

## 7 Recommendations

We do not feel it is sufficient to simply satisfy the requirements of preparing the RSS. This study is about helping to deliver the RSS and to assist in achieving better public transport for the Region. Finding the “best” or “right” public transport network requires input and engagement from the Region’s stakeholders in the public and private sectors. Decisions will need to be taken over time, through a live and flexible strategy framework.

This must consider the priorities that deliver the desired outcomes, the timeframe over which these should be delivered and the funding and partnerships required to achieve our aims. It is important to remember that the RSS covers four full LTP periods. It is also relevant to consider the impacts of developing a City region concept within the RSS, supported by the Northern Way.

During this time funding and institutional arrangements will probably change significantly. This period may see the implementation or preparation for road user charging on a wide scale, and the possible introduction of a statutory Regional Transport Board, potentially with powers to shift funding between capital and revenue. In preparing for these changes it is necessary to focus closely on the implementation and delivery mechanisms to achieve the aims of the strategy and to fully understand the risks and opportunities these provide. Fundamental to the choices to be made are the resources available and the current and future users of public transport in the Region.

One of the greatest challenges will be public transport capacity, to deliver an attractive and reliable transport system set against increasing car use. The implication is that in order to make a significant change in the delivery of public transport innovative measures may be required and the level of private and public sector investment will need to be increased.

### 7.1 Policies

Our main recommendations lie with the overall structure of the framework and the supporting actions and measures required to deliver it and the RSS.

The framework study identifies a series of key corridors, interchange nodes and service delivery options which could form part of a co-ordinated strategy.

Integral to this approach is the development of a strategic Park and Ride network for the region improving accessibility to important rail and bus services.

Improvement to key interchanges, particularly associated with sub-regional centres and principal towns, is recommended to support inter-urban movements and access to national and pan-regional services. This envisages a hierarchy, from major interchanges providing access to national services and networks, through a secondary level connecting sub-regional networks with access to the key sub-regional centres and a tertiary level providing “stepping off” points into local areas.

The way in which these interchanges are connected, and the modes that serve them, is determined by their level in the hierarchy. Local services, including those flexible and demand-responsive services providing access to rural and coastal areas will be provided by bus and taxi. Sub-regional connectivity, with access to main interchanges will include both bus and rail modes, and in some cases light rail in suburban networks of major centres.

There is an opportunity to consider an integrated approach to rapid transit options that lie between regional railways and urban bus networks. This could include conversion of some rail services, introduction of more urban light rail solutions or tyre-based options with segregated priority. This has the aim of increasing capacity in important corridors and integrating networks.

It should be possible to gain access to one of the major interchanges, and thereby onto the national networks with no more than one connection from anywhere in the region. This is an important target and one that should be considered carefully in terms of how it is delivered and how it reflects the hierarchy

Whilst it may not be reasonable to consider substantial new infrastructure in the short term, future improvements to connectivity and capacity should be encouraged through protecting strategic alignments for segregated public transport routes between sub-regional centres and principal towns. Justification for developing these alignments should be considered in parallel with wider sustainable communities planning and linked to wider demand management initiatives.

Importance should be placed on developing the best or right public transport mode for each corridor, acknowledging relevant capacity constraints, sustainability of services and efficient use of infrastructure. Where possible the focus should be on considering priorities and space allocation on existing infrastructure, including the choice of vehicle type for rail services, before seeking investment in additional infrastructure. It is considered necessary to improve or add to a number of key interchange points, including strategic park and ride where appropriate, to provide a focus for seamless transport connections as far as possible. This should be supported by information, ticketing and marketing strategies highlighting the importance of regional and sub-regional public transport.

Supporting the networks and services greater emphasis on regional and sub-regional ticketing and fare initiatives are recommended, to expand on proposals already planned or being implemented. Further work to establish Yorcard and Traveline Yorkshire as central elements and to extend concessionary fare structures to remove cross-boundary issues should be considered.

A proposed list of Public Transport Priorities and broad interventions is shown in Table 7.1, indicating the future transport and strategic spatial outcomes to which they relate.

In relation to developing the framework over the course of the forthcoming LTPs and RSS it will be necessary for regional and sub-regional support to delivering schemes and initiatives at a more local level. One area where this may be increasingly important is in establishing funding opportunities and lobbying Government and other bodies to increase the resources available for the Region.

## 7.2 Proposals

The suggested proposals that make up the Strategic Public Transport Framework can be considered under the following key themes:

- Strengthen key corridors, consider “best” or “right” mode
- Encourage sustainable travel demands and choices
- Influence peak capacity and address demand suppression
- Strategic Park and Ride / Parkway stations
- Develop and improve interchanges
- Support strategies encouraging public transport use – ticketing, fares, information, accessibility

In order to determine the most appropriate way forward in each case, it will be necessary to look in detail at the movements and future needs associated with each intervention. This should consider interchange, corridors, onward journey or connection and mode.

In relation to modes, already public transport performs well in some areas, and poorly in others. That is not to say that investment should only be targeted at poor performance but examining the background should prove informative for future planning. For example, some of the strategic public transport connections into and through Bradford, including interchange in the city centre, may be considered at best fair or poor. There is a reliance on connection to Leeds for wider regional and national accessibility.

The same is true of journeys that fall into the following categories:

- Do not involve, or cross the biggest regional centres, for example Barnsley to Huddersfield, Wakefield to Huddersfield;
- Are constrained by physical barriers, such as Grimsby and Scunthorpe to Hull; or,
- Are comparatively isolated, for example connections between North Yorkshire district centres, including coastal areas, other than via York.

