

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 1 JULY 2022
IN COMMITTEE ROOM A, WELLINGTON HOUSE, LEEDS**

A G E N D A

- 1. CHAIR'S INTRODUCTION**
- 2. APOLOGIES FOR ABSENCE**
- 3. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 4. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
 1. To highlight Appendix 6 of Agenda Item 13 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.
 2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out Appendix 6 of Agenda Item 13.
 3. If the recommendation is accepted, to formally pass the following resolution:-

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 6 of Agenda Item 13 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.
- 5. MINUTES OF THE MEETING OF THE TRANSPORT**

COMMITTEE HELD ON 27 MAY 2022

Copy attached.
(Pages 1 - 4)

- 6. GOVERNANCE ARRANGEMENTS**
(Pages 5 - 32)
- 7. BSIP ENHANCED PARTNERSHIP SCHEME**
(Pages 33 - 36)
- 8. BUS NETWORK SUSTAINABILITY**
(Pages 37 - 42)
- 9. SIGNOFF OF THE STATE OF THE REGION TRANSPORT
THEME INDICATORS**
(Pages 43 - 52)
- 10. PASSENGER EXPERIENCE UPDATE REPORT**
(Pages 53 - 82)
- 11. TRANSPORT POLICY UPDATE**
(Pages 83 - 90)
- 12. INTRODUCTION TO THE ASSURANCE FRAMEWORK**
(Pages 91 - 108)
- 13. CAPITAL SPENDING AND PROJECT APPROVALS**
(Pages 109 - 186)

Signed:



**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 27 MAY 2022 AT COMMITTEE ROOM A, WELLINGTON
HOUSE, LEEDS**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Manisha Kaushik	Kirklees
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Colin Campbell	Leeds City Council
Councillor Suhail Choudhry	Bradford Council
Councillor Rizwana Jamil	Bradford Council
Councillor Daniel Sutherland	Calderdale Council

In attendance:

Councillor Eric Firth	Kirklees Council
Councillor Kevin Swift	Wakefield Council
Councillor Melanie Jones	Wakefield Council
Mark Roberts	Beer Hawk Ltd
Brandon Jones	First Group
Pete Myers	Northern Trains
Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

63. Apologies for absence

Apologies were received from Cllr Cunningham, Cllr D'Agorne, Cllr Hayden, Cllr Salam, and Cllr Scullion

64. Declarations of disclosable pecuniary interests

There were no pecuniary interests declared during the meeting.

65. Exempt information - possible exclusion of the press and public

Resolved: That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 1 to Agenda Item 8 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons

set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

66. Minutes of the meeting of the Transport Committee held on 4 March 2022

Resolved: That the minutes of the meeting of the West Yorkshire Combined Authority held on 4 March 2022 be approved.

67. Bus Service Improvement Plan

Officers noted that the Bus Service Improvement Plan has been in development since the Summer of 2021 and was submitted in October 2021. Updates have been presented at multiple Transport Committee meetings in the intervening period, with the latest report seeking the Committee's approval of the next steps in the process.

Officers explained that a portion of the BSIP funding will go towards the reduction and simplification of bus fares across West Yorkshire, with a single ticket costing a maximum of £2 and a daily ticket capped at £4.50. The price and flexibility of MCards will also be reviewed, as commuters are more commonly buying day tickets to suit flexible home and office working patterns. More work with operators will be undertaken to reduce the impact on travellers who are required to take split journeys, including those travelling with multiple operators. Members agreed the need to support travellers with reduced fares in light of the rising cost of living.

It was queried why there is a gap between the £400 million initially sought by the Combined Authority and the £70 million that has been awarded. Officers confirmed that the figure of £70 million over three years awarded is still amongst the highest awarded to any authority. The disparity resulted from there originally being no upper limit for applications upon opening, and the reduction of the overall budget being cut from £3 billion to £1.2 billion.

Members asked how else passenger numbers will be recovered to pre-pandemic levels. Officers responded that it is difficult to suggest any single method that will improve passenger levels, however by focusing on more seamless services, improved reliability, and wider coverage, more passengers should return to buses as a desirable way to travel. Officers confirmed that broad engagement will take place with communities under the title 'The Big Bus Chat' beginning in June 2022 which will inform the direction taken in the next BSIP review. The Mayor will be involved in the events, and the schedule is currently being drawn up. There is also the Mayor's Free Bus Day on Sunday 5 June, which will promote bus travel across the region. Free Bus Days have on previous occasions resulted in a lift of 12% on traveller numbers when compared with the average passenger levels on the preceding four Sundays.

Resolved: The Transport Committee:

Approved the approach to the spend of the BSIP funding.

Endorsed the intention to seek agreement with operators to deliver these initiatives through the Enhanced Partnership in preparation for submission in draft to the DfT on the 30th June 2022.

Endorsed the approach to public engagement to support next steps in development and delivery of the BSIP.

68. The State of the Bus Network

Officers introduced the report, summarising the various challenges faced by bus operators over the pandemic, including a reduction in passenger numbers, fuel supply issues, and staff shortages among others. There has been recovery since the end of the pandemic restrictions and the Combined Authority has provided support and resources to alleviate issues wherever possible. Operators have been required to use their resources more effectively, and the challenge will continue when Government grants are ended in October 2022. Bus operator representatives in attendance confirmed that there have been challenges, though the situation is stabilising. Improved pay structures are focusing on attracting and retaining staff, and recruitment has been accelerated. New shift patterns have been introduced to improve the work-life balance of staff which should also make it easier for staff to cover absences where necessary.

Members raised concerns regarding the removal of existing services, and questioned if the BSIP funding will be used to support services. Officers explained that the BSIP funding is intended to support improvements to the network, but there are alternative means to support operators such as utilising the Adult Education Budget to support training new drivers. There are also other avenues to explore about how new and existing funding may be allocated, such as the CRSTS to create new bus priority routes. Reviewing the network will identify the need for change to support communities that are not well served by the existing arrangements.

Resolved: The Transport Committee:

Noted the existing challenges to the bus network and that a further report be submitted outlining the outcome of the Network Sustainability Review.

Endorsed the approach to creating a five year Bus Network Plan

69. Bus Reform Assessment

Officers noted the bus reform objectives, which are running in parallel with BSIP and other projects, and asked members for their feedback and suggestions.

Members queried the flexibility of the available franchising options given in the report. Officers responded that there are alternative options, though the ones laid out are similar to existing schemes in other countries as well as in London, and assessment has taken place in the Greater Manchester region.

There is more learning that can be gained from other authorities, and future updates can help to elaborate further.

Resolved: The Transport Committee:

Endorsed the overview of the Case for Change.

Approved the bus reform objectives and options for detailed assessment.

Noted the programme update and next steps.

70. Local Electric Vehicle Infrastructure Pilot Bid

Officers explained the report which proposes submitting a bid to the LEVI fund by the deadline of 17 June, which will support electric vehicle charging infrastructure particularly for those without off street parking.

Members raised the lack of options considered in the report, and the need to consider multiple types of property in urban and rural areas around West Yorkshire. Officers noted that this LEVI bid has some particular limitations that make broader considerations more difficult, but there are other funding pots available for bidding even if this bid is unsuccessful. More updates can be provided in future reports presented to the committee.

Members questioned what has been learned from other authorities and how the available data is being used. Officers confirmed that the Combined Authority is working with national data, which can be helpful to make generalisations on a regional level. There is an opportunity to work with industry which can provide more insight into trends and customer need. Authorities are working in similar ways to achieve the goal of improving the infrastructure, and officers are consistently seeking and sharing new ideas to ensure best practice.

Resolved: The Transport Committee:

Noted the West Yorkshire LEVI Pilot Proposal under development with District Partners through the West Yorkshire Electric Vehicle Infrastructure Strategy Officer Group.

Approved the submission of the bid and delegates the final submission to the Managing Director in consultation with the Mayor and Chair of the Transport Committee in June 2022.

71. Summary of Transport Schemes

Members considered the report outlining ongoing schemes in the West Yorkshire region.

Resolved: The Transport Committee noted the report.



Report to: Transport Committee

Date: 1 July 2022

Subject: **Governance Arrangements**

Director: Angela Taylor, Director, Corporate and Commercial Services

Author: Caroline Allen, Head of Legal & Governance

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this report

- 1.1 To advise Transport Committee of the Committee's terms of reference approved by the West Yorkshire Combined Authority (the Combined Authority) at the Annual Meeting on 23 June 2022, and of appointments to the Transport Committee
- 1.2 To set out the agreed roles of Transport Committee members.
- 1.3 To establish an Active Travel Working Group, and a Decarbonisation and Emissions Working Group.

2. Information

Transport Committee

- 2.1 As members will be aware, the Combined Authority agreed changes to Transport Committee at its meeting on 17 March 2022, including a new membership framework and member roles. At its Annual Meeting on 23 June 2022, the Combined Authority appointed Members to the Committee on the terms of reference attached as **Appendix 1**. Role profiles for the membership

of Transport Committee were also agreed by the Combined Authority on 17 March, and these are attached as **Appendix 2**.

2.2 The Combined Authority at its Annual Meeting appointed the following Members:

2.2.1 Councillor Susan Hinchcliffe as Chair, and Portfolio Lead for transport

2.2.2 Councillor Peter Carlill and Councillor Manisha Kaushik as the two Deputy Chairs

2.2.3 A Transport Engagement Lead from each of the Constituent Councils as follows:

Constituent Council	Transport Engagement Lead
Bradford	Councillor Taj Salam
Calderdale	Councillor Colin Hutchinson
Kirklees	Councillor Aafaq Butt
Leeds	Councillor Lou Cunningham
Wakefield	Councillor Kevin Swift

2.3 In accordance with the agreed membership framework, the relevant transport portfolio from each Constituent Council were also co-opted onto Transport Committee as a voting member, as follows:

Constituent Council	Transport Portfolio Holder
Bradford	Councillor Alex Ross-Shaw
Calderdale	Councillor Jane Scullion
Kirklees	Councillor Eric Firth
Leeds	Councillor Helen Hayden
Wakefield	Councillor Matthew Morley

Scrutiny arrangements

2.4 The Combined Authority appointed three scrutiny committees at its Annual Meeting; scrutiny of the Combined Authority's transport functions falls within the remit of the Transport/Infrastructure Scrutiny Committee.

Role and duties of the Deputy Chairs

2.5 The role profiles set out at **Appendix 2** define the roles of the Deputy Chairs.

2.6 The role profile identifies that on an annual basis the thematic role for each Deputy Chair will be agreed, and the duties and responsibilities set out in the role profile will be shared, with the objective of securing a balanced and manageable workload for each.

- 2.7 The thematic roles and duties of each of the Deputy Chairs will be reported to Transport Committee when these have been agreed with the newly appointed role holders.

Role and activities of the Transport Engagement Leads

- 2.8 The role profiles set out at **Appendix 2** define the roles of the Transport Engagement Leads.
- 2.9 Arrangements for the open local transport forums in each Constituent Council area will be agreed and reported to next meeting of Transport Committee, including a schedule. Main issues raised at the local transport forums will be reported back to Transport Committee.

Working Groups

- 2.10 It is proposed to establish two working groups, as set out below.
- 2.11 In addition, ah-hoc workshops are held with Transport Committee members on specific matters (e.g. transport policy development). In common with the working groups, such workshops are advisory only and held in private.
- 2.12 There are no sub-committees.

Active Travel Working Group

- 2.13 It is proposed that an Active Travel Working Group is re-established for this municipal year. **Appendix 3** to this report sets out the proposed arrangements including the **terms of reference** for the Working Group.

Decarbonisation and Emissions Working Group

- 2.14 It is proposed that a Decarbonisation and Emissions Working Group is re-established jointly with the Climate, Energy and Environment Committee. **Appendix 4** to this report sets out the proposed arrangements including the **terms of reference** for the Working Group.

3. Tackling the Climate Emergency Implications

- 3.1 Like all committees, the terms of reference for the Transport Committee include a commitment to tackling the climate emergency.
- 3.2 The terms of reference for Transport Committee include a further commitment to liaise with the Climate, Energy and Environment Committee and the Place, Regeneration and Housing Committee to secure the decarbonisation of transport infrastructure including planning for sustainable development and flood risk management.

3.3 The work of the Decarbonisation and Emissions Working Group will be directed at tackling the Climate Emergency.

4. Inclusive Growth Implications

4.1 The terms of reference require this, and all committees, to promote inclusive growth in its actions.

4.2 A lead committee member on inclusivity will be identified. The inclusivity lead will be responsible for ensuring that the regional priority of enabling inclusive growth is fully considered in all decisions and that new opportunities are considered and implemented where appropriate and where they can add value to the agenda of the Committee.

5. Equality and Diversity Implications

5.1 The terms of reference require this, and all other committees, to consider equality and diversity in its actions and decision making.

5.2 The diversity of the committee will be kept under review and steps will be taken, in future recruitment campaigns, to ensure as far as possible that the membership is representative of the population we serve.

6. Financial Implications

6.1 The positions of Ordinary member, Transport Engagement Lead and Deputy Chair attract an allowance under the Combined Authority's Members' Allowances Scheme. The Allowances Scheme was revised and approved at the Annual Meeting to reflect the new positions.

7. Legal Implications

7.1 The Combined Authority's Procedure Standing Orders (including statutory access to information provisions), do not apply to Working Groups.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

That the Transport Committee:

10.1 Notes the **terms of reference** for **Transport Committee** attached as **Appendix 1** to this report, and the **role profiles** for committee members set out at **Appendix 2**.

- 10.2 Notes the **appointments** made by the Combined Authority, as set out at paragraphs 2.2 and 2.3.
- 10.3 Establishes an **Active Travel Working Group** for the municipal year 2022/23, with the terms of reference and arrangements as set out in **Appendix 3** to this report.
- 10.4 Establishes a **Climate, Energy and Environment Working Group** for the municipal year 2022/23, with the terms of reference and arrangements as set out in **Appendix 4** to this report.

11. **Background Documents**

None.

12. **Appendices**

Appendix 1 – Terms of Reference of Transport Committee

Appendix 2 – Transport Committee role profiles

Appendix 3 – Terms of Reference and arrangements for the Active Travel Working Group

Appendix 4 – Terms of Reference and arrangements for the Decarbonisation and Emissions Working Group

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Part 3

Section 2.3 - Terms of Reference

Transport Committee

The Transport Committee is authorised:

1. To carry out any Non-Mayoral transport function¹ of the Combined Authority or any other Non-Mayoral function² related to transport, including:
 - a) progressing the elements of the Strategic Economic Framework that fall within the remit of this committee, by
 - approving, amending or revoking any policy, investment priorities, strategy or plan³
 - delivering, monitoring and reviewing the outcomes and impact of any policy, investment priorities, strategy or plan,
 - b) progressing those elements of the Mayor's pledges that fall within the remit of this committee, ensuring alignment with the Strategic Economic Framework where appropriate,
 - c) submitting bids for devolved and other funding,
 - d) working with key partners to develop and promote a shared understanding, approach and coherent strategies and policies, and
 - e) delivering and overseeing any project or programme in accordance with the Leeds City Region Assurance Framework⁴, including the

¹ Functions in this context include any function of the Combined Authority in its role as local transport authority, travel concession authority or transport authority and are to be construed in a broad and inclusive fashion, and as including the exercise of the ancillary powers under Section 113A Local Democracy, Economic Development and Construction Act 2009

² Including those conferred on the Combined Authority by the West Yorkshire Combined Authority (election of Mayor and Functions) Order 2021

³ With the exception of any major policy, investment priorities, strategy or plan reserved to the Combined Authority - see further Section 2.2 of Part 3 of the Constitution - and subject to any direction by the Mayor that any decision on a policy, investment priorities, strategy or plan be referred to the Combined Authority for determination

⁴ Or otherwise, where the project or programme does not fall to be considered under the Assurance Framework

following where authorised by a bespoke approval pathway and approval route for a scheme (after decision-point 2 only):

- making a decision to progress the scheme⁵ ⁶or
- making any recommendation to the Combined Authority⁷ or the Mayor⁸ about progressing the scheme, and
- reviewing the scheme's impact,

with the **exception** of

- any function which requires a Statutory Consent⁹ where that consent has yet to be given¹⁰,
 - any matter related to a Non-Mayoral Function conferred by the 2021 Order, which the Mayor has directed should be referred to the Combined Authority for determination¹¹, or
 - any function which is reserved to the Combined Authority¹².
2. To advise the Combined Authority in respect of any Non-Mayoral Function which is a transport function or function related to transport.
 3. To advise the Mayor in respect of any Mayoral General Function¹³ which is a transport function or other function related to transport, including the

⁵ Including determining change requests

⁶ With the exception of any decision which would result in a revised financial approval which exceeds the cumulative total of the financial approval and tolerance threshold agreed by the Combined Authority at decision point 2 (or decision point 3) by more than 25%, in which case the decision must be referred to the Combined Authority.

⁷ Or to any other committee or relevant officer with delegated authority to make the decision

⁸ The Mayor will determine any aspect of a scheme which is a Mayoral Function

⁹ These are specified functions conferred by the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 - see further the Access to Information Rules in Part 4 of the Constitution

¹⁰ In relation to any function in respect of which a Statutory Consent has been given, the Committee must exercise their authority in accordance with the terms of any Statutory Consent

¹¹ The 2021 Order provides that these matters require the support of the Mayor

¹² The functions reserved to the Combined Authority are set out in Section 2.2 of Part 3 of the Constitution, and include the approval of any major policy, investment priorities, strategy or plan

¹³ Mayoral General Functions are the functions of the Combined Authority which are exercisable only by the Mayor, other than PCC Functions. These are conferred by the 2021 Order (see further Table D in Section 3.1.1 of Part 3 of the Constitution), or other legislation

preparation of the Local Transport Plan and related strategies, and bus franchising functions.

4. To liaise with the Climate, Energy and Environment Committee and the Place, Regeneration and Housing Committee to secure the decarbonisation of transport infrastructure including planning for sustainable development and flood risk management.
5. To promote, in collaboration with other committees,
 - equality and diversity,
 - inclusive growth,
 - tackling the climate emergency, and
 - the strategic alignment of the Combined Authority’s policies, investment priorities, strategies and plans.
6. To respond to any report or recommendation from an overview and scrutiny committee¹⁴.

Document version control	
Municipal Year:	2022-23
Version:	1 – 22/23
Document approved by:	
Date:	
To be of effect from:	

¹⁴ That is, any overview and scrutiny committee of the Combined Authority (in accordance with Scrutiny Standing Orders in Part 4 of the Constitution) or of any Constituent Council

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: CHAIR

Role occupied by Combined Authority Portfolio Lead for Transport.

Purpose

The main purpose of the Chair is to:

- Chair and manage the business of the Transport Committee in accordance with its Terms of Reference, the Constitution of the Combined Authority and with the Members Code of Conduct and with the highest standards of legal and ethical behaviour and probity.
- To ensure that meetings are effectively and inclusively conducted in line with the agreed agenda.
- Ensure an effective link between the Combined Authority and Transport Committee, as the Combined Authority's Transport Portfolio Holder.
- Together with the relevant Local Enterprise Board member, act as a link between Transport Committee and the activity of Transport for the North, where relevant.

