



Cynulliad Cenedlaethol Cymru
The National Assembly for Wales



Environment, Planning & Transport Committee

Final Report

Policy Review of Public Transport



We would like to thank the following organisations for contributing photographs to our report:

Babtie Group

Caerphilly County Borough Council

Cardiff County Council

Cyngor Gwynedd

Powys County Council

**Environment, Planning and Transport
Committee**

Final Report

Policy Review of Public Transport



Foreword

Our final report comes at a time when a survey by the UK Commission for Integrated Transport shows a transport network starved of investment for half a century. In our consultation report we called for a visionary approach backed up with considerable resources – both public and private – to address these historic levels of under investment in public transport. Our report set our vision for public transport in Wales: integrated, accessible, affordable and an attractive alternative to the car.

Passengers, local authorities, regional consortia and public transport providers in Wales agreed with our vision, and supported recommendations for making improvements in the short to medium term. We also asked for views on solutions for the long term, with passengers supporting the creation of an all-Wales Passenger Transport Authority, or similar national co-ordinating body, and providers supporting strengthening existing regional consortia.

Our review also identified the main barriers faced by the National Assembly in delivering our vision. These reflect the distribution of public transport responsibilities between Whitehall and Wales, in particular with regard to rail, and within Wales between the National Assembly and local authorities. This needs to be addressed, and our report makes recommendations aimed at making those delivering public transport in Wales accountable to the National Assembly, so that we can ensure that the needs of the travelling public are put first.

I commend this report to the National Assembly on behalf of the Committee. My sincere thanks go to all those who have contributed to this review, and who are now committed to delivering our vision. But we can only succeed in delivering our vision if significant long term public and private sector investment is secured.

RICHARD EDWARDS AM

Chair, Environment, Planning and Transport Committee

December 2001

Members of the Environment, Planning and Transport Committee



Richard Edwards AM (Chair)
Preseli Pembrokeshire



Sue Essex AM (Minister for Environment)
Cardiff North



Eleanor Burnham AM
North Wales



Val Lloyd AM
Swansea East



David Davies AM
Monmouth



Tom Middlehurst AM
Alyn and Deeside



Geraint Davies AM
Rhondda



Karen Sinclair AM
Clwyd South



Helen Mary Jones AM
Llanelli



Rhodri Glyn Thomas AM
Carmarthen East and Dinefwr

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Chapter 1

Introduction



Introduction

Our consultation report

1.1. In July we published our consultation report¹ which set out our vision for public transport in Wales. **Our vision is for public transport to be integrated, accessible, affordable and a favoured mode of travel of the people of Wales.** Public transport should enjoy a good reputation, particularly with young people. It should act as a positive lever in improving equality of opportunity - proportionately public transport serves more children and young adults, women, elderly and unemployed people – and significantly improved levels of accessibility for disabled people.

Ten years from now...

- A choice of high quality services including rail, bus and community transport, drawing in taxis, and linked to walking and cycling strategies;
- Affordable services which would be attractive, for example, to young people and also for families and people travelling to work;
- Real progress in delivering equal access to public transport, so that people without cars - young and old people have access to good services;
- Real progress in ensuring that people with disabilities can use the transport system with ease;
- Within overall policies for sustainable development, planning decisions for new developments which include public transport as an essential provision;
- A public transport system which contributes to reducing pollution;
- A Welsh transport 'kite mark', agreed with everyone providing a service, that would set minimum standards, which would be monitored by transport providers, local authorities and the Traffic Commissioner. The image of public transport should be improved and services should be branded as with the Wales and Borders rail franchise.

¹ Environment, Planning and Transport Committee 'Policy Review of Public Transport: Consultation Report', July 2001, Crown Copyright, ISBN 0 7504 2699 3

Making services more attractive...

- More frequent services in urban areas which are reliable and safe so that a bus or train is available regularly;
- A network of services including community transport in less densely populated areas - whether urban or rural - which is well advertised and also follows a regular pattern and equally places emphasis on quality and safety;
- An emphasis on modern vehicles, which also comply with best practice in enabling people with disabilities to travel with ease;
- Infrastructure improvements, including guided busways or light rail, which enable congestion to be beaten and attract passengers whether they have cars or not;
- A network of long distance coaches alongside rail services within Wales and beyond so that people have a choice;
- Improved interchanges between different modes of transport and better waiting areas and well sign posted services;
- Improved through ticketing and passenger information through information centres

1.2. Our report made fourteen recommendations for improving the quality of public transport in the short term. We also invited comments on the following options for long term organisational change:

- the suitability or otherwise of the existing number of regional consortia to deliver improved integrated public transport services;
- establishing a Passenger Transport Authority (PTA)² for Wales;
- establishing a PTA/PTE (Passenger Transport Executive)³ for the ten South East Wales local authorities on the existing model;
- developing existing arrangements with the National Assembly building on its Transport Framework and using its funding and other powers under the Transport Act 2000 to provide leadership;
- other innovative solutions.