The key interchanges, offering connections into national route networks and important as major hubs are considered as:

- Bradford;
- Doncaster;
- Huddersfield;
- Hull;
- Leeds;
- Northallerton;
- Selby;
- Sheffield;
- Wakefield;
- York.

Key amongst these are Leeds, Sheffield, York and Hull, corresponding to the four main economic centres of the region. The others provide important connectivity functions as well as gateways into both national networks and local services, at a secondary tier of interchange.

In addition to these interchange nodes are a series of other key public transport connections and “stepping off” points, no less important but delivered at a different scale:

- Scarborough-York;
- City of Hull-York;
- City of Hull-Leeds;
- Grimsby-Scunthorpe-Doncaster;
- Around Northallerton.

Access to the region’s airports and ports are also key strategic corridors and gateways to wider accessibility.

Strategic corridors of importance already well served by public transport that will continue to support the region’s growth and allow communities to gain access to the key regional centres through interchange include the following:

- Leeds-Hull, including potential for P&R;
- Leeds-Sheffield, including potential for P&R;
- Huddersfield-Leeds-York;
- Harrogate-Leeds;
- Sheffield-Doncaster.

In considering these and other corridors it will be important to consider best use of infrastructure, including the reallocation of roadspace with the potential impact on private vehicles and freight.

### **7.3 Actions**

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While the delivery of a strategic public transport framework is required for input into the RSS, it is important that it remains flexible and open to future challenge and development. In order to do so, the mechanisms by which components of the framework will be delivered must be clearly defined. Central to this is engagement with the Region's local authorities and PTEs to establish the framework firmly within the second round of LTPs.

We have not been prescriptive in respect of the measures to be adopted. An important part of developing the list of regional priority schemes is engagement with the local authorities on what can be delivered and how this is best achieved. The framework instead offers a strategy for further investment subject to a sound business case, taking advantage of, and lobbying for, investment as funding opportunities arise.

The approach must deal with issues of implementation and delivery, be able to adapt to fiscal and institutional changes and be achievable but challenging. This may require innovation and should challenge Government on policy, responsibility and levels of investment consistent with economic growth.

Delivery of appropriate measures to meet current and future needs must consider the local impacts of strategic or regional interventions, for example the possible local congestion impacts of strategic park and ride. This should also help to encourage links between local and regional transport planning taking advantage of LTP initiatives such as Accessibility Plans at a wider sub-regional or regional level.

