use (see Appendix H, Chapter 7)

We are progressing well in all of these areas however the targets will need to be reviewed as the methodology of data collection and the rules and weightings against which the indicators have been measured have changed several times over recent years. Until these stabilise it is difficult to report meaningful trends. Details of recent results are shown in Table 14 and are discussed in Appendix D.

For Highway Structures significant programmes of work have been implemented to further the strengthening and structural maintenance of bridges and retaining walls which will improve the overall condition of the highway structures stock.

### **Areas for Action**

At the time of preparing LTP2 it was envisaged that Highway Asset Management Plans (HAMPs) for each district would form an integral part of a West Yorkshire Transport Asset Management Plan (TAMP). The development of HAMPs has not progressed as quickly as originally envisaged. However when viewed from a national prospective West Yorkshire has made good progress and is ahead of other areas of the country.

In addition, within the LTP management arrangements, asset management and integrated transport have become separated. This issue will need to be addressed to ensure the two are supportive of one another and drive forward a co-ordinated approach particularly as prudent asset management and the minimisation of reconstruction and replacement helps to reduce the congestion associated with maintenance works and the detrimental effects on air quality that accompanies such delays on transport networks. A free flowing network of roads and pavements also improves accessibility.

### **Actions for the remainder of LTP2 are to :**

- Prioritise development of West Yorkshire Transport Asset Management Plan.
- Reconvene and develop a West Yorkshire Asset Management Group to link up with integrated transport element of LTP2. Associated asset sub-groups will consist of:
  - Highways maintenance including winter and claims
  - Highways structures
  - Street lighting
  - Urban Traffic Control
  - Public Rights Of Way (input from existing group to asset management)
  - Car parks
  - Bus stops, shelters and station infrastructure.
- Better utilise Asset Management data to develop:
  - Levels of service
  - Asset valuation
  - Lifecycle planning.



Table 15 is a brief summary of how investment and work carried out through the WYLTP2 is contributing to wider national and local objectives such as economic, environmental and social development.

Table 15	
Economic Growth and Regeneration	<ul style="list-style-type: none"> <li>• Additional rolling stock has been provided on overcrowded peak rail services into/out of Leeds</li> <li>• The road network is being managed to cater for increased traffic resulting from growth and regeneration</li> <li>• LTP funds are enabling development and regeneration, e.g. investment on Leeds Road, Huddersfield to facilitate the Kirklees Strategic Economic Zone</li> <li>• The Leeds City Region (LCR) Transport Vision, informed by LTP2, explicitly supports economic growth</li> <li>• The congestion LAA indicator (NI167) has been included in all WY LAAs</li> </ul>
Promoting Social Inclusion	<ul style="list-style-type: none"> <li>• Pedestrian environments are being improved (e.g. installation of tactile paving signalised road crossings and raised kerbs at bus stops for level boarding onto buses)</li> <li>• LTP Partners are engaging with stakeholder groups to improve accessibility, e.g. Bradford’s Mobility Planning Group has inputted to bus driver training and the LDF Team has influenced the routing of Bradford’s FreeCityBus</li> <li>• Cycling and walking route networks are being developed to connect communities with employment and leisure opportunities</li> <li>• Transport projects have been funded to address rural accessibility e.g. Bingley’s Wheels to Work project lends mopeds to young/long term unemployed people to help them get to work, training or education</li> <li>• Development of local bus services, e.g. South Kirklees Rural Bus Services that link local communities, local centres &amp; health centres</li> <li>• Road safety education and training programmes delivered to schools in the deprived areas to address community safety concerns tackle a general trend of higher casualty rates, e.g. Harehills, Armley and Wortley in Leeds</li> </ul>
Urban and rural renaissance	<ul style="list-style-type: none"> <li>• LTP Partners are supporting Yorkshire Forward’s Renaissance Towns and Cities Programme, e.g. in the 5 Towns – Wakefield</li> <li>• Transport and environmental improvements implemented in Hebden Bridge in conjunction with the Upper Calder Valley Renaissance</li> <li>• LTP Partners are inputting to the preparation of LDFs, e.g. Accessibility mapping software is being used to estimate the public transport accessibility of proposed land allocations</li> </ul>
Conserving and enhancing natural resources	<ul style="list-style-type: none"> <li>• Joint working between LTP Partners and LDF teams is promoting sustainable land use planning by reducing the need to travel, encouraging walking, cycling and use of public transport and having denser development in more accessible locations</li> <li>• WY Planning Authorities and Metro are including planning obligations for developers to provide free MetroCards to residents of new developments to encourage public transport use</li> <li>• LTP2 has influenced the preparation of a Climate Change strategy in Leeds that contains an action plan produced in partnership with LCC, the LSP and nearly 100 other organisations</li> </ul>