Key duties and responsibilities

The main duties and responsibilities of the Chair are to:

- Lead the work of the Committee and ensure it carries out its business effectively and efficiently within its terms of reference and in liaison with other Members and Officers.
- Maintain a strong working relationship with the Mayor and Deputy Chair on transport matters.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Liaise with Officers and the Deputy Chair in setting the agenda for meetings of the Committee
- Chair meetings of the Committee impartially and in such a way as to facilitate open discussion and fair and respectful debate.
- Oversee in conjunction with Officers that the meeting is quorate.
- Ensure that the meeting commences at the specified time, that it proceeds in a focused and timely manner without undue delay or disruption and is closed appropriately at the conclusion of the formal meeting business.
- Welcome Members and Officers to meetings and in the case of unfamiliarity make any appropriate introductions of meeting participants.
- Request and receive apologies for absence and nominations of alternative Members.
- Request and receive any declarations of interest of Members.
- Sign the minutes of the previous meeting following approval by the Committee.

- Follow the Chair's Note where provided and introduce each agenda item and ask appropriate Officers to present the submitted report or comment otherwise on the item.
- Invite Members to speak on items where they have indicated that they wish to do so and encourage equal participation and contribution from all Members.
- Ensure clarity and understanding amongst Members and summarise any discussion held on an item of business, in particular where the issue is complex.
- Ensure, following the discussion on any item, that the Committee is aware of any recommendations of Officers.
- Promote where possible the generation of consensus amongst Members.
- Exercise control over Members acting inappropriately or in a disorderly manner and if necessary, putting forward a motion to remove them from the meeting.
- Warn and if necessary, take the appropriate action to exclude unruly Members of the public.
- Call for the adjournment of meetings if circumstances require and to make the required arrangements for the resumption of proceedings ensuring that all Members are aware of such arrangements.
- Monitor the outcome of Committee decisions and any follow up action points.

Key skills and knowledge

Key skills and knowledge required of the Chair are:

- Good leadership skills.
- Chairing skills including the ability to manage conflict and promote consensus.
- Good listening and questioning skills.
- Good presentation and public speaking skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: DEPUTY CHAIR

Two roles.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

On an annual basis a thematic role for each Deputy Chair will be agreed, and the duties and responsibilities listed below shared as appropriate, with the objective of securing a balanced and manageable workload for each.

Purpose

The main purpose of the Deputy Chairs is to:

- Support the leadership role of the Mayor on local transport matters in West Yorkshire, with a particular focus on the Combined Authority's transport related delivery roles.
- Support the leadership role of the Chair and Combined Authority Portfolio Lead for Transport, including to facilitate effective decision making on transport matters through consensus building across partners in West Yorkshire.
- Act as a member lead for the Combined Authority's day-to-day relationships with transport operators and other key partner organisations as relevant.

Key duties and responsibilities

The main duties and responsibilities of the Deputy Chairs are to:

- Correspond regularly with the Transport Engagement Leads and Transport Portfolio Holders to maintain a good working knowledge of local transport matters across West Yorkshire, as relevant.
- Maintain a close and effective relationship with the Mayor in respect of local transport matters to actively support the Mayor's transport role, including to facilitate consensus building on transport objectives and priorities across West Yorkshire.
- On behalf of the Mayor and Combined Authority Portfolio Lead for Transport, develop, maintain, and lead strong working relationships with transport providers and partner organisations. This will include attendance at and offering political input into multi-operator meetings with a West Yorkshire focus, including from time-to-time chairing these sessions at the request of the Mayor or Combined Authority Portfolio Lead for Transport. At present these meetings include:
 - West Yorkshire Bus Alliance
 - Bus Expert Panel
 - Train Operators' Forum
 - Rail Expert Panel
 - West Yorkshire Strategic Rail Partnership
- Attending and leading political input to transport related forums and working groups as might exist from time to time, including regular contact with Combined Authority Officers. At present this includes:
 - Decarbonisation and Emissions Working Group
 - Active Travel Working Group
 - Local Bus Working Group

- Mass Transit Working Group
- TransPennine Route Upgrade Working Group
- Act as Chair of the Transport Committee when the Chair is unavailable.
- Together with the Chair, liaise with Officers to influence the agenda of Transport Committee meetings.
- In advance of meetings, establish personal familiarity with and understanding of matters and documents to be considered by Transport Committee.

Key skills and knowledge

Key skills and knowledge required of the Deputy Chairs are:

- Excellent leadership skills.
- The ability to identify challenges and to build consensus amongst partners to secure effective decision-making.
- Specific knowledge and understanding of the different transport roles and functions of the Mayor, Combined Authority, and the Constituent Councils.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: TRANSPORT ENGAGEMENT LEAD

Five roles, one per Constituent Council area.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

Purpose

The main purpose of the Transport Engagement Lead is to:

- Act as a representative of the Combined Authority and the Mayor on local transport matters in the respective Constituent Council area.
- Act as a local engagement lead on local transport matters in the respective Constituent Council area, to ensure local engagement in the Combined Authority's transport activity.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Portfolio Holder.

Key duties and responsibilities

The main duties and responsibilities of the Transport Engagement Lead are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Hold and lead a minimum of two regular open local transport forums in the respective Constituency Council area to secure engagement in the local transport activity of the Combined Authority, including amongst local elected representatives, respective members of the Transport Scrutiny Committee and other local stakeholders and community groups.
- Report back to Transport Committee a summary of the main finding of local transport forums.
- Correspond regularly with the Deputy Chair to ensure that the Deputy Chair maintains a good working knowledge of local transport matters across West Yorkshire.
- Maintain an effective working relationship with the respective Portfolio Holder for the Constituent Council.

Key skills and knowledge

Key skills and knowledge required of the Transport Engagement Lead are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: ORDINARY MEMBER

10 roles.

Purpose

The main purpose of Ordinary Members is to:

- Ensure that the business of the Transport Committee is informed by the broad range of transport issues, opportunities, and challenges across West Yorkshire.
- Secure broad engagement in the transport activity of the Combined Authority, including the fostering of joint working with the Combined Authority's Constituent Councils.
- Ensure effective transport policies and programmes are developed to meet the identified transport needs and agreed objectives for West Yorkshire.

It is not the purpose of Ordinary Members to review or scrutinise the transport activity of the Combined Authority; this role is undertaken by members of the Transport Scrutiny Committee.

Key duties and responsibilities

The main duties and responsibilities of Ordinary Members are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Though active contributions to the Transport Committee's business, ensure that a range of relevant interests are being addressed by the Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority as necessary, including occasional participation in meetings and workshops to inform transport policymaking.
- Attend Member working groups that may be established on specific topics from time-to-time.
- Participate in the respective local transport forum activity managed by the Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Ordinary Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: CONSTITUENT COUNCIL TRANSPORT PORTFOLIO HOLDER

Five roles, one per Constituent Council.

Purpose

The main purpose of the Constituent Council Transport Portfolio Holder is to:

- Act as a representative of the respective Constituent Council at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Transport Engagement Lead.

Key duties and responsibilities

The main duties and responsibilities of the Constituent Council Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Through contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and respective Constituent Authority.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Maintain an effective working relationship with the respective Transport Engagement Lead for the Constituent Council area.
- Attend as required any local transport forums organised by the respective Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Constituent Council Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: CITY OF YORK TRANSPORT PORTFOLIO HOLDER

One role.

Purpose

The main purpose of the City of York Transport Portfolio Holder is to:

- Act as a representative of the City of York at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the City of York on transport matters.

Key duties and responsibilities

The main duties and responsibilities of the City of York Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Though contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and the City of York, as necessary.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters in the City of York, as necessary.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee, as necessary.

Key skills and knowledge

Key skills and knowledge required of the City of York Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

ROLE PROFILE: LOCAL ENTERPRISE PARTNERSHIP BOARD MEMBER

Two roles. One of the two members will hold voting rights.

Purpose

The main purpose of the Local Enterprise Partnership Board Members is to:

- Act as a representative of the Local Enterprise Partnership Board at the Transport Committee.
- Ensure that the interests of the private sector are represented in the business of the Transport Committee.

One of the Local Enterprise Partnership Board Members will have a particular regard to:

- Ensure that the needs of the private sector are considered as part of strategic transport policy matters.
- Secure a link between the Transport Committee and Transport for the North Board, also being the Local Enterprise Partnership's nomination to that body.

One of the Local Enterprise Partnership Board Members will have a particular regard to

- Ensure the needs of the private sector are being considered as part of the operation and priorities for the local transport network.

Key duties and responsibilities

The main duties and responsibilities of the Local Enterprise Partnership Board Members are to:

- Attend and contribute to meetings of the West Yorkshire Transport Committee.
- Correspond with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters of importance to the private sector across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority.

Key skills and knowledge

Key skills and knowledge required of the Local Enterprise Partnership Board Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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Active Travel Working Group

1. Terms of Reference

1.1 The Working Group is advisory only and with the following functions:

- a) To review current progress on development of cycling and walking policy and strategy, in particular:
 - progress against West Yorkshire Transport Strategy targets relating to cycling and walking,
 - development of a West Yorkshire Local Cycling and Walking Infrastructure Plan (LCWIP), to identify future investment requirements for cycling and walking infrastructure,
 - development of more detailed policy on cycling and walking as part of the emerging West Yorkshire Local Transport Plan, and
 - facilitating members being champions and promoting all Combined Authority schemes within their Constituent Council in conjunction with the relevant Deputy Chair of Transport Committee.
- b) To discuss emerging issues affecting cycling and walking policy and delivery at a local, regional and national level.
- c) To advise and make recommendations to Transport Committee (and other relevant working groups where appropriate) on policy and delivery relating to cycling and walking.

2. Role

- 2.1 The Working Group is not intended to replace or conflict with oversight and review provided by any decision-making committee of the Combined Authority, including the Transport Committee, the Place, Regeneration and Housing Committee and the Climate, Energy and Environment Committee.
- 2.2 The Working Group is not intended to replace or conflict with the Combined Authority's overview and scrutiny arrangements, and any matter reviewed by the Working Group remains within the remit of those arrangements and the Scrutiny Standing Orders in Part 4 of the Constitution.
- 2.3 Oversight of cycling and walking delivery within individual projects and programmes across the Combined Authority's investment portfolio continues to be undertaken through established processes in accordance with the Combined Authority's Assurance Framework.

- 2.4 The Working Group is not intended to act replace or conflict with consultation processes on individual projects and programmes led by Constituent Councils responsible for delivery.

3. Membership

- 3.1 The Working Group comprises **any number of members of the Transport Committee from time to time** but with the intention that as far as possible, membership reflects all Constituent Councils and interest in both cycling and walking as individual modes of travel.
- 3.2 The **Chair** for the Working Group will be one of the Transport Committee members.

4. Meeting arrangements

- 4.1 The Working Group will meet quarterly or as otherwise determined by its Chair.
- 4.2 An **agenda** for business to be considered by a meeting of the Working Group will be provided in good time for any meeting.
- 4.3 At least **5 working days' notice** of meetings should be given and any members that wish to attend should notify the relevant officer.
- 4.4 There is no fixed **quorum** for meetings of the Working Group, but it is advisable that at least 3 members shall attend any meetings.
- 4.5 If fewer than 3 members indicate they will attend, then the meeting need not be held. If a meeting is not going to be held, then members may make written representations on the papers to the relevant Director if they wish.
- 4.6 The Working Group is **not a sub-committee**, to facilitate flexible business.
- 4.7 At any meeting, if the Chair is not present, the members attending may if they wish select one of their number to act as Chair for the purpose of conducting the business on the agenda. Where a decision is required, such as the terms of any recommendation, then the attendees may vote if there is not clear unanimity. Each attendee shall have one vote and the Chair shall not have a casting vote. The views of all members present should be recorded if there is any dispute.
- 4.8 **Officers** may attend meetings to provide information, documents and advice to the Working Group. Officers are not members of the Working Group.
- 4.9 Any **recommendations** of or updates from the Working Group will be brought before the Transport Committee or in the case of urgent

matters, be notified to the Chair of the Transport Committee and the relevant Director as soon as possible.

- 4.10 Any proceedings of the Working Group shall be kept private and confidential; meetings are not open to the public.

5. Conflicts of Interest

- 5.1 **The Members' Code of Conduct** of the Combined Authority applies to any Combined Authority Member, and to any voting Co-optee on Transport Committee attending this Working Group.

- 5.2 However, the Code does not explicitly extend its requirements in respect of declaring interests to meetings of any Working Group. The Head of Legal and Governance Services therefore advises that members of the Working Group should treat meetings of the Working Group as if they are a formal committee meeting for the purposes of disclosing interests and not participating in discussion where members have an interest in a matter. This will help members avoid breaching the principles of conduct set out in the Code relating to selflessness, and honesty and integrity.

- 5.3 Any declaration or non-participation by a member should be recorded in the minutes for the meeting of the Working Group.

2022/23 Municipal Year

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Decarbonisation and Emissions Working Group

1. Terms of Reference

1.1 The Working Group is advisory only and has the following functions:

- a) To oversee the delivery of actions that decarbonise the transport sector while improving air quality.
- b) To monitor progress to decarbonise the transport sector.
- c) To assist in the prioritisation, identification and recommend net-zero carbon and low emission transport related interventions.
- d) To provide expertise and support for net-zero carbon transport related projects being developed by the Combined Authority and partners.
- e) To monitor the delivery of outputs and outcomes of net-zero carbon and low emission transport related projects being developed by the Combined Authority and partners.
- f) To act as champions for low emission transport related projects, influencing partners, including regional organisations and government, to achieve net-zero carbon objectives.

2. Role of the Working Group

2.1 The Working Group is not intended to replace or conflict with oversight and review provided by any decision-making committee of the Combined Authority, including the Transport Committee and the Climate, Energy and Environment Committee.

2.2 The Working Group is not intended to replace or conflict with the Combined Authority's overview and scrutiny arrangements, and any matter reviewed by the Working Group remains within the remit of those arrangements and the Scrutiny Standing Orders in Part 4 of the Constitution.

2.3 The Working Group is not intended to act replace or conflict with consultation processes on individual projects and programmes led by Constituent Councils responsible for delivery.

2.4 Transport is currently the highest emitting sector in West Yorkshire, contributing 44% of total regional carbon dioxide emissions. These emissions are predominantly from road transport, particularly private vehicles.

2.5 The Leeds City Region Strategic Economic Framework (SEF) sets out the commitment to become a resilient, net-zero carbon economy by 2038. The purpose of the Decarbonisation and Emissions Working

Group is to accelerate the action and pace on decarbonising transport to fulfil the commitment, alongside improving local air quality.

2.6 The aims of the Working Group are:

- To support the delivery of the Climate and Environment Plan, the new-zero carbon target and the Mayor's pledge to tackle the Climate Emergency and protecting our environment.
- To support the delivery of the actions identified in the Climate and Environment Plan that decarbonise the transport sector.
- To work with and influence partners, including regional organisations and government to deliver actions that decarbonise the transport sector.
- To provide oversight of the delivery of outputs and outcomes of net-zero carbon transport related projects being developed by the Combined Authority and partners.
- To align activity on decarbonising the transport sector with activity to improve air quality in the Combined Authority's Area.

3. Membership

3.1 The Working Group comprises members from Transport Committee and the Climate, Energy and Environment Committee.

3.2 The **Chair** for the Working Group will be one of the Transport Committee members.

4. Meeting arrangements

4.1 The Working Group will meet quarterly or as otherwise determined by its Chair.

4.2 An **agenda** for business to be considered by a meeting of the Working Group will be provided in good time for any meeting.

4.3 At least **5 working days' notice** of meetings should be given and any member that wishes to attend should notify the relevant officer.

4.4 There is no fixed **quorum** for meetings of the Working Group but it is advisable that at least 3 members attend any meeting.

4.5 If fewer than 3 members indicate they will attend, then the meeting need not be held. If a meeting is not going to be held, then members may make written representations on the papers to the relevant Director, if they wish.

4.6 The Working Group is **not a sub-committee**, to promote flexible business.

- 4.7 At any meeting, if the Chair is not present, the members attending may if they wish select one of their number to act as Chair for the purpose of conducting the business on the agenda. Where a decision is required, such as the terms of any recommendation, then the attendees may vote if there is not clear unanimity. Each attendee shall have one vote and the Chair shall not have a casting vote. The views of all members present should be recorded if there is any dispute.
- 4.8 **Officers** may attend meetings to provide information, documents and advice to the Working Group. Officers are not members of the Working Group.
- 4.9 Any **recommendations** of or updates from the Working Group will be brought before the Transport Committee or the Climate, Energy and Environment Committee as soon as practicable, or in the case of urgent matters, be notified to the Chairs of the Transport Committee and the Climate, Energy and Environment Committee and the relevant Director, as soon as possible.
- 4.10 Any proceedings of the Working Group shall be kept private and confidential; meetings are not open to the public.

5. **Conflicts of Interest**

- 5.1 The **Members' Code of Conduct** of the Combined Authority applies to any Combined Authority Member, and to any voting Co-optee on Transport Committee or the Climate, Energy and Environment Committee attending this Working Group.
- 5.2 However, the Code does not explicitly extend its requirements in respect of declaring interests to meetings of any Working Group. The Head of Legal and Governance Services therefore advises that members of the Working Group should treat meetings of the Working Group as if they are a formal committee meeting for the purposes of disclosing interests and not participating in discussion where members have an interest in a matter. This will help members avoid breaching the principles of conduct set out in the Code relating to selflessness, and honesty and integrity.
- 5.3 Any declaration or non-participation by a member should be recorded in the minutes for the meeting of the Working Group.

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Report to: Transport Committee

Date: 1 July 2022

Subject: **BSIP Enhanced Partnership Scheme**

Director: Dave Pearson, Director, Transport and Property Services

Author: Vikki Stevenson, Policy Coordinator

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

- 1.1 The purpose of this report is to provide Transport Committee with an update on the Bus Service Improvement Plan (BSIP) and the next steps for the West Yorkshire Bus Alliance and the Enhanced Partnership.

2. Information

BSIP funding award & the Enhanced Partnership

Background

- 2.1 The Combined Authority submitted its BSIP to the Department for Transport (DfT) in October 2021. The development of the BSIP – which sets out our ambitious vision and plan for improving local bus services – was a requirement of the ‘Bus Back Better: The National Bus Strategy for England’ (2021).
- 2.2 The National Bus Strategy also required local authorities to develop an Enhanced Partnership (EP) with local operators or a Franchising scheme to be eligible for future government funding support for local bus services including from a dedicated funding pot to support delivery of BSIPs. The Enhanced Partnership, which is managed by the West Yorkshire Bus Alliance, was established in April 2022.

- 2.3 The West Yorkshire BSIP set out a plan of interventions across five key delivery areas, which work towards:
- **An enhanced, fully inclusive 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 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.

Indicative BSIP funding award

- 2.4 At the 27 May Transport Committee, members were advised that the Combined Authority had successfully been awarded an indicative settlement of £69,974,070 revenue funding over three financial years (2022/23, 2023/24, 2024/25) to support delivery.
- 2.5 As per DfT guidance, the Combined Authority proposed to prioritise this funding to subsidise fares (driving down the cost of single journey and day tickets / the ‘daily cap’) and invest in new routes and enhanced services, radically improving the local bus network and delivering significant improvements for local passengers.
- 2.6 Other prioritised investments included improvements to network travel information, shared training for all customer facing staff, initiatives to support safer travel, and marketing and communications to promote and maximise the benefits / passenger uptake of these BSIP interventions.
- 2.7 Subsequently Government officials held a ‘Challenge’ session with the Combined Authority to discuss the proposed BSIP revenue spend proforma submitted to them on 3 May 2022. Government officials identified that the core priorities for BSIP funding are fare simplification/ reduction and bus service enhancement. They challenged some aspects of the CA’s proposals to invest in customer service improvements and resource capacity. Following this feedback, the programme was reviewed and identified £5m which could be directed into the “core” activities of fares and networks.