² A Passenger Transport Authority is a local authority body made up of representatives from the local authorities within its geographical area.

³ A Passenger Transport Executive is the implementing body of officials who carry out the policies of the PTA.

1.3. Additional powers of direction were to be sought on the Scottish model for rail and the possibility of delegated responsibility for Valley Lines was to be pursued in all cases.

Consultation responses

1.4. Forty nine individuals and organisations responded to our consultation report, they are listed at **Annex 1**. There was widespread support for our vision of integrated, accessible and affordable public transport, with strong support from those bodies representing passengers. The Welsh Consumer Council welcomed our realism and vision, in particular our emphasis on the views of public transport users. The Rail Passenger Committee for Wales supported our recommendations and emphasised the need for improved access to public transport and integration between modes. The Welsh National Federation of Bus Users particularly welcomed the recognition of the importance of involving passengers in the evaluation of policies.

1.5. Local authorities, which have primary responsibility for delivering improvements, both through the Welsh Local Government Association (WLGA) and individually, also shared our vision and emphasis on quality provision. We were encouraged that the WLGA, consortia and individual local authority responses supported our recommendations for strengthening the consortia.

1.6. Whilst there was unanimous support for our vision, consultees were divided on solutions for the long term, with passengers supporting the creation of an all-Wales PTA or similar national co-ordinating body, and providers supporting strengthening existing regional consortia. Most consultees agreed that the National Assembly should seek powers of direction over the Strategic Rail Authority (SRA).

Implementing our recommendations

1.7. Our key recommendations are already being implemented. National Assembly officials, local authorities, transport operators, and consumer representatives are forming a working group to take forward the development of a kite mark, quality partnerships and contracts. Local authorities have agreed to prepare draft public transport strategies by June 2002, with final strategies by April 2003. In addition, proposals are being developed to ensure that the National Assembly targets its investment alongside local authorities' own investment to achieve maximum effect. But this alone will not achieve the step change in the level of provision we believe is essential.

Our conclusions

1.8. Chapter 2 sets out our views on alternative organisational structures. We feel that there is a need for the National Assembly to supplement its limited public transport powers if we are to deliver our vision. We consider that statutory pressure may be needed to assist the consortia deliver improvements. Looking to the longer term, we have considered arguments for and against both an all-Wales PTA and a PTA for South East Wales, and have invited the Minister for Environment and her officials to work up detailed proposals, report progress to the Committee, and report to plenary on the preferred option within 6 months. We strongly believe that passengers should be at the centre of setting this vision, and that the supporting organisational structures should be focused on delivering their priorities.

1.9. Chapter 3 summarises our new recommendations for longer term organisational change as well as those set out in our consultation report. Once again we wish to stress the need for *significant long term public and private sector investment* if we are to deliver our vision of an integrated, accessible and affordable public transport system in Wales.

Chapter 2

Alternative Organisational Structures



Alternative Organisational Structures

Options for change

2.1. Our consultation report made recommendations for strengthening the existing organisational structures and sought views on alternative structures for the longer term. Consultees were divided on solutions for the long term, with passengers supporting the creation of an all-Wales PTA or similar national co-ordinating body, and providers supporting strengthening existing regional consortia. The table at **Annex 2** illustrates responses to the questions on alternative organisational structures.

2.2. We considered the following options:

- **option 1** - establishing an all-Wales PTA, requiring primary legislation, or alternatively strengthening the National Assembly's role within existing legislation;
- **option 2** - establishing a PTA in South East Wales, again requiring primary legislation, or alternatively developing a Transport Board in South East Wales by strengthening the existing consortia arrangements;
- **option 3** - strengthening the existing consortia by implementing the Committee's recommendations, possibly by encouraging local authorities to establish the consortia on a statutory basis, within existing legislation;

in conjunction with:

- seeking powers of direction over the SRA along the Scottish model, requiring primary legislation and delegation for Valley Lines;
- developing closer links with the Traffic Commissioner.

