

West Yorkshire Enhanced Partnership Plan

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1. Introduction

1.1 Organisations making the Enhanced Partnership Plan

THE WEST YORKSHIRE COMBINED AUTHORITY ENHANCED PARTNERSHIP SCHEME FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G(1) OF THE TRANSPORT ACT 2000 BY:

- **WEST YORKSHIRE COMBINED AUTHORITY** of Wellington House, 40-50 Wellington Street, Leeds, West Yorkshire, England, LS1 2DE (“Combined Authority).
- **CITY OF BRADFORD METROPOLITAN DISTRICT COUNCIL** of Britannia House, Hall Ings, Bradford, West Yorkshire, England, BD1 1HX.
- **CALDERDALE METROPOLITAN BOROUGH COUNCIL** of Town Hall, Crossley Street, Halifax, West Yorkshire, England, HX1 1UJ.
- **KIRKLEES COUNCIL** of Town Hall, Ramsden Street, Huddersfield, West Yorkshire, England, HD1 2TA.
- **LEEDS CITY COUNCIL** of Civic Hall, Calverley Street, Leeds, West Yorkshire, England, LS1 1UR.
- **CITY OF WAKEFIELD METROPOLITAN DISTRICT COUNCIL** of Wakefield One, Wakefield, West Yorkshire, England, WF1 2EB.

2. Competition Statement

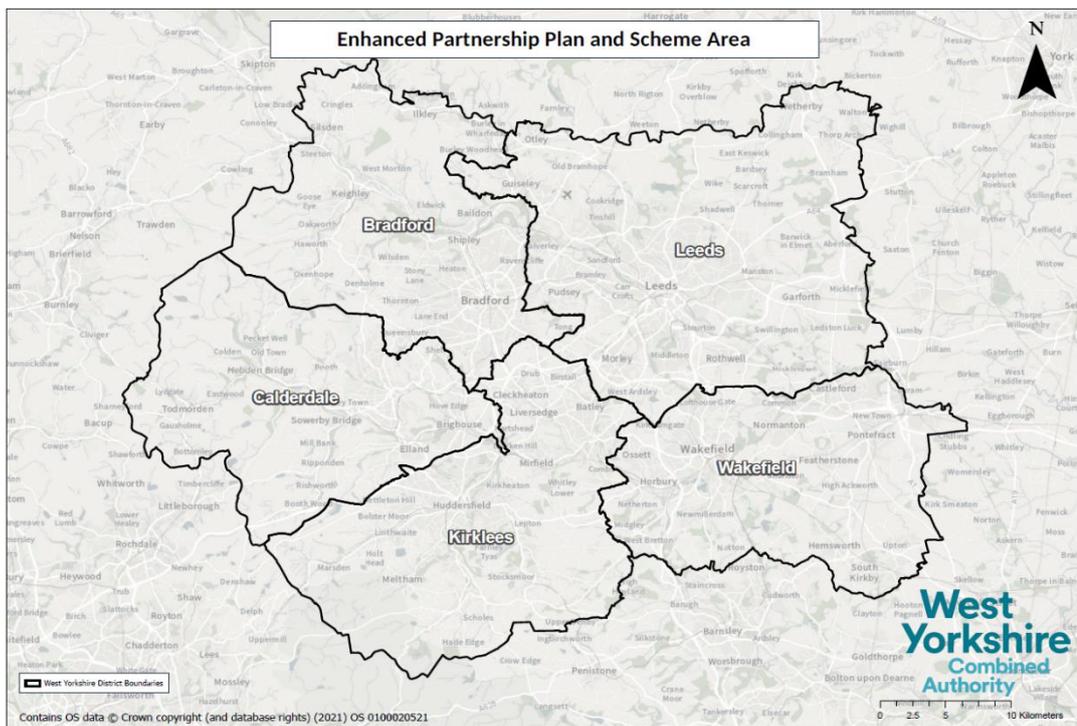
- 2.1.** A competition statement is included in Appendix 1 of this document. It should be noted that this is a separate, standalone document and is not required to go through the Enhanced Partnership variation procedures to change it.

3. Enhanced Partnership Overview

3.1. The West Yorkshire Enhanced Partnership

3.1.1. This Enhanced Partnership covers the entirety of the West Yorkshire region, as defined by the boundaries of Bradford, Calderdale, Kirklees, Leeds and Wakefield local authority areas. A map showing the West Yorkshire region can be seen in Figure 1 below.

Figure 1. Map of West Yorkshire



3.1.2. This Enhanced Partnership relates to the period between April 2022 and March 2027.

3.2. The West Yorkshire Bus Alliance

3.2.1. The West Yorkshire Bus Alliance (the Alliance) was established in 2019 and is a legal Voluntary Partnership Agreement (VPA) between the West Yorkshire Combined Authority, the five West Yorkshire Districts and all local bus operators.

3.2.2. It is not intended that the West Yorkshire Enhanced Partnership Plan and Schemes replace the existing VPA; however, the Enhanced Partnership will continue to be delivered under the Alliance name and organisational structures.

3.2.3. Under the VPA the Alliance has achieved:

- The introduction of an Under 19 fares deal to provide cheaper travel for young people travelling on any service in the region.

- Secured funding and managed the delivery of over 400 retrofitted buses to make local buses cleaner and greener
- Collaborative working through the Covid-19 pandemic, which ensured services ran for essential travel and supported passengers to stay safe – including the publication of new bus capacity information.

3.2.4. Through the West Yorkshire Bus Alliance, the Combined Authority has taken steps to address the limitations of deregulation and worked with operators to ensure buses have been available throughout lockdown and beyond. However, the economic pressures created by the pandemic and the urgent need to put services on a sustainable footing for the long-term, means further action is needed now.

West Yorkshire Bus Alliance Review

3.2.5. A peer review of the West Yorkshire Bus Alliance was conducted in 2021 to evaluate progress since its inception in 2019, acknowledging any positive progress made but also considering any improvements it could implement moving forward. The review found that:

- close collaboration fostered over many years between Alliance members has proved invaluable, especially in managing the COVID-19 response;
- collaboration needs to go further to achieve buy-in from key stakeholders, particularly the local authorities;
- the Alliance has been functional to date but now needs to change as the Alliance VPA evolves to a new governance mechanism;
- there is some disappointment in the pace and progress of Alliance delivery which needs to be addressed, potentially through workstream refinement and targeted resource;
- raising the identity and presence of the Alliance has become critical to reinforce its impact; and
- the Alliance developing to oversee recovery and Enhanced Partnerships is a positive step and will provide future stability and funding.

3.3. Delivering the ambitions of the West Yorkshire Bus Service Improvement Plan

3.3.1. The [West Yorkshire Bus Service Improvement Plan](#) (BSIP), published in October 2021, set out the Combined Authority's ambition for a better local bus system and enhanced passenger experience.

3.3.2. This Enhanced Partnership (EP) Plan and its associated Schemes work towards delivering on the ambitions of that BSIP and, to that end, set out what

will be required of and delivered by members of the West Yorkshire Bus Alliance.

3.3.3. The BSIP has three key strategic themes, which are:

- **A safe and inclusive bus system** – this means getting the basics right including ensuring all our buses and related passenger services are fully accessible for those with physical disabilities and other health and social needs. More broadly, we need to reimagine how we design services and attract customers to our bus system so that it better serves more people than just the traditional urban commuter. This includes providing new services that operate for longer periods of the day, offer more flexibility, and are easier to understand and use. It is imperative that our buses are safe, and everyone feels safe when they travel by bus. We will deliver initiatives that support women and girls – and other vulnerable groups - to feel empowered to travel by bus when they want to, without the fear of intimidation or anti-social behaviour.
- **Better connected communities** – West Yorkshire is a large region with multiple different urban centres, as well as many towns and villages. Our bus network needs to connect these different communities – particularly areas of high deprivation – to ensure the people living in them have fair access to all the employment, education and leisure opportunities that our region has to offer. The solutions to provide this - shaped by existing and potential passenger demand - will not be the same everywhere. However, it is crucial that buses provide a relevant and reliable way to get to the places that matter to our communities such as health facilities, high-street shops, out-of-town employment sites and retail parks, education, parks, and other places of cultural and community interest. We also need to extend the hours of the day that buses serve these communities and aim for a better frequency and regularity of services throughout the week so that the lack of convenient bus routes and timetables do not leave communities of West Yorkshire cut off from the thriving region around them.
- **Decarbonisation and integrated sustainable travel** – in 2019 the Combined Authority declared a climate emergency. As part of our response to this we committed to becoming a net-zero carbon economy by 2038. Supporting bus travel can – and must – play a major role in achieving this. Currently transport emits the most carbon of any key sector in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling more journeys by bus will be integral to reducing this. But just 1% of all buses operating in West Yorkshire are zero emission, which must be improved as a priority. Buses must also be better integrated as part of a multimodal public transport offer so that alongside rail travel, cycling and walking, customers are able to make sustainable door-to-door journeys.

3.3.4. Table 1, below, provides an overview of how the EP’s approach has been developed to meet the BSIP’s key themes, vision statements and objectives.

Table 1. BSIP objectives and the EP approach

BSIP Key Theme	EP Approach
A safe and inclusive bus system	The EP will implement measures/facilities to support the safety of all passengers throughout their journey, and also deliver interventions to support a wide range of different travel behaviours and user needs, including by providing greater flexibility and choice.
Better connected communities	The EP will seek to grow the regional bus network, including by improving frequency and service hours, so that communities across the region - particularly economically deprived areas – are better connected by bus services and, where appropriate, other models such as demand responsive transport.
Decarbonisation and integrated, sustainable travel	The EP will retain and work towards existing commitments to a carbon-zero bus system by 2036, with significant progress by 2030, and to all vehicles being EURO VI clean air zone compliant by 2026. It will also explore opportunities for improved integration with other modes of public transport and sustainable travel, such as walking and cycling.