Next steps for the West Yorkshire Bus Alliance / Enhanced Partnership

- 2.8 In order to secure confirmation of the revenue funding and in accordance with DfT requirements on 30 June 2022 the Combined Authority submitted a final funding summary table as well as a draft Enhanced Partnership Scheme, explaining how the West Yorkshire Bus Alliance will work together to implement the relevant interventions.

- 2.9 From July, the DfT is expected to review the Enhanced Partnership documentation, provide feedback and agree it meets their expectations before final confirmation of the funding settlement.
- 2.10 The Combined Authority will be asked to approve the next milestones in the Enhanced Partnership Scheme creation process (commencement of the bus operator objection period and subsequent statutory consultation period), subject to DfT feedback, at its meeting on 22 July.
- 2.11 The Combined Authority expects to receive the funding and begin delivery of the associated initiatives from the Autumn onwards.

Engaging the public – ‘The Mayors Big Bus Chat’

- 2.12 At the 27 May Transport Committee, the Combined Authority updated on its intentions to conduct a public engagement exercise to understand current, post-pandemic attitudes to bus travel and how far the existing iteration of the BSIP goes to meeting their ambitions for the system.
- 2.13 The engagement will therefore focus primarily on the BSIP themes of the bus network, fares and ticketing, customer service and information, air quality and decarbonisation, bus priority and general attitudes to bus travel.
- 2.14 The engagement is due to launch on 11 July for approximately six weeks. Feedback will be gathered predominantly through an online survey using the ‘YourVoice’ engagement platform but with supporting activities such as in-person events at bus stations and other non-transport related venues as well as #TellTracy events led by the Mayor to engage with community groups also held throughout the summer.

3. Tackling the Climate Emergency Implications

- 3.1 A key aim of the West Yorkshire Bus Service Improvement Plan is to support the decarbonisation of the local bus network, including delivery of a carbon-zero bus fleet by 2036, as well as encourage more travel by bus and other sustainable modes in order to tackle the climate emergency.

4. Inclusive Growth Implications

- 4.1 Key aims of the West Yorkshire Bus Service Improvement Plan are create a more inclusive, accessible bus service and to better connect communities, particularly those area of high deprivation, in order to support the region’s inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.

5.2 The planned public engagement will also prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights it provides to support Equality and Diversity.

5.3 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

6. Financial Implications

6.1 There are no financial implications directly arising from this report, but subject to agreement from the DfT, the Combined Authority will receive £69,974,070 in total in revenue funding over the next three years from 2022/2023 to support delivery of its Bus Service Improvement Plan.

7. Legal Implications

7.1. There are no legal implications directly arising from this report. The process proposed by this report is in line with the provisions of the Bus Services Act and associated guidance.

8. Staffing Implications

8.1. There are no staffing implications directly arising from this report, however the implementation of a number of work areas highlighted in this report will necessitate the recruitment of additional human resource. Where this is the case separate reports will be brought to the relevant Committee.

9. External Consultees

9.1 West Yorkshire local authorities and local bus operators have been consulted on the Bus Service Improvement Plan and Enhanced Partnership documents. Their feedback has been taken into account and has shaped proposals where appropriate.

10. Recommendations

10.1 That the Transport Committee notes the update on the Bus Service Improvement Plan.

10.2 That the Transport Committee endorses a recommendation to the Combined Authority making of an Enhanced Partnership Scheme to enable delivery of the Bus Service Improvement Plan

11. Background Documents

None

12. Appendices

None



Report to: Transport Committee

Date: 1 July 2022

Subject: **Bus Network Sustainability Review**

Director: Dave Pearson, Director Transport & Property Services

Author: Edwin Swaris, Head of Mobility Services

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this Report

- 1.1 To update the Committee on the progress with a Bus Network Sustainability Review required by Government as a condition of funding the Combined Authority and bus operators and to seek the Committee's endorsement of a pro forma return to the Department for Transport detailing the position with the Review.
- 1.2 To seek the Committee's endorsement of an approach to undertake a Bus Network Development Plan.

2. Information

Bus Network Sustainability Review

- 2.1 Since April 2020, Government has issued emergency funding to bus operators and Local Transport Authorities and continued to pay Bus Services Operators Grant (BSOG) at pre-pandemic rates. It requested that Local Transport Authorities (LTAs) continue to make concessionary fare and tendered service payments to operators at pre-pandemic rates.
- 2.2 On 1 March 2022, Government announced a further funding programme for bus and light rail, the Local Transport Fund. This provides funding for six months direct to bus operators and LTAs calculated on the basis of the

difference between costs and revenues and therefore intended to reduce as passenger revenues increase. The CA has been awarded £2,029,088 for the period 6 April to 4 October. It is estimated that bus operators in the region are receiving c £1.2m per month from Government.

- 2.3 Government has made it clear that no further funding will be provided after October. A condition to the current funding, applicable to both LTAs and operators, is that they must collaborate on a Network Sustainability Review to understand the position when funding ends. DfT requires LTAs to submit a pro forma by 1 July confirming that they have undertaken a review to identify actions to restore patronage and maintain the network. Failure to submit this pro forma will result in Department for Transport withholding some or all of the grant payment from LTAs and operators.
- 2.4 A process of data collection and operator interviews was commenced in April 2022 with consultancy support to enable a Network Sustainability Review in line with DfT guidance to be undertaken. This guidance required bus operators to classify commercial services as viable, marginal or non-commercial.
- 2.5 The assessment is based upon assumptions that bus patronage will be at 80% of 2019 pre-Covid levels; at present patronage is with patronage between 70-80% of a baseline of 2019 levels; the level of recovery varies across routes and districts. There are several factors that are influencing bus passenger demand. Reduced commuting journeys and fewer journeys are currently being made particularly by older ENCTS pass holders are a major factor in suppressing demand for bus travel along, with the cost of living pressures on families and the disruption to services due to driver shortages and industrial action. Other economic factors such as the increased cost of motoring may have a beneficial impact. More services would become viable if patronage improves, even given the higher costs of operation associated with factors such as increased wage and fuel costs, the opposite will be the case if it declines.
- 2.6 Approximately 22% of all bus mileage operates under contract to the Combined Authority at a cost of £16m pa. The Sustainability Review has also looked at these tendered routes in terms of value of money to inform actions to be taken to obtain best value from this spend.
- 2.7 The data analysis has identified that 11% of the bus network (measured by mileage) is currently not generating sufficient revenue to continue to operate on a commercial basis once the funding ends in October. This could impact up to 62 routes where some or all of the journeys could be withdrawn.
- 2.8 There is therefore a risk that bus operators feel it necessary to withdraw or reduce services as a result of the withdrawal of the Government grant. At the time of writing, discussions were continuing with bus operators to understand their intentions. It is desirable to maintain as much of the current network as possible between the end of funding in October and deployment of BSIP funded service enhancement early in 2023.

- 2.9 The DfT require the joint submission by 1 July 2022 by LTAs and operators of a pro forma which confirms that the review has been undertaken and highlights the broad outcomes.

BSIP Bus Network Development Plan

- 2.10 At its meeting in May, the Committee endorsed a process to develop a five-year Bus Network Development Plan to inform the deployment of funds under the Bus Service Improvement Plan.

- 2.11 The approach to this review will be as follows

- **Financial Sustainability Of The Current Network**- outputs of the DfT required review
- **Gap analysis & priorities for connectivity**- this is a mapping exercise to identify the areas that are currently poorly served by bus at present and to establish priority areas for improvement
- **Establish accessibility standards** – this will establish standards of connectivity for communities upon which to plan the future network. This will be informed by feedback from the Mayor’s Big Bus Chat engagement process in July/ August 2022. These standards will revise the current criteria for bus service support which determines what service the CA funds
- **Design the “to be” network** – this will set out the most effective and efficient way of ensuring each community has access to a viable bus service
- **Network Development Plan** – this will set out a five year plan to establish. The first phase will be an implementation plan for deployment of the £28m funding allocated in BSIP

- 2.12 It is planned to bring an update report to the September Committee and a draft Network Development Plan including the implementation plan for deploying BSIP funds to the November meeting.

3. Tackling the Climate Emergency Implications

- 3.1. A key aim of the bus network is to enable people to travel by sustainable modes in order to tackle the climate emergency.

4. Inclusive Growth Implications

- 4.1 The Bus Network Development Plan will seek to protect services to communities, particularly those area of high deprivation, in order to support the region’s inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.
- 5.2 An Equality Impact Assessment will be undertaken for any actions by the Combined Authority arising from the Bus Network Sustainability Review.

6. Financial Implications

- 6.1 The Combined Authority has been awarded £2,029,088 Local Transport Grant from Government in 2022/23 to sustain its cost in supporting the bus network between April and October. This is in addition to the budget set by Combined Authority for this purpose. Expenditure has however increased in the early months of the financial year due to the effects of inflation on the cost of bus operation.
- 6.2 In the second half of the financial year, the Combined Authority will revert to paying for concessionary fares based on actual passenger journeys. This will reduce payments to operators from October and has been taken into consideration in the analysis.
- 6.3 The full position regard expenditure on bus services and concessionary fares will be presented to the Finance, Resources and Corporate Committee on 12 July.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 The Bus Network Sustainability Review has been undertaken with detailed input and engagement of bus operators.

10. Recommendations

- 10.1 That Transport Committee notes the current position with the Bus Network Sustainability Review and endorses the submission of an update to the Department for Transport on the Bus Network Sustainability Review.
- 10.2 That Transport Committee endorses the approach to develop a Bus Network Development Plan.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None

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Report to: Transport Committee

Date: 1 July 2022

Subject: **Signoff of the State of the Region Transport Theme Indicators**

Director: Alan Reiss, Director of Strategy, Communications and Policing

Author: Andrew Fitzpatrick, Research & Spatial Intelligence Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

- 1.1 To seek the committee’s approval, subject to any comments, for headline indicators related to transport to be included in the second iteration of the West Yorkshire State of the Region report to be published later this year.

2. Information

State of the Region 2022

- 2.2 The next iteration of State of the Region report, the Combined Authority’s annual stock-take of West Yorkshire’s socio-economic performance, will be published later this year. Indicators within State of the Region are intended to provide a high level, strategic picture of performance against the Combined Authorities priorities rather than a detailed examination of operational performance of specific projects. However, operational indicators can be mapped against these strategic indicators to show the linkages and contribution of operational activities to identified impact areas.
- 2.3 Analysis within State of the Region will also examine the full range of equality, diversity and inclusion implications, building on the Women and Girls report published in 2021. The main State of the Region report will be supplemented

with a series of published interactive dashboards which will allow users to drill down into the available data for each indicator under each priority.

Proposed indicators

2.4 State of the Region 2021 assessed performance against 40 headline indicators linked to the Strategic Economic Framework priorities. The suite of indicators included in the next iteration of State of the Region will be thematically grouped by the Combined Authorities corporate priorities:

- Enabling a diverse, skilled workforce and accessible learning for all
- Creating an accessible clean and customer focused transport system
- Driving economic growth and innovation to enable good jobs
- Championing culture, sport and creativity
- Building a sustainable, nature rich and carbon neutral region
- Empowering our communities, towns and cities to thrive
- Supporting community safety and accountable proactive policing

The indicators for the priority of “Creating an accessible clean and customer focused transport system” are shown below. The appendix provides the headline position of these indicators using the most recently available data. When published the State of the Region report will include detail on socio-economic breakdowns (where available), as well as examining indicators through an Equality, Diversity and Inclusion (EDI) lens.

- Access inequality ratio (the ratio of the number of jobs accessible in 30 minutes using the bus network from most deprived areas in West Yorkshire, relative to the number of jobs accessible by car in 30 minutes from same areas, during the morning peak)
- West Yorkshire mode share (trips per person per year by mode)
- Average distance travelled by mode (new in State of the Region for 2022)
- Reported road casualties
- MCard ticket transactions
- Satisfaction with highway infrastructure
- Satisfaction with public transport

2.5 Pending any feedback from Transport Committee, it is proposed to retain these indicators for future reporting as they remain core measures of West Yorkshire’s progress on improving transport in the region.

2.6 Notably, a much wider suite of transport indicators are included in the Transport Strategy’s Annual Monitoring Report ‘The State of the Transport’ which will be presented to Transport Committee later this year. The branding of this report will be tweaked to help tie this together with the State of The Region 2022 Report.

Levelling up indicators

- 2.7 The recent Levelling Up white paper also set out a series of indicators linked to 12 levelling up missions. The more than 40 metrics / indicators contained within the White Paper are designed to measure progress in addressing regional and sub-regional disparities in the UK and have some relevance to the CA's own monitoring work. A list of the indicators is provided in the appendix. There are a number of points to note:
- Many of the indicators are already contained within the existing State of the Region indicator bank
 - A number of the indicators cannot currently be measured at West Yorkshire level although there is an intention on the part of government to make more data available in future. These would be treated as supplementary / contextual indicators (with reporting at Yorkshire and the Humber or national level as data allows) until West Yorkshire level data become available.
- 2.8 The general approach that is recommended is to treat the levelling up metrics (other than those that are already part of the State of the Region basket) as supplementary indicators that will be considered alongside the core indicators (within an appendix to the main report). This is in the interests of keeping the list of indicators to a manageable level and focusing on the metrics that are most directly relevant to our priorities, whilst still reporting on the full range of levelling up indicators, which are clearly of public interest.

Equality, diversity and inclusion

- 2.9 As noted above, State of the Region 2022 will include a dedicated sub-report on Equality, Diversity and Inclusion, which where possible will analyse indicators by individual characteristics, including ethnicity, sex, disability status and deprivation – the purpose is to highlight specific examples of inequalities. For the specific indicators set out above, this will include an examination of age, gender.
- 2.10 Beyond indicators specifically associated with the Transport Committee agenda, State of the Region will provide further insight by applying inclusive growth and equality and diversity lenses to the following indicators:
- Healthy Life Expectancy
 - Employment rate
 - Qualification / skills attainment
 - Low pay
 - Quality work
 - Participation in education and training (including apprenticeships)
 - Accessibility of jobs by public transport.

3. Tackling the Climate Emergency Implications

- 3.1 There are no direct implications from this paper, but the wider State of the Region study will enable us to assess West Yorkshire progress towards a net zero economy.

4. Inclusive Growth Implications

- 4.1 The proposed State of the Region indicators and monitoring arrangements will provide an insight into the degree of inclusion within West Yorkshire's economy.

5. Equality and Diversity Implications

- 5.1 Future reporting will bring out equality and diversity implications across all indicators where data are available, as noted above.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no direct staffing implications directly arising from this report. However, the Committee should note our plans to increase capacity in this area.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Committee reviews the proposed indicators with a view to approving them and / or amending them or suggesting additional indicators.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – Overview of indicators.

Appendix 1

Overview of monitoring indicators to be included in The State of Transport

Indicator title	Description	Rationale	Source	Latest available at time of writing	Frequency	Geography for which data is available
Access inequality ratio	The ratio of the number of jobs accessible in 30 minutes using the bus network from most deprived areas in West Yorkshire, relative to the number of jobs accessible by car in 30 minutes from same areas, during the morning peak	Allows us to understand the temporal trend of inequality in access to jobs from the most deprived communities by car vs public transport	Combined Authority analysis using journey time software utilising public transport route/timetable information	2019/20	Annual Next data expected July 2022	West Yorkshire
West Yorkshire mode share	Average number of trips per person per year by mode.	Allows us to track changes in mode share.	National Travel Survey, Department for Transport, 2020	2017-2019	Annual however the 2020 survey was cancelled due to the pandemic	West Yorkshire and Local Authority

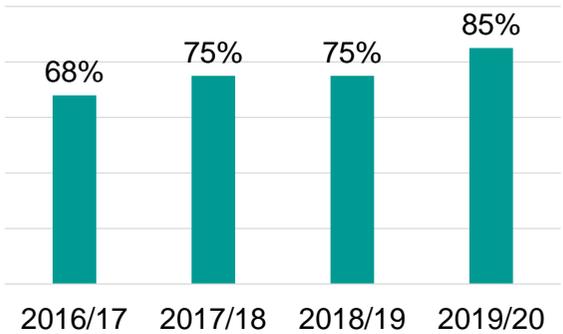
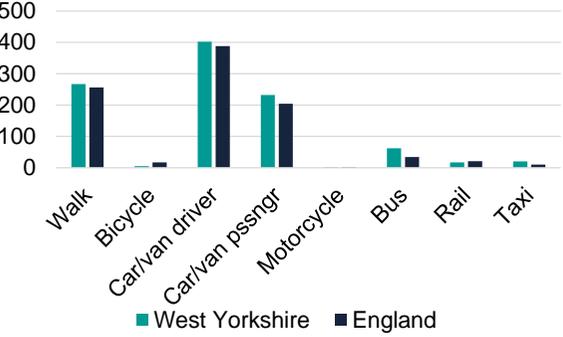
47

Indicator title	Description	Rationale	Source	Latest available at time of writing	Frequency	Geography for which data is available
Average distance travelled by mode (new in State of the Region for 2022)	Average miles travelled by mode per person, per year	Allows us to understand temporal trends in average journey distance by mode	National Travel Survey, Department for Transport, 2020	Data requested	Annual	Regional, with a request to DfT for a bespoke West Yorkshire table
Reported road casualties	The number of people killed or seriously injured (KSI) in West Yorkshire.	Allows us to understand the temporal trend of safety on our roads	Department for Transport	2020	Annual	West Yorkshire
MCard ticket transactions	The number of bus trips made using MCard Products	Allows us to understand uptake the MCard.	Combined Authority Analysis of Nero reports	2021	Annually reported, but data is available weekly Next data expected July 2022	West Yorkshire

Indicator title	Description	Rationale	Source	Latest available at time of writing	Frequency	Geography for which data is available
Satisfaction with highway infrastructure	Public satisfaction with highway infrastructure in West Yorkshire on a scale of 1-10. This is a composite indicator calculated as the average rating of all highway infrastructure elements (including roads, cycleways, footways, drainage infrastructure and street lighting) weighted by their relative importance.	Allows us to understand temporal trends in satisfaction with highway assets such as cycleways, footways, drainage infrastructure and street lighting.	Annual Public Perceptions of Transport Survey	2021/22	Annual	West Yorkshire & Local Authority
Satisfaction with public transport	Public satisfaction with bus and rail services in the region on a scale of 1-10	Allows us to understand temporal trends in satisfaction with Public Transport.	Annual Public Perceptions of Transport Survey	2021/22	Annual	West Yorkshire & Local Authority

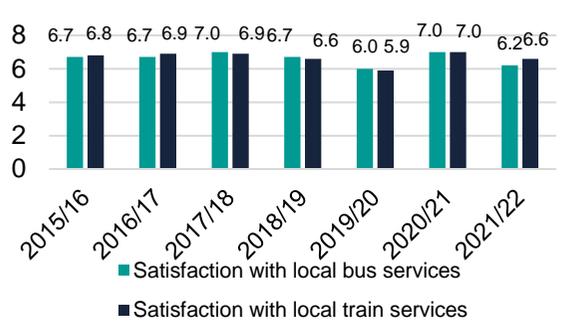
Summary of performance against the indicators

[Link](#) to State of the Region interactive dashboard containing further detail on these indicators