**Table 7.1: Proposed Public Transport Priorities**

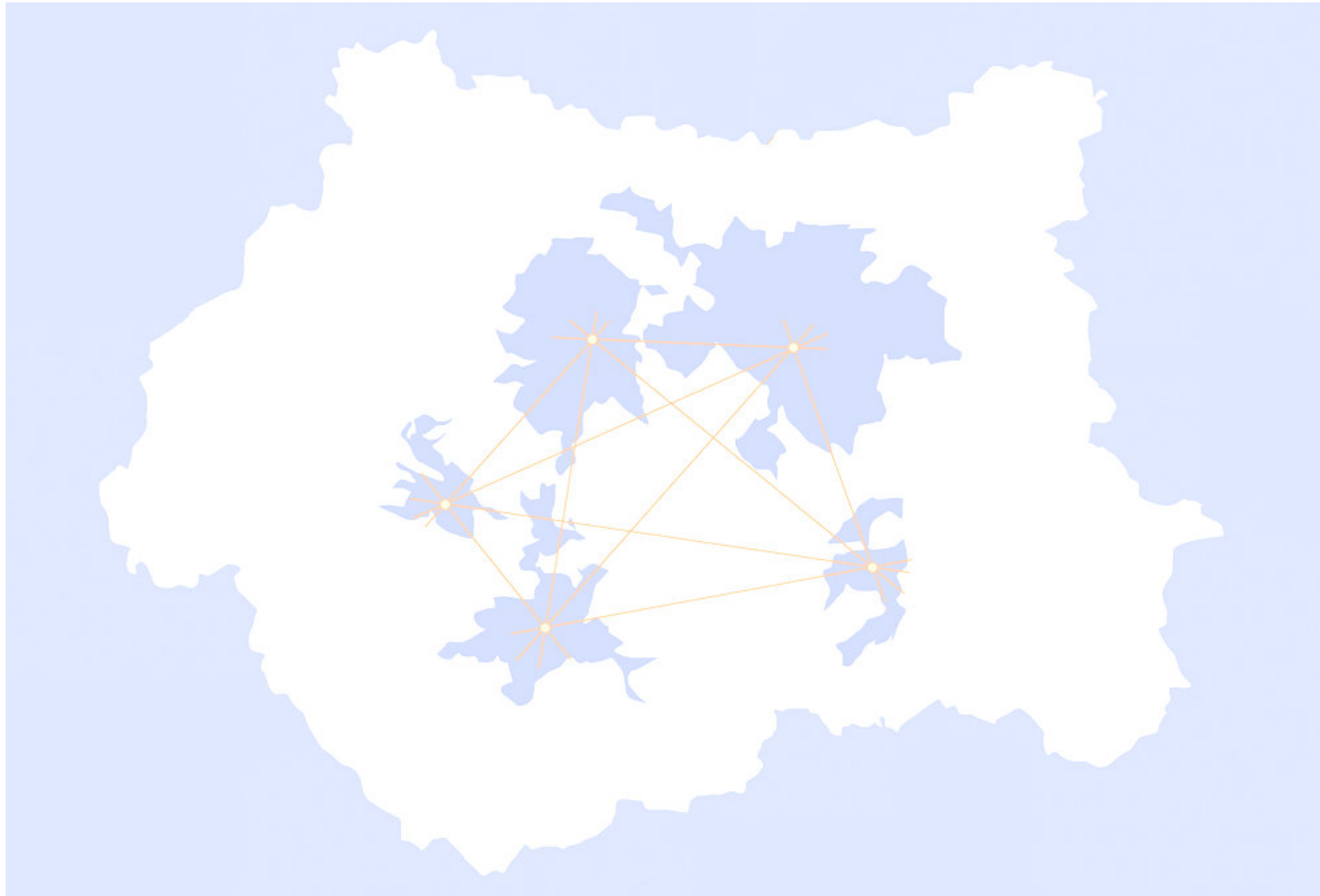
Public Transport Priority	Current Situation	Future Transport Outcomes	Strategic / Spatial Outcomes	Possible Transport Solutions	Way Forward
<b>Improved surface access to airports</b>	<p>No direct rail connections to airports in the region</p> <p>Bus links constrained by poor/congested roads and poor interchanges</p> <p>Constraints on trans-Pennine links impair access to Manchester Airport</p>	<p>Improved bus links facilitated by road/bus priority improvements</p> <p>Improved rail / rail-bus access to airports</p>	<p>Support growth in regional airports</p> <p>Improve access to UK and international markets</p> <p>Reduce air travel related car kilometres on the regional and national road network</p>	<p>Finningley link road (FARRS)</p> <p>Direct rail connections to LBIA</p> <p>Improved bus-priority measures on routes accessing LBIA</p> <p>Trans-Pennine rail improvements</p> <p>Improved bus - rail interchange for access to wider catchment area</p> <p>Future direct rail access to Robin Hood Airport</p>	<p>Investigate as part of airport master plans</p> <p>Investigate as part of wider work to look at trans-Pennine rail projects</p> <p>Investigate as part of bus-quality and interchange measure in LTPs</p> <p>Develop wider economic case for improving surface access to northern airports</p>
<b>Improved access to main areas of employment on key commuter corridors</b>	<p>Congested and constrained principal bus corridors with limited priority.</p> <p>Constrained and over-capacity commuter rail services (especially to Leeds) competing with longer distance services and freight for track capacity.</p>	<p>Increased bus priority and service enhancement on key routes.</p> <p>Regional rail strategy to provide additional capacity for key movements within an identified hierarchy.</p> <p>Consideration of flexible rail service provision to potentially include light rail, tram-train or Metro type services.</p>	<p>Support key corridors for city regions and encourage economic growth.</p> <p>Strengthen inter-urban rail network enhancing public transport accessibility.</p> <p>Reduce car kilometres and environmental impacts of traffic through mode shift.</p>	<p>A65 Bus Priority major scheme</p> <p>Yorkshire Bus Initiative</p> <p>Improved bus - rail interchange to improve connection between regional/national and local networks</p> <p>Strategic Park and Ride</p> <p>Possible new stations and facilities, e.g. Haxby, Low Moor</p>	<p>Develop case for sustainable strategic bus and rail Park and Ride for key corridors, including along the motorway network.</p> <p>Consider the scope for additional bus quality and priority measures through LTPs and to support existing major scheme bids.</p> <p>Extension of Yorkshire Bus Initiative across other parts of the region</p>
<b>High quality, fast inter-urban connections.</b>	<p>Inter-urban rail services constrained by capacity and competition with national passenger and freight services.</p> <p>Low coverage of high quality, fast inter-urban bus services providing competitive end-to-end journeys.</p>	<p>Capacity and service enhancement for an integrated, reliable and fast inter-urban rail network.</p> <p>Hierarchy of rail service delivery for network efficiency and flexibility.</p> <p>Ensure direct, fast services by bus or rail for each relevant inter-urban movement.</p>	<p>Supports growth in economic centres.</p> <p>Improved accessibility and delivery of regional transport strategy objectives.</p> <p>Reduce congestion and stress on the regional and national road network.</p> <p>Strengthens key commuter corridors for access to employment.</p>	<p>Leeds – Sheffield Express rail service enhancement.</p> <p>TransPennine rail improvements and rolling stock upgrade.</p> <p>Wakefield Westgate capacity Improvements</p> <p>Improved interchange between regional and local services, bus and rail.</p> <p>Support for public transport priorities as part of strategic road network improvements.</p> <p>Develop flexible service delivery of the regional rail network to increase capacity ECML fleet and service improvements</p>	<p>Develop Regional Rail Strategy to feed into Regional Planning Assessment.</p> <p>Investigate scope for bus priority on HOV lanes on strategic road network.</p> <p>Develop strategy for improving key interchanges for access to “trunk” public transport routes.</p> <p>Study case for a flexible regional rail network possibly involving alternative technologies.</p>