Option 1: PTA for Wales

2.3. Considerable support was given to an all-Wales body from organisations representing passengers. The Welsh Consumer Council⁴ argued that an all-Wales PTA would "provide a clear and user-focused lead to the development of a modern, integrated transport system based on and responsive to the needs of travellers". The Council considered that there were cross boundary issues at a regional level that could only be satisfactorily resolved if an all-Wales body is

⁴ 'The Welsh Consumer Council's Response to Policy Review of Public Transport, a Consultation Report from the National Assembly's Environment, Planning and Transport Committee', October 2001

created, and drew a parallel with the establishment of other consumer-focused organisations such as the Food Standards Agency where the consumer is put first.

2.4. Professor Stuart Cole⁵, Director of the Wales Transport Research Centre, University of Glamorgan, also made a detailed case for the establishment of an all-Wales PTA (either stand-alone or part of the National Assembly) supported by a tier of passenger transport boards including local authority, National Assembly and user representatives (similar to the existing consortia). Professor Austin Smyth⁶, of the Transport Research Institute Edinburgh, said "an argument exists for a Welsh PTA as addressing the imbalances between North and South Wales".

2.5. Other respondents in support of this option were: Dr John Marek AM (who also suggested consideration of a North East Wales/English border PTA); the Disability Rights Commission; Disability Wales; National Federation of Bus Users; Serco Rail; Railway Development Society; Transport 2000; Wales Tourist Board; Welsh Language Board; and Youth Hostel Association.

2.6. Those bodies mainly affected by the creation of an all-Wales PTA were not supportive, with the WLGA and individual local authorities making a strong case against a PTA – be it an all-Wales body or an Authority for the South East. The WLGA⁷ considered that an authority for the whole of Wales (or South East Wales) would have little influence on other policies that have a bearing on public transport, especially traffic management and land use planning and economic development. WLGA argued that establishing and running a new body would be expensive, detract from the current progress made by consortia, and be remote from the user.

2.7. Other respondents opposing an all-Wales Authority were: the Confederation of Passenger Transport (CPT); the Institution of Civil Engineers; Sustrans; and Wales and the Borders Railway. The main arguments given for and against a PTA are set out in **Annex 3**.

⁵ 'Policy Review of Public Transport National Assembly for Wales Environment, Planning and Transport Committee, Response by Professor Stuart Cole', October 2001

⁶ 'Policy Review of Public Transport Environment, Planning and Transport Committee National Assembly for Wales, Observations offered by Professor Austin Smyth', October 2001

⁷ 'Welsh Local Government Association Response to the National Assembly for Wales Environment, Planning and Transport Committee's Policy Review of Public Transport Consultation Report', October 2001

Option 2: PTA for South East Wales

2.8. Support for the establishment of a PTA for South East Wales alone was limited to the Rail Passengers Committee and TUC Wales, however many of those expressing support for an all-Wales PTA did not comment on the merits of this option. The main concern expressed at this option was that it might be perceived as divisive, and open to the criticism that passengers in the South East were getting a better deal than those in other parts of Wales.

2.9. Again, those bodies that would be most affected by the introduction of a South East Wales PTA (namely the WLGA, TIGER⁸, SWIFT⁹, individual local authorities, CPT and Cardiff Bus) opposed its establishment. However, their opposition appears to be based in some part on experience of the negative aspects of existing PTA/PTEs. In our consultation report, we were keen to stress that the current PTA/PTE model does not readily meet the requirements of developing public transport across the whole of Wales, and suggested that a model be specifically designed to meet the requirements of Wales.

2.10. Despite their opposition to a South East Wales PTA, local authorities accepted the need for a co-ordinating body for the South East. The South East Wales Transportation Forum¹⁰ recommended the creation of a South East Wales Transport Board (replicating the area under consideration for a South East Wales PTA), bringing together SWIFT and TIGER. They did not propose to amalgamate the consortia, legal responsibilities would remain the same, with existing voluntary structures evolving.

Option 3: Strengthening the Consortia

2.11. Partners in existing consortia (WLGA, individual local authorities, CPT and Cardiff Bus) welcomed this option, and there was widespread support for our recommendations for strengthening existing structures. However, there was no uniformity about the way in which the consortia should be strengthened, and this may reflect the view that different solutions suit different areas, in particular North East Wales where there is co-ordination with local authorities in England to support cross-border travel.