3.3.5. The BSIP’s objectives have been incorporated as verbatim to this Enhanced Partnership Plan (see section 3.5 for further detail).

3.4. Wider policy and strategic context

3.4.1. The Enhanced Partnership Plan is supported by a number of other policy and strategy documents which inform its vision for better buses across West Yorkshire.

National Bus Strategy for England (2021)

3.4.2. [Bus Back Better: The National Bus Strategy](#) for England sets out the Government’s ambition to transform the country’s bus industry.

3.4.3. Acknowledging both the failures and successes of bus deregulation, the main goals of the National Bus Strategy are to make local buses:

- more frequent, with turn-up-and-go services on major routes and feeder or demand-responsive services to lower-density places;
- faster and more reliable, with bus priority wherever necessary and where there is room;

- cheaper, with more low, flat fares in towns and cities, lower point-to-point fares elsewhere, and more daily price capping everywhere;
- more comprehensive, with overprovision on a few corridors reduced to boost provision elsewhere and better services in the evenings and weekends, not necessarily with conventional buses;
- easier to understand, with simpler routes, common numbering, co-ordinated timetable change dates, good publicity, and comprehensive information online;
- easier to use, with common tickets, passes and daily capping across all operators, simpler fares, contactless payment and protection of bus stations; and
- better integrated with other modes and each other, including more bus-rail interchange and integration and inter-bus transfers.

3.4.4. The Strategy also strengthens the role of local authorities in bus service delivery and required all of them to develop Bus Service Improvement Plans and commit to using Bus Service Act Powers (i.e. establishment of an Enhanced Partnership or a Franchising Scheme) in order to be eligible for future funding support.

West Yorkshire Transport Strategy 2040 (2017)

3.4.5. The [West Yorkshire Transport Strategy 2040](#) outlines how the Combined Authority plans to deliver on its vision for a globally-recognised economy, where good growth delivers high levels of prosperity, jobs and quality of life for everyone, fundament to which is ‘a modern, world-class, well-connected transport system that makes travel around West Yorkshire easy and reliable’.

West Yorkshire Bus Strategy (2017)

3.4.6. The [West Yorkshire Bus Strategy](#) is a key element of the wider regional transport strategy. Formally adopted in 2017, it sets out the Combined Authority’s long-term ambition for the bus system across West Yorkshire. It sets out:

- a vision to “create a modern, integrated and innovative bus system, which puts customers first and contributes to the delivery of the economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy”;
- an ambitious target to grow the number of bus passengers by up to 25% over the next ten years; and
- in collaboration with local bus operators, a starting point for the BSIP by setting out the basics of what the local bus system needs to deliver.

Bus Information Strategy 2019-2024 (2019)

3.4.7. The [Bus Information Strategy](#) sets out the arrangements for how the Combined Authority will provide information on bus services in accordance with its legal obligation set out under section 130 of the Transport Act 2000. It seeks to build upon the significant progress of the 2012-17 Bus Information Strategy, which aimed to encourage customers to obtain journey information using self-service options while also ensuring the provision of information via traditional sources for those who still required them.

Connectivity Infrastructure Plan and Strategic Bus Network Review (2021)

3.4.8. The [Connectivity Infrastructure Plan](#) (2021) aims to ensure that transport should not be a barrier to people accessing jobs, to businesses choosing to invest in West Yorkshire, and to improving the health of our residents and visitors. It sets out a pipeline of future transport interventions covering bus, rail, cycling, walking, and mass transit and demand responsive transport / future mobility solutions. The pipeline looks at the needs for connectivity to 2040 and has been created to:

- enhance productivity by connecting all of our important places with a focus on our disadvantaged and peripheral groups / communities – for an inclusive economy; and
- respond to the region’s carbon reduction target – for a sustainable economy.

3.4.9. Progress on a pipeline will help make the case to Government for funding – and help unlock the government’s £4.2 billion infrastructure fund linked to the devolution deal, the City Region Sustainable Transport Settlement (CRSTS).

3.4.10. The Combined Authority’s CRSTS bid outlined a pipeline of projects to secure a five-year transport settlement from government. Through this, the funding aims to address growth and productivity, levelling up and decarbonisation.

3.4.11. CRSTS will enable the Combined Authority to deliver an integrated and inclusive transport network, starting to deliver a mass transit system, making buses work for people and tackle congestion through making public transport, walking and cycling the first-choice modes.

3.4.12. The package outlined a low, high and high plus scenarios demonstrating the case for investment across the public transport network to help achieve aims around growth and productivity, levelling up and decarbonisation. Through these packages investment in bus can be seen looking to speed up the network and deliver a better service for customers. This will be delivered through investment in bus priority and sustainable travel corridors and through integration funding linking to the delivery of our Bus Service Improvement Plan allowing for investment in ticketing, digitalisation and Demand Responsive Transport.

3.4.13. The Connectivity Infrastructure Plan includes the [Strategic Bus Network Review](#) which sets out a series of district-specific interventions that, if delivered, could generate patronage growth focussed on the Core Bus Network (commercial services with a frequency of every 15 minutes or better).

It includes a bus demand assessment and projections for three future years, 2024, 2028 and 2033.

West Yorkshire Future Mobility Strategy

- 3.4.14. West Yorkshire Combined Authority has been working with its partners alongside academics, transport operators and industry to explore how technology and innovation in transport can help the region meet its wider goals.
- 3.4.15. The West Yorkshire Future Mobility Strategy is the result of this work and sets out how new forms of transport and services can help us to build a more prosperous region, improve people's quality of life, and reduce carbon emissions.
- 3.4.16. The objectives of the Future Mobility Strategy are to:
- support and enable inclusive growth;
 - contribute towards our ambition of becoming net-zero carbon by 2038 and help to tackle the Climate Emergency;
 - help achieve targets to increase use of bus, rail, walking and cycling whilst reducing car use;
 - help to better plan and manage our transport networks to transform the affordability, ease and experience of the people using it; and
 - Contribute towards the region's recovery from the COVID-19 pandemic.
- 3.4.17. The Strategy will also set out the principles and priorities for our work on Future Mobility over the next 10 years and inform our funding and investment decisions to ensure we make the best choices for the region to have a better, fairer and greener transport system.

Tackling the Climate Emergency

- 3.4.18. This Enhanced Partnership Plan strongly aligns with the Combined Authority's efforts to tackle the climate emergency and protect our environment through reducing emissions. The Combined Authority formally declared a Climate Emergency in 2019, supported by the region's local authorities. This strengthened the ambition for West Yorkshire to become a net zero-carbon economy by 2038, with significant progress by 2030. To meet this target, and to comply with the Paris Climate Change Agreement, emissions must be reduced by 14.5% year on year, with output levels being halved every five years.
- 3.4.19. This ambition has been explored through the Carbon Emission Reduction Pathways (CERP) study, which shows transport as the largest carbon emitting sector in West Yorkshire, contributing 4.4 MtCO₂e/yr from road transport alone. The research modelled current and future emission scenarios and demonstrated future sustainability and efficiency of the transport network is key - building sustainable infrastructure, encouraging public transport usage and embracing new technologies. One example used within the report is

modelling the use of electric and hydrogen buses, compared to traditional diesel fleets. Across all scenarios, sales of conventional petrol and diesel buses will end by 2031 with the assumption that up to 66% of buses across the region will be powered by electric battery and up to 34% by hydrogen fuel cell.

- 3.4.20. Promoting use of bus as a sustainable travel option, supporting passenger behaviour change and driving modal shift from private car to buses (and other sustainable modes) will need to be a key element of the region's response to tackling the climate emergency.
- 3.4.21. The publication of the first [West Yorkshire Climate and Environment Plan](#) in October 2021 reiterates the importance of bus in driving down emissions and achieving modal shift. Bus reform is one of the areas which has been identified as a priority over the next three years which in combination with other transport related measures could have a significant impact on reducing emissions.
- 3.4.22. In addition, the Combined Authority has an ambition to transition to a zero-emission bus fleet by 2036 and to have made significant progress by 2030. This ambition is reflected in several recent investments including:
- **Stourton Park and Ride** – which was launched in September 2021 and is a fully solar powered site and served by 5 zero-emission electric buses which operate every 10 minutes along dedicated bus lanes taking just 15 minutes to travel to Leeds City Centre. It has capacity for 1,200 vehicles including 26 electric car charging points, secure cycle storage and dedicated disabled, family and motorcycle bays.
 - **East Leeds 'FlexiBus' Demand Responsive Transport trial** – which was launched in September 2021 and is serviced by 6 new, fully accessible, electric vehicles.
 - **Zero Emission Bus Regional Area (ZEBRA) bid** – which has been developed in collaboration with all three major local operators – Arriva, First and Transdev – and puts forward a proposal for the delivery of 119 new electric buses and the infrastructure to support them, with funding from the Combined Authority to support deployment across all five district areas.
- 3.4.23. Urban areas in West Yorkshire have been identified as having some of the highest levels of air pollution (nitrogen dioxide concentrations) in the UK outside of London. Poor air quality in West Yorkshire accounts for 1 in 20 deaths and previous reports, including the West Yorkshire Low Emissions Strategy (WYLES), have shown that unless action is taken, government targets on the level of nitrogen dioxide emissions in the air will not fall below targets. Alongside this, WYLES identifies that carbon dioxide emissions without any change are forecast to rise 28% over the next 20 years in West Yorkshire.

3.4.24. Across the five West Yorkshire districts there are currently 36 Air Quality Management Areas; these are areas in which emissions are over the statutory limits and that require a Local Air Quality Action Plan to bring levels within the legal limits. Different districts have taken different approaches with the specification of AQMAs as can be seen by the variance in geographic scope in the following graphic.