Public Transport Priority	Current Situation	Future Transport Outcomes	Strategic / Spatial Outcomes	Possible Transport Solutions	Way Forward
<p><b>Supporting the economic and service roles of small to medium sized towns.</b></p>	<p>Limited connection to some sub-regional centres by high quality, frequent public transport.</p> <p>Local public transport networks relatively self contained with constraints on some congested corridors.</p> <p>Capacity constraints on railway station parking and interchange sometimes limited.</p>	<p>Improved interchange and frequency of service for connection to sub regional centres.</p> <p>Concentration of feeder services from local networks to strategic hubs to promote “seamless” interchange.</p> <p>Improved capacity for parking at railway stations.</p> <p>Potential for limited development of new railway stations supporting connection to main centres</p>	<p>Support to Market Towns and Renaissance Towns initiatives.</p> <p>Sustainable economic growth at service centres with connection to regional centres.</p> <p>Providing a functional and sustainable public transport hierarchy to support local economies</p>	<p>Consideration given to future rail re-openings, e.g. Ripon-Harrogate, Malton-Pickering, Hull-Beverly-York.</p> <p>Yorkshire Bus Social Networks.</p> <p>Community Rail Partnership initiatives where appropriate.</p> <p>Improved interchanges within identified hierarchy</p>	<p>Develop long term strategy for rail improvements.</p> <p>Programme of interchange improvements</p> <p>Network integration to support high quality, seamless journeys</p>
<p><b>Improved access to coastal and rural areas to support tourism and help sustain local economies.</b></p>	<p>Reduced funding of rural bus services.</p> <p>Dispersed network with reduced frequency or irregular services and some poor interchange.</p> <p>Bus - rail interchange at key stations and gateways constrained by timetabling.</p> <p>Limited regular rail services and access to national networks.</p>	<p>Flexibility of fares and through ticketing to improve attractiveness of public transport.</p> <p>Seamless interchange at key gateways with flexible onward service provision including demand responsive networks.</p> <p>Hierarchy of interchange to provide adequate access to regional and national services.</p>	<p>Support for tourism without unconstrained growth in car traffic.</p> <p>Sustainable growth for local economics and connection to key sub-regional and regional centres.</p> <p>Reduced environmental impacts of car traffic in sensitive areas through mode shift</p>	<p>Community Rail Partnership approaches for existing or re-instated rural lines.</p> <p>Develop concessionary fares system at a sub-regional or regional level.</p> <p>Yorkshire Bus Social Networks.</p>	<p>Develop a model for integrated networks (perhaps based on Yorkshire Bus) for rural and coastal areas</p> <p>Focus rail services on key gateway stations.</p> <p>Investigate scope for extension of flexible and demand responsive services radiating from key public transport interchanges and hubs.</p> <p>Develop ticketing, information and fare strategies.</p>

Public Transport Priority	Current Situation	Future Transport Outcomes	Strategic / Spatial Outcomes	Possible Transport Solutions	Way Forward
<p><b>Accommodate and facilitate development as part of planned growth and regeneration.</b></p>	<p>Public transport and land use planning interactions not always effective.</p> <p>Continued growth of car use at new residential development.</p> <p>Developments close to strategic road network with poor public transport links.</p> <p>Travel planning taking place at major employment sites.</p>	<p>Development of services on key public transport corridors for sustainable plan led growth.</p> <p>Specific public transport provision connecting major employment sites to key interchanges.</p> <p>Reduced reliance on car and support for sustainable public transport services through travel planning.</p>	<p>Support to RSS land use and development allocations and priorities.</p> <p>Provision of sustainable travel choices to new development and regeneration sites.</p> <p>Reduce traffic impacts of new developments and support workplace travel plans.</p>	<p>Integrated public transport solutions for RSS growth areas, e.g. Dearne towns</p> <p>High quality public transport link from Barnsley to Doncaster via Dearne</p> <p>Railway network delivery options for Leeds and Sheffield.</p> <p>Yorkshire Bus Initiative.</p>	<p>Integrated land use and transport priorities through the RSS and RTS</p> <p>Develop mechanism for including a strategic public transport weighting in LDFs, sub-regional and regional development planning decisions.</p>
<p><b>Improved physical integration and access to networks through Interchange, Park and Ride and Railway Station parking.</b></p>	<p>Some strategic interchanges constrained by location of bus and rail facilities.</p> <p>Constrained capacity for parking at key interchanges</p> <p>Limited strategic park and ride.</p> <p>Lack of parking capacity at railway stations with wide catchment areas.</p>	<p>Strategic park and ride where local access can be provided without significant negative impact.</p> <p>Improve quality of connection between bus and rail at key interchanges.</p> <p>Improved timetabling of key connections.</p> <p>Provide integrated facilities with a hierarchy of public transport hubs.</p> <p>Enhanced parking capacity at local stations and development of "parkway" stations.</p>	<p>Support for movement in key corridors especially for commuting to economic growth centres.</p> <p>Reduce congestion and stress on regional and national road networks.</p>	<p>Co-ordination of services at improved interchanges, e.g. Barnsley, Doncaster, Sheffield</p> <p>Development of park and ride consistent with Yorkshire Bus Initiative, Leeds-Sheffield Express and other major schemes.</p> <p>Develop park and ride to complement SWYMBUS proposals for HOV lanes</p> <p>Extend station parking on key commuter lines, e.g. Hull-Leeds (Brough), Doncaster-Wakefield-Leeds (e.g. South Elmsall), Bradford-Leeds (e.g. Shipley)</p>	<p>Develop strategic bus and rail park and ride network.</p> <p>Identify candidates for "Parkway" stations</p> <p>Improvement programme for interchanges and network planning for seamless interchange for core journeys.</p>