⁸ TIGER = Transport Integration in the Gwent Economic Region

⁹ SWIFT = South Wales Integrated Fast Transit Consortium

¹⁰ South East Wales Transportation Forum 'Policy Review of Public Transport, Response to the National Assembly for Wales Environment, Planning and Transport Committee Consultation Report', October 2001

2.12. Those in favour of an all-Wales PTA also favoured regional sub-division along the lines of the existing consortia, with many respondents supporting the strengthening of the consortia in the short term. However, there was some concern that the consortia may not be genuinely committed to improvement without pressure from the National Assembly, be it in the form of statutory change, or the threat of a PTA.

Our views

2.13. Our consultation report set our vision of an integrated, accessible and affordable public transport service for all the people of Wales, and we called for a visionary approach backed up with investment. We strongly believe that passengers should be at the centre of setting this vision, and that the supporting organisational structures should be focused on delivering their priorities.

2.14. We welcome the support of the consortia for our recommendations aimed at strengthening existing arrangements, and are grateful to the South East Wales Transportation Forum in particular for preparing such detailed and well argued proposals. We are not convinced that our vision can be achieved without some enabling legislation being available, but in the short term we support the strengthening of existing consortia. Passengers have expressed concern about the commitment for change, and we consider that statutory pressure may be needed to assist the consortia to deliver improvements.

Recommendation 15: that the National Assembly support local authorities in strengthening the consortia in the short term (recommendations 6 to 10).

2.15. Our review also identified the main barriers faced by the National Assembly in delivering our vision. This reflects the distribution of public transport responsibilities between Whitehall and Wales, in particular with regard to rail, and within Wales between the National Assembly and local authorities. This needs to be addressed if the National Assembly is to deliver our vision. A note on additional powers has been prepared by Transport Directorate officials and is reproduced at **Annex 4**.

Recommendation 16: that the National Assembly seek enabling primary legislative powers for organisational change.

2.16. We have examined arguments for and against both an all-Wales PTA and a PTA for South East Wales, and consider that further detailed analysis of the benefits and costs of these options is needed. In particular, it is essential that any changes are focused on delivering our vision, and are the most effective means of improving services to passengers. Any new arrangements should put the needs of the travelling public first and focus on delivering a fully integrated, accessible and affordable system across all modes. It is equally important that new organisations are open and transparent and are not unnecessarily bureaucratic. These organisations should be accountable to passengers and to the National Assembly. Cross-border (England and Wales) co-operation will also need to be addressed, particularly in North East Wales.

2.17. We invite the Minister for Environment and her officials to work up proposals for the PTA options, report progress to the Committee, and report to plenary on the preferred option within 6 months. We suggest that, as well as setting out how our vision will be delivered, the proposals set out the impact on the existing structures and include a framework for enabling primary legislation. The analysis should also estimate the cost of implementing the new arrangements, the benefits both strategically and locally, and the impact on cross-cutting objectives.

Recommendation 17: that the Minister for Environment work up proposals for options for organisational change, including PTA options, report progress to the Committee, and report to plenary on the preferred option within 6 months.

Powers over the Strategic Rail Authority (SRA)

2.18. Many responses, even those not in support of a PTA (including local authorities), agreed with our proposal that the National Assembly should seek powers of direction over the SRA along the Scottish model. These powers enable the Scottish Executive to direct and guide the SRA on wholly internal rail passenger services and guide the SRA on services that start or finish in Scotland. Additional resources will transfer to the Scottish Executive in 2004, so that they can fund Scot Rail via the SRA.

2.19. In our view, gaining power to direct and guide the SRA would enable the National Assembly to secure greater coherence in developing integrated transport policy. This is increasingly relevant given the National Assembly's commitment to invest in rail infrastructure. In a recent discussion with the SRA¹¹

¹¹ Meeting EPT-15-01 on 31 October 2001

we agreed that we had formed a good working relationship, as demonstrated by the National Assembly's participation in the preparation of the Wales and Borders franchise, and consider this to be a good basis for a formalised relationship.

2.20. Enhanced powers would require significant investment in rail on the part of the National Assembly, and although a transfer of resources to cover the Wales and Borders services funded by the SRA could be expected, there would inevitably be some additional rail costs to be met from within existing resources. Enhancements of services affecting England alone should continue to be funded by the UK Department for Transport, Local Government and the Regions (DTLR).

2.21. We consider that the National Assembly should seek powers along the lines of the Scottish model, which will require changes to primary legislation. Whilst there are differences to the Scottish model, for example where rail services cross the England-Wales border, the SRA could act as co-signatory in these cases. We also consider that the National Assembly should seek a delegation of management responsibility for Valley Lines, which runs services entirely within Wales. This could be implemented through a PTA or a consortium, e.g. SWIFT, which would need to be placed on a statutory basis.