3.5. Vision and objectives

3.5.1. This Enhanced Partnership Plan builds on the ambitions set out in the National Bus Strategy (2021), the West Yorkshire Bus Service Improvement Plan (2021), the West Yorkshire Transport Strategy (2040), Bus Strategy (2017) and the Connectivity Infrastructure Plan (2021) which collectively put connectivity and sustainable travel at heart of a thriving and inclusive regional economy where everyone can build great businesses, careers and lives.

3.5.2. To support this vision for West Yorkshire, the local bus system must:

- be inclusive of all groups in society;
- support inclusive growth and social well-being ambitions of West Yorkshire;
- contribute to improved economic productivity in West Yorkshire;
- provide cleaner, greener buses supporting sustainable travel and contributing to the environmental targets of West Yorkshire; and
- be as competitive as possible against private car use in urban areas.

3.5.3. To achieve this, the objectives of the Enhanced Partnership are to:

- establish bus as a key mode of choice for travel in West Yorkshire;
- establish a financially sustainable bus service;
- improve operational delivery to provide the passenger with a service they can feel confident in using;
- improve connectivity for communities facing deprivation, inequality and exclusion; and
- ensure the bus service is integrated to deliver sustainable connectivity.

4. The state of the region's existing bus system

4.1. Introduction

4.1.1. The following section sets out the state of the region's bus system, as of November 2021, and the factors that are likely to shape and influence its development over the coming years.

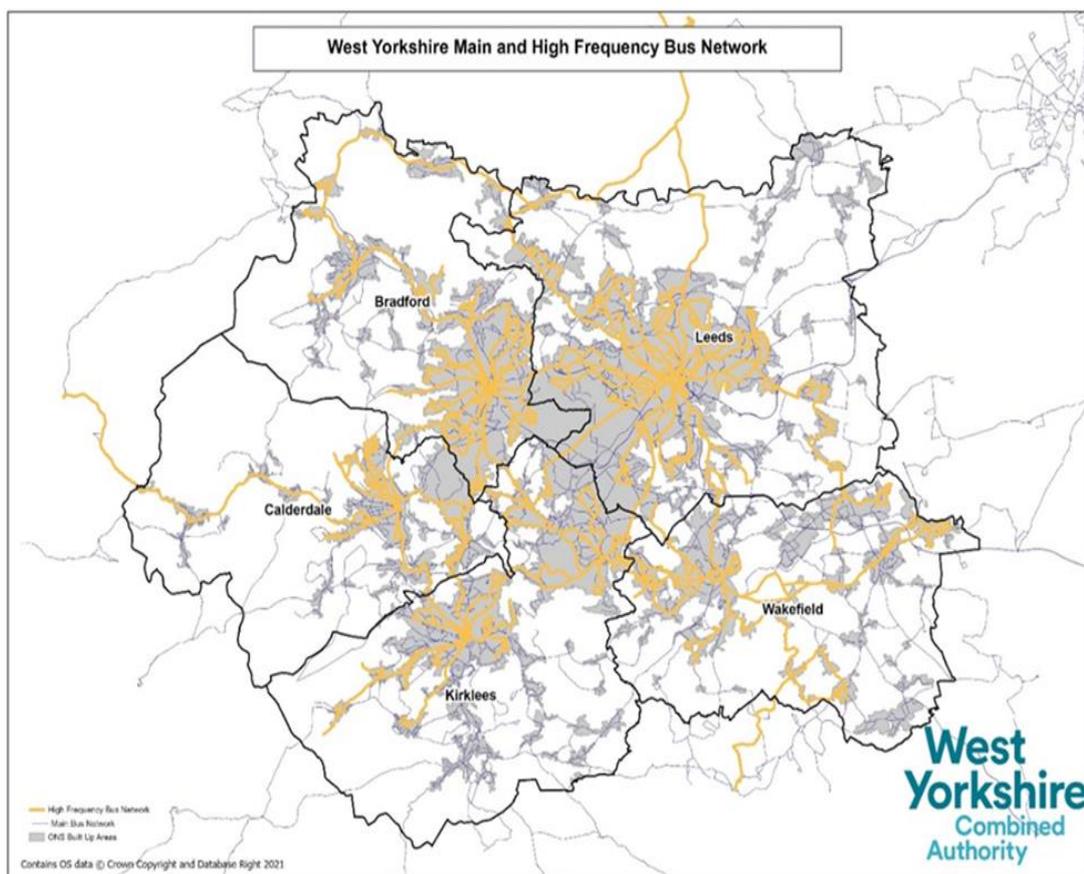
4.2. The West Yorkshire Bus Network

4.2.1. The bus is the biggest public transport mover of people in West Yorkshire and has a critical role in the transport network: it is essential for providing access to jobs, education and leisure.

4.2.2. West Yorkshire has a diverse, multicentric geography. Demand for bus travel is similarly diverse with it spread across significant city / town centres, smaller local centres and an extensive rural community.

4.2.3. A map showing the West Yorkshire region, alongside the existing regional bus network, can be seen in Figure 2 below.

Figure 2. West Yorkshire region and bus network



4.2.4. The region's existing mix of commercial and contracted bus services, run by a mix of operators, are divided into three networks:

- **Core Network** – of services with a frequency of every 15 minutes or better, and primarily all operate on a commercial basis.

- **Strategic and Secondary Commercial Network** – of services operating at less than 15-minute frequency
- **Secondary Community Network** – which is made up of less frequent services and are partially or wholly subsidised by the Combined Authority to maintain socially necessary connectivity.

4.3. Local bus operators

4.3.1. There are currently 29 operators in West Yorkshire with First, Arriva and Transdev currently running approximately 85% of commercial mileage with a combined fleet of approximately 1,300 buses. A full list, including smaller operators within the West Yorkshire region can be seen in Table 2 below.

Table 2. West Yorkshire bus operators

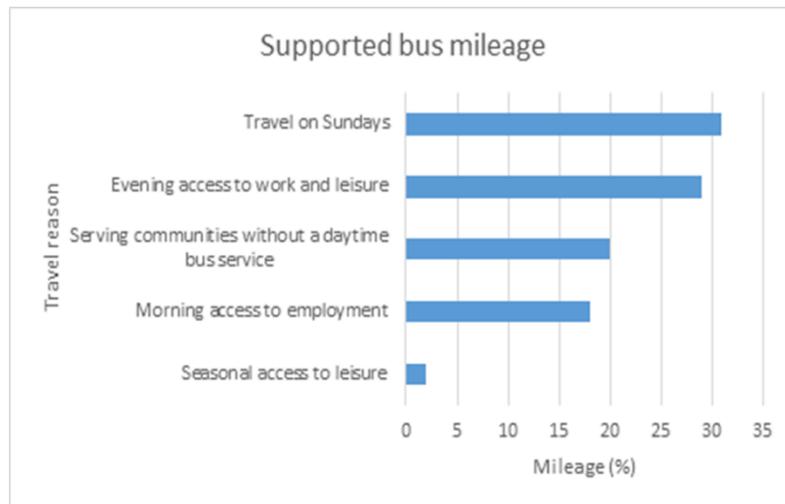
West Yorkshire bus operators
A Lyles & Son / Longstaff of Mirfield
Arriva Yorkshire
CT Plus Yorkshire CIC / Leeds Alternative Travel Ltd
Dales & Bowland CIC / Dales Bus
D K Travel
E Stott & Sons
First West Yorkshire
Globe Holidays Ltd
Harrogate Coach Travel / Connexions
Jacksons of Silsden
J and B Travel
North Yorkshire County Council
Ross Travel Ltd
South Pennine Community Transport CIC
Square Peg Bus Ltd
Station Coaches
Stagecoach Yorkshire
Stevenson's Travel Ltd
Streamline
Stringers Pontefract Motorways
Tetley Motor Services Ltd

West Yorkshire bus operators
TLC Travel Ltd
TM Travel
Transdev (Keighley, Harrogate, Coastliner, Flyer, Team Pennine)
Waterson's Coaches
York Pullman

4.4. Financial support for bus operators

- 4.4.1. The West Yorkshire bus network is, in the main, delivered by three major operators (Arriva, First and Transdev) who largely provide radial services into the major towns and cities in the region. They provide 85% of total bus miles on a commercial basis. The remaining 15% of bus miles (9.5 million miles per annum) operates under contract with the Combined Authority at a net cost of £16.5 million per annum.
- 4.4.2. Rural, orbital and other connecting services mostly operate under contract with the Combined Authority, funded by 55% of the total budget for supported services.
- 4.4.3. Since deregulation, bus operators have assessed the commercial viability of services on a route and journey by journey basis. This has necessitated the Combined Authority funding additional early morning, evening and weekend journeys on some routes which operate on a commercial basis at other times of the week when demand is higher. 45% of the Combined Authority spending on supported bus services enables this temporal extension of otherwise commercial routes. Only 38% of bus routes operate without any contracted journeys.
- 4.4.4. Figure 3, below, shows a breakdown of mileage and purpose by supported bus services. It indicates that subsidised services are important to support access for employment, potentially outside of the 9-5 work pattern, travel on Sundays and for supporting communities without a daytime bus service.

Figure 3. Supported bus mileage in West Yorkshire



4.5. The MCard ticketing scheme

- 4.5.1. A statutory ticketing scheme enables the existing MCard multi operator, multi modal smart ticketing offer in West Yorkshire. This provides a range of day and season ticket products delivered on ITSO smartcard and mobile barcode app. MCard is the largest smart ticketing scheme outside London.
- 4.5.2. Prior to the pandemic, the sales turnover of MCard was £34 million per year. The scheme is administered by the Combined Authority under the direction of the West Yorkshire Ticketing Company Ltd (WYTCL). WYTCL is a joint venture company co-owned by the Combined Authority, bus and rail operators.
- 4.5.3. The existence of a statutory ticketing scheme which ensures all bus operators accept MCard, as well as a mature governance structure with WYTCL, places West Yorkshire in a very advantageous position to develop multi operator ticketing and capping under the MCard brand.
- 4.5.4. Additionally, the West Yorkshire Combined Authority and Sheffield City Region Combined Authority are co-owners of Yorcard Ltd, a company initially established to operate and develop the ITSO smart ticketing infrastructure and has recently developed the MCard Mobile barcode ticketing capability for WYTCL.