Public Transport Priority	Current Situation	Future Transport Outcomes	Strategic / Spatial Outcomes	Possible Transport Solutions	Way Forward
<b>Ensure services connect through timetabling and scheduling improvements.</b>	<p>Bus – rail connections at interchanges unreliable or with long waiting times, particularly in rural areas</p> <p>Onward connection sometimes limited to certain times of the day.</p>	<p>Co-ordinated timetables for key connections, particularly for “gateway” access to rural, coastal and tourist areas.</p> <p>Consistent period of operation for key connections with opportunity for demand-responsive alternatives.</p> <p>Seamless interchange for key inter-urban movements supporting core travel demands</p>	<p>Support rural and tourism economies through reliable transport connections</p> <p>Improve public transport competitiveness and reduce reliance on the car.</p>	Yorkshire Bus Initiative.	<p>Identify key movements and audit interchange and connections for potential improvement</p> <p>Definition of a Core Regional Public Transport network delivered at high quality with seamless interchange at key hubs</p>
<b>Develop complementary roles for public transport modes on key corridors.</b>	<p>Bus and rail competing on some corridors leading to unsustainable networks</p> <p>Service provision and/or mode not always compatible with demand leading to poor relative performance on key corridors</p>	<p>Develop hierarchy of core public transport routes delivered by most appropriate mode</p> <p>Flexible delivery allowing for future enhancement or incremental service/mode provision</p>	<p>Providing competitive public transport options for key strategic routes, reducing the impact of car traffic through mode shift.</p> <p>Support sub-regional land use and economic development strategies</p>	<p>Yorkshire Bus Initiative</p> <p>Public transport connection from Barnsley to Doncaster via Dearne Towns</p>	<p>Identify network improvements based on a strategic hierarchy for public transport</p> <p>Co-ordinate with Park and Ride strategy and interchange improvements</p>
<b>Develop an integrated approach to ticketing and fares.</b>	<p>Barriers to movement at periphery of existing ticketing and fare boundaries</p> <p>Existing systems based on authority boundaries</p>	<p>Integrated fare and ticketing strategy for sub-regional or regional movement</p> <p>Extend availability of through-ticketing and multi-journey tickets</p>	<p>Improve accessibility to employment and services for city regions.</p> <p>Encourage mobility</p> <p>Consistent with accessibility planning requirement.</p>	<p>Yorcard joint ticketing initiative</p> <p>Region-wide concessionary fares strategy</p>	Consult with operators to develop wider ticketing and fare strategies
<b>Develop an integrated approach to travel information.</b>	<p>PTE areas have developed web-based information resource.</p> <p>National Traveline project covers regional public transport journeys</p>	<p>Increased availability of real time information</p> <p>Delivery of information by all available media</p> <p>Improved understanding of networks leading to improved choice</p>	<p>Improved accessibility and choice through clearer understanding of public transport networks and services.</p>	<p>South and West Yorkshire Real Time Passenger Information project rolled out across the region.</p> <p>Development within national Traveline project</p>	Investigate costs and opportunities for delivery of information by all media

Public Transport Priority	Current Situation	Future Transport Outcomes	Strategic / Spatial Outcomes	Possible Transport Solutions	Way Forward
<p><b>Develop a strategic sub-area approach to promoting and delivering more sustainable journeys to work.</b></p>	<p>Peripheral or extra-urban employment sites poorly served by public transport.</p> <p>Constrained and congested road network impacting on access to central or sub-urban sites.</p> <p>Increasing congestion on strategic road network in peak periods.</p> <p>Development of workplace travel plans encouraging sustainable travel patterns</p>	<p>Commuter travel plans supported by improved bus and rail services.</p> <p>Integrated fare system for commuter catchment areas, including non-central workplace destinations.</p> <p>Provision of real time passenger information.</p>	<p>Meets sustainability and accessibility objectives for spatial development plans</p>	<p>South and West Yorkshire Real Time Passenger Information project</p> <p>Use of computer and phone media for real time passenger information delivery</p> <p>Flexible ticketing arrangements including pre-purchase, smartcard and multi-journey tickets</p>	<p>Consider fiscal and planning incentives for employers to support public transport access and use</p>
<p><b>Improved choice for public transport modes in conjunction with road user demand management strategies.</b></p>	<p>Increasingly congested strategic road network</p> <p>Unreliable journey times leading to peak spreading and inappropriate use of alternative routes</p>	<p>Reallocation of road space on strategic networks to favour public transport and sustainable modes</p> <p>Competitive public transport alternative for key strategic corridors supported by park and ride.</p>	<p>Supports regional transport objectives for mode shift and better use of the transport network.</p> <p>Reduces car kilometres and the environmental impacts of traffic, especially in peak periods.</p> <p>Supports road safety objectives.</p>	<p>SWYMBUS proposals for M1 and M62 widening with complementary bus lanes or use of HOV lanes.</p> <p>Future options for allocating road space for bus or HOV lanes.</p> <p>Further development of cycle and pedestrian networks supporting interchange.</p> <p>Integrated Strategic Park and Ride network supporting demand management proposals</p>	<p>Consider further options to manage road space with priorities in favour of sustainable modes.</p> <p>Investigate options for road user charging following Leeds trial with a corresponding public transport strategy.</p> <p>Investigate sub-regional parking strategies and pricing linked to establishing a Strategic Park and Ride network.</p>



Source: West Yorkshire Transport Vision, Arup for Metro, 2005

## 8 Delivering the Framework

The period over which the RSS will apply is relatively long, and certainly exceeds the usual transport planning horizons linked to individual LTP periods. As a result it is important that there is a thorough understanding of the potential influences that will be brought to bear on the strategic public transport framework.

Some of these influences can be defined as risks. However, in regarding them as such it is important to note that the impact they may have could be positive as well as negative. This uncertainty demands a level of flexibility and responsiveness.

One of the main issues for successfully delivering the Public Transport Framework is to articulate the need for a better defined programme of investment in the public transport networks needed over the longer term to support the stated aims of the RSS, RES and other regional policies. A similar process has begun with work being undertaken on the West Yorkshire Transport Vision.

### 8.1 Flexibility and Choice

As described earlier in this document a level of flexibility is required to maintain balance between supply, demand and resources as illustrated. As the characteristics of these points change then others need to be reviewed and actions taken to ensure the delivery of outcomes for the RSS remain achievable.

Such a responsive framework assumes development through a number of stages:

- where we are now;
- where do we intend to be;
- what do we need to reach our goals;
- are these deliverable?