2.22. We consider that the National Assembly should take the opportunity of forthcoming primary legislative changes (to give effect to the successor arrangements for Railtrack) to seek the right for the National Assembly to nominate a member of the SRA, as well as seeking representation for Wales on any successor body to Railtrack.

Recommendation 18: that the Minister for Environment seek the power for the National Assembly to direct the SRA, along the lines of the Scottish model, report progress to the Committee, and report to plenary within 6 months.

Recommendation 19: that as part of the work on PTA options the Minister for Environment seek a delegation to the National Assembly of management responsibility for the Valley Lines, which would require a statutory consortium or PTA to implement.

Recommendation 20: that the Minister for Environment seek the right for the National Assembly to nominate a member of the SRA and seek representation for Wales on any successor body to Railtrack, report progress to the Committee, and report to plenary within 6 months.

The Traffic Commissioner for Wales

2.23. Some respondents supported transferring the Traffic Commissioner's accountability to the National Assembly. In his response¹², the Commissioner indicated that he fully supported moves by the National Assembly to improve public passenger transport, and would be pleased to discuss ways in which closer contact with the National Assembly could help to improve the safety and quality of bus services in Wales. We consider that the Traffic Commissioner should establish an office in Wales. Looking to the longer term, we invite the Minister for Environment and the Traffic Commissioner to consider ways of making the Traffic Commissioner for Wales accountable to the National Assembly.

Recommendation 21: that the Traffic Commissioner establish an office in Wales, and that the Minister for Environment and Traffic Commissioner discuss ways of making the Traffic Commissioner for Wales accountable to the National Assembly.

Investing in the future

2.24. We recognise the need for adequate funding if the consortia are to be strengthened, and consider there to be merit in ring-fencing part of local authorities' revenue support grant so that it can be passed on to the consortia. We have already recommended that National Assembly funding be targeted alongside local authorities' own resources to maximise the delivery of improvements locally. But this alone will not achieve the step change in the level of provision we believe is essential.

2.25. Once again we wish to stress the need to address historic levels of under-investment in public transport. It is our strong conviction that *significant long term public and private sector investment* is needed if we are to deliver our vision of an integrated, accessible and affordable public transport system here in Wales. We suggest that an analysis be undertaken of the investment needed to deliver a modern public transport system, building on information from local transport plans and other sources. We consider there to be a need for a similar analysis at UK level. In light of the recent difficulties in the rail industry, we also believe that now is the time to question whether public sector subsidy of private companies is sustainable, or desirable, in the long term.

¹² 'Environment, Planning & Transport Committee Consultation Report Policy Review of Public Transport, Response by David Dixon, Traffic Commissioner for Wales', October 2001

Recommendation 22: that significant investment be secured by the National Assembly, from its own resources, those of the UK Government and its agencies, together with the private sector, to deliver a sustainable public transport system in Wales.

Chapter 3

Summary of Recommendations



Summary of Recommendations

• Recommendations from our consultation report

Recommendation 1: that a **quality kite mark** be developed as part of the work being undertaken on quality partnerships and contracts, initially covering bus services, and extended to include community transport, rail, and other modes.

Recommendation 2: that the National Assembly, local authorities and transport operators should **address historic levels of under investment in public transport**.

Recommendation 3: that the National Assembly and local authorities working together with operators, passengers and other stakeholders take forward the following priorities, as funding allows:

- extend the **concessionary fare scheme** to include community transport, and taxis on a limited basis, and consider the opportunity to support travel by young people;
- pilot "all mode" **information centres** across Wales;
- feasibility studies for **second generation** public transport, such as light rail schemes;
- establish an overarching **all Wales passenger group** to cover all modes of public transport;
- develop **interchanges** between modes of public transport;
- develop **park and ride** facilities;
- set up a **school transport demonstration project** to consider long term procurement for bespoke school buses;
- develop **community transport** as part of the mainstream of provision;
- improve **long distance coach** provision within Wales.

Recommendation 4: that local authorities prepare **regional public transport strategies** by April 2003 reflecting bus strategies (which are a statutory requirement) and including developments on rail and community transport. These should be prepared on a regional basis to reflect travel patterns insofar as possible.

Recommendation 5: that **regional transport strategies should guide decisions on funding** made by the National Assembly and such investment should be targeted alongside local authorities' own investment

to achieve maximum effect. Additional expenditure on transport would be justified only on this basis and where results can be monitored and evaluated.