<p>Enhancing quality of life in other ways</p>	<ul style="list-style-type: none"> <li>• Active travel contributes to delivering the health agenda through both infrastructure (e.g. implementation of the ROWIPs and development of cycleways) and other measures (e.g. promotional events such as Bike Week, cycle proficiency training in schools and the incorporation into other strategies such as Leeds' "Physical Activity and Childhood Obesity Strategy")</li> <li>• The WYLTP2's Accessibility Partnership's Health sub-group has been established to integrate transport and health at a strategic level</li> <li>• Personal safety and security and anti social behaviour related to public transport has been improved by:</li> <li>• Increased installation of CCTV cameras at bus stations and bus point</li> <li>• Implementation of an integrated CCTV system (between Metro and Local Authorities) across WY</li> <li>• Metro funding 8 Police Community Support Officers to patrol bus stations</li> <li>• Implementation of <b>FOCUS</b> Safer Transport Partnership initiatives e.g. high profile policing days on public transport systems across a district.</li> </ul>
<p>Improving Public Rights of Way</p>	<ul style="list-style-type: none"> <li>• Appendix F sets out the key areas of delivery relating to public rights of way (PROW). The system of footpaths and bridleways play a vital part in linking together communities and assisting in delivering a number of the key LTP shared priorities. Both the congestion and accessibility priorities benefit from investment in these valuable assets. Key success areas are:</li> <li>• Contributions to Safer Routes to Schools projects e.g. Leaventhorpe footpath (Bradford) and Leeds No.184 footpath to bridleway upgrade.</li> <li>• Introduction of new facilities e.g. new bridleway link at Danefield Woods Miller lane (Leeds) and the section of Pennine bridleway ( Kirklees).</li> <li>• Creation of non motorised route alternatives e.g. A1 Motorway Braham to Wetherby (Leeds) and Calder Valley Greenway (Kirklees).</li> <li>• The creation of better crossing facilities e.g. Five Flags (Bradford) .Partnership working e.g. Queensbury (Bradford) where work with Sustrans has led to a further section of the Great Northern Trail to be opened.</li> <li>• Better signage e.g. 140 new signs introduced in Bradford and 90 new signs commissioned in Wakefield for 2008.</li> <li>• Re-establishment of Calderdale's Countryside Access Liaison Group to steer action plans.</li> <li>• In Wakefield, a rolling programme of DDA audits has commenced. Initial audits have been carried out on 11 Countryside sites.</li> <li>• 4 Cycle Track 1984 Orders have been completed and 2 footpaths upgraded to restricted byways (Wakefield).</li> </ul>

### Engagement with Local Strategic Partnerships

Local Strategic Partnerships (LSPs) have a vital role to play in promoting and delivering the LTP transport objectives within each District's framework of broader local priorities. In the development of LTP2 much work was undertaken by the LTP partners to engage with the LSPs in order to align the transport objectives with local priorities. Further consultation on this Progress Report tests whether or not LTP2 delivery continues to reflect and support these priorities.

The results of this further consultation (Section 2 of this Progress Report) indicate an appreciation of good delivery, but challenges have been highlighted in respect of better communication of the LTP and its objectives and a desire to see greater delivery of core aspects of the Plan (e.g. infrastructure delivery and action on congestion) to support local regeneration activities.

### Engagement on Local Area Agreements

The Local Area Agreements (LAAs) for 2008 to 2011 provide an opportunity to further embed and prioritise transport objectives at the local level.

Working with the Government Office for Yorkshire and the Humber (GOYH), the LTP partnership has successfully influenced all West Yorkshire Districts to select National Indicator 167 'Congestion' as a priority LAA target. The NI 167 target adopted by individual Districts is the one adopted for the collective West Yorkshire Congestion Target Delivery Plan. The Districts are identified as lead partners and Metro as a contributory partner. Adoption of an LAA Congestion target is viewed as a significant development, widening ownership and visibility of congestion issues, which will help prioritise and accelerate delivery.