4.6. Successes to date

- 4.6.1. The West Yorkshire Bus Alliance has been working together, under a VPA, to collaboratively improve the region's bus system since 2019. As part of this it has delivered a number of key projects that provide a strong basis for further transformational change through the Enhanced Partnership. The following section details these.

Network Navigation

- 4.6.2. Network Navigation is an ongoing initiative that is being delivered in partnership between the Combined Authority, district partners and local

operators as part of both the Leeds Public Transport Investment Programme and the Transforming Cities Fund.

- 4.6.3. The project aims to give people greater visibility of the region's core, high-frequency bus network and better support them in understanding, accessing and navigating their way across it as they travel from A to B. It is doing this through the creation of a user-friendly and accessible set of maps and colour coded bus stop flags, shelters, on-street infrastructure and in bus stations that link to local bus lines, on the high-frequency network. The line names are also represented on the bus destination blinds to provide seamless integration from the bus stop to on-bus.
- 4.6.4. The roll-out of the initial Leeds phase of the project will conclude in March 2022, and the rest of West Yorkshire by 2023.

Fare deal for young people

- 4.6.5. The Combined Authority worked in partnership with operators to deliver a new range of tickets offering cheaper, discounted travel for under 19s on all bus services across West Yorkshire. Launched in summer 2021, the new fares and tickets offer extra value for money options, including:
- Single (one way journey) tickets – with just three easy to remember fares at 60p, £1.20 or £1.80, based on the distance travelled.
 - Under 19s making a one-way journey will never pay more than £1.80, no matter how long their bus journey within West Yorkshire.
 - Single tickets are available from bus drivers from bus operators' mobile apps.
 - The £1.20 single fare will also be available to buy on West Yorkshire's MCard Mobile App.
- 4.6.6. Initial feedback from passengers has been positive, and the full impact of these new fares on bus use by under 19s will be monitored and evaluated over autumn/winter 2021 to understand the success of this model in growing bus patronage and improving passenger satisfaction, as well as its potential application in encourage other key passenger groups to travel by bus.

East Leeds 'FlexiBus' demand responsive transport pilot

- 4.6.7. East Leeds 'FlexiBus' is the region's first Demand Responsive Transport service. FlexiBus provides a pre-bookable service that picks people up within a 3-minute walk of their location (200m) and connects them to local places within East Leeds. Trips cost a flat £2 fare, are bookable via a dedicated FlexiBus app and are paid for via contactless payments onboard. All 6 vehicles are fully accessible and electric.
- 4.6.8. The pilot, funded primarily through the Leeds Public Transport Investment Programme, was launched in October 2021 in partnership between the Combined Authority, Leeds City Council and First West Yorkshire. The Alliance will closely analyse passenger response to the service to

understand the model's potential wider application to provide connectivity in areas where a traditional bus service is less appropriate.

Park & Ride Schemes

- 4.6.9. West Yorkshire currently has three successful 'Park & Ride' schemes which have been delivered in partnership between the Combined Authority, Leeds City Council and bus operators. These are:
- Elland Road (opened in 2014)
 - Temple Green (opened in 2017)
 - Stourton (opened in September 2021)
- 4.6.10. These existing Park & Ride schemes have proved popular with an estimated usage of 1.1 million passengers in 2019. As such, they provide a strong model to encourage passengers to move from private cars and use bus for at least part of their journeys, supporting modal shift ambitions.
- 4.6.11. The most recently launched site, Stourton Park & Ride, is a fully solar powered site, served by zero-emission electric buses which operate every 10 minutes along dedicated bus lanes and take just 15 minutes to travel to Leeds City Centre. The site has capacity for 1,200 vehicles including 26 electric car charging points, secure cycle storage and dedicated disabled, family and motorcycle bays.

4.7. Patronage, customer satisfaction and other factors affecting local bus services

- 4.7.1. The following section provides an overview of current challenges and other factors affecting West Yorkshire's bus service which the Alliance will need to collaboratively and urgently address, as part of the Enhanced Partnership, in order to deliver on its vision and objectives.

Declining bus patronage

- 4.7.2. Reflecting national trends, the use of bus in West Yorkshire has been in decline for a number of years. Analysis shows annual bus trips in the region fell from around 170 million trips in 2009 to around 144 million in 2019, with journeys per person declining even faster than the national average.
- 4.7.3. Furthermore, the COVID-19 pandemic had an unprecedented and well documented impact on bus patronage, with levels suppressed to an all time, commercially critical low. Locally, as restrictions have eased this has successfully returned to approximately 75% of pre-pandemic levels. A breakdown of data shows the leisure market has returned more quickly than commuting journeys to town / city centres.
- 4.7.4. To grow patronage, the Alliance will have to act to restore passenger confidence to use bus in the wake of the pandemic, as well as address

wider issues – including those identified in the following sections - that resulted in the longer term, more systemic decline.

Customer satisfaction

- 4.7.5. The West Yorkshire Customer Perceptions of Transport Survey has shown a falling satisfaction amongst respondents using transport in many areas of public transport. Mean satisfaction scores out of 10 between 2018/19 and 2019/20 show the following areas which have had changes in order or largest change.

Table 3. Satisfaction with bus services

Area	2018/19	2019/20	% Change
Affordability of public transport	6.17	5.24	-15%
Quality of local bus station	7.12	6.32	-11%
Local bus services	6.71	5.99	-11%
Community transport	6.47	6.32	-6%

A perception of poor value for money

- 4.7.6. The cost of bus travel has risen in West Yorkshire at a rate faster than other general living costs – research shows that nationally there has been a 56% increase in bus fares over the past 20 years, after adjusting for inflation. This means bus travel is currently too expensive and unaffordable for many.
- 4.7.7. Combined Authority research from before the pandemic shows nearly 1/6 highlighted cost as the reason, they do not use buses more often. Furthermore, research from Transport Focus shows passengers are less satisfied with the value for money of bus travel in West Yorkshire than in any other major urban region in the country. Even for those who can afford it, nearly 50% of local bus users in West Yorkshire are still not confident about purchasing the best value bus ticket for their journey.
- 4.7.8. The Alliance will need to take steps to address the complexity, affordability and perceived value for money of bus travel in West Yorkshire.

Varied local bus connectivity

- 4.7.9. Although there is widespread access to bus stops (97% of addresses are within 400 metres of a bus stop in West Yorkshire), analysis shows there is inconsistent access to high frequency services on the 'Core Network' between different district areas. For example, as shown in Table 4, 79% of addresses in Leeds are within 400m of a bus stop on the core network compared to 60% in Kirklees.

Table 4. Access to main and high frequency bus services by district

District	Addresses within 400m of a bus stop	Addresses within 400m of a high frequency bus stop
Bradford	97%	72%
Calderdale	96%	65%
Kirklees	97%	60%
Leeds	97%	79%
Wakefield	97%	61%

- 4.7.10. Furthermore, many of the areas not served by the core network of high frequency bus services are also the most deprived 20% according to IMD Barriers to Housing and Services. Interestingly, analysis highlights that provision is better in highly deprived areas where they fall around a major town or city. Deprived areas further away from major conurbations face some of the worst connectivity.
- 4.7.11. While this unequal access is in part because of demand and other factors such as geography, it highlights the need to both expand the existing bus network and look at other models, such as demand responsive transport, which could ensure connectivity is more fairly provided.

Congestion, punctuality and reliability

- 4.7.12. Customers need to rely on buses turning up and running on time, but analysis of local real time information confirms that buses across the region have consistently underperformed against targets set to ensure this.
- 4.7.13. Local traffic congestion is a significant factor in bus reliability together with operational resilience; and both must be managed to deliver on ambitious targets for improved punctuality and reliability.
- 4.7.14. Furthermore, research shows that across West Yorkshire districts there is variability in the standard and design of bus priority measures and enforcement which is adding to these poor outcomes for customers. There is also no consistent approach or overarching strategy for road space reallocation. A consistent approach could help ease congestion and create a more attractive bus service, helping to achieve a reduction in car trips.

Car usage, carbon emissions and air quality

- 4.7.15. Across West Yorkshire the most used transport mode is the private car and van, accounting for 65% of travel across the region. Although bus is the preferred public transport mode, comparatively this accounts for just 6% of journeys. Furthermore, a higher share of passenger journeys are taken by car in West Yorkshire than the average for England.
- 4.7.16. The Combined Authority's Carbon Emission Pathways Reduction study indicated that that significant modal shift is required to achieve net zero through reducing private car travel by 21% and increasing bus travel by

39%. Alongside this it was recommended to increase walking by 78%, travel by bike by 2000% and increase rail travel by 53%.

- 4.7.17. The Combined Authority’s State of the Region (2021) report however highlighted that when looking at per capita emissions per sector, transport is the highest emitter within West Yorkshire and is higher than the comparator city regions of West Midlands and Greater Manchester. Urban areas in West Yorkshire have also been identified as having some of the highest levels of air pollution (nitrogen dioxide concentrations) in the UK outside of London.
- 4.7.18. Currently, just 1% of buses operated by the major operators in West Yorkshire are zero emission, with 4% of vehicles being hybrid
- 4.7.19. Bus, by providing an alternative to the private car therefore provides a solution to the region’s environmental targets but must take steps to reduce its own impact.

Workforce

- 4.7.20. Driver shortages continue to be an issue for the bus industry and locally this has resulted in increased service cancellations. The Alliance will have to collectively work to manage this issue and ensure the workforce is both sufficient in supply and skills to deliver the bus service we want for the region.