Upon completing the cycle we return to the beginning to make sure that the process, and by implication the strategy, evolves efficiently. This implies a “live” document with an implicit monitoring activity, open to challenge and input at specific review milestones.

The framework is not a priority list and there will be significant elements of choice in its delivery. Making these choices will involve decisions at a local level but with co-ordination and review at a sub-regional and regional level.

### 8.2 Partnerships

This process has been done in partnership, specifically with the Region’s authorities, but also with private sector partners and national Government and other agencies. These partnerships are indicative of the emerging planning process and the strong links to sustainable communities, accessibility and social inclusion.

The current guidance places local authorities firmly at the heart of delivering the RSS through partnership and co-ordination at the regional and sub-regional level. These partnerships should encompass other public bodies, the private sector, such as transport operators, and local residents.

Communication is important at all levels and in a regional and sub-regional context the route to effective partnership and even consensus can be challenging.

Within the delivery partnerships, however, there is a clear hierarchy. At the head of the hierarchy is the RSS, and it is crucial that all of the Partners understand their role within the Yorkshire and Humber Region and as part of the Northern Way. The Yorkshire and Humber Regional Assembly currently has a role to play in supporting delivery and providing context and this may become a more active role in the future.

LDFs will determine how the planning elements of the RSS are delivered at a local level, and this will require close integration with public transport strategies. In line with emerging LDFs, the strategic public transport framework should help to identify connections to areas of regeneration.

At the same tier of delivery is the LTP, where local transport improvements are developed and implemented. Almost all of the recommended elements of the framework set out in this document will to some degree be promoted through LTPs.

As a result, it is critical that the second round of LTPs for the Region's authorities, due to be submitted to the DfT in March 2006 embrace the cross-cutting themes that the strategy delivers.

### **8.3 Resources**

The resources that will be required to deliver the overall vision for the framework, and the RSS outcomes, are extensive and there is considerable risk in their availability. Issues will relate to timescale and quantity of funding, human resources and governance. While there is the possibility of competition for resources within the Region, one of the key objectives for the RSS is to ensure the regional and sub-regional priorities for investment and delivery are observed as far as possible. This places emphasis on communication and partnership and encourages all the Partners to maximise the efficient use of resources.

The level and type of resources available will undoubtedly change over the course of the RSS. Flexibility and responsiveness to maximise the opportunities for the Yorkshire and Humber Region is a central theme of the strategic public transport framework and the RSS.

It is noted that major transport schemes will still take 7-10 years to be completed, with existing and emerging funding mechanisms.

## **8.4 Funding**

The current and emerging arrangements for scheme funding are important in relation to progressing individual or packages of schemes.

### **8.4.1 Local Transport Plan**

The Local Transport Plan (LTP) process now specifically requires the regional "fit" of plans and policies delivering local benefits and contributing to the Government's Shared Priorities. There is a distinct separation between LTP Integrated Transport block (IT Block) funding and identified major schemes.

Allocated IT Block allocations will be used to fund identified local capital improvements, which while potentially contributing to more strategic improvements, are justified on local benefits and meeting associated LTP targets. Although it is possible for local authorities to boost their LTP funding allocation through achieving "excellent" status it is not envisaged that any LTP funding would be available for strategic or regional public transport schemes. IT Block cannot be used to provide ongoing funding support for public transport.

### **8.4.2 Major Scheme Business Case**

The Major Scheme Business Case (MSBC) replaces the previous "Annex E" guidance and status for LTP major schemes. There is a clear separation between measures supported through the LTP process, meeting associated targets and shared priorities, and schemes that would add value to other, larger transport investments (over £5 million capital value) but must make a separate and robust case for funding on their own merits.

The current guidance provides a very clear emphasis on the need for promoters to develop a scheme to a high level of detail and to take early responsibility for the delivery and procurement aspects of the project in order to manage costs and programme.

One of the main presentational differences is to include strategic, financial and commercial aspects in the bid as well as more traditional “value for money” appraisal.

The strategic fit with policies, plans, core objectives, LTP block funding and programmes, should be explicitly stated. A sound financial plan covering all funding sources, conditions associated with approvals and any risks or contingent liabilities should be included. Furthermore, the outline procurement strategy and identification of commercial risks required for the Business Case must represent the “...capacity and appetite of the supplier market to deliver the specific requirement”, thereby demonstrating that the scheme is deliverable.

The requirement for comprehensive Project Management plans is formalised and scheme promoters are encouraged to assess and score the risk level of the scheme using a Project Assessment Spreadsheet (PAS). Whilst this does not replace any part of the appraisal process it separately assesses the ability of the project to progress successfully to each stage in development.

The major change to the approvals process is to move from the two stage process of Provisional Approval and Full Approval to a three stage process as follows:

- Programme Entry – replacing Provisional Approval and identifying how DfT would fund a scheme subject to affordability criteria and planning or statutory powers being obtained;
- Conditional Approval – replacing the previous Full Approval as a commitment to funding subject to cost and risk commitments remaining unchanged and the programme being confirmed;
- Full Approval – now only given once procurement has taken place and final costs and risks are known.

It is noted that achieving Programme Entry does not guarantee funding but it does commit the promoters to allocating costs and resources to developing the scheme and taking a comprehensive approach to managing its delivery.

This significantly extends the role of the Business Case beyond providing technical appraisal and supporting information to DfT and more into a statement of how the promoter will achieve project delivery and management whilst achieving value for money in the context of available public sector grant funding.

There has been some criticism in the past of the performance of some authorities to deliver on major scheme programmes and the new guidance suggests that past performance may influence the way in which new bids are viewed.