Table 16 below identifies other transport targets that have been prioritised in each District's LAA.

Within the Districts, lead and contributory partners have met on LAA targets to seek to maximise the contribution of all partners for effective delivery.

The following summarises engagement processes to align transport and local priorities and progress to date:

#### Bradford

BMDC have recently taken over the management of Bradford Vision (the LSP) from an arms length organisation. Working arrangements, including those regarding LTP engagement, are currently being established. The LTP team presented the Delivery Report to the Board in September and have made unsuccessful funding bid for school travel measures.

#### Calderdale

The Environment Delivery Theme Group of Calderdale Forward (the LSP) is supported by a Transport Group. A 'Transport Vision' has been adopted that complements the LTP, and this is currently under review to better reflect transport's contribution to a range of LAA targets. The Transport Group regularly monitors progress towards Calderdale's LAA transport targets and offers advice and support. It is currently progressing a request for additional resources for traffic policing to support delivery of Calderdale's road safety targets through to the Calderdale Forward Board.

#### Kirklees

In Kirklees the LTP2 Delivery Report issues were presented to the Regeneration & Sustainable Development LSP Board. Feedback was collated by way of a short questionnaire. A second meeting was held to discuss some of the outcomes. A more regular dialogue, as part of a LAA Carbon Reduction Meeting, involving Kirklees Partnership, Carbon Trust, and Kirklees Council will ensure that transport has a regular focus and contributes to a Climate Change Strategy and Action Plan.

#### Leeds

Leeds Initiative (the LSP) is supported by the Leeds Integrated Transport Partnership that consists of senior politicians, officers and business

representatives. This group has a consultative role and has recently discussed the formation of the Integrated Transport Authority, Tram Train proposals, Transport Innovation Fund, the Multi Area Agreement and development proposals for the Leeds Bradford International Airport.

### Wakefield

An LAA conference held in October 2007 looked at existing priorities and outcomes which needed to be included in the new LAA (e.g. a stretch target relating to litter/detritus on the highway) and identified gaps in the old LAA that needed to be addressed. Transport Managers attended LAA this conference. Further detailed discussions with transport, climate change

and environmental officers were held at a Target Setting Workshop in April 2008. After further consideration by theme partnerships the details of the adopted indicators were agreed by the Wakefield Together Partnership (LSP) Board in May 2008.

Although there are transport representatives on each Theme Group Board there is not a transport workstream/group supporting the LSP. However, the LSP has recognised that transport plays an important role in facilitating the delivery of local priorities and work is ongoing as to how to integrate the LTP into the LSP.

Table 16 Local Area Agreement Targets

District	Transport related Target	Indicator
Bradford	NI 48	Children KSI in road traffic accidents - confirmation required from BMDC on targets
	NI 167	Congestion – average journey time per mile during the morning peak
	N1 198	Children travelling to school – mode of travel usually used
Calderdale	NI 47	People KSI in road accidents
	NI 138	Satisfaction of people over 65 with both home and neighbourhood
	NI 167	Congestion – average journey time per mile during the morning peak
	NI 186	Per capita reduction in CO2 emissions in the LA area
Kirklees	NI 167	Congestion – average journey time per mile during the morning peak
	NI 186	Per capita reduction in CO2 emissions in the LA area
	Additional local transport target	Increase the number of local/community based bus services implemented in Kirklees
Leeds	NI 47	People killed or seriously injured in road traffic accidents
	NI 167	Congestion – average journey time per mile during the morning peak
	NI 169	Non-principal classified roads where maintenance should be considered
	Additional local transport target	Cycle trips to the city centre in the morning peak period (0730-0930)
Wakefield	NI 167	Congestion – average journey time per mile during the morning peak
	NI 186	Per capita reduction in CO2 emissions in the LA area
	Stretch	% of land & highways assessed as having combined deposits of litter & detritus that falls below an acceptable level
	Additional local transport target	People KSI in road accidents (using NI 47)
	Additional local transport target	Access to services and facilities by public transport, walking and cycling (using NI 175)

### Introduction

The West Yorkshire Authorities are committed to delivering excellent services and providing value for money to local tax payers by making economic, efficient and effective use of their available resources. This is evidenced by Authorities making additional funding available to allow expenditure on LTP Integrated Transport and Maintenance schemes in excess of the West Yorkshire LTP allocation.