4.8. Understanding and listening to bus passengers

- 4.8.1. Understanding what people want from public transport services and their wider travel needs should be at the forefront of improving buses. ‘Putting customers first’ is at the core of the West Yorkshire Bus Strategy but when talking about improving services and increasing market patronage, bus passengers are often talked about uniformly.
- 4.8.2. This Enhanced Partnership realises that the bus passenger market – and the West Yorkshire population more broadly - is diverse, with many different factors at play that encourage or form barriers to travel for individuals. Understanding different passengers and their behaviours is crucial to retaining them, attracting new passengers and growing the bus market, and ultimately delivering a better bus service for the region, as per the ambitions of this plan.

Defining different passenger types

- 4.8.3. There are a number of primary ways we currently identify different bus passengers. At a broad level, West Yorkshire residents and visitors can be sorted into three key categories – regular, occasional and non-bus users (see Table 5 below).

Table 5. Definitions of regular, occasional and non-bus users

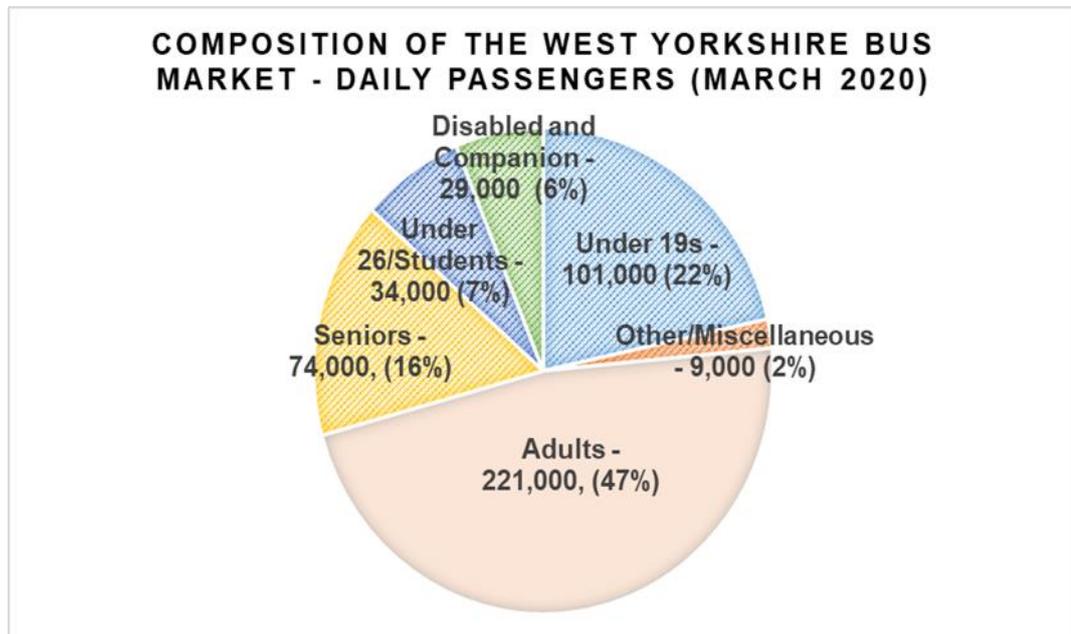
<u>Regular bus user</u> - uses bus at least once per week.	These passengers likely use bus as their primary mode of transport, particularly for travel to work or
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<p>Approx. 39% in 2019/20 based on figures for 'At least 4 days per week' (17%), '1 to 3 days per weeks' (22%).</p>	<p>other regular, essential purposes such as to access healthcare service or shopping. These passengers are likely to use season tickets but may be interested in more flexible ticketing offers.</p>
<p><u>Occasional bus user - uses bus less than once per week but at least once every 3 months.</u> Approx. 21% in 2019/20 based on figures for '1 to 3 times per month' (15%), 'Every 2 to 3 months' (6%)</p>	<p>These passengers likely do not use bus as their primary mode of transport but do use it occasionally, largely for leisure purposes and for either ad-hoc journeys or to travel to particular locations. They are most likely to use single and return fares.</p>
<p><u>Non bus user - rarely (less than every 3 months) or never uses buses.</u> Approx. 40% in 2019/20 based on figures for 'Once or twice a year' (10%) and 'Less than once per year' (3%) or never' (27%).</p>	<p>These passengers rarely use bus and it is definitely not their primary mode of transport – they would only ever use bus by exception or for irregular journeys.</p>

- 4.8.4. The Combined Authority's Public Perceptions of Transport Survey tracks frequency of travel as 'At least 4 days per week', '1 to 3 days per weeks', '1 to 3 times per month', 'Every 2 to 3 months', 'Once or twice a year' and 'Less than once a year' or 'never' which helps us estimate the approximate number of passengers and the proportion of the regional population that these categories comprise.
- 4.8.5. Over the last 8 years that the survey has been conducted, the proportion of people using bus in West Yorkshire has fluctuated, with those using buses most frequently (at least 4 days per week) changing from between approximately 15% and 22%. In 2019/20, 17% of bus users were in this category. To improve buses in West Yorkshire, efforts need to be made to retain and grow the number of regular bus users and support non bus users to become occasional bus users.
- 4.8.6. Bus users can also be categorised by age (and other characteristics) which determine their eligibility for certain ticket types and concessionary fares. The below pie chart, Figure 4, identifies these key categories and the approximate number of these passengers who travelled on bus in West Yorkshire per weekday, prior to the COVID-19 pandemic. The largest category in this sense was the adult market, approximately 47% of the total and comprised of 221,000 daily passengers.
- 4.8.7. Understanding how the market is broken down into these different categories is important for many reasons, including understanding the different fares and revenue streams. A large full-fare-paying adult market is important for the financial stability of the bus network, giving the highest

return per ticket sale, but an offer entirely targeted to their needs would likely exclude other passenger types and limit bus's wider social value.

Figure 4. Composition of the West Yorkshire bus passenger market according to bus operator ticket (March 2020)



- 4.8.8. Although these broad categorisations are useful, frequency of use and age / ticket eligibility are not the only factors that determine a passenger's relationship with bus. They do not capture the many other behaviours, barriers and motivations that influence why, when and how someone chooses to use the bus, and thus are limited in what they can reveal about the best ways to reform and improve the overall bus offer.
- 4.8.9. Understanding different passenger types in more detail supports development of more effective behaviour change initiatives and helps to prioritise different elements of reform through the likely number or specific subset of people they would attract on to the bus. Some structural changes to the running of bus services could bring about mass benefits, but it is accepted many interventions will have a more targeted appeal and support bus use by specific types of passengers.
- 4.8.10. Through engagement and analysis, the Alliance will seek to collaboratively develop a more detailed understanding of regional bus users to better respond to their needs, and develop an inclusive bus service that works for everyone.

Commitment to listening to passengers and local communities

- 4.8.11. The Alliance commits to listen and respond to people through:
- Market research and face to face sessions to listen to what people say. This will build upon our rich experience of gathering passenger insight and intelligence through our annual Public Perceptions of Transport Survey, the COVID-19 Transport Survey, State of the Region and other reports.

- Targeted engagement with key customer groups including women, young people, and people of protected characteristics, to ensure we understand the diverse and specific needs of different demographics – and that we are not just serving certain groups.
- Formal and informal sessions with elected members and community groups to ensure we are always responsive to the needs and issues of local people.
- Formal public consultation to meet statutory requirements of delivery of services.
- Monitoring of KPIs to ensure our investment is improving customer satisfaction.
- Ongoing partnership working with the independent watchdog, Transport Focus, to help us to understand and evidence the priorities of bus users at both a local and national level.

5. What the Enhanced Partnership will deliver to improve local buses

5.1. Overview

5.1.1. In line with the Bus Service Improvement Plan, the core principles of what this Enhanced Partnership Plan aims to deliver, between 2022-2027, are:

- An enhanced and more cohesive bus network – which takes people where they need to go, when they need to go.
- Clear and simple fares – to make paying for bus travel more affordable, easier, convenient and flexible.
- Improved, more inclusive customer service and support – so passengers have the tools to travel with confidence and the help they need if their journey does not go to plan.
- Priority for buses on our road – so journeys by bus are quicker, with less time spent stuck in traffic, and are a viable alternative to the private car.
- More green and better vehicles – to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire.

5.1.2. While these are clear ambitions, the pace and extent of what the Enhanced Partnership delivers will be predicated on the funding and resource available, including the extent of financial support provided by central Government via BSIP and other funding streams.

5.2. Our bus passenger proposition

5.2.1. The Enhanced Partnership aims to deliver a modern, attractive and inclusive passenger experience on all buses across West Yorkshire. Figure 5, below, outlines the experience we aspire to provide for all bus passengers by 2027 regardless of who they are, the service they are travelling on or the journey they need to make.