Recommendation 6: that each consortium agrees with partners, including the National Assembly, **how objectives in the regional public transport strategies will be delivered**, taking into account linkages with Local Transport Plans (including cross-border travel patterns) and the availability of funding.

Recommendation 7: that local authorities consider how they would establish more **robust regional consortia** building on existing arrangements so that the National Assembly's vision and regional public transport strategies can be implemented, taking account of local needs and the availability of resources.

Recommendation 8: that as part of this consideration local authorities and the Welsh Assembly Government should consider how individual authorities under relevant legislation, e.g. Best Value, would be affected and whether there is the possibility of **using existing legislation to place consortia on a statutory basis**.

Recommendation 9: that the Welsh Assembly Government considers with local authorities how **the National Assembly should be represented on each consortium** and agree the remit of its representatives.

Recommendation 10: that the **consortia raise their profile** amongst passengers by developing their own "branding" linked to quality services.

Recommendation 11: that the Welsh Assembly Government and local authorities **agree an evaluation framework for measuring the benefits of targeted public transport investment** at national, regional and local levels, focused on delivering improvements and avoiding future mistakes.

Recommendation 12: that evaluation results of public transport policies, programmes and individual schemes across Wales be collected as **a body of evidence of 'what works in Wales'** over time, providing a base for future policy development.

Recommendation 13: that **passengers be involved in drawing up the evaluation framework**, and involved early on in evaluating individual public transport schemes.

Recommendation 14: that **all those involved in planning and implementing public transport policy in Wales should learn about what does and doesn't work elsewhere**, and consider how we can learn from this in developing more effective public transport services in Wales.

• **New recommendations**

Recommendation 15: that the National Assembly **support local authorities in strengthening the consortia** in the short term (recommendations 6 to 10).

Recommendation 16: that the National Assembly **seek enabling primary legislative powers** for organisational change.

Recommendation 17: that the Minister for Environment **work up proposals for options for organisational change, including PTA options**, report progress to the Committee, and report to plenary on the preferred option within 6 months.

Recommendation 18: that the Minister for Environment **seek the power for the National Assembly to direct the SRA**, along the lines of the Scottish model, report progress to the Committee, and report to plenary within 6 months.

Recommendation 19: that as part of the work on PTA options the Minister for Environment **seek a delegation to the National Assembly of management responsibility for the Valley Lines**, which would require a statutory consortium or PTA to implement.

Recommendation 20: that the Minister for Environment **seek the right for the National Assembly to nominate a member of the SRA and seek representation for Wales on any successor body to Railtrack**, report progress to the Committee, and report to plenary within 6 months.

Recommendation 21: that the **Traffic Commissioner establish an office in Wales**, and that the Minister for Environment and Traffic Commissioner discuss ways of **making the Traffic Commissioner for Wales accountable to the National Assembly**.

Recommendation 22: that **significant investment be secured** by the National Assembly, from its own resources, those of the UK Government and its agencies, together with the private sector, **to deliver a sustainable public transport system in Wales**.

Annexes



Responses to the consultation report

The following individuals and organisations commented on our consultation report, copies of their responses are available on the National Assembly website www.wales.gov.uk

- Anglesey County Council
- Arriva Ltd
- Association of Transport Co-ordinating Officers
- Cardiff Bus
- Carmarthenshire County Council
- Celtic Dimensions
- Ceredigion County Council
- City and County of Cardiff
- City and County of Swansea
- Confederation of Passenger Transport Wales
- Conwy County Borough Council
- Countryside Council for Wales
- David B Lecraq (individual)
- David Dixon, Traffic Commissioner for Wales
- Denbighshire County Council
- Disability Rights Commission in Wales
- Disability Wales
- Disabled Persons Transport Advisory Committee
- Dr John Marek AM (individual)
- Federation of Small Businesses in Wales
- Mark Barry (individual)
- Mid Wales Partnership
- Muirir Mag Ualghairg (individual)
- North Wales Economic Forum Transport Panel (TAITH)
- Office of the Rail Regulator
- Pembrokeshire Access Group
- Powys County Council
- Professor Stuart Cole (individual)