### Planned and Actual Capital Expenditure

The planned LTP capital programme has been supplemented by:

- £10.148m additional expenditure on Integrated transport.
- £33.336m additional expenditure on Maintenance.

Table 17 provides details of actual capital expenditure against planned expenditure as set out in LTP2 for 2006/7 and 2007/8. The table uses spend categories defined by the Department for Transport.

### Areas for action

Underspend has been identified against the following LTP categories:

- Travel Plans -51% (-£117k)
- Park and Ride -100% (-£620k)
- Public Transport Interchanges -68% (-£4.877m)
- Bus Priority -25% (-£1.938m)

**Table 17. WYLTP2 Capital Expenditure 2006/7 and 2007/8**

Category	2006/07 & 2007/08 Programme in LTP2 (£000s)	2006/07 Actual spend (£000s)	2007/08 Actual spend (£000s)	2006/07 & 2007/08 Actual spend (£000s)	Variance against LTP2 figures (£000's)	Variance against LTP2 figures (%)
Bus Infrastructure	12,605	9,144	5,584	14,728	2,123	17%
Bus Priority	7,900	2,824	3,138	5,962	-1,938	-25%
Cycling	2,505	1,057	1,591	2,648	143	6%
Public Transport Interchanges	7,047	1,249	1,028	2,277	-4,770	-68%
Local Safety Schemes (inc. safe routes to schools)	7,203	4,779	3,498	8,277	1,074	15%
Miscellaneous	5,917	3,180	7,035	10,215	4,298	73%
Park and Ride	620	0	0	0	-620	-100%
Road Crossings	1,194	1,305	1,202	2,507	1,313	110%
Local Road schemes	1,040	3,421	658	4,079	3,039	292%
Traffic Management and Traffic calming	7,066	6,109	4,995	11,104	4,038	57%
Travel Plans	232	73	42	115	-117	-51%
Walking schemes	2,308	2,086	1,787	3,873	1,565	68%
<b>Sub Total Integrated Transport</b>	<b>55,637</b>	<b>35,227</b>	<b>30,558</b>	<b>65,785</b>	<b>10,148</b>	<b>18%</b>
<b>Sub Total Maintenance</b>	<b>52,996</b>	<b>49,755</b>	<b>36,607</b>	<b>86,362</b>	<b>33,366</b>	<b>63%</b>
<b>TOTAL</b>	<b>108,633</b>	<b>84,982</b>	<b>67,165</b>	<b>152,147</b>	<b>43,514</b>	<b>40%</b>

Expenditure on Travel Plans is relatively small and good progress is in any case being made with revenue funded travel planning activities through the Travel for Work Partnership.

Park and Ride schemes are to be delivered through the Rail Park and Ride schemes recently endorsed by the Regional Transport Board for RFA funding.

Public Transport Interchange underspend is due to slippage on 3 large schemes (Brighouse and Pudsey bus stations and rail station passenger information displays), all of which have been reprogrammed and will be delivered by 2010.

Our main concern with regard to LTP capital expenditure is the underspend on bus priority. For these measures the LTP Steering Group has recognised the need to provide clear emphasis on the targeting of investment and resources at bus based schemes that deliver improvement in bus punctuality and reliability. Partners have been asked to identify deliverable (by end of the LTP2 period) named schemes and to prioritise implementation of these, by the end of the LTP2 period in their annual LTP funded capital programmes.

### **Performance management**

LTP2 outlined a framework for Dynamic Programme Management. This approach built on best practice from LTP1. Whilst some of the core elements of the process outlined are being well used (e.g. monitoring spend and scheme delivery) there are some key measures that have not been implemented to date.

For example limited use has been made of the performance data to inform decisions regarding funding flexibilities, in particular the redirection of funding to areas of the programme where key targets or outcomes are not on track. During the first 2 years of LTP2, there has been no performance based reallocation of funding between the partner authorities or programme areas, despite monitoring showing underspends against areas that are linked to failing target e.g. public transport related spend and public transport patronage and punctuality.

### **Revenue Expenditure**

Appendix B shows actual revenue expenditure for 2006/7 and 2007/8. Overall the level of annual revenue expenditure on transport within West Yorkshire has increased by 22% when compared with the 2005/6 programme shown in LTP2.