Figure 5. West Yorkshire bus passenger proposition

- | |
|--|
| 1. Before travel – the passenger can log on to the app or website of their choice and find up-to-date, accurate and consistent information – detailing everything from route options, time and cost – which helps them easily plan a journey by bus. |
| 2. At the bus stop – the passenger easily finds their way to the correct bus stop thanks to the recognisable branding and colour coded flags which instantly let them know they are on the right route. The stop has printed information to reassure them they are at the right stop while they wait before the bus arrives quickly and on time. Busier stops will have an electronic display showing the time until the next bus. On all stops, customers can scan a QR code and obtain this information on their phone. |

3.	Boarding and payment – all buses are low floor and accessible. When the passenger boards the bus, they know they have different options for how to pay. They may have already bought their ticket using a mobile phone app but can also turn up pay the best price fare for the journey or - easier still - just ‘tap on’ and go with their contactless bank card or mobile and know they’ll be charged. at most, a capped fare at the end of the day.
4.	Onboard – the passenger takes a seat in comfy and clean chairs and enjoys the free Wi-Fi while they travel. Both the buses’ audio-visual information and their mobile journey planning app help to keep them up to date as they travel and let them know about any potential journey disruptions. The bus is modern and welcoming, and the journey is smooth and enjoyable.
5.	Service interchange and last mile – to get to their destination, the passenger may need to change to a different service. Coordinated wayfinding information and network planning ensures making a connection is simple and hassle free with no long delays or too short layovers. Whether on to another bus, train or tram, their ticket is also still valid or they can just tap and go once again. When the passenger gets off at the bus stop, which is not far from their destination, they are still supported on the final leg of their journey through safe, convenient and integrated cycling and walking links – ensuring sustainable travel door-to-door.
6.	Post-journey – back at home, the passenger relaxes knowing they’ll be charged appropriately for their day’s travel and any service queries will be resolved quickly via the coordinated travel helpline.
7.	Retaining and attracting new passengers – potential passengers are encouraged to travel by bus thanks effective, engaging marketing that presents it as a viable, attractive option for travel.

5.3. West Yorkshire Passenger Charter

- 5.3.1. The draft West Yorkshire Passenger Charter, see Figure 6 below, seeks to set out what the Enhanced Partnership agrees to offer all passengers on any bus service in the region, regardless of the route or operator they are travelling with.
- 5.3.2. The Passenger Charter will be agreed and continually managed (including any subsequent changes) via the Alliance.

Figure 6. Draft Passenger Charter (2021)

The West Yorkshire Passenger Charter

Bus passengers in West Yorkshire, deserve a high-quality, safe and enjoyable experience no matter the bus service they are on. Whether you are travelling from Bradford to Shipley or Brighouse to Huddersfield, you should be able to trust the bus will turn up and get you there on time. This Passenger Charter sets out everything about the standard of service you should expect across the West Yorkshire bus network.

Everyone is Welcome Onboard – Supporting Equality, Diversity and Inclusion

Bus travel should be for everyone. While we are doing our best to try meet people's different needs, and ensure the network takes people where they need to go when they need to go, here are our key commitments to ensure an inclusive offer for everyone:

- We will provide accessibility support at every stage of a journey.
- Coloured wallet scheme – if you have hidden disability, you can apply for a Metro wallet which will signal to the driver to make sure they know to provide.
- Zero tolerance – we do not tolerate harassment or discriminatory behaviour on board our buses.

Our service commitments

1. The passenger is our number one priority, and we will do all we can to ensure you are satisfied with your experience of bus travel.
2. Travelling by bus should be simple, convenient and reliable.
3. All bus drivers and in-station staff should be friendly and helpful.
4. All buses and stations should be clean, safe, fully accessible and welcoming.
5. Everyone is welcome on board our buses and has a right to travel safely without fear – discrimination, harassment or antisocial behaviour will not be tolerated.
6. If you are travelling on the WY Core Bus Network, your next bus should be at your stop within the next 15 minutes or sooner.
7. You need never pay more for a day's travel anywhere in West Yorkshire than our £5.50 MCard Day Saver fare – and if you ask, we promise to advise you on the best value fare for your journey.
8. Head to the MCard mobile ticketing app or Moovit journey planner for all reliable up-to-date information – including live vehicle tracking, occupancy, network disruptions and fares.

9. Got a complaint or query? You'll get a response at your point of contact within X number of days.

Our key customer guarantees

- Journey satisfaction guarantee – if you're not happy with the standard of service provided, we will give you your money back or next journey for free.
- Last journey promise – if the last bus service on your route is late or cancelled, we will pay for a taxi to get you where you need to go.
- Under 19 Fare deal – we want to instil bus travel as a good habit for life and ensure young people have access to opportunities across the region so all under-19s are entitled to discounted 'My!' MCard tickets for use on all bus across West Yorkshire.

Queries and complaints

Head to [West Yorkshire Metro](#).

You can make a complaint or provide any feedback on your bus service by contacting Metro or the relevant bus operating company. We work together to ensure all customers get a response to their comments at their point of contact within X number of days.

Alternatively, just give Metro a call on 0113 245 7676 if you want to chat. We're here to help from 7am - 8pm Monday to Saturday or 8am - 8pm on Sundays and bank holidays (closed Christmas Day, Boxing Day and New Year's Day).

What you need to know about the West Yorkshire bus network

West Yorkshire's bus network is brought to you by [Metro](#) – the transport network of the West Yorkshire Combined Authority – in partnership with local operators.

The West Yorkshire Core Bus Network is made up of routes where services run every 15 minutes or better – 65% of homes in the region are currently within 400m of a bus stop on this high frequency network. The Secondary and Community Networks are areas where services run less frequently but passengers should still expect them to follow regular patterns and be reliable.

We are also working to improving the punctuality, reliability and journey times across all services – find the full list of in development bus priority infrastructure schemes on the WYCA website.

We are committed to [decarbonising our bus network](#) and ensure it's a sustainable option for you to travel. The Bus Network is part of a wider sustainable transport offer across West Yorkshire.

5.4. Our five-year Enhanced Partnership Plan

- 5.4.1. The West Yorkshire BSIP sets out the Combined Authority’s ambitions for the policies and interventions it would like to see implemented to improve local bus services. Taking this into account, the following section provides an overview of what the Alliance will aim to deliver across key workstreams throughout the term of the Enhanced Partnership Plan.
- 5.4.2. The activities and interventions outlined in Table 5, below, are indicative of the Alliance’s aspirations as of November 2021, and delivery is predicated on the assumption of adequate funding and resource. Delivery is not legally required of any party unless included as part of a supporting Scheme.

Table 5. Overview of the outcomes and outputs planned as part of the West Yorkshire Enhanced Partnership, subject to funding and resource

Workstream	Outcomes	Key Inputs / Outputs
Network design	A radically enhanced bus network - with improved frequencies and longer service hours on the Core Network in the early mornings and evenings, and more consistent, regular service provision across the wider networks – which takes people where they want to go, when they need to go, and caters for the complexity of modern travel patterns	Development and delivery of a 5-year network plan Superbus pilots, subject to funding Expansion of the ‘FlexiBus’ Demand Responsive Transport offer, subject to outcome of the East Leeds trial
Bus priority	A consistent, cross-region approach to bus priority - with an extensive network of bus lanes and other traffic management measures - that supports buses to move quickly and reliably across the road network without getting stuck in congestion, so journey bus are quicker, more predictable and a viable alternative to the private car.	Region-wide approach to improving bus journey times and reliability Development and delivery of bus priority infrastructure pipeline Improvements to the management of roads and streets, particularly regarding disruptions.
Fares and ticketing	A clear and simple multi-operator fares and ticketing system that makes paying for bus travel more affordable, convenient and flexible; meeting a wide range of different passenger travel	Continued participation in the MCard ticketing scheme and establishment of a common framework

Workstream	Outcomes	Key Inputs / Outputs
	needs and offering improved value for money to all.	<p>Introduction of a multi-operator contactless 'tap and go' capping system</p> <p>A reduction in the price of the MCard DaySaver, subject to appropriate funding</p> <p>A trail of time-limited barcode tickets</p> <p>Mobility credits scheme to support access to employment, training and education</p>
Customer service and information	<p>Improved, more inclusive customer service and support so passengers have the tools to travel with confidence and the help they need if their journey does not go to plan. This will include a step change in the information available to passengers, with more live, real time and digital information that supports passengers both when planning and during their journeys</p>	<p>Rollout of colour codes bus stops, maps and flags across the Core Bus Network and other services (Network Navigation).</p> <p>Enhancements to the Mcard ticketing app including live journey planning information.</p> <p>A better coordinated system to manage customer queries and complaint</p> <p>The further rollout of onboard audio-visual technology and other accessible information</p>
Air quality and decarbonisation	<p>There will be more green and better vehicles operating across the network in order to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire, helping support the region to meet its environmental objectives / zero-emission targets</p>	<p>Retained commitment to a carbon zero bus network by 2036, with significant progress by 2030.</p> <p>All buses Euro VI emission standard or better by 2026.</p> <p>Delivery of more zero emission buses (including the ZEBRA bid for 121 new vehicles by 2024).</p>

Workstream	Outcomes	Key Inputs / Outputs
Comms and marketing	The Metro brand will unify the West Yorkshire bus network and signify the high standard of service a passenger can expect on any and all buses in the region. Operators and authorities will speak to passengers with one voice that demystifies and attracts people to bus and instils them with the confidence to choose to travel by bus and other sustainable modes.	Greater visibility of the Metro at all stages of the passenger journey / communication channels Shared marketing and comms campaigns / messaging to promote bus travel. Behaviour change activity programme. More incentives, partnerships and promotional deals to encourage bus travel.

5.5. Implementation of the Enhanced Partnership Plan

- 5.5.1. Table 6, below, is a draft implementation plan to provide an indication of when the Alliance aspires to deliver different elements of the strategic plan outlined in the previous section.
- 5.5.2. The colour coding indicates the projects' funding status, as of December 2021 when the settlements from BSIP, CRSTS and other funding streams were still unconfirmed.