- Rail Passengers Committee Wales
- Railway Development Society
- Rhodri Glyn Thomas AM, Chair South West Wales Regional Committee
- Rt Hon John Spellar MP, UK Minister for Transport
- Serco Rail
- Professor Austin Smyth, Transport Research Institute Edinburgh
- Sustrans Cymru
- SEWTF, TIGER and SWIFT (South East Wales Transportation Forum, Transport Integration in the Gwent Economic Region, and South Wales Integrated Fast Transit Consortium)
- SWITCH (South West Integrated Transport Consortium)
- The Royal National Institute for Deaf People
- The Welsh Consumer Council
- Transport 2000
- Transport and General Workers Union
- Wales and Borders Railway
- Wales Association, Institution of Civil Engineers
- Wales Tourist Board
- Wales TUC Cymru
- Welsh Language Board
- Welsh Local Government Association
- Welsh National Federation of Bus Users
- Youth Hostel Association (England and Wales)

Annex 2

Alternative organisational structures

The table below lists those who expressed a preference for one or more of 3 options: an all-Wales PTA; a PTA for South East Wales; strengthening the existing consortia.

RESPONDENT	All-Wales	South East Wales	Consortia
Anglesey CBC			✓
Arriva	✓		
Association of Transport Co-ordinating Officers			✓
Cardiff Bus			✓
Ceredigion CC			✓
City and County of Swansea			✓
Conwy CC			✓
Confederation of Passenger Transport			✓
Denbighshire CC			✓
Disability Rights Commission	✓		
Disability Wales	✓		
Dr John Marek AM	✓		
Institution of Civil Engineers			✓
Mark Barry	✓		
Mid Wales Partnership			✓
National Federation of Bus Users	✓		
Powys CC			✓
Prof Stuart Cole	✓		
Rail Passengers Committee	✓	✓	
Railway Development Society	✓		
Serco Rail	✓		
Prof Austin Smyth	✓		
Sustrans			✓

RESPONDENT	All-Wales	South East Wales	Consortia
SWIFT & TIGER			✓
SWITCH			✓
TAITH (North Wales consortium)			✓
Transport 2000	✓		
TUC Wales		✓	
Wales and the Borders Railway			✓
Wales Tourist Board	✓		
Welsh Consumer Council	✓		
Welsh Language Board	✓		
WLGA			✓
Youth Hostel Association	✓		

PTA: for and against (arguments given by respondents)

For

It is argued that a PTA would:

- put the needs of the travelling public first;
- provide a common framework for public transport policy in Wales;
- ensure effectiveness at a local level, address cross-boundary issues at a regional level, with control at a National level;
- join-up modes of public transport creating a fully accessible and integrated 'whole journey' approach;
- be consistent with the Wales & Borders rail franchise and all-Wales trunk road network;
- ring-fence resources for public transport;
- bring together capital investment and specification of services;
- work as well in Wales as it does elsewhere in the UK and Europe.

Against

It is also argued that a PTA would:

- take a considerable amount of time to establish, requiring primary legislation, diverting effort from current improvements;
- involve substantial start-up and operational costs that would be better invested in services;
- introduce an additional tier of bureaucracy and control remote from the user;
- have little influence on other policies that have a bearing on public transport, especially traffic management, land use planning and economic development;
- be no better placed than regional consortia to address cross-border (England and Wales) issues;
- be unlikely to develop community and innovative solutions;
- be divorced from the local transport and community planning process and miss the opportunity to make public transport relevant to these plans;
- not operate bus services, it could only purchase services from others.

Additional Powers for the National Assembly

Note by Transport Directorate Officials

Rail

Current Position

1. The Strategic Rail Authority (SRA) is required by the Transport Act 2000 to consult the Assembly before formulating a strategy and also when it reviews strategies.
2. The National Assembly is able to finance rail capital projects through local authorities under the Local Government Finance Act 1988 and currently does so through Transport Grant. Additionally under the Ministry of Transport Act 1919 the National Assembly has a general power to support transport, but each project is limited to £1m. A North-South daily return train service is supported, but the National Assembly does not receive any consequential funding through the Barnett formula.

Scottish powers

3. Under the Transport Act 2000 Scottish Ministers have powers to give directions and guidance to the SRA on services which start and finish in Scotland and are provided under a franchise agreement. They can also give advice on services which start or end in Scotland. In exercising this power nothing can be inconsistent with directions and guidance issued by the Secretary of State for Transport, Local Government and the Regions (Secretary of State). Additionally, the SRA would not need to comply if Scottish Ministers did not provide the required funding or their action would adversely affect any rail services outside Scotland.
4. Currently DTLR has transferred sufficient funds to enable the Scottish Executive to fund the SRA for existing commitments. From 2004 the Scotrail franchise costs will be found from the overall Scottish budget. The details have yet to be agreed, but clearly there is a potential difficulty in dealing with unforeseen costs in subsequent years and how funds, for example, for enhancing rail services will be allocated to Scottish Ministers.