#### **Actions for the remainder of LTP2 are:**

- To strengthen the Performance Management approach at a West Yorkshire level with early and greater scrutiny of all partner's LTP programmes .
- All partners to adopt a performance management approach at the local level to target available resources at delivering the agreed core objectives in the LTP.
- All programmes to seek to address LTP2 targets that are not "on track" and include details of expenditure on named bus priority schemes.
- All partners to submit proposed LTP programmes for 2009/10 for endorsement by the LTP Steering Group.
- All partners to allocate proportion of overall scheme budget to monitoring programme and scheme impacts, with cross district sharing of evidence gathered on performance of interventions.

In this report, we have set out progress against the Second West Yorkshire Local Transport Plan (2006-2011). We have assessed progress against our key objectives and the targets set out in the plan. In assessing progress, a wide range of consultation has been undertaken both within the LTP partnership and with the wider partners and stakeholders including Local Strategic Partnerships. We have adopted a transparent approach of reporting both positive and negative feedback and used this to inform detailed SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis which has in turn informed detailed action plans to address issues identified.

In overall terms, very good progress has been made on delivering the Local Transport Plan and 8 of 17 of our mandatory and 8 of our 10 local targets are on track. We have found that some positive interventions (particularly on bus schemes) whilst well received locally, haven't yet had

a significant impact on the relevant targets. Key areas of focus for the remainder of the plan are around making stronger progress against the bus patronage target and ensuring that the road safety targets are met where performance is vulnerable to small changes in accident numbers. On accessibility, a new approach to locality based accessibility planned is to be tried out supplemented by additional outcome based indicators.

The LTP Partnership is confident that the comprehensive and transparent nature of this review and progress report will facilitate the delivery of the expected outcomes by the end of the Plan period. The review process will also inform our approach to the development of the next Local Transport Plan.



Abbreviation/ Technical Term	Meaning
<b>Accession</b>	DfT Software used nationally to assess the accessibility of a locality.
<b>AQAPs</b>	Air Quality Action Plans
<b>AQMA</b>	Air Quality Management Areas
<b>CO<sub>2</sub></b>	Carbon dioxide – a greenhouse gas
<b>CCTV</b>	Closed Circuit Television surveillance
<b>DfT</b>	Department for Transport
<b>DEFRA</b>	Department for Environment, Forestry and Rural Affairs
<b>DDA</b>	Disability Discrimination Act
<b>FreeCityBus</b>	Local bus services operating around the centres of Leeds, Bradford, Huddersfield & Wakefield and which are free to use
<b>GOYH</b>	Government Office for Yorkshire & the Humber
<b>HAMPs</b>	Highway Asset Management Plans
<b>KSI</b>	Killed or Seriously Injured Casualties in road traffic accidents
<b>Leeds CC</b>	Leeds City Council
<b>LCR</b>	Leeds City Region
<b>LAA</b>	Local Area Agreement
<b>LDF</b>	Local Development Framework –new style Development Plans
<b>LSP</b>	Local Strategic Partnership
<b>MetroCard</b>	Travelcard offering prepaid travel on local bus and train services
<b>MetroLocal</b>	Off peak filler bus service operating along route

	determined by local community
<b>Mybus</b>	Dedicated yellow bus vehicles and drivers for use on school related travel
<b>NI</b>	National Indicator used by Central Government to measure the performance of local government
<b>NO<sub>x</sub></b>	Oxides of nitrogen – air pollutants
<b>NO<sub>2</sub></b>	Nitrogen dioxide – air pollutant
<b>PRN</b>	Principal Road Network (mainly A class roads)
<b>PCT</b>	Primary Care Trust – NHS body
<b>PT</b>	Public Transport
<b>PRoW</b>	Public Rights of Way (footpaths and bridleways)
<b>QBCs</b>	Quality Bus Corridors – formal bus priority (package of) measures
<b>SEA</b>	Strategic Environmental Assessment
<b>SWOT</b>	Strengths, Weakness, Opportunities & Threats
<b>TAMPs</b>	Transport Asset Management Plans
<b>Travel for Work</b>	Scheme offering subsidised means of transport to enable unemployed to overcome travel to work barriers
<b>UCTDP</b>	Urban Congestion Target Delivery Plan
<b>WYLTP2/LTP2/LTP</b>	Second West Yorkshire Local Transport Plan for period 2006-2011.
<b>yournextbus</b>	Information system which provides information about bus journeys in real time.