Table 6. West Yorkshire Enhanced Partnership: DRAFT implementation plan (2022-2027) Key: Funded / Green - Partially funded / Orange – Unfunded / Red

2022/23	2023/24	2024/25	2025/26	2026/27
Establishment of the Enhanced Partnership	Completion of all TCF bus priority schemes	New and improved bus stops and stations – with better safety and accessibility support	Cheaper and simpler fare structure	A reimagined, fully inclusive, and more cohesive bus network with more frequent services and better connectivity for all.
Introduction of the Passenger Charter	Rollout of more 'Your Next Bus' screens	Complete delivery of contactless capping	Ongoing delivery of bus priority schemes via CRSTS / BSIP	
Ongoing rollout of colour coded bus stops and timetables (Network)	A more cohesively presented bus network including more Metro branding	More FlexiBus DRT schemes	Audio visual information on all buses	All buses EURO VI clean air

2022/23	2023/24	2024/25	2025/26	2026/27
Navigation) regionwide Completion of bus priority schemes delivered as part of LPTIP Begin delivery of multi-operator contactless capping Reduction in the price of the MCard Day Saver (the 'daily cap') Time-limited barcode ticketing trial Begin Superbus pilots	Rollout of more onboard audio-visual technology and other new accessible information. Improvements to management of network disruptions Improved system for dealing with passenger queries and complaints Growth of the bus network – new routes and more frequent services Deployment of a new AccessBus fleet	Deployment of 120 new electric bus (subject to outcome of ZEBRA bid)	More Park & Ride schemes	zone compliant Completion of all bus priority schemes funded via the West Yorkshire Transport Fund

5.6. Schedule of Enhanced Partnership Schemes

- 5.6.1. EP schemes are the mechanism by which the EP plan will be legally contracted and delivered in partnership between the Combined Authority, local authorities and operators.
- 5.6.2. Table 7, below, provides an overview of the proposed schedule of EP schemes which will support this EP plan.

Table 7. Schedule of proposed EP Schemes

Scheme	Title	Area covered	Detail	Date
1	Bus Infrastructure EP scheme	Region-wide	This will contractualise all relevant elements of new and existing bus	April 2022

Scheme	Title	Area covered	Detail	Date
			infrastructure schemes, including those delivered as part of the BSIP scheme pipeline. The A61 (South) will be the first infrastructure scheme to be contractualised and provide a template for all further infrastructure schemes (full list included as Appendix B to this report).	
2	Fares and Ticketing EP scheme	Region-wide	To contractualise elements introduced under the Fares and Ticketing workstream, as required.	TBC (2022)
3	Customer Services and Information EP scheme	Region-wide	To contractualise elements introduced under the Customer Service and Information workstream, as required.	TBC (2022)
4	Bus Core Network EP scheme	Region-wide	To contractualise elements introduced under the Network Design workstream, where they relate to the provision of services on the Core Network, as required.	TBC (2022)
5	Bus Connecting Network EP scheme	Region-wide	To contractualise elements introduced under the Network Design workstream, where they relate to the provision of services on the 'Secondary Commercial' and 'Secondary Community' networks, as required.	TBC (2022)
6	Air Quality and Decarbonisation EP scheme	Region-wide	To contractualise elements introduced under the Air Quality and Decarbonisation	TBC (2022)

Scheme	Title	Area covered	Detail	Date
			workstream, as required.	
7	Communications and marketing EP scheme	Region-wide	To contractualise elements introduced under the Communications and Marketing workstream, as required.	TBC (2022)
8	Urban Traffic Management Control	Region-wide	To contractualise elements introduced as part of the Urban Traffic Management Control programme.	TBC (2022)

5.7. Other supporting policies and interventions

- 5.7.1. In addition to the requirements of schemes and other initiatives delivered as part of the Alliance, further action will be undertaken by both authorities and operators to support bus travel in West Yorkshire.

Highways management and review of Key Route Network powers

- 5.7.2. Through the West Yorkshire Devolution Deal, the Combined Authority secured new powers to set up and co-ordinate a Key Route Network (KRN). Since the Mayor came into post in May 2021, work on developing a KRN Strategy has now commenced and will build on the strong tradition of partnership working with our five constituent authorities in order to ensure the benefits of highway improvement schemes on the KRN are fully realised. Managing the KRN in this collaborative way has a huge advantage in terms of improving traffic flow, reducing congestion and providing opportunities to introduce bus priority, which we have achieved previously through delivery of successful funding programmes such as the West Yorkshire plus Transport Fund and Leeds Public Transport Investment Programme.
- 5.7.3. The Combined Authority has responded to the recent public consultation regarding expanding the KRN powers for Mayoral Combined Authorities and has set out its intentions to review these working arrangements and delivery with its partner councils over the next 18 months.

Other measures to support modal shift

- 5.7.4. The Combined Authority will, in partnership with its partner district authorities, examine the evidence and blend of policy options required to reduce car trips and encourage a mode shift to public transport and active travel, while recognising that ultimate control for parking related measures rests with West Yorkshire local authorities. The Combined Authority will do this by:

- considering measures that reduce parking supply to manage demand for car trips and show how the space can be reallocated to other uses such as car clubs, active and sustainable transport infrastructure, parklets, wider resident and business use, and micro-consolidation;
- considering how banded parking charges could be implemented, for example by incorporating both tailpipe and other emissions, safety standard scores, dimensions incorporating weight, height, width, length etc., and on-street / off-street public parking;
- considering how travel planning and other measures could be implemented to manage demand for business related travel; and
- working in partnership with West Yorkshire local authorities as the responsible bodies for the regulation of parking on the development of highways demand management measures.

6. KPIs and targets

6.1. Overview

- 6.1.1. The following Key Performance Indicators (KPIs) and targets, see Table 8 below, have been taken directly from the West Yorkshire BSIP and will be used to measure the success of the Enhanced Partnership in delivering change and improvements to the region's bus system, for the benefit of local passengers.
- 6.1.2. Additional targets for the years 2023 and 2027 have been developed to span the initial duration of this Enhanced Partnership Plan.
- 6.1.3. These KPIs and targets have been developed based upon:
- **What matters to passengers** – the Alliance has reviewed and analysed passenger insight / research and targeted KPIs to ensure they are driving forward and measuring the changes that matter to passengers.
 - **The initiatives contained within the BSIP** – the KPIs have also been selected to meaningfully measure the impact of the initiatives proposed within this BSIP and ensure they are delivering improvements for the passenger.
 - **Existing policy and strategy targets** – the West Yorkshire Transport Strategy 2040 sets out a mid-point transport target of 25% more trips made by bus by 2027, and is underpinned by a commitment to inclusive growth, the environment, health and wellbeing.
 - **Transport Focus guidance** – Transport Focus have produced guidance documents aimed at supporting authorities in drawing up their BSIPs by outlining core principles and practical advice. This includes a guide on Setting Targets in Bus Service Improvement Plans, released June 2021.
 - **Strategic priorities** – better transport, as well as supporting equality, diversity and inclusion are central to the strategic priorities of the Combined Authority. These key priorities are also outlined through local Mayoral pledges.
- 6.1.4. Importantly, to achieve these targets, the Alliance will require sufficient BSIP and other funding support – particularly with regards to the delivery of bus priority schemes which will be vital to enable improved journey times, punctuality and reliability.

Table 8. Enhanced Partnership KPIs and targets

Key strategic theme	KPI	Baseline		Targets		
		Mar 2019	Mar 2021	2023	2025	2027
All themes	Increased bus patronage	10,801,487	4,483,340	2019 levels + 9%	2019 levels + 15%	2019 levels + 21%
	Increased customer satisfaction with local bus services (score 1-10)	6.7	6.9	7.3	7.5	7.7
	Weekday mode share on radial routes into district centres moved from car to bus	Bus 18%, Car 61% (2018/19)	N/A	Increase bus share by 3%	Increase bus share by 5%	Increase bus share by 7%
Safe and inclusive bus network	Improved service provision (bus miles) for those travelling in the early morning and evening	226,749	197,800	1.5% increase	2.5% increase	3.5% increase
	Improved satisfaction with personal security while on the bus	81% (autumn 2019)	N/A	83%	85%	87%
	Improved satisfaction with personal safety at the bus stop for female passengers making complex journeys	80% (autumn 2019)	N/A	83%	85%	87%
	Improved passenger satisfaction with value for money	62% (autumn 2019)	N/A	64%	70%	76%
	Improved satisfaction with information provided	63% (autumn 2019)	N/A	64%	70%	76%

Key strategic theme	KPI	Baseline		Targets		
		Mar 2019	Mar 2021	2023	2025	2027
	on the bus for passengers with disabilities					
Better connected communities	Improved journey times (mins/mile)					
	Improved punctuality	4.72	4.36	8% reduction	10% reduction	12% reduction
	Improved reliability	88%	90%	93%	95%	97%
	Improved housing accessibility via the core bus network	98%	99%	99.25%	99.5%	99.5%
	Improved employment accessibility via the core bus network	48%	51%	52%	55%	59%
Decarbonisation and integrated, sustainable travel	Improved environmental performance and reduced carbon emissions of the bus network	39% Euro VI, 0% zero emission (Q3 19/20)	59% Euro VI, 1% zero emission	75% Euro VI fleet	Improved environmental performance and reduced carbon emissions of the bus network	39% Euro VI, 0% zero emission (Q3 19/20)

7. Impacts on small and medium operators

7.1. Defining small, medium and larger operators

7.1.1. A range of criteria has been considered when defining the difference between smaller, medium and larger sized operators within our region, as follows:

- Registered mileage
- Market share
- Fleet size
- Staff headcount and turnover, including parent structures, as considered through the definition of a small and medium sized enterprise

7.1.2. Table 9 below summarises the status of the bus operators in the region.

Table 9. Summary Assessment of West Yorkshire Bus Operators

Bus Operator	Status
A Lyles & Son / Longstaff of Mirfield	Smaller
Arriva Yorkshire	Larger
CT Plus Yorkshire CIC/Leeds Alternative Travel Ltd	Smaller
Dales & Bowland CIC/ Dales Bus	Smaller
D K Travel	Smaller
E Stott & Sons	Smaller
First West Yorkshire	Larger
Globe Holidays Ltd	Smaller
Harrogate Coach Travel /Connexions	Smaller
Jacksons of Silsden	Smaller
J and B Travel	Smaller
North Yorkshire County Council	Smaller
Ross Travel Ltd	Smaller
South Pennine Community Transport CIC	Smaller
Square Peg Bus Ltd	Smaller
Station Coaches	Smaller
Stagecoach Yorkshire	Medium*
Stevenson's Travel Ltd	Smaller
Streamline	Smaller
Stringers Pontefract Motorways	Smaller
Tetley Motor Services Ltd	Smaller
TLC Travel Ltd	Smaller
TM Travel	Smaller
Transdev – Keighley, Harrogate, Coastliner, Flyer, Team Pennine	Larger
Waterson's Coaches	Smaller
York Pullman	Smaller