Indicator	Headline chart	Comment																											
<p>Access inequality ratio</p> <p><i>Access inequality ratio (employment)¹</i></p> <p>Source: Combined Authority analysis</p>	 <table border="1"> <thead> <tr> <th>Year</th> <th>Access inequality ratio (employment)</th> </tr> </thead> <tbody> <tr> <td>2016/17</td> <td>68%</td> </tr> <tr> <td>2017/18</td> <td>75%</td> </tr> <tr> <td>2018/19</td> <td>75%</td> </tr> <tr> <td>2019/20</td> <td>85%</td> </tr> </tbody> </table>	Year	Access inequality ratio (employment)	2016/17	68%	2017/18	75%	2018/19	75%	2019/20	85%	<p>Inequality of physical access to employment from the most deprived areas in West Yorkshire improved substantially in 2019/20</p>																	
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<p>West Yorkshire mode share</p> <p><i>Average trips per person and year by mode (2017/19 average)</i></p> <p>National Travel Survey, Department for Transport, 2020</p>	 <table border="1"> <thead> <tr> <th>Mode</th> <th>West Yorkshire</th> <th>England</th> </tr> </thead> <tbody> <tr> <td>Walk</td> <td>~270</td> <td>~260</td> </tr> <tr> <td>Bicycle</td> <td>~10</td> <td>~10</td> </tr> <tr> <td>Car/van driver</td> <td>~400</td> <td>~380</td> </tr> <tr> <td>Car/van pssngr</td> <td>~240</td> <td>~210</td> </tr> <tr> <td>Motorcycle</td> <td>~10</td> <td>~10</td> </tr> <tr> <td>Bus</td> <td>~60</td> <td>~40</td> </tr> <tr> <td>Rail</td> <td>~10</td> <td>~10</td> </tr> <tr> <td>Taxi</td> <td>~10</td> <td>~10</td> </tr> </tbody> </table>	Mode	West Yorkshire	England	Walk	~270	~260	Bicycle	~10	~10	Car/van driver	~400	~380	Car/van pssngr	~240	~210	Motorcycle	~10	~10	Bus	~60	~40	Rail	~10	~10	Taxi	~10	~10	<p>Before the pandemic West Yorkshire saw a decline in trips made by car and an increase in walking but West Yorkshire is still more reliant on the car than nationally</p>
Mode	West Yorkshire	England																											
Walk	~270	~260																											
Bicycle	~10	~10																											
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¹ This is the ratio of number of jobs accessible in 30 minutes using frequent bus network from most deprived areas in West Yorkshire, to the number of jobs accessible by car in 30 minutes from same areas, during the morning peak

Indicator	Headline chart	Comment																						
<p>Reported road casualties</p> <p><i>Killed or seriously injured casualties (KSI) in West Yorkshire</i></p> <p>Source: Reported road casualties West Yorkshire annual report, Leeds City Council.</p>	<table border="1"> <thead> <tr> <th>Year</th> <th>Killed or seriously injured casualties (KSI)</th> </tr> </thead> <tbody> <tr><td>2011</td><td>900</td></tr> <tr><td>2012</td><td>950</td></tr> <tr><td>2013</td><td>880</td></tr> <tr><td>2014</td><td>950</td></tr> <tr><td>2015</td><td>950</td></tr> <tr><td>2016</td><td>900</td></tr> <tr><td>2017</td><td>850</td></tr> <tr><td>2018</td><td>880</td></tr> <tr><td>2019</td><td>850</td></tr> <tr><td>2020</td><td>654</td></tr> </tbody> </table>	Year	Killed or seriously injured casualties (KSI)	2011	900	2012	950	2013	880	2014	950	2015	950	2016	900	2017	850	2018	880	2019	850	2020	654	<p>The number of people killed or seriously injured (KSI) in West Yorkshire fell by 26% between 2016 and 2020, continuing a long-term downward trend. However, most of this reduction (21%) occurred between 2019 and 2020 and is therefore associated to the lower mobility during the Covid-19 pandemic.</p>
Year	Killed or seriously injured casualties (KSI)																							
2011	900																							
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Year	Bus Trips made using MCard Products (millions)																							
2016	14																							
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<p>Satisfaction with highway infrastructure</p> <p><i>Public satisfaction with highway infrastructure in West Yorkshire (average score on scale of 1-10)</i></p> <p>Source: Public Perceptions of Transport Survey</p>	<table border="1"> <thead> <tr> <th>Year</th> <th>Public satisfaction with highway infrastructure (average score)</th> </tr> </thead> <tbody> <tr><td>2016/17</td><td>5.7</td></tr> <tr><td>2017/18</td><td>5.9</td></tr> <tr><td>2018/19</td><td>6.3</td></tr> <tr><td>2019/20</td><td>5.4</td></tr> <tr><td>2020/21</td><td>5.8</td></tr> <tr><td>2021/22</td><td>5.8</td></tr> </tbody> </table>	Year	Public satisfaction with highway infrastructure (average score)	2016/17	5.7	2017/18	5.9	2018/19	6.3	2019/20	5.4	2020/21	5.8	2021/22	5.8	<p>There is some annual volatility in satisfaction scores, but the broad trend is relatively flat.</p>								
Year	Public satisfaction with highway infrastructure (average score)																							
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Indicator	Headline chart	Comment																								
<p>Satisfaction with public transport</p> <p><i>Satisfaction with bus and rail services in the region</i></p> <p>Source: Public Perceptions of Transport Survey</p>	 <table border="1"> <caption>Satisfaction with local bus and train services (2015/16 to 2021/22)</caption> <thead> <tr> <th>Year</th> <th>Satisfaction with local bus services</th> <th>Satisfaction with local train services</th> </tr> </thead> <tbody> <tr> <td>2015/16</td> <td>6.7</td> <td>6.8</td> </tr> <tr> <td>2016/17</td> <td>6.7</td> <td>6.9</td> </tr> <tr> <td>2017/18</td> <td>7.0</td> <td>6.9</td> </tr> <tr> <td>2018/19</td> <td>6.7</td> <td>6.6</td> </tr> <tr> <td>2019/20</td> <td>6.0</td> <td>5.9</td> </tr> <tr> <td>2020/21</td> <td>7.0</td> <td>7.0</td> </tr> <tr> <td>2021/22</td> <td>6.2</td> <td>6.6</td> </tr> </tbody> </table>	Year	Satisfaction with local bus services	Satisfaction with local train services	2015/16	6.7	6.8	2016/17	6.7	6.9	2017/18	7.0	6.9	2018/19	6.7	6.6	2019/20	6.0	5.9	2020/21	7.0	7.0	2021/22	6.2	6.6	<p>Satisfaction with public transport services increased in 2020/21, in spite of the effects of the pandemic but fell slightly in the most recent data.</p>
Year	Satisfaction with local bus services	Satisfaction with local train services																								
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List of transport-related indicators included in the Levelling Up White Paper

Link to CA priority	Indicator	Key indicator in WP	WP Mission (see below*)	Proposed role in CA reporting
Transport	Usual method of travel to work by region of workplace	Yes	3	Data not available for WY
Transport	Average travel time in minutes to reach nearest large employment centre (500+ employees)	Yes	3	TBC
Transport	Percentage of non-frequent bus services running on time	No	3	TBC
Transport	Average excess waiting time for frequent bus services	No	3	TBC
Transport	Public transport trips as a proportion of total trips per year	No	3	Existing indicator (mode share)

*Mission 3: By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.



Report to: Transport Committee

Date: 1 July 2022

Subject: **Passenger Experience Update Report**

Director: Dave Pearson, Director Transport & Property Services

Author: Richard Crabtree, Rail Development Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this Report

- 1.1 To provide a quarterly update on the performance of the transport network in West Yorkshire, including an update of the Combined Authority’s passenger facing activity.

2. Information

Summary picture

- 2.1 The recovery of travel demand following the pandemic has stabilised with the strongest recovery during off-peak hours and weekends.
- 2.2 At the time of publication, industrial action by bus drivers at Arriva Yorkshire was in its third week causing major disruption to passengers in the Wakefield, Kirklees and South Leeds. The Mayor has been in dialogue with both sides of the dispute to encourage a resolution and resumption of services.
- 2.3 A strike by RMT members working for Network Rail and 13 train operating companies, including TransPennine Express, Northern, LNER and Cross Country reduced rail services to less than 5% on 21, 23 and 25 June with a significant reduction in services on the intermediate days. A separate dispute by RMT workers at TransPennine Express is affecting weekend services

- 2.4 The Chair of Transport Committee and the Mayor have continued to press the case through senior-level meetings with rail operators and via Rail North Committee to ensure there is a plan to restore rail service levels and to improve reliability.

Use of the network

Overview

- 2.5 The general picture on bus and rail services through the spring was one of a steady recovery, with local weekday bus patronage recovering more than rail. Latest available data is at **Appendix 1**. Rail use has remained higher at weekends indicating a stronger return of leisure trips.
- 2.6 Since “Plan B” measures were removed, motor vehicle use (at a national level) have once again returned to around pre-pandemic levels with weekend usage exceeding baseline conditions (**Appendix 1**). Ensuring these travel behaviours do not become embedded is a priority. Encouragingly, active travel levels remain higher than before the pandemic, suggesting evidence of positive long-term change.

Bus network

- 2.7 Over the recent months, bus passenger volumes have continued to show marginal growth outside of holidays, with patronage around 70-80% of baseline, with greatest recovery in the under 19’s cohort. Daily bus use patterns are similar to pre-pandemic, but with reduced magnitude at peak times, with the strongest recovery during off-peak hours and weekends (**Appendix 1**).
- 2.8 Service reliability remains impacted by the reduced availability of bus drivers and engineers. Bus operators advise that they continue to have higher vacancies than they would normally experience. Whilst recruiting new drivers remains challenging issues regarding licencing and testing are easing. This has given rise to reductions in service frequency and short-term cancellations. The Combined Authority is funding training for new bus drivers through the Adult Education Budget.
- 2.9 Unite members working for Arriva Yorkshire commenced indefinite strike action on 6 June 2022 in a dispute about pay. This has impacted most communities in Wakefield, Kirklees and South Leeds. The Combined Authority has made arrangements to provide a free bus link between Wakefield City Centre and Pinderfields Hospital during the strike. A verbal update on the latest position will be provided.
- 2.10 As part of the Platinum Jubilee celebrations, the Mayor’s Free Bus Sunday operated on Sunday 5 June where all passengers were able to board buses free of charge. Over 150,000 journeys were made showing a 30% increase in patronage compared with the average Sunday in June 2022. The cost of this

initiative was shared with the Combined Authority funding 75% of average Sunday takings in June 2022 with the remaining 25% being the operator contribution.

Rail network

- 2.11 Northern is now reporting patronage in the mid 80% compared to pre pandemic levels. Commuter levels are reported by Northern at approximately 41% based on season ticket sales; this figure does not include commuters using other ticket types, so will be higher. Leisure travel appears to have fully recovered, with some Saturdays proving to be busier than pre-pandemic.
- 2.12 TransPennine Express (TPE) reports demand at around 80% of pre pandemic levels which is a 23% increase on the levels reported to the March meeting of Transport Committee.
- 2.13 LNER is reporting demand at 111% of pre-pandemic levels with a strong recovery in West Yorkshire. As with Northern, recovery is being driven by leisure travellers, but LNER are also seeing a steady growth in business travellers.
- 2.14 By late May 2022, average passenger weekday footfall at Leeds rail station was 69% of baseline pre-pandemic levels (similar to late 2021), however in contrast, average weekend station footfall has been exceeding baseline levels. This supports the stronger recovery for leisure travel as reported by the operators. Notably, both AM and PM station footfall peaks are of reduced magnitude compared to pre-pandemic levels, with a greater share of footfall at daytime inter-peak periods as well as at evenings and weekends.
- 2.15 The Jubilee weekend was busy for the railway, although short of expectations. Weather remains a key driver of leisure demand. Over summer there is an expectation there will be fewer journeys town centres and retail, with more to coast and countryside. Overcrowding continues to be monitored with no specific areas of concern currently, although events and management of those remains critical to address isolated issues.
- 2.16 Operators are encouraged to add carriages and anticipate extra demand where they can. Northern has refocused capacity for the summer period and added additional carriages on routes such as Leeds – Settle – Carlisle and the Wolds Coast (Hull – Bridlington – Filey – Scarborough).

Summary of network changes

Bus network

- 2.17 There are no major structural changes to the bus network since the last report to Transport Committee in March 2022.
- 2.18 Details of the Bus Network Sustainability review are reported at **Item 8**.

Rail Network

- 2.19 As reported in March, COVID-19 related staff sickness led to reductions to timetables in January 2022. Recovery of the staffing position has been difficult; this is due to a deterioration in industrial relations for both TransPennine Express (TPE) and Northern meaning that staff are no longer agreeing to work non-contracted rest days, together with training backlogs following the pandemic. Sickness levels also remain high. Reduced timetables have continued to be in place with the aim of reducing the unacceptable levels of on-the-day cancellations.
- 2.20 This had the desired effect initially, although ad-hoc cancellations started to increase again. To ensure reliability of services on 16 May 2022 Northern introduced a further set of service reductions in addition to those from January. These are summarised at **Appendix 2**. This appears to have had the desired effect, with cancellations now at lower levels. However, this has led to severe gaps in connectivity (notably around Bradford) which have caused clear hardship in several cases, including on some school flows.
- 2.21 Councillor Hinchcliffe and the Mayor have met with Northern to press for mitigations to the worst impacts and to seek assurances there is a clear plan to recover the situation and restore service levels. In consultation with the Combined Authority, Northern has introduced short-term measures to try address the worst impacts. This includes bus services between Bradford and Ilkley and in the Five Towns area to fill recognised and serious gaps.
- 2.22 Northern has confirmed it plans to restore the service levels delivered in December 2021 service by the December 2022 timetable change, with an objective to restore some missing services before if staff availability improves. Northern has been made aware which services are the highest priorities. However, both commitments are at risk by ongoing industrial action. If strikes continue into the summer months this will impact on the driver training programme needed to recover the resource position.
- 2.23 The December 2021 timetable did not represent a full reintroduction of pre-pandemic service levels, most notably the near absence of trains between Huddersfield and Wakefield as reported at the March 2022 meeting. The Mayor and Councillor Hinchcliffe have continued to make the case for proper funding to support the provision of rail services in the North via the TfN Board and Rail North Committee respectively. Rail connectivity provides an important role in supporting the post-pandemic recovery and for delivering against the levelling-up agenda.
- 2.24 TPE plans to introduce the following changes at the December 2022 timetable change with an impact in West Yorkshire:
- Hull –Manchester services extended to Liverpool via Newton le Willows
 - Scarborough services diverted to Manchester Piccadilly and make peak calls between Huddersfield and Stalybridge, including Slaithwaite and Marsden.

- 2.25 LNER have no significant changes planned for the December 2022 timetable.

Passenger network performance

Bus network

- 2.26 The latest performance data from the operators from 1 April 2022 to 31 June 2022 is awaited and will be included in the next update report.
- 2.27 As set out above, at the time of writing Arriva bus services in West Yorkshire continue to be severely impacted by strike action.

Rail network

- 2.28 A strike by RMT trade union members impacted Network Rail and 13 train operating companies, including TransPennine Express, Northern, LNER and Cross Country on 21, 23 and 25 June. This action, which included signallers as well as train guards and other railway staff, resulted in Northern and TPE only operating around 10% of usual services with many routes and stations having no services. Operating hours were restricted to around 7.30 am to 6pm on strike days, and impacts on services the days before and after strikes particularly at the start of service. No replacement bus services were provided but existing buses in place to mitigate Northern's service reductions continued to be provided.
- 2.29 Northern issued 'Do Not Travel' advice from Tuesday 21 June to Sunday 26 June. TPE advised only to travel if 'essential'. Leeds station was closed on Thursday 23 and Saturday 25 June from 7pm with no access. Refunds were made available to those passengers who had booked travel on a strike day and were unable to change it to an alternative date. Train operators looked to ensure that where events were due to take place, steps to mitigate any foreseen issues were taken by providing additional information or staff assistance.
- 2.30 At the time of writing no further national RMT strikes have been called, and negotiations continue.
- 2.31 The performance reports for Northern and TransPennine Express (TPE) are included in **Appendix 3**, which includes a description of the different performance measures mentioned below.
- 2.32 Since the last performance update in March punctuality has been reasonably static. However, cancellations for both operators have been very unpredictable in recent months. For TPE cancellations were reported as very high for period 10, but saw a significant improvement in Period 11, unfortunately they climbed again and remained static for periods 12 and 13. Northern's cancellations rate also improved in period 11, peaked significantly in period 12 before slowly reducing again in period 1 and 2 (April and May).

- 2.33 Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for Northern and TPE remains well below 90% and for the most recent four-week period sits at 85.26% and 78.19% respectively. Cancellations saw Northern at 3.95% (2.32% in the East region) and TPE at 4.56%.
- 2.34 As set out above, the increasing incidence of COVID-19 over Christmas and into the New Year was leading to short-notice cancellations with all operators. Following the introduction of the emergency timetables in January, Northern and TPE initially performed better with cancellations reducing in period 11. However, the cancellations began to increase again. Train crew availability which includes COVID-19-related training backlogs, staff absence (higher than average sickness levels for TPE especially) and withdrawal of rest day working agreements have all contributed to the high levels of cancellations and poor performance figures.
- 2.35 Northern introduced further timetable reductions in May, as set out above. This has led to a reduction in short-notice cancellations. TPE has not reduced services, and cancellations remain high. Many of these are short notice on the day or made the evening before. The latter are currently not counted in the cancellation figures (known as ‘P coded’ or planned cancellations if notified before 10 pm on the evening before), which means the official cancellation figures do not reflect the passenger experience. Notification of any replacement buses is usually late in the evening before or not until the actual morning, which has caused further passenger frustration.
- 2.36 TPE’s Manchester – Leeds – Hull services have been particularly badly affected. This creates problems east of Leeds (overcrowding, difficulty accessing West Yorkshire from Hull in the morning) and leads to erratic service levels at Slaithwaite and Marsden. TPE have indicated that it is monitoring the situation closely and has committed to addressing it as part of plans to reduce sickness levels and support train crew in returning to work.
- 2.37 The Mayor has met with senior management at TPE to seek assurances that there is a clear plan in place to recover the reliability of its services, noting the unacceptable level of disruption this has been causing. We have continued to press TPE to take action to ensure passengers have reliable information on what services are expected to be operating.
- 2.38 TPE has an intense ongoing programme of crew training to address the following:
- to mitigate a backlog of pandemic-induced route knowledge loss
 - address delayed traction training (to be able to drive specific vehicles)
 - to prepare for timetable changes such as the Manchester Recovery Task Force December 2022 change and the impacts of the Transpennine Route Upgrade (TRU).

- 2.39 As with Northern's timetable recovery plans, TPE's reliability recovery plans are likely to be impacted if the national strike action continues through the summer.
- 2.40 Since February, TPE services have also been impacted by industrial action by RMT guards, with strikes on Sundays and some Saturdays over the past 17 weeks. On strike days TPE is offering a skeleton service of up to 26% of its normal Sunday services. Discussions on resolving the strike continue.
- 2.41 Performance has also been impacted by increases in trespass and vulnerable people presenting themselves on the railway. Vandalism and cable theft has also seen a major increase. The Network Rail Route Crime Team are continuing to develop action plans in association with the British Transport Police. This includes increasing the number of patrols carried out by Mobile Operation Managers and the British Transport Police. Network Rail infrastructure reliability and asset performance has otherwise been good in recent months.
- 2.42 Northern has set up a local performance group to look at West and North Yorkshire issues specifically and to try and strengthen performance capability locally. This will continue to focus on key lines. The Harrogate Line and Leeds to Manchester Victoria route continue to be a focus.

Passenger satisfaction and attitudes

Transport Focus Surveys

- 2.43 Throughout the pandemic, Transport Focus conducted nationally representative research around travel use. The latest iteration of this research now uses omnibus survey where 2000 members of the public are screened to identify bus and rail users outside of London, with weightings applied to make the results nationally representative of Great Britain. Reports are now published monthly, and a link is provided in **Background Documents**.
- 2.44 The latest insights from surveys published at the beginning of June are:
- 86% of bus passengers and 88% of rail passengers were satisfied with their journey overall (with little change since the start of the year).
 - Leisure was the most common reason for using the bus (30%), followed by commuting (25%). For rail, commuting was the most common reason for use (32%), followed by leisure (29%).
 - 9 out of 10 bus and rail passengers who used the bus in the last 7 days felt safe in relation to COVID-19. For bus, this figure drops to 76% for respondents who did not use the bus in the last 7 days, up from 51% in January 2022, with a similar picture for rail.
 - compared to rail users, bus passengers reported higher levels of satisfaction with the level of crowding and value for money, but lower levels of satisfaction for punctuality.

Updates on Combined Authority activity

Current usage indicators

- 2.45 **Appendix 4** includes a summary of several usage indicators of Combined Authority “Metro” branded activity which give a comparison between current levels of demand and trends, including to the pre-pandemic position where available.
- 2.46 Use of services continues to be impacted by reduction in travel arising from the pandemic, although demand for travel information is increasing alongside increasing patronage. Weekday calls to MetroLine in May 2022 were 85% of levels in May 2019, 30% higher than the same period last year (up 9.3 points compared to May in 2021). Although the number of journeys planned (using the journey planner, Moovit) increased between February and April 2022, use was 12% lower in April 2022 compared to the same month the previous year.

Fares and ticketing

- 2.47 Use of the MCard app continues to grow, and latest data suggests it now accounts for 72% of MCard sale transactions per month which is a significant move away from smartcards over the previous 12 months.

Bus stations

- 2.48 Work to increase our capacity and responsiveness to community needs and safeguarding continue across all bus stations with staff undertaking child protection, suicide prevention and dementia awareness training.
- 2.49 Halifax Bus Station is progressing well, and work has almost finished on the main site excavations and the erection of the large steel building frame has now commenced. The new temporary facility remains open and fully operational and will remain in place for about 18 months while the new bus station is being built.
- 2.50 Leeds Bus Station refurbishment will complete in August and will include a safe place to progress to a Station of Sanctuary at Leeds. Works continue on the new look travel centre, the new entrance canopy at Dyer Street and the installation of the internal cladding has recently commenced. The project will also provide PV (solar) panels to make the bus station more energy efficient, a new shop and a new waiting room for bus drivers.
- 2.51 Bradford Interchange is now a Station of Sanctuary and works to resurface the bus movement areas and to relocate the Travel Centre are due to start in the Summer.

Bus Alliance update

- 2.52 The Bus Alliance was the mechanism by which the Bus Service Improvement Plan (BSIP) was co-developed with bus operators. On 4 April 2022, DfT

notified the Combined Authority that it had been successful in receiving an indicative BSIP revenue funding allocation of £69,974,070 over the next three financial years. The recent focus of the Alliance has been continuing to develop the Enhanced Partnership as set out elsewhere on this agenda. The Bus Alliance continues to be the means of collaboration on the bus service response to the ever-changing challenges of the pandemic.

Rail stations

- 2.53 Construction work on the new White Rose railway station is now underway. The new rail station between Morley and Cottingham is being delivered in partnership by the Combined Authority, Leeds City Council, Munroe K and Network Rail, and will be fully accessible.
- 2.54 It is being delivered through the Leeds City Region Transforming Cities Fund, the Leeds Public Transport Investment Programme and the Department for Transport's New Stations Fund, as well as contributions from Munroe K. Construction work is expected to continue to early 2023.

Rail Operators' Forum

- 2.55 The Rail Operators' Forum met on 18 May 2022. This was attended by rail operators, Network Rail and Transport for the North.
- 2.56 Discussions focused on industrial relations issues; how ongoing strikes (just TPE at the time of the meeting) are impacting on West Yorkshire and the steps being taken to ensure that customer disruption is minimised, and related communications are effective. Concerns were raised about TPE performance, including last minute cancellations and the notification of bus replacement services. Contingency planning was considered alongside ongoing challenges with staff resources.
- 2.57 Operators and the Combined Authority also discussed ticketing initiatives to help adapt to new and emerging travel patterns as well as simplification of ticket purchasing. It was reported that a significant number of rail tickets are now being sold via digital technology (prominently tickets on mobile phones). Transport Focus provided updates on customer surveys, exploring customer perceptions and expectations, and travel patterns.
- 2.58 TfN outlined initial work relating to Great British Railways and the works it doing to prepare for the transition to this new body.

3. Tackling the Climate Emergency Implications

- 3.1 Air quality improved during the periods of lower traffic levels during the lockdowns in the pandemic. Local real-time road-side monitoring showed harmful NO₂ emissions on a downward trajectory and it can be inferred from this that CO₂ emissions were similarly reduced.

3.2 An important element of the Transport Recovery Plan agreed in 2020 is to try to embed increased levels of active travel and the opportunity to restore and grow public transport use to maintain improved air quality and achieve decarbonisation ambitions.

4. Inclusive Growth Implications

4.1 Sustaining an effective, stable and affordable public transport network is crucial in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport

5. Equality and Diversity Implications

5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity.

6. Financial Implications

6.1 Inflationary pressures arising from fuel and wage cost growth is impacting on the CA's expenditure on bus services. The cost of a shuttle bus in Wakefield to mitigate the effect of the strike has been funded by the CA. Subject to validation of final returns the cost of Free Bus Sunday is £90,000 funded through savings in the concessionary fare budget.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee notes the updates provided on the Passenger Experience in West Yorkshire provided in this report.

11. Background Documents

Transport Recovery Plan, Item 6, Appendix 2, West Yorkshire Combined Authority, 27 July 2020, available via this link:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=133&MIId=963&Ver=4>

The Combined Authority continues to produce a regular *West Yorkshire Economic and Transport Insights Report*. This includes information and

analysis on public transport patronage, and is available via this link:
<https://www.westyorks-ca.gov.uk/documents/economic-monitor/>.

A regularly updated transport and economic recovery dashboard is available via this link:
<https://app.powerbi.com/view?r=eyJrIjoiaNTA5ZjIzZWQtdiOS00ZGNiLTlINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTkzYmZjLWVlbnJYtNDM0NS1hNGZILTgwNWl2N2U0ODBiMCI6ImMiOjh9>

Transport Focus is publishing regular ‘Travel During COVID-19’ attitudinal and satisfaction surveys of potential and actual public transport users. These can be accessed via this link: <https://www.transportfocus.org.uk/home/coronavirus-latest/coronavirus-insight/>

The Combined Authority’s COVID-19 transport survey results are published here: <https://www.westyorks-ca.gov.uk/documents/covid-19-transport-survey/>

12. Appendices

Appendix 1 – Insights on transport network use

Appendix 2 – Summary of May 2022 rail timetable changes

Appendix 3 – Rail network performance data

Appendix 4 – Metro branded activity measures

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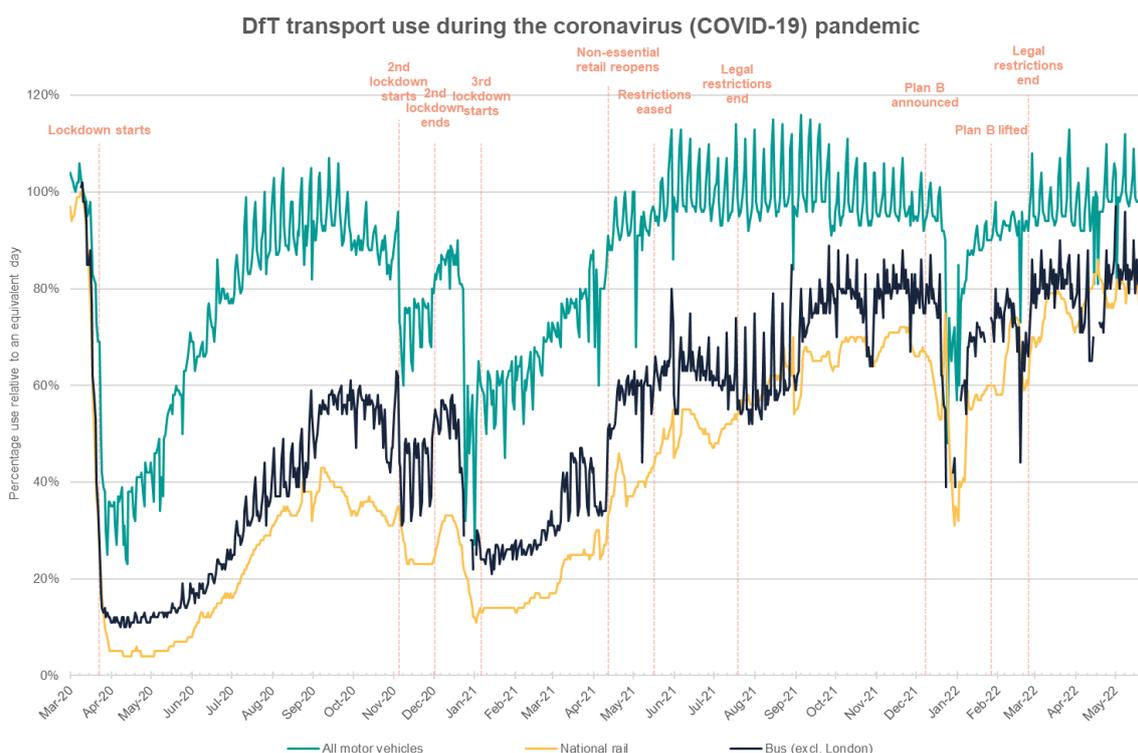
Item 10, Appendix 1 – Insights on transport network use

The content in this Appendix is extracted from the Economic-Transport Insights Report published on the 27th June 2022 produced by the Combined Authority Research and Intelligence team. The full report is available here: <https://www.westyorks-ca.gov.uk/documents/economic-monitor/>, together with a link to a regularly updated dashboard with the latest available data, available here:

<https://app.powerbi.com/view?r=eyJrIjojNTA5ZjZlZWQtdmNDdiOS00ZGNiLTlINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTtzYmZjLWVlbnJYtNDM0NS1hNGZILTgwNWl2N2U0ODBjMCI6ImMiOj9>.

National road usage has recovered, bus and rail lagging

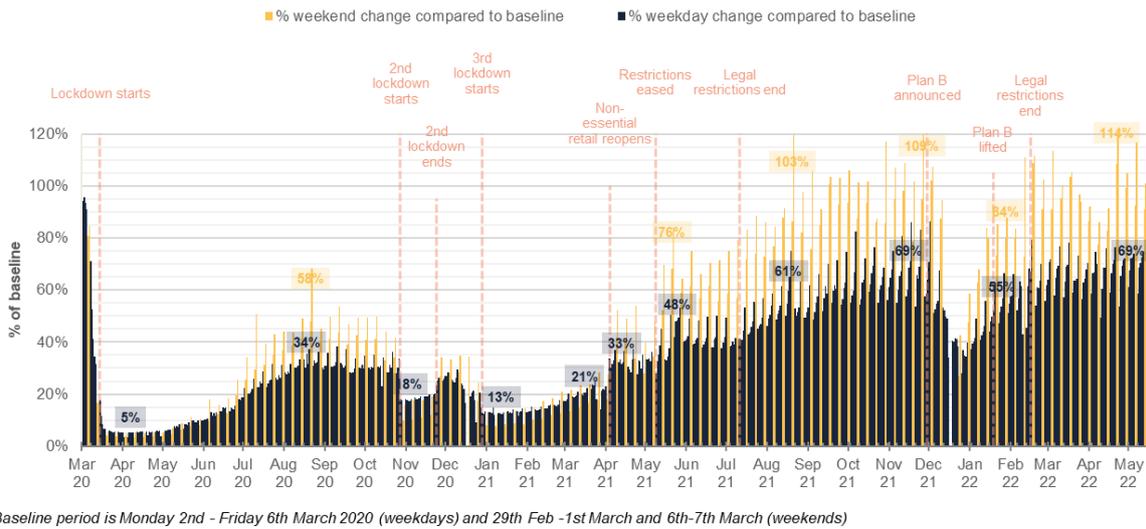
Nationally, motor vehicle use has returned to around pre-pandemic levels with weekend usage exceeding baseline conditions. Bus use outside London is stable at over 80% of pre-pandemic usage with weekend levels near 100%. Rail usage has settled around 80%.



Source: <https://www.gov.uk/government/statistics/transport-use-during-the-coronavirus-covid-19-pandemic>

Rail footfall shows a gradual weekday recovery

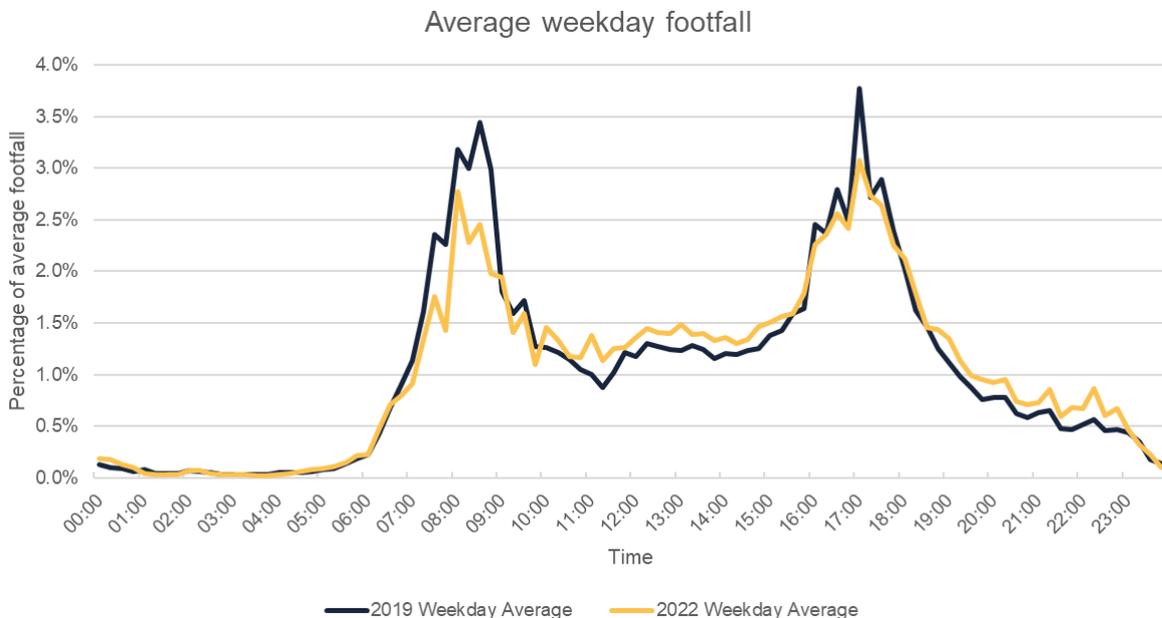
The average weekday footfall at Leeds rail station is currently at the same level as the previous peak during the pandemic in late 2021 before the impact of the Omicron variant and associate restrictions. This suggests a slow recovery since legal restrictions ended. Average weekend levels fluctuate substantially, with a recent record at 114% of baseline conditions reached.

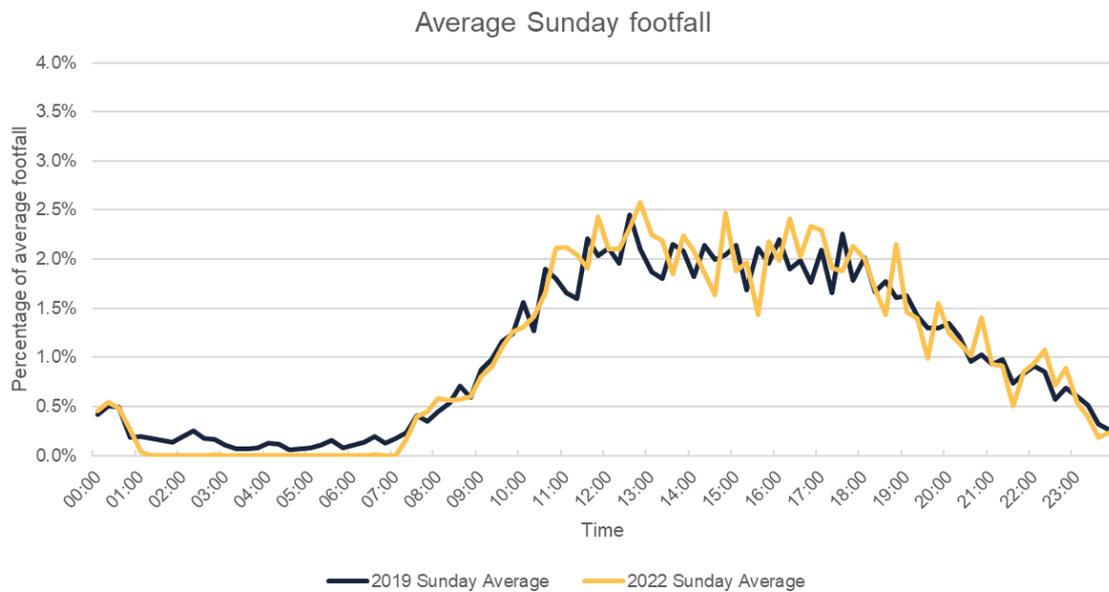
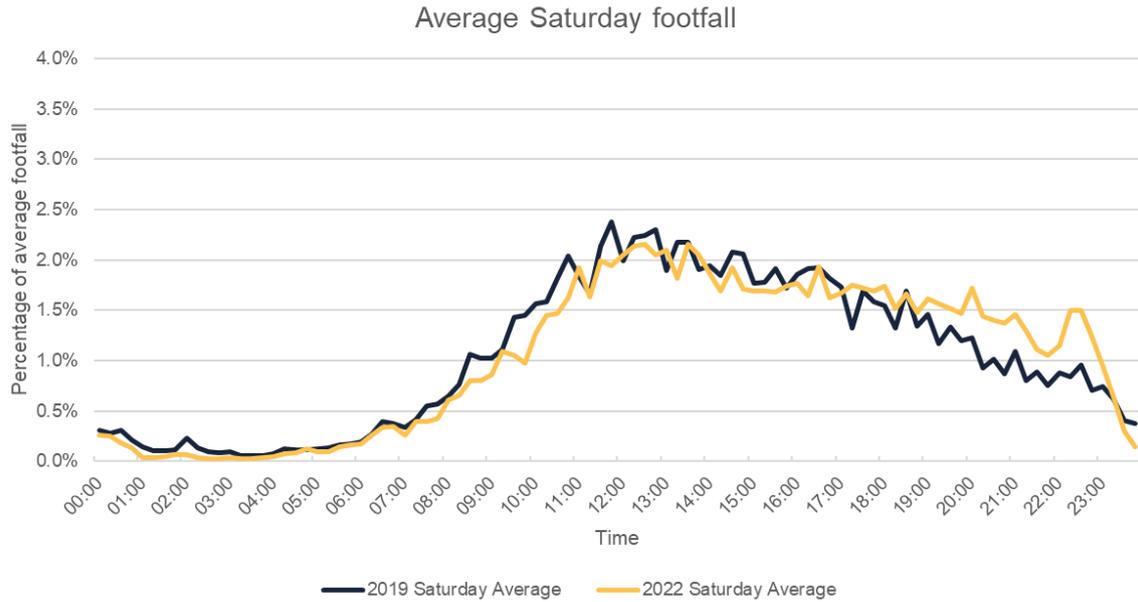


Source: Leeds Rail Station Footfall - Network Rail

Rail footfall sees a higher level of activity outside traditional peaks

Comparing a four week block covering early May 2022 against 2019 shows average weekday footfall following the same broad profile, with some notable differences. Both AM and PM peaks have a lower share, suggesting that a higher proportion of travel is more spread through the day. Additionally, the AM peak occurs earlier. There is now more travel in the middle of weekdays and the evenings. Saturdays show more travel later in the day, while Sundays show variance around the same pattern.

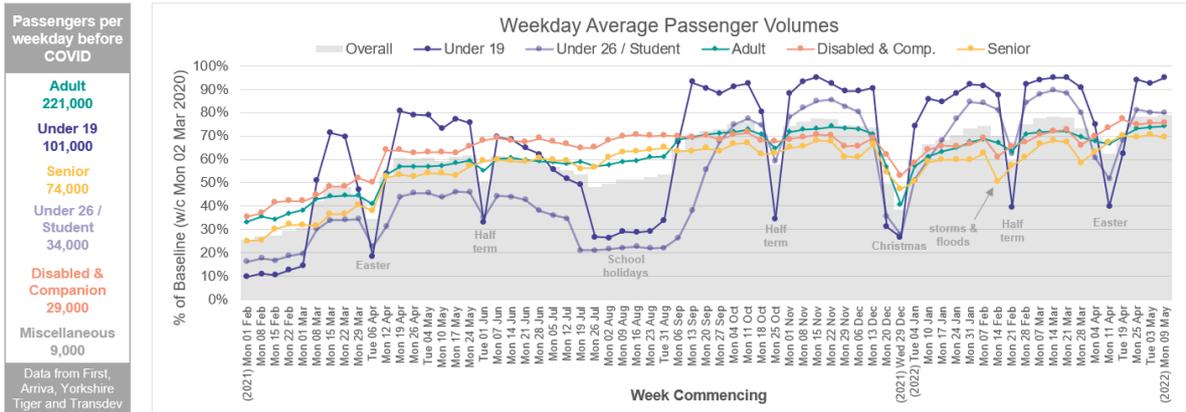




Source: Leeds Rail Station Footfall - Network Rail
 Four week blocks commencing 29th April 2019 and 25th April 2022, bank holiday Mondays removed

Bus passenger volumes continue to show marginal growth outside of holidays

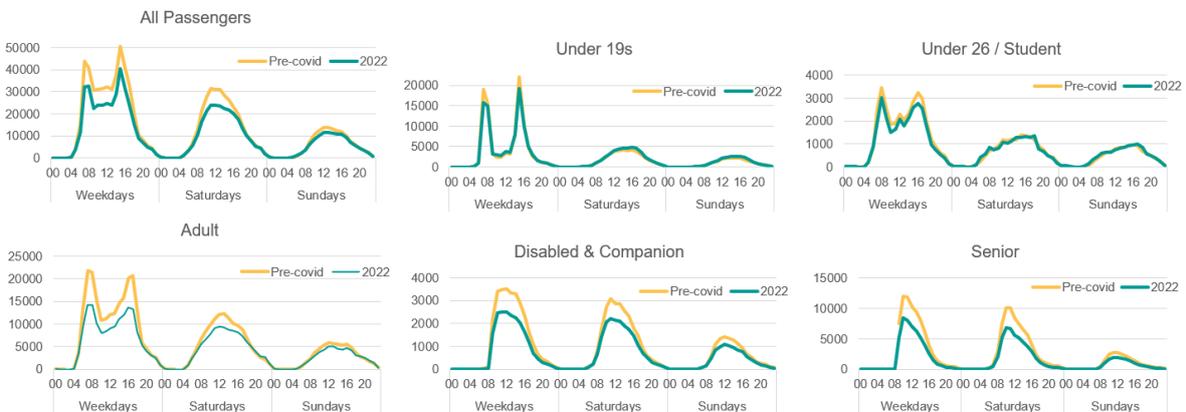
Bus ticket machine data continue to reveal marginal growth in patronage outside of holidays. The week commencing 09 May has the highest use since the start of the pandemic. Since Easter weekday use by Under 26 / Students has been lower than reached in March while use by each cohort is substantially higher than it was at the start of May 2021.



Source: Baseline period is w/c Mon 02 Mar. Source: Bus operators electronic ticket machine data, passenger boarding locations in West Yorkshire. First, Arriva, Yorkshire Tiger and Transdev account for over 90% of bus services in West Yorkshire. Graph shows First, Transdev and Yorkshire Tiger data. Data is for weekdays excluding bank holidays, with ticket types assigned to broad cohorts.

Daily bus use patterns are similar to pre-pandemic, but with reduced magnitude at peak times

Overall bus use follows a similar pattern in mid-March 2022 as it did in early March 2020. There are still clear morning and afternoon peaks at traditional times, though as a proportion of the interpeak they are less.



Source: Ticket machine data from First, Arriva, Yorkshire Tiger and Transdev. Pre-COVID-19 data from 01 to 07 March 2020, Recent data from 06 to 19 March 2022.

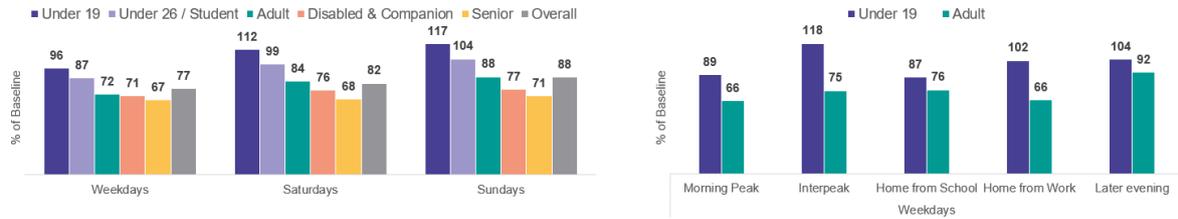
Bus use recovery has been stronger during off-peak hours and weekends

Comparison of weekdays and weekend bus use relative to pre-pandemic, reveals a greater recovery in all cohorts at weekends, particularly Sundays (left chart).

Examining weekdays further, off-peak bus use has recovered more than the peak hours. Bus use by Adults in mid-March 2022 was only 66% of baseline in the traditional travel to and from work hours compared with 75% in the interpeak and 92% in the later evening (right chart).

Bus use by under 19's in the morning peak (travel to school) after afternoon peaks (return from school) was 89% and 87% of baseline levels respectively, whilst

exceeding 100% of baseline levels at other times. Reference to previous slides show the baseline levels.

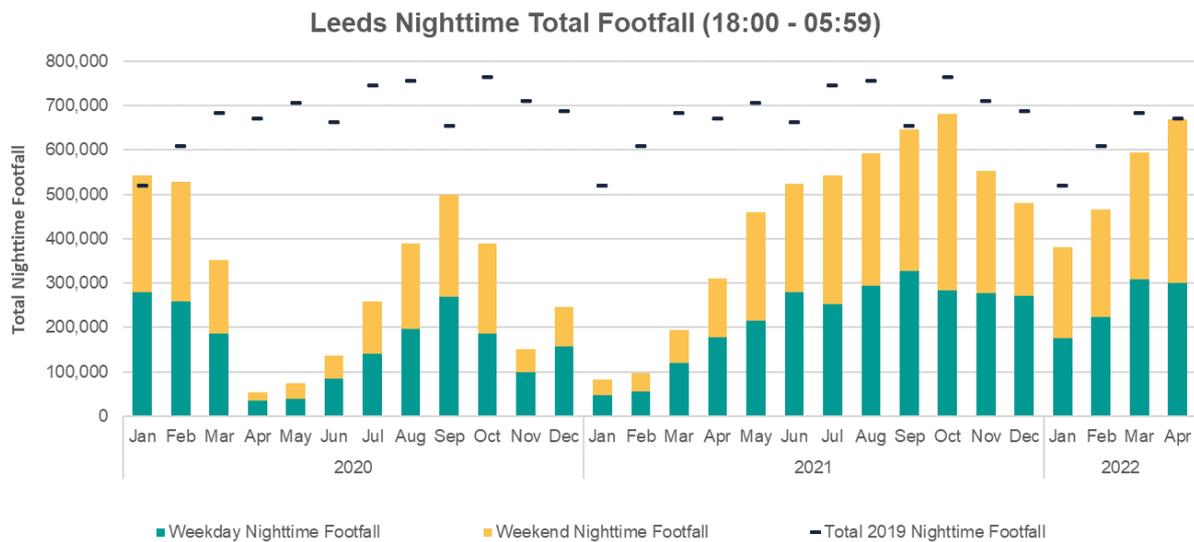


Source: Ticket machine data from First, Arriva, Yorkshire Tiger and Transdev. Pre-COVID-19 data from 01 to 07 March 2020, Recent data from 06 to 19 March 2022.

Illustrated times of Day: Morning Peak 0700 to 0859, Interpeak 1000 to 1359, Home from School 1500 to 1559, Home from Work 1600 to 1859, Later evening 1900 to 2359

Leeds centre night time footfall reached pre-pandemic levels in April 2022

Leeds city centre total night-time footfall reached pre-pandemic levels (2019) in April 2022 having steadily closed the gap since winter.



Source: Leeds City Council

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Item 10 – Appendix 2

Summary of May 2022 rail timetable changes

The following refers to changes on Mondays to Saturday. Services on Sundays are generally running as per the December 2021 timetable.

<p>Airedale and Wharfedale lines (Leeds / Bradford Forster Square / Shipley / Keighley / Ilkley)</p>	<p>Bradford – Ilkley / Skipton services reduced from half-hourly to hourly (some peak trains remain). A handful of missing Leeds – Ilkley / Skipton and Leeds – Bradford services restored. A reduction of 14 trains across all routes compared to December 2021.</p>
<p>Leeds – Harrogate – York local (serving Burley Park, Headingley, Horsforth)</p>	<p>Additional services removed in May, to an extent that significant gaps now appear. Harrogate Line has a 2hr 10 mins gap between 2129 and 2339 from Leeds to Harrogate (including Horsforth and Headingley). A bus from Harrogate to Leeds (no stops) was added to help mitigate the withdrawal of the early morning service to Leeds, to enable a link into the fast Leeds to London morning service.</p>
<p>Leeds – Wakefield Westgate – Sheffield local services (impacting Outwood, Sandal & Agbrigg, Fitzwilliam, Moorthorpe)</p>	<p>Three services removed in each direction since May.</p>
<p>Halifax – Bradford – Leeds – Selby – Hull services</p>	<p>Further reductions in addition to the four / five services per day already withdrawn in December 2021 – now only every 2 hours. Northern advised trains and crew have been allocated to the coastal Hull – Bridlington service to cover the very busy summer period.</p>
<p>Bradford – Halifax – Huddersfield (serving Low Moor and Brighouse)</p>	<p>Continuation of previous service reduction from hourly to two-hourly with much earlier last trains in both directions.</p>

Knottingley – Pontefract – Featherstone – Wakefield – Leeds	Four services each way continue to be withdrawn. Bus service added to try and help mitigate some of the larger gaps for Streethouse and Featherstone Some useful additional trains added in the late evenings from May.
Knottingley – Pontefract – Castleford – Leeds	Two services each way continue to be withdrawn. Some useful additional trains added in the late evenings from May.
Huddersfield – Wakefield – Normanton – Castleford service	The three-trains per day each way continue to be substituted by a bus that takes almost twice as long. This service was an hourly train pre-COVID-19, and the case restoration continues to be made, as set out to Transport Committee in March 2022.
Manchester – Walsden – Todmorden – Burnley – Blackburn	Three trains each way per day continue to be withdrawn – amounting to one in five trains.
York – Pontefract – Moorthorpe – Sheffield services	The three-trains per day service continues to be substituted by a bus between York and Moorthorpe only, with poor connections into onward trains.
Leeds – Sheffield - Nottingham	Two passenger service withdrawn between Sheffield and Nottingham (20:04 Leeds to Nottingham, terminates at Sheffield. 22:25 Nottingham - Sheffield)

The following lines are not affected by service reductions, with Northern running the December 2021 service structure:

- York – Garforth – Leeds stopping services
- York – Leeds – Bradford – Halifax – Hebden Bridge – Preston – Blackpool
- Leeds – Bradford – Halifax – Hebden Bridge – Manchester – Chester
- Leeds – Dewsbury – Brighouse – Hebden Bridge – Manchester - Wigan
- Huddersfield – Penistone – Barnsley – Sheffield
- Leeds – Doncaster

Item 10 – Appendix 3

Rail network performance data

How performance is reported

Performance data for Northern and TransPennine Express (TPE) is summarised here. Northern and TPE provide most rail services in West Yorkshire. Links to summaries of other operators' performance data are provided.

Performance data is reported against 'to time' measures. These measures replace the familiar 'PPM' (Public Performance Measure) and are intended to represent a more 'real world' reflection of performance as experienced by passengers. The 'to time' measure records punctuality at all station stops (not just the final stop) and includes the number of trains that were either early, on time or up to '3' or '15' minutes late.

The main indicators used in this report are:

Measure	Explanation
Time to 3 T-3	Percentage of Recorded Station Stops called at within 3 minutes of the planned time.
Time to 15 T-15	Percentage of Recorded Station Stops called at within 15 minutes of the planned time.
Cancelled	Services subject to cancellation (in full or in part).

More information how rail performance is reported is available here:

<https://www.raildeliverygroup.com/punctuality.html>

Rail performance data is reported on 4-week reporting periods, numbered sequentially from 1 April each year. The main periods used in this report are:

Period	Four-week date range
P13 (22/13)	6 March 2022 to 31 March 2022
P1 (23/01)	1 April 2022 to 30 April 2022
P2 (23/02)	1 May 2022 to 28 th May 2022

Some of the charts in the report show abbreviated codes, for example '22/08'.

These codes refer to the year and reporting period. The first two digits refer to the year – '22' means 2021/22, '23' means 2022/23 and so on. The latter two digits are the period in the year. So, 22/13 is the 13th reporting period in 2021/22.

We will continue to work with Transport for the North to ensure the graphical summary data provides valuable insights, including to show year-on-year comparisons.

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

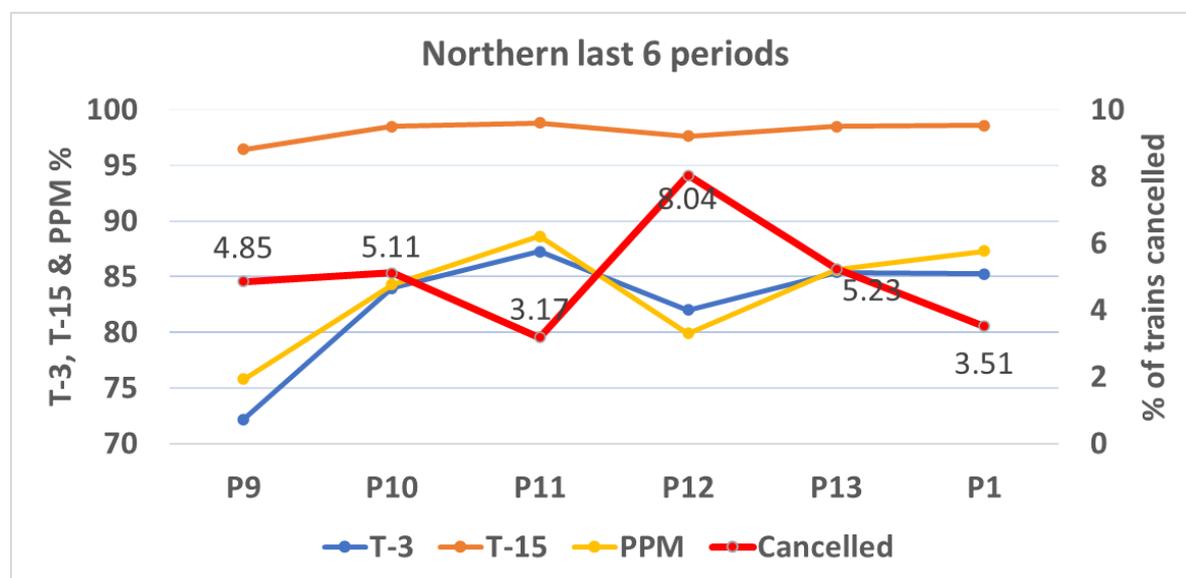
Time to 3 (% of station calls within 3 mins of planed time)	6 March 2022 to 31 March 2022	1 April 2022 to 30 April 2022	1 May 2022 to 28 May 2022
Northern overall	85.36%	85.26%	85.26%
East Region (Yorkshire and East Midlands)	85.80%	86.86%	86.58%

Cancelled	6 March 2022 to 31 March 2022	1 April 2022 to 30 April 2022	1 May 2022 to 28 May 2022
Northern overall	5.23%	3.51%	3.95%
East Region (Yorkshire and East Midlands)	5.12%	3.12%	2.32%

More detailed information on Northern's performance is available here:

<https://www.northernrailway.co.uk/corporate/performance>

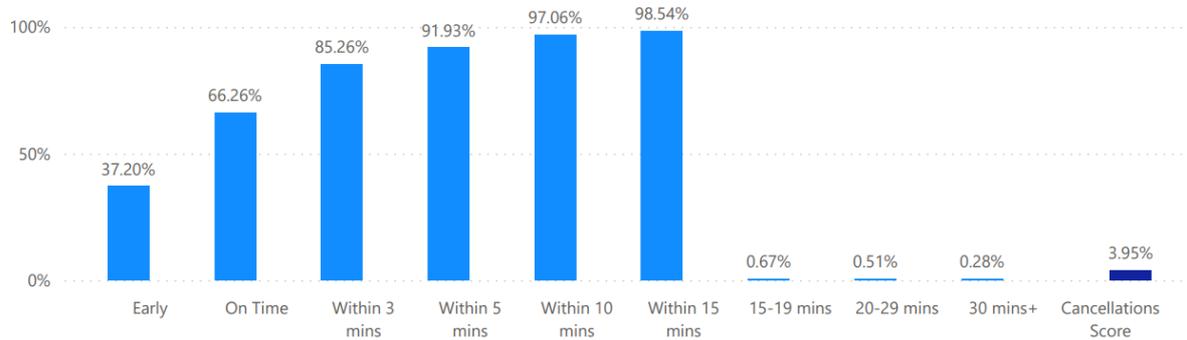
The overall trend of Northern performance for the last six 4-week reporting periods is shown below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure. Right axis: % of trains cancelled.

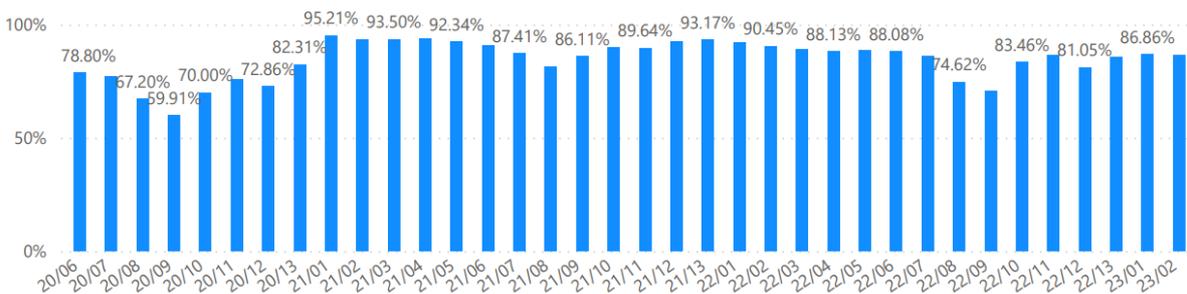
The chart below summarises Northern’s East Region (Yorkshire and East Midlands) performance from 1 May 2022 to 28 May 2022 (Period 2).

Punctuality at recorded station stops

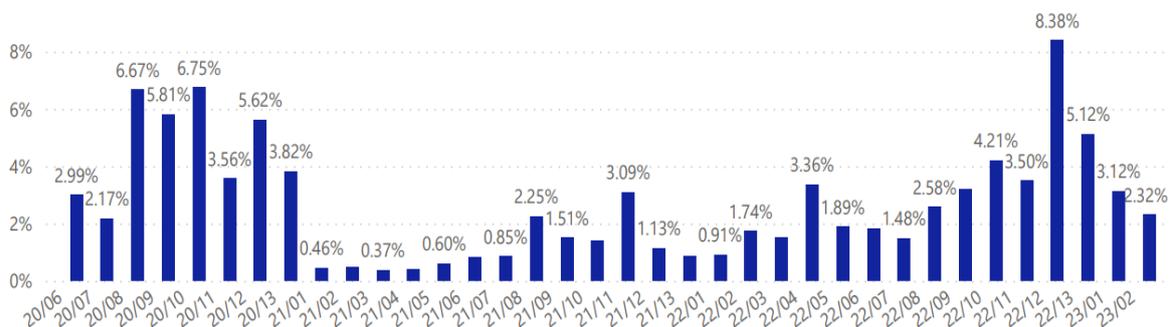


The charts below show punctuality and cancellation trends for Northern’s East Region (Yorkshire and East Midlands area) in 4-week periods from 18 August 2019 (Period 6 of 2019/20, represented as 20/06) to 28 May 2022 (Period 2 of 2022/23, represented as 23/02).

Northern East Region: % of station calls within 3 minutes of planned time



Northern East Region: % of services cancelled



TransPennine Express

TransPennine Express operates regular services between Liverpool, Manchester, West Yorkshire, North Yorkshire and the Northeast via Leeds and Huddersfield.

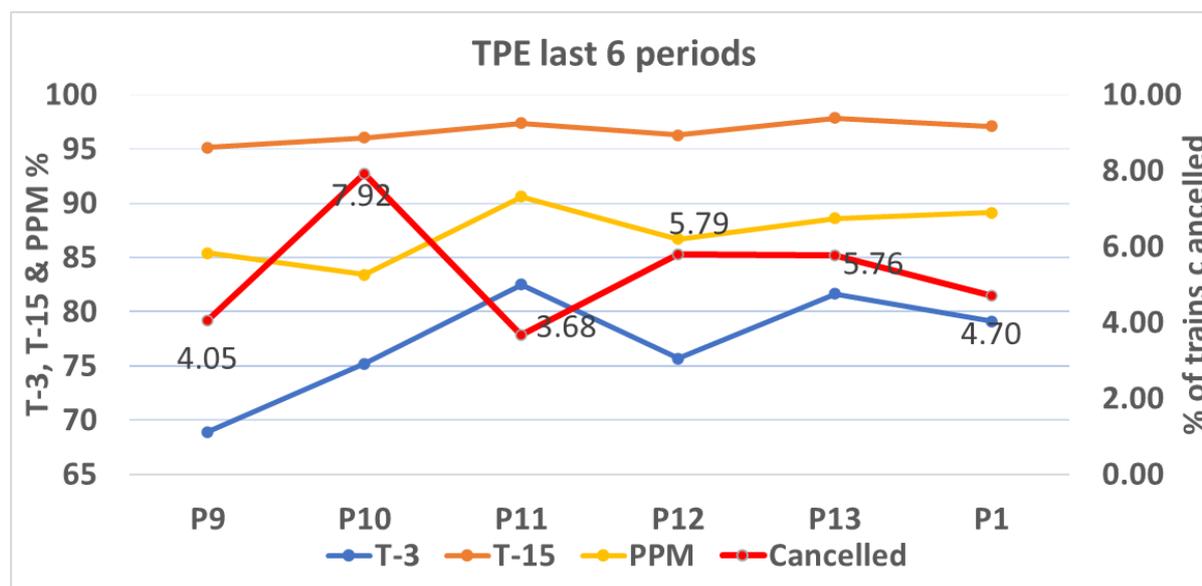
Headline performance **for all TPE routes** is summarised below.

Time to 3 measures (% of station calls within 3 mins of planned time)	6 March 2022 to 31 March 2022	1 April 2022 to 30 April 2022	1 May 2022 to 28 May 2022
Overall	81.64%	79.12%	78.19%

Cancelled	6 March 2022 to 31 March 2022	1 April 2022 to 30 April 2022	1 May 2022 to 28 May 2022
Overall	5.76%	4.7%	4.56%

More detailed information on TransPennine Express performance is available here: <https://www.tpexpress.co.uk/about-us/passengers-charter/performance-transparency>

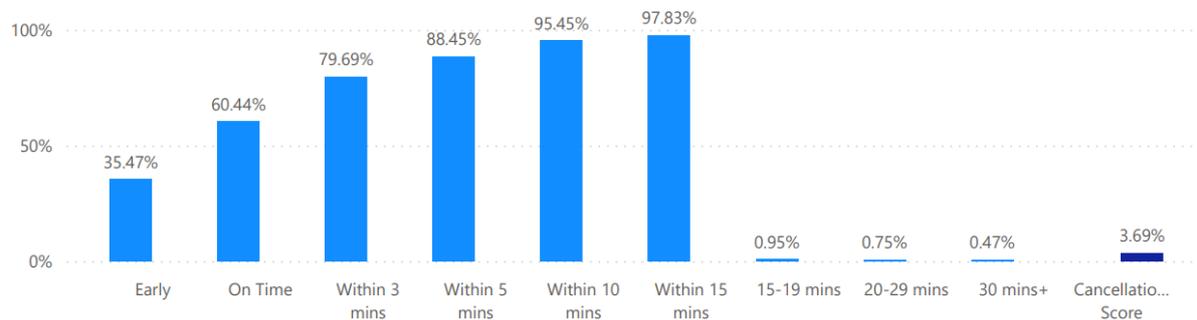
The overall trend of TPE performance for the last six 4-week reporting periods is shown below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

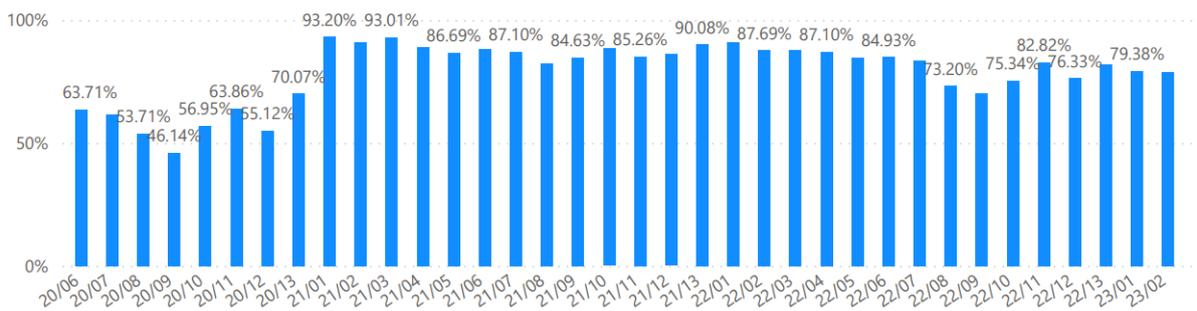
The chart below summarises TPE’s North Route (services in and through West Yorkshire) performance from 1 May 2022 to 28 May 2022 (Period 2).

Punctuality at recorded station stops

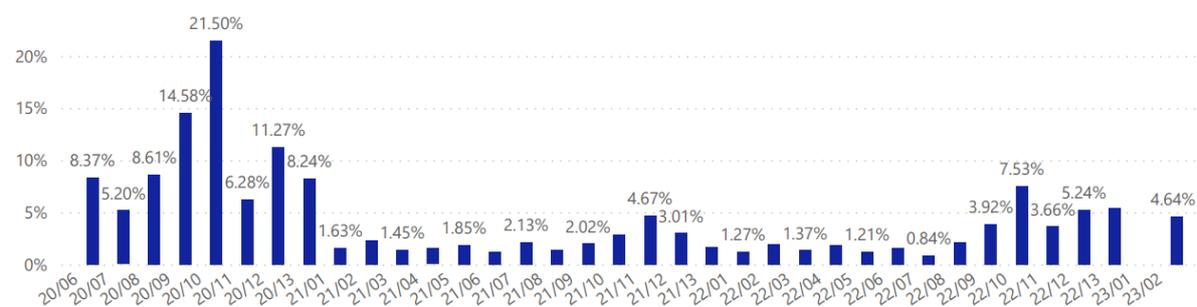


The charts below show punctuality and cancellation trends for TPE’s North Route (services in and through West Yorkshire) from 18 August 2019 (Period 6 of 2019/20, represented as 20/06) to 28 May 2022 (Period 2 of 2022/23, represented as 23/02).

TPE North Route: % of station calls within 3 minutes of planned time



TPE North Route: % of services cancelled



LNER

LNER operates regular services between West Yorkshire and London.

A summary of LNER's recent performance is available here:

<https://www.lner.co.uk/about-us/our-performance-figures/>

Cross Country

Cross Country operates services between Scotland, the North East, West and South Yorkshire, the Midlands and South West.

A summary of Cross Country's recent performance is available here:

<https://www.crosscountrytrains.co.uk/about-us/key-business-performance-indicators>

Grand Central

Grand Central operates trains between Bradford and London via Halifax, Mirfield, Brighouse, Wakefield, and Pontefract.

A summary of Grand Central's recent performance is available here:

<https://www.grandcentralrail.com/about-us/how-are-we-doing/punctuality>

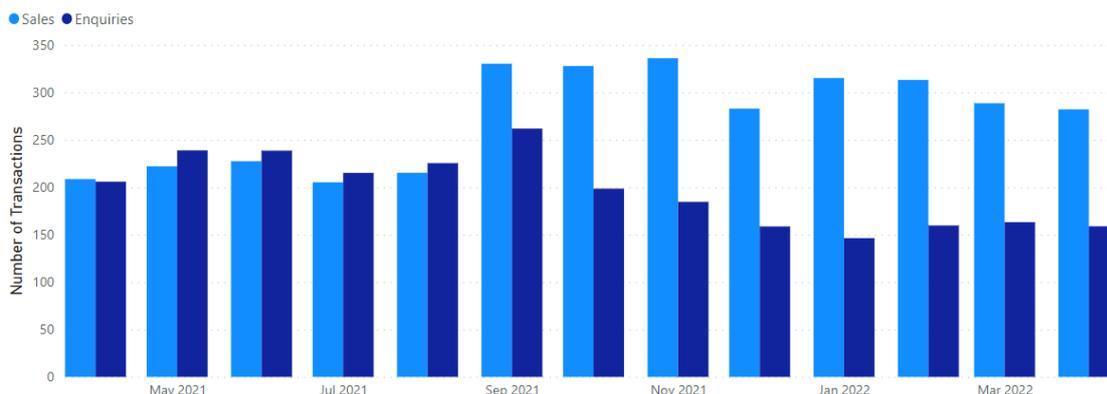
Item 10 – Appendix 1: Metro branded activity measures

Content below is the latest extract from the Transport Committee PowerBi interactive dashboard managed by the Combined Authority Research & Intelligence team.

Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at travel centres by month of the year. This information has been collected since April 2021. Customer counting equipment was used before this, but the data is not comparable.

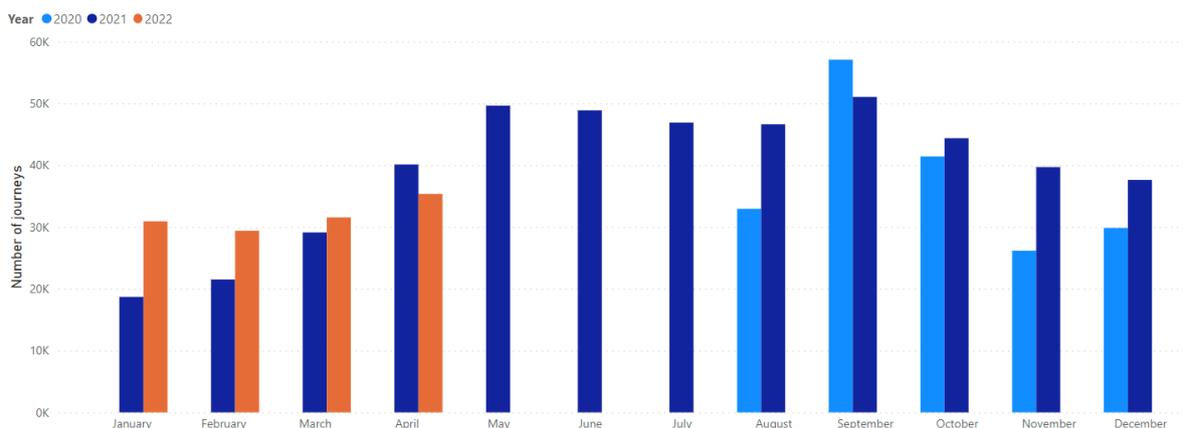
Metro Travel Centres: Average Daily Transactions



Number of journeys planned using Moovit Journey Planner

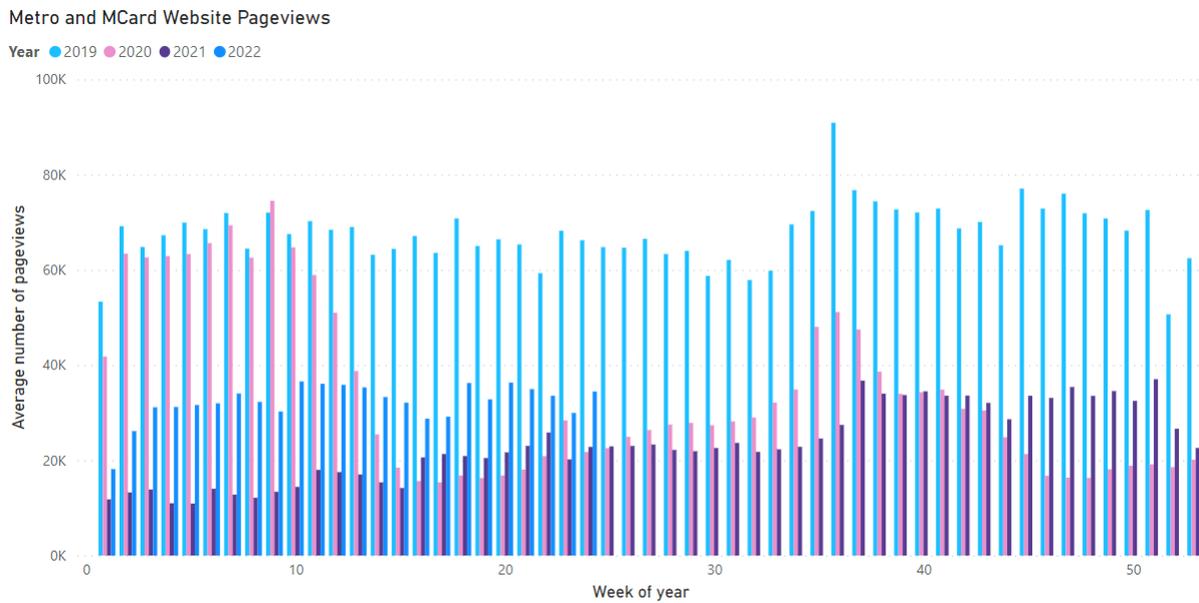
The chart shows the number of journeys planned using the West Yorkshire Moovit Journey Planner by month and year, available via www.wymetro.com. A different journey planner was in use in 2019, so comparable data is not available.

Number of Journeys planned using Moovit Journey Planner



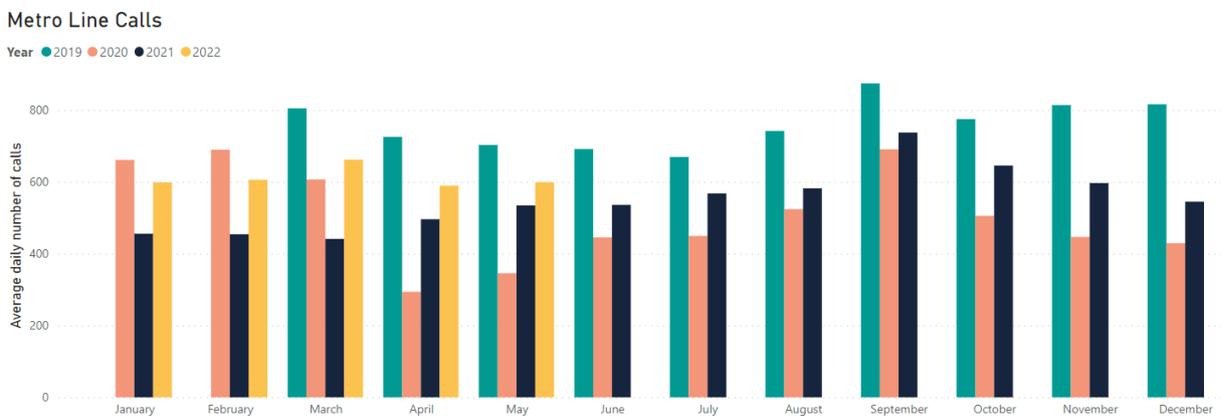
Engagement with Metro website – www.wymetro.com

The chart shows the average number of weekday (Monday to Friday) pageviews for the Metro Website by week of the year.



MetroLine calls

The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month.



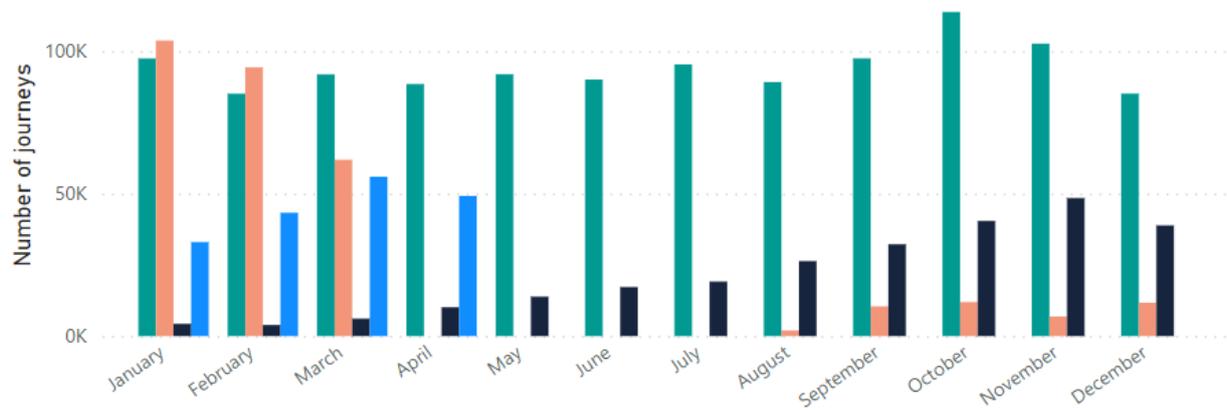
Use of Park and Ride services

The chart shows the total number of Park and Ride journeys (using both smart and paper tickets) made by month of the year.

Park & Ride Journeys



Year ● 2019 ● 2020 ● 2021 ● 2022

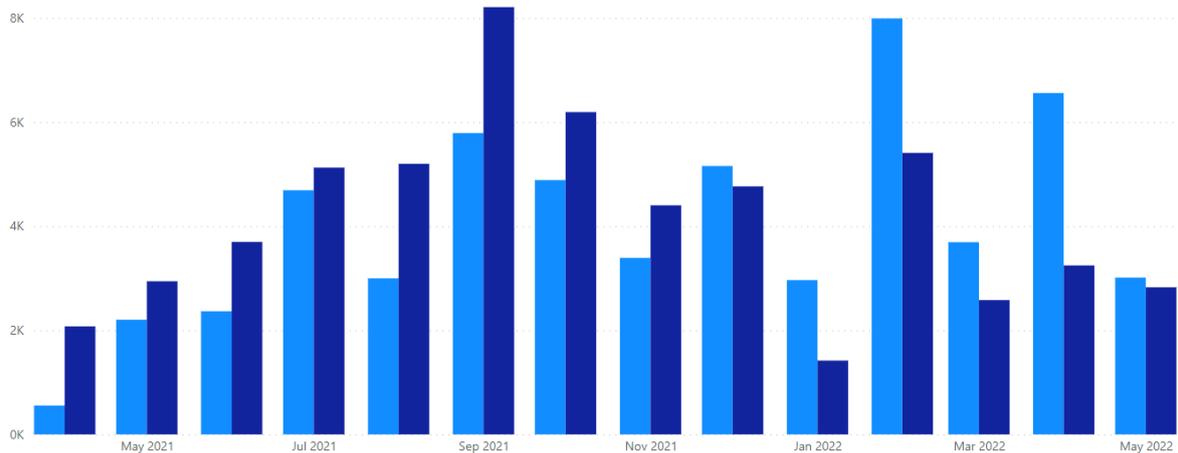


Social media interactions with “Metro Travel News” channels

‘Engagement’ is all the interaction that people have with the content, including likes, shares, responses.

Social Media Engagements with Metro (including MCard and P&R)

● Engaged users (Facebook) ● Engagements (Twitter)



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Report to: Transport Committee

Date: 1 July 2022

Subject: **Transport Policy Update Report**

Director: Liz Hunter, Interim Director of Policy and Development

Author: Helen Ellerton, Interim Head of Transport Policy

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this Report

- 1.1 To provide Transport Committee with a quarterly update on relevant transport policy developments not covered elsewhere on the agenda.

2. Information

Transport for the North updates

Transport for the North Board

- 2.1 The Transport for the North (TfN) Board has met on two occasions since the last update to Transport Committee, on 23 February and 30 March 2022.

- 2.2 These meetings have considered the following substantive items:

- **TfN Business Planning** where members have been updated on TfN's budget and business plan for the coming year. A reduced funding envelope, together with the transfer of the shared NPR team to DfT means a refocusing of TfN's activity. Core activity will include revision of the Strategic Transport Plan, enabling the activity of member authorities including via the ongoing management of the Analytical Framework (transport models), and continuing via the Board being the 'voice of the North' on key transport matters.

- **Integrated Rail Plan updates**, which have detailed the work TfN has been doing in response to the publication of the IRP and TfN's transition from co-client to co-sponsor of the Northern Powerhouse Rail (NPR) programme. A new NPR Joint Sponsorship Board is being established to provide a means for TfN to help champion the need for the NPR project to address the North's ambitions, responds to priorities and provides value for money.
 - **Strategic Transport Plan development**, setting out initial plans for an update of TfN's Strategic Transport Plan (STP). Technical work will be ongoing throughout 2022, alongside a refresh of the Northern Powerhouse Independent Economic Review.
 - **TfN Freight and Logistics Strategy** was agreed at the March Board meeting. Focus now turns to development of an action plan to support the strategy, which will also feed into the STP update.
- 2.3 The Board has also considered updates on Northern Digital Mobility Strategy and a new modelling approach and evidence base as part of the Electric Vehicle Charging Infrastructure framework.
- 2.4 The annual meeting of the TfN Board was due to take place on 30 June in Harrogate, after this report was published. An update on any pressing matters will be provided at the meeting.
- 2.5 A link to papers and webcasts of the TfN Board meetings is provided in **Background Documents**.

Rail North Committee

- 2.6 Rail North Committee has met on two occasions since the last update to Transport Committee, on 9 March and 31 May.
- 2.7 These meetings have considered the following substantive items:
- **Rail reform next steps** outlining TfN's ongoing engagement with the emerging Great British Railways organisation. 'Double devolution' is an important part of TfN's proposals, which involves delegating partnership roles to a more local level, corresponding with local ambitions for strong local partnerships with the reformed railway.
 - **Manchester Blueprint for Services and Infrastructure** outlining the latest on proposed timetable changes for services through central Manchester and emerging plans for a pipeline of schemes to increase capacity. At the time of writing, timetable changes to secure more reliable operation are expected in December 2022. Decisions on the next stages of service development are expected to be considered by the Committee in September. A key objective for West Yorkshire is to secure through services from Bradford and Halifax to Manchester Piccadilly and Manchester Airport.

- **East Coast Main Line Services and Infrastructure** covering proposals to secure a pipeline of upgrades to the East Coast Main Line (ECML) north of York to accommodate an increase in Anglo-Scottish services to and from London alongside local and regional services, including regular cross Pennine services and cross-country links to Teesside and the North East.
- 2.8 It has also been confirmed that the next iteration of the Long Term Rail Strategy will be incorporated as part of the refresh of the Strategic Transport Plan.
- 2.9 The Committee has continued to receive updates from the rail operators and Rail North Partnership about the impact of reduced staff availability for a range of reasons. This has led to reduced timetables on Northern and declining reliability at TransPennine Express. More information on the implications of reduced staff availability and industrial action on the railway is provided in the Passenger Experience Update Report at **Item 10**.
- 2.10 A link to papers and webcasts of the Rail North Committee is provided in **Background Documents**.

Recent Transport for the North publications

- 2.11 TfN has published a series of policy statements and reports in recent months following engagement with partners, including:
- **Policy Position Statement: Rural Mobility** recognising there are different types of rural areas across the North and identifying the need for a place-based and targeted approach for individual rural communities.
 - **Policy Position Statement: Active Travel** highlighting the importance of enabling travel by foot and bicycle. It also identifies TfN's role in active travel and links to workstreams.
 - **Policy Position Statement: Multimodal Hubs** identifying the need to join-up transport options across different modes and the potential role of TfN in achieving better integration between Strategic Road Network (SRN), Major Road Network (MRN) and local public transport networks.
 - **The role of Spatial Planning in the development and delivery of the Strategic Transport Plan**, which support partners in development of local plans and strategies, as well as informing the development planning process to consider TfN's pan-Northern ambitions and facilitate cross-boundary collaboration.
- 2.12 These statements and reports support ongoing work to update the Strategic Plan, and are published following engagement with partners. They are available via the link provided in **Background Documents**.

Active Travel Updates

Active Travel Fund 3

- 2.13 The West Yorkshire Combined Authority and our partner councils are working to deliver a wide-ranging programme of proposals to create more space for cycling and walking, funded through the Department for Transport's Active Travel Funding. Following successful bids to tranche 1 and 2, the West Yorkshire Combined Authority has been awarded £6.9m from the Department for Transport's Active Travel Fund 3. In partnership with local authorities, the Combined Authority will deliver a programme of new cycling and walking measures over the coming year, including:
- Bradford (Darley Street) - An improved walking and cycling environment to enable more and safer walking and cycling
 - Leeds (A660 Otley Road) - The project will replace temporary measures to create a safer, more attractive cycle route, reduce the number of HGVs, enhance local heritage and improve bus reliability
 - Bradford & Calderdale - Working with Active Travel England and local stakeholders to identify locations for the next round of Active Travel Neighbourhoods
 - West Yorkshire - Funding for a development of a further 24 School Streets across the region.

Mini-Hollands

- 2.14 As part of the government's publication 'Gear Change, A bold vision for cycling and walking' in July 2020, three outer London boroughs with low levels of cycling were chosen through competition as "Mini-Hollands". With intensive, transformational spending on their roads and streetscapes the aim is to make them, over time, as cycle and pedestrian-friendly as their Dutch equivalents. Segregated lanes were installed on main roads, low-traffic neighbourhoods installed, and pedestrians were given thousands of metres of extra space. In the first of the areas treated, cycling increased by 18 per cent and walking by 13 per cent in a single year.
- 2.15 In July 2021, the Department for Transport invited bids from non-London local authority areas to benefit from intensive investment in mini-Holland schemes on the same model with funding to be awarded for up to 12 areas. The focus will be on replacing short car trips, in places where cycling is currently low and where there is serious political commitment to dramatic change – not just for cyclists, but for everyone who lives and works there.
- 2.16 Three West Yorkshire councils (Bradford, Calderdale, and Leeds) submitted Expressions of Interest for mini-Holland Feasibility Study funding, with Calderdale progressing to the next stage of the DfT bidding process. The Department for Transport has awarded £79k to the Combined Authority to undertake a feasibility study in support of the bidding process. The scope of

this study is currently being progressed in partnership with Calderdale Council and Active Travel England.

Rail updates

West Yorkshire Rail Strategy

- 2.17 The technical work supporting the Rail Strategy is now largely complete. During May and June consultation on the emerging Strategy has been undertaken with officers from partner authorities, Leaders and Members, as well as industry colleagues. The feedback is being collated and a first draft will be shared with Transport Committee at a Rail Strategy workshop in July.
- 2.18 Following the engagement with Transport Committee members, it is intended to undertake a wider consultation with the public including user groups in August and September. The objective is to agree and publish the strategy in autumn.

Williams-Shapps Plan for Rail: A Consultation on Legislation to Implement Rail Transformation

- 2.19 Government published a consultation on 9 June 2022 setting out the legislative proposals to establish Great British Railways. A link is provided in **Background Documents**.
- 2.20 A West Yorkshire response to the consultation will be prepared and agreed prior to the consultation deadline of 4 August 2022.

Whole Industry Strategic Plan: Call for evidence response report

- 2.21 The Great British Railways Transition Team (GBRTT) published a response report summarising the evidence submitted as part of the consultation it undertook earlier in the year on the Whole Industry Strategic Plan (WISP). It received over 300 responses.
- 2.22 Demonstrating a strong consensus with many of the points submitted in the West Yorkshire submission, the GBRTT has identified the following themes from the consultation:
- the key role rail should play in decarbonising the wider transport network;
 - the need to improve accessibility and the service the railway offers customers;
 - the importance of rail's role in levelling up;
 - the need for much greater efficiency;
 - better integration of rail with other forms of transport; and
 - the need to recognise that rail isn't always the answer.

- 2.23 GBRTT has committed to continuing engagement and is planning to have the first draft of the Whole Industry Strategic Plan ready for the end of 2022. Links to the West Yorkshire submission and the GBRTT summary response report are provided in **Background Documents**.

West Yorkshire Consultation Responses

Transport labour market and skills: DfT call for views and ideas

- 2.24 On the 7 February 2022, the Department for Transport (DfT) published 'Transport labour market and skills: call for views and ideas'; a link is provided in **Background Documents**.

- 2.25 This consultation considers the barriers and opportunities to developing skills and careers across the transport sector. It sets out 5 pillars that form the basis for the work the DfT wants to carry out in collaboration with external partners, including the transport industry, academia and the third sector. These pillars are:

- boosting diversity, inclusion and social mobility
- improving training and employment
- promoting careers in transport
- preparing for future skills
- building evidence and evaluating progress

- 2.26 The West Yorkshire Combined Authority response highlights that the West Yorkshire Labour Market Report 2021 found that around two-thirds of employers in West Yorkshire have upskilling needs, driven by new working practices, new technology / equipment and regulatory requirements. A link to this report can be found in the **Background Documents**. Employers are most likely to say that managers need upskilling, with digital skills gaps are a key issue for businesses in West Yorkshire, alongside the skills to support the delivering of decarbonised transport systems are increasingly important.

- 2.27 The consultation responses also highlight that while the Combined Authority and LEP already deliver a number of programmes which, whilst not specific to transport roles, seek to improve access and address skills shortage challenges. There is a need to ensure a range of different pathways into the transport sector, from apprenticeships to degrees, which provide the skills to meet the challenges of transport today and in the future. Also, additionally, more needs to be done to ensure attractive career opportunities are available within the transport sector.

3. Tackling the Climate Emergency Implications

- 3.1 It is essential that both public transport and walking and cycling networks continue to provide access to employment, training and leisure opportunities across West Yorkshire so that modal shift to public transport and active modes

can happen. Increasing the kilometres walked and cycled through creating more space for walking and cycling infrastructure is recognised as a key action in addressing the climate emergency and meeting the carbon reduction targets set within the West Yorkshire Climate and Environment Plan.

4. Inclusive Growth Implications

- 4.1 It is important that the transport network continues to provide access to employment and training opportunities across West Yorkshire. The Active Travel schemes identified are a crucial transport accessibility component.

5. Equality and Diversity Implications

- 5.1 Ensuring an effective, stable and affordable integrated public transport network is key for equality and diversity. It is important that the transport network addresses the accessibility needs of all communities across West Yorkshire. Equality and diversity will be addressed as part of individual projects and policies, including through specific assessments.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Committee notes the updates provided in this report.

11. Background Documents

Agendas, papers and webcasts of meetings of the Transport for the North Board and Rail North Committee are available via this link:

<https://transportfornorth.com/about-transport-for-the-north/meetings/> .

The recent policy statements and reports published by TfN are available via this link: <https://transportfornorth.com/reports/>

Williams-Shapps Plan for Rail: legislative changes to implement rail reform, CP 660, June 2022 is available on the DfT website here:

<https://www.gov.uk/government/consultations/williams-shapps-plan-for-rail-legislative-changes-to-implement-rail-reform>

West Yorkshire's submission to the *Whole Industry Strategic Plan Call for Evidence* is included at Appendix 4 to *Rail Strategy*, Item 9, Transport Committee, 4 March 2022. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MId=1129>

The Whole Industry Strategic Plan *Call for evidence response report* is available at the Great British Railways Transition Team website here:

<https://gbrtt.co.uk/wisp/>

Transport labour market and skills: call for views and ideas, February 2022, is available on the DfT website here:

<https://www.gov.uk/government/consultations/transport-labour-market-and-skills>

West Yorkshire Combined Authority Labour Market Report 2021 is available via this link: <https://www.westyorks-ca.gov.uk/media/5966/wyca-labour-market-report-2021-final.pdf>

12. Appendices

None

Report to: Transport Committee

Date: 01 July 2022

Subject: **Introduction to the Assurance Framework**

Director: Melanie Corcoran, Director of Delivery

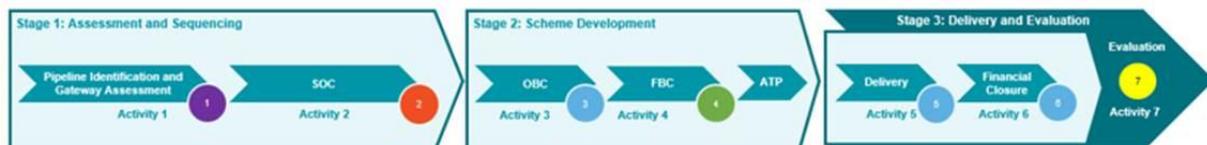
Author: Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

1.1 To present an introduction to the Assurance Framework.

2 Information

2.1 The Assurance Framework is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.



2.2 The Combined Authority's Assurance Framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.
- Indicative or full approval to the total value of the scheme funding requested.
- The Combined Authority's entry into a funding agreement with the scheme's promoter.
- The assurance pathway and approval route for future decision points.
- The scheme's approval tolerances.

2.3 For more detail on the Combined Authority's Assurance Framework please refer to Appendix 1 which will be presented at the Transport Committee meeting.

3 Tackling the Climate Emergency Implications

3.1 There are no direct implications from this paper. Climate Emergency implications are considered on all projects as part of their business case development and are included in Capital Spending and Project Approvals reports.

4 Inclusive Growth Implications

4.1 There are no direct implications from this paper. Inclusive Growth implications are considered on all projects as part of their business case development and are included in Capital Spending and Project Approvals reports.

5 Equality and Diversity Implications

5.1 There are no direct implications from this paper. Equality and Diversity implications are considered on all projects as part of their business case development and are included in Capital Spending and Project Approvals reports.

5.2 Equality Impact Assessments (EQIA) must be undertaken on all projects as part of their business case development.

6 Financial Implications

6.1 There are no financial implications directly arising from this report.

7 Legal implications

7.1 There are no legal implications directly arising from this report.

8 Staffing implications

8.1 There are no staffing implications directly arising from this report.

9 External consultees

9.1 No external consultations have been undertaken on this report but consultation has been undertaken with partners on the development and annual review of the Assurance Framework.

10 Recommendations

10.1 That the Transport Committee notes the Introduction to the Assurance Framework presentation.

11 Background Documents

11.1 The Assurance Framework: [Assurance Framework.pdf \(modern.gov.co.uk\)](#)

12 Appendices

12.1 Appendix 1 – Introduction to the Assurance Framework

Assurance Framework

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**Craig Taylor, Head of Portfolio Management &
Appraisal (PMA)**

Ian Pegg, Portfolio Lead (Assurance)

01 July 2022

Assurance Framework – Why and What For?

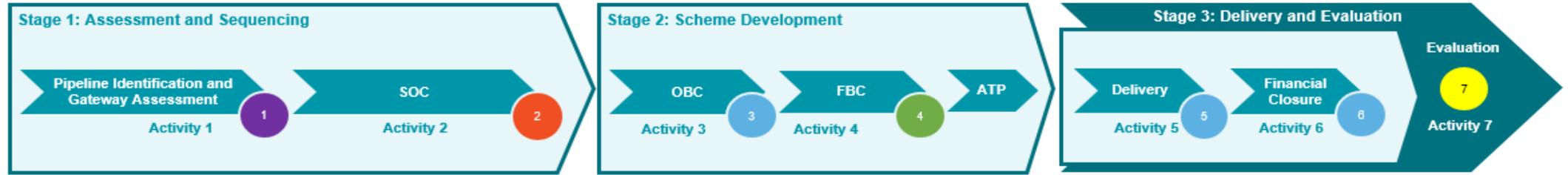
- Was developed in 2015 as a requirement of the Growth Deal funding from Government and also required to release the Gainshare funding
- We apply it to all projects where funding flows through the Combined Authority
- It provides the Government, Combined Authority and local partners with assurance that:
 - The necessary systems and processes are in place to manage funding effectively
 - Decisions over how funding is spent are proper, transparent, deliver value for money and deliver our Strategic Economic Framework (SEF) and the West Yorkshire Investment Strategy (WYIS) ambitions
- For 2021 it had an in-depth review – 6 years old
- For 2022 it had a minor review to bring in line with government guidance
- Was approved and implemented on 28 February 2022
- Our AF is recognised by government as being an exemplar

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