Crucial to the success of the funding bids is an implementation programme that delivers real transport and other benefits at an early stage, in order to give confidence to DfT and other funding bodies that the project is delivering value for money. Flexibility in the ‘how, when and what’ of delivery, should give confidence that the bid is cohesive and robust.

In order to present the best case for the scheme it is important to maximise the opportunities for the delivery of development gain and regeneration impacts that could stimulate investment and private sector contribution to the cost of infrastructure improvements.

DfT also requires the preferred scheme to be compared not only with a suitable do-minimum base case but with lower cost or next best alternatives, appraised to the same level of detail as the preferred option. The guidance reflects the DfT’s ambition to move beyond the monetary valuation of major schemes to include more of the impacts of transport investment.

### 8.4.3 Transport Innovation Fund

The Transport Innovation Fund (TIF) was announced in the Transport White Paper in July 2003, and further guidance on the fund was provided by the DfT in July 2005. It provides an allocation of up to £2.55 billion by 2014/15 to:

- Support the costs of smarter, innovative, local transport packages that combine demand management measures with modal shift and better bus services;
- Support innovative mechanisms that raise new funds;
- Support the funding of regional, inter-regional and local schemes that are beneficial to national productivity.

In each case, the DfT outlined in more detail what a successful TIF bid should be expected to contain. DfT also issued additional guidance on criteria for pump-priming funds for TIF schemes in relation to the first of the above criteria, specifically that of applying demand management through new charging mechanisms.

The authorities that were successful in being awarded pump-priming funding for examining different approaches to TIF bids were announced recently. The successful seven authorities, which do not include any from the Yorkshire and Humber region.

Full guidance on the TIF issued by DfT, explains how the Government will (a) seek proposals for packages and schemes aimed at tackling congestion through demand management and better public transport ("congestion schemes"), and (b) identify schemes which meet productivity objectives ("productivity schemes").

The TIF guidance sets out the basis of the business case bid following a similar process to the Major Scheme Business Case, using the same five criteria but requiring a detailed assessment both of the package as a whole and of individual elements.

In addition, those schemes that meet productivity benefits will be considered on a wider national objective but importantly taking account of the RDA's views on priorities. This means that early engagement with regional partners is essential for any promoting authority.

In view of the guidance, and particularly the reference to wider economic benefits, a number of key public transport measures (and indeed highway schemes) being considered by the RTB could attract TIF funding, for example:

- Serving an identified regeneration area, international airport, or accessing a port of regional or national significance, principally by rail;
- Providing significant additional capacity in the public transport network to offset increasing congestion on the highway network as regeneration takes place;
- Supporting flexibility and mobility of the labour market and bringing significant agglomeration benefits to City Regions, increasing the competitiveness of businesses across all existing sectors, and those new sectors that could be attracted to the area;
- Providing enhanced regional and strategic accessibility and enhancing social inclusion by connecting the existing centres of population and rural areas with new employment opportunities, overcoming existing barriers to employment sites and education facilities.

DfT will not hold a formal bidding process for productivity schemes. It plans to engage with RDAs in order to seek their views on potential candidates for 'productivity' TIF bids. Taking account of the RDAs' views and its own knowledge of the transport networks, and pre-existing transport schemes, the DfT will identify a shortlist of potential schemes for further evaluation.

#### 8.4.4 Transport and Productivity Benefits

The main benefit delivered by transport improvements in the form of time savings to travellers is no longer in keeping with the new interpretation of transport impacts considered by the DfT. In addition, HM Treasury is becoming increasingly open to the contention that transport investment brings together a greater range of benefits and that effective integration between transport and land use planning, particularly in areas of regeneration, does indeed provide 'value for money'.

"Transport, Wider Economic Benefits, and Impacts on GDP" (DfT, July 2005) was the first guidance document in which the links between transport and wider benefits are articulated. In discussing GDP benefits in more detail through the launch of this document, the DfT outline that the critical elements in terms of enhancing productivity is linking:

- Firms to other firms;
- Firms to their markets;
- Firms to their workforces.

In this way, any firm is more competitive in a global market place and will achieve economies of production cost. Although this specifically applies to GDP, the principles can equally be applied to the contribution of all transport interventions to the Gross Value Added (GVA), by saying that there will be an increase in GVA if:

- People do something they do not normally do (i.e. work, shop or visit);
- People do something for longer (again, work, shop or visit);
- People do it in the local Region rather than somewhere else.

It is likely that a number of regionally-important and strategic schemes could be considered for potential "productivity" bids.

#### 8.4.5 Regional Transport Board

The role of the Regional Transport Board (RTB) in advising on the regional funding allocation advice and priorities for transport in the Yorkshire and Humber region is an important one. However, it is important to note that, initially at least, the focus will be on the funding and delivery of schemes already at an advanced stage of planning and subject of previous, or committed funding requests.

The Regional Funding Allocation for transport encompasses an element of the main transport funding for the region, namely HA Targeted Programme of Improvements (TPI) schemes not part of the 'strategic national' network and LTP Major schemes. TIF monies are bid for separately, and investment in the rail network (except as part of an MSBC) are not yet included in the RFA.

The total funding available for transport schemes for the ten year period to 2015/16 is £927million for the region. This takes account of funding availability within the current Comprehensive Spending Review period and inflation covering future year investment. Allowing for the estimated outturn costs of committed and identified schemes there is little additionally available for emerging schemes.