7.2. Engagement

- 7.2.1. The needs of small and medium sized operators (SMO's) particularly have been considered in the development of the Enhanced Partnership. The region's small and medium sized operators – essentially all operators other than the three main operators Arriva, First and Transdev - have been considered and included as part of the development of this Enhanced Partnership Plan.
- 7.2.2. They were given the opportunity to contribute initially through regular drop-in sessions as part of the Bus Service Improvement Plan, then subsequently through meetings focused on Enhanced Partnership content.
- 7.2.3. If operators were unable to attend the frequently scheduled sessions, copies of presentations were circulated to all invitees afterwards. At each stage operators have also been encouraged to seek individual conversations with the Combined Authority, should they wish to discuss certain aspects in more detail.
- 7.2.4. Some small and medium operators are also represented on the West Yorkshire Bus Alliance by a representative of the Association of Bus Operators in West Yorkshire (ABOWY). Operators who are not currently part of this group will continue to be engaged through drop-in sessions and the smaller bus operator's forum.

7.3. Implications

- 7.3.1. Ultimately the Enhanced Partnership Plan aims to improve all elements of bus service provision irrespective of the size of the operator providing those services. The Combined Authority acknowledges that small and medium sized operators may not be well placed to implement the requirements of the Enhanced Partnership quickly, and will look to ensure these organisations are not disadvantaged and that there is a level playing field between all operators. For example, regarding Enhanced Partnership Schemes, appropriate adjustments will be considered such as giving smaller operators a greater period to comply with the relevant standards.

8. Impacts on neighbouring authority areas

8.1. Regional context

- 8.1.1. The West Yorkshire Combined Authority neighbour's seven other local transport authority regions. These regions and their chosen model for working with operators to deliver local bus services (as stated in their BSIPs) are identified in Table 10, below.

Table 10. Neighbouring Local Transport Authorities

Authority area	Delivery model
City of York Council	Enhanced Partnership
Derbyshire County Council	Enhanced Partnership
East Riding of Yorkshire County Council	Enhanced Partnership
Lancashire County Council	Enhanced Partnership
North Yorkshire County Council	Enhanced Partnership
South Yorkshire Mayoral Combined Authority	Enhanced Partnership
Transport for Greater Manchester	Franchising

- 8.1.2. Across West Yorkshire, there are a number of bus services ran by different operators that operate across the region and neighbouring areas which can be classed as cross-boundary services.

8.2. Intended impact on neighbouring areas

- 8.2.1. It is the West Yorkshire Enhanced Partnership's intension to minimise the impact on neighbouring areas and support as seamless as possible an experience for passengers travelling on cross-boundary services.
- 8.2.2. The impact on neighbouring areas will be considered as part of the creation, variation or revocation of any Enhanced Partnership scheme, and the relevant authorities will be engaged throughout these processes as required.

9. Supporting equality, diversity and inclusion

9.1. Public Sector Equality Duty

9.1.1. This Enhanced Partnership Plan is mindful to comply with the Public Sector Equality Duty, created under the Equality Act 2010. This means it should:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
- advance equality of opportunity between people who share a protected characteristic and those who do not; and
- foster good relations between people who share a protected characteristic and those who do not.

9.1.2. This involves:

- removing or minimising disadvantages suffered by people due to their protected characteristics;
- taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

9.2. Approach to supporting equality, diversity and inclusion

9.2.1. Furthermore, this Enhanced Partnership Plan places a vital strategic importance on creating a truly inclusive bus system that caters to different passenger needs and provides a viable service for everyone in West Yorkshire.

9.2.2. Subject to sufficient funding and resources, initiatives we will seek to deliver to support this are:

- Evolution of the bus network to support more varied travel patterns beyond the 9 to 5 commute in and out of urban city centres.
- Cheaper, better value fares so bus travel is affordable for all; and better provision of bus services in areas of high deprivation.
- Improved engagement with, and analysis of, the bus passenger market to better understand different passenger demographics and travel behaviours; and support the West Yorkshire Bus Alliance to develop tailored and effective solutions.
- Efforts to improve the safety and general environment of bus stops, stations and onboard vehicles, particularly for women and girls.
- The provision of audio-visual information on all buses, and other accessibility support including

- The retention of printed travel information to support those at risk of digital exclusion.
- Staff training, including how to support passengers with additional social and physical needs.
- Commitments in our Passenger Charter to safe and inclusive bus network including a zero-tolerance approach to abuse and antisocial behaviour

9.3. Equality Impact Assessment

- 9.3.1. An overarching Equality Impact Assessment (EqIA) has been conducted to support the Bus Service Improvement Plan, which has the same strategic intent as this EP Plan.
- 9.3.2. Individual scheme specific EqIAs will also be produced as the details of schemes are further defined and are considered to lead to significant impacts for any group(s) with protected characteristics.

10. Governance and review

10.1. Overview

- 10.1.1. The West Yorkshire Bus Alliance was established in April 2019 and aims to address downward trends in bus patronage and contribute to the delivery of the West Yorkshire Bus Strategy. It is split into two boards, the Executive and Operational Boards and for the purpose of considering future content and arrangements for the variation and revocation of the EP Plan these issues shall be discussed as part of Executive Board meetings.
- 10.1.2. The Executive Board is chaired by the Chair or Deputy Chair of the West Yorkshire Combined Authority Transport Committee or their replacement and/or proxy as may be notified from time to time by the West Yorkshire Combined Authority.
- 10.1.3. The Executive Board is comprised of representatives from:
- Association of Bus Operators in West Yorkshire
 - Arriva Yorkshire
 - Bradford Council
 - Calderdale Council
 - First West Yorkshire
 - Kirklees Council
 - Leeds City Council
 - Transport Focus
 - Transdev
 - Wakefield Council
 - West Yorkshire Combined Authority
 - West Yorkshire Ticketing Company
- 10.1.4. Executive Board meetings shall be structured to include EP business. At the discretion of the Chair, guests will be invited to attend the EP part of the Bus Alliance Executive Board meetings where their input will contribute to the discussions being held.
- 10.1.5. Any matters relating to the EP Plan will be discussed and advised on by the Executive Board, which will be used by the Combined Authority to inform their decision on whether to commence the formal variation or revocation process, as detailed in 10.2. if required.
- 10.1.6. EP specific papers shall be prepared by the West Yorkshire Combined Authority and circulated to Members as part of the wider Executive Board agenda pack circulation. Circulation will be within an appropriate timescale prior to the meeting.

- 10.1.7. Any urgent EP business that is required to be taken by Members outside of the meeting cycle will be sent to Board members for consideration by email.
- 10.1.8. Additional members can be co-opted as appropriate to reflect changes in the Executive Board’s requirements for the EP.
- 10.1.9. The above arrangements relate to the governance of the EP Plan and is the basis on which the governance of individual EP Schemes is built on and documented in the individual EP Schemes that make up the West Yorkshire EP.

10.2. Arrangements for the review of the Enhanced Partnership Plan

- 10.2.1. The Enhanced Partnership will be reviewed at least annually - in alignment with the review of the West Yorkshire BSIP - with the need for any changes or updates considered initially by the West Yorkshire Bus Alliance Executive Board.
- 10.2.2. Updates to the Plan may be made to incorporate greater detail / clarity around the funding and resource available to deliver different elements, or in response to changes required to implement an updated BSIP.

Schedule of reviews

- 10.2.3. Table 12, below, provides an approximate schedule for when the Alliance expect the plan to be reviewed.

Table 12. Schedule of Enhanced Partnership Plan reviews

Review no.	Date
Review 1	October 2022
Review 2	October 2023
Review 3	October 2024
Review 4	October 2025

Variation mechanism

- 10.2.4. Further to the Alliance’s governance arrangements, updates to this Plan can only be formally made via the statutory variation process as set out in Section 7 of the DfT’s Enhanced Partnership guidance. This six-step process includes:
 - Step 1 – The CA issuing a notice of intention to prepare a variation to a plan
 - Step 2 – The CA issue a notice that a variation has been prepared
 - Step 3 – A statutory operator objection period
 - Step 4 – The CA to issue a public notice of the intention to vary the EP
 - Step 5 – The CA to issue a notice to operators of intention to make the variation

- Step 6 – The CA to issue a notice of making the variation

10.2.5. Unlike the plan, supporting EP Schemes can be varied via bespoke variation mechanisms as set out in individual scheme documents.

11. Supporting documents and appendices

Appendices

A. Indicative Programme of Future Schemes

Supporting documents

- Enhanced Partnership Scheme: Bus Infrastructure
- [The West Yorkshire Bus Service Improvement Plan](#)
- [The West Yorkshire Bus Service Improvement Plan – Executive Summary](#)

Background information

- [Bus Back Better: National Bus Strategy for England](#)
- [West Yorkshire Transport Strategy](#)
- [West Yorkshire Bus Strategy](#)
- [West Yorkshire Connectivity Infrastructure Plan](#)
- [West Yorkshire Strategic Bus Network Review](#)

Signatory Page

Appendix 1 – Competition Statement

The EP Plan and the EP Scheme have been developed with all operators of Local Services. An assessment has been undertaken of the impacts of the EP Plan and Scheme made on 31 March 2022 on competition and it has been determined that it will not or is unlikely to have a significantly adverse effect on competition, for the purposes of Part 1 of Schedule 10 of the Transport Act 2000.