Impact on Wales

5. It would require primary legislation to introduce the principles of the legislation applying to Scotland. There are differences given that the Wales and Borders franchise has a substantial element outside Wales unlike Scotrail (although that does go beyond the Scottish border). Given that the Secretary of State can override directions and guidance, passengers in England would have a statutory protection if any decisions taken by the National Assembly adversely affected them. The more difficult area would be the transfer of money from DTLR to the National Assembly and the consequential effects on budgets.

Strathclyde Passenger Transport

6. This is a Passenger Transport Authority/Passenger Transport Executive (PTA/PTE). This has been funded by Scottish Ministers from the Scottish budget since devolution.

Impact on Wales

7. This is discussed below under Passenger Transport Authority.

Passenger Transport Authority (PTA)

8. The model most frequently discussed is the one already in existence in English metropolitan areas and Strathclyde. The primary legislation was contained in the Transport Act 1968 when it was open to the Secretary of State to establish a PTA, with a PTE to implement its policies in any area to take forward integration of public passenger transport. Most provision was then publicly owned. The Transport Act 1985 introduced deregulation and bus companies generally were sold (the remaining local authority ones operate at arm's length) while PTA/PTEs were confined to metropolitan areas under the Act. Therefore the Transport Act 1968 would need to be amended by primary legislation to enable a PTA/PTE to be established for the whole of Wales or any part of Wales. The UK Government has no proposals to establish more PTA/PTEs in England.
9. PTAs are local authority bodies with membership reflecting the number of constituent councils, e.g. Greater Manchester has 10 local authorities and 30 members. They operate in a de-regulated public transport market and in respect of buses have the same powers as individual local authorities. In the case of rail they act as co-signatories with the SRA for franchises.

10. The application of this model to the whole of Wales has the following possibilities:
- the PTA would be representative of 22 local authorities;
 - it could set policies for the promotion of integrated public transport and take forward specific issues such as provision of socially necessary bus services, quality bus partnerships and contracts, concessionary fares, community transport and innovative use of taxi services and the dissemination of information and through ticketing schemes;
 - it could (with funding from the National Assembly's Transport Grant and its own resources from constituent authorities) implement capital projects for bus, rail and cycling infrastructure and maintain them. It would not have responsibility for highway and traffic management;
 - on rail if the National Assembly acquired the Scottish power of direction it would fund the SRA to subsidise the train operating company for the Wales and Border franchise. If a PTA were established it would be funded by the National Assembly instead and would become a co-signatory with the SRA for the franchise. Additionally a degree of delegated day to day management responsibility might be negotiated with the SRA for the self-contained Valley Lines, a business unit covering these services has already been established within the Wales and Border franchise;
 - PTAs (like local authorities) can work across the England and Wales border, which is especially relevant in North East Wales.

Impact on local authorities

11. Local authorities have formed voluntary consortia with varying remits reflecting the need for at least some joint working on public transport and other transport issues. This is most developed in South East Wales. Local authorities have statutory powers to establish consortia on a statutory basis under several enactments including the Local Government Act 2000. Under the latter local authorities can do anything to promote the economic, social or environmental well being of their areas. Local authorities have a wide range of transport powers and duties, and most recently the Transport Act 2000 provides them with additional discretionary powers to prepare quality bus partnerships and contracts and schemes for congestion and workplace charging. The Act also requires them to prepare local transport plans including bus strategies.

Impact on Assembly

12. The National Assembly has set out the way it aims to lead and support the delivery of transport services in the Transport Framework published on 23 November 2001. In the case of public transport, it has powers to issue guidance on the production of local transport plans including bus strategies and quality bus partnerships, and approves any proposals from local authorities to introduce quality bus contracts. It also approves proposals for congestion or workplace charging. The SRA is required to consult it on its strategies. A key function is to allocate capital funds to supplement local authorities' resources obtained through the annual capital and revenue settlements and thereby influence implementation of its policies.

13. The Government of Wales Act 1998 established the Partnership Council and requires the National Assembly to prepare a scheme setting out how it proposes to sustain and promote local government. Scottish Ministers have powers under the (Scotland) Act 2001 to require local authorities to prepare joint transport strategies (which could cover more than public transport and relate to a specific group of authorities).

An electronic copy of this report can be found on the National Assembly website **www.wales.gov.uk**

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