Of the list of priorities currently identified there are a number that would be considered as contributing to strategic public transport:

- Barnsley Interchange (committed)
- Wakefield Westgate Station and redevelopment (identified)
- South Yorkshire Supertram Extensions (identified)
- Yorcard integrated ticketing and information strategy (identified)
- Leeds Supertram replacement scheme (emerging)
- West Yorkshire Park and Ride Programme (emerging)
- Yorkshire Bus Initiative (emerging)

It is noted that the cost of these and other emerging schemes will exceed that currently available assuming all outturn costs for committed and identified schemes are met. Whilst there may be some flexibility in the total sum available it will be necessary to seek different funding mechanisms (for example through TIF) for some schemes in order to ensure the optimum level of investment from all sources and RTB funding is made available for potential funding of other schemes.

The 2006 RFA was experimental, and there is currently no commitment to duplicate this in future years. Clarity on the future framework of regional funding and decision-making is expected later in 2006.

## 8.5 Delivery

Based on the above funding sources, and issues relating to key elements of delivery it is clear that detailed liaison with DfT would be required to progress elements of the strategic framework. The approach to delivering the framework therefore lies in the established guidance for both MSBC and TIF funding and the role of the RTB. This is likely to require some regional or sub-regional management and co-ordination, involving existing partners, which should be established to promote increased investment. In order to present a strong case for investment, the following five issues will remain key to the delivery of schemes consistent with the Public Transport Framework and the Regional Transport Strategy:

- **Strategic** - how the scheme fits with the LTP, regional strategies and priorities, and wider objectives;
- **Appraisal and Value for Money** - the scheme's benefits, including non-monetised benefits, and costs;
- **Delivery** - how the scheme will be delivered to time and budget, and how successful implementation will be ensured;

- **Financial** - Funding sources, financial risk and financial sustainability;
- **Commercial** - the strategy for procurement and management of commercial risks.

The strategic case will also need to show the fit with the strategies of regional authorities, notably the Regional Transport Strategy/Regional Spatial Strategy and The Northern Way. Where appropriate, the strategic case should also describe the fit with other delivery agencies' plans and objectives, such as the Highways Agency and Network Rail.

The DfT will need to be assured that the scheme will be adequately managed and resourced and that the key roles and responsibilities of all those involved are defined from the outset. There should be clear arrangements for reporting and decision making that are understood by all those involved in the project.

This is critically important in particular in projects involving more than one authority or where other partners or funding contributors are involved. Key questions that will need to be answered include:

- Who is the Senior Responsible Owner (or Project Owner) and the Project Manager?
- Who is on the project board?
- What decisions need to be taken by either the SRO or project board?
- Is the size of the project team and skills mix adequate?

The level and management of key risks after internal controls have been exercised ('residual risk') will need to be demonstrated with an understanding of the responsibilities for monitoring and assessment as necessary.

The DfT will expect to see a project plan presented. Key questions that the DfT will investigate include:

- Have all the key dependencies been identified (those that are internal and dependencies to other projects)?
- Is the critical path clearly identified?
- Have clear outputs/milestones been identified?
- Are the time estimates realistic and commensurate with the resources devoted to the project?
- What are the impacts of delay?

A communication plan should also be drawn up to describe how the various stakeholders will be kept informed and consulted, how closely they need to be involved and when.

The DfT will wish to assess:

- What key stakeholders have been identified?
- Which are critical to the success of the project?
- How are they being consulted or involved?
- What are their desired outcomes?

The DfT will carefully scrutinise all costs and will be unlikely to support increases arising from poor project planning and management by the local authority. The DfT will continue to require an allowance for optimism bias to be included as a cost in the appraisal process.

The DfT consider it essential that promoting authorities develop a sound financial plan for proceeding with a major scheme bid. This should consider all sources of funding, the conditions associated with each of them, and the financial risks and contingent liabilities that may result should any funding stream fail to materialise.

The bid should also consider the longer term financial sustainability of the scheme, and should have robust plans to ensure the affordability of any ongoing costs for operation or maintenance.

### **8.5.1 Implementation**

It is assumed, and will be required by DfT, that there is a sound rationale for prioritising each intervention and understanding the relative benefits for proceeding with each element of the framework, or in combination as packages. To some degree this prioritisation process has already been established through work for the RTS and through GOYH and the RTB for regional funding allocations. This is an emerging process and where necessary the process may be refined and adjusted according to wider policy and economic changes affecting level and sources of funding. Of continuing interest is the current exclusion of funding in the RFAs for rail schemes.

It is worth considering if sub-regions or indeed individual key movement corridors should have different priorities or if the process should fall under a single regional approach that envisages Yorkshire and the Humber as a national priority. Allied to this, and relevant to the national transport agenda, is the choices for infrastructure and service delivery, including mode, operator, standards, control and ownership. Comparison within and outside the UK should be used to inform the debate.

The criteria for funding that now covers most DfT major transport scheme appraisals considers the overall process of implementation – delivery, programme, management and monitoring, as particularly important. In the same way as local authorities are under increasing scrutiny to deliver best value, partnerships and achieving targeted outcomes and shared priorities, it is important that regional partners in the delivery of major schemes and strategic investment relate these to securing economic, environmental, social and land use benefits for the region.

Although it is likely that some significant and fundamental changes will occur during this plan period the “guaranteed” funding for transport in the region will remain constrained and it will be necessary for regional and sub-regional partners to develop a strong case for additional investment against other national Government priorities. This includes delivery against programme and target outcomes, leverage of public and private sector funding, and value for money.

To do this, as well as demonstrating a sound business case for funding stakeholders should consider the following to improve implementation:

- Partnerships for programme management, shared responsibility and joint working;
- Thorough approach to risk identification, management and sharing at the regional level;
- Robust, evidence based planning, appraisal and monitoring.

While there is a significant role for the private sector this process will be led by local and regional authority partners, with the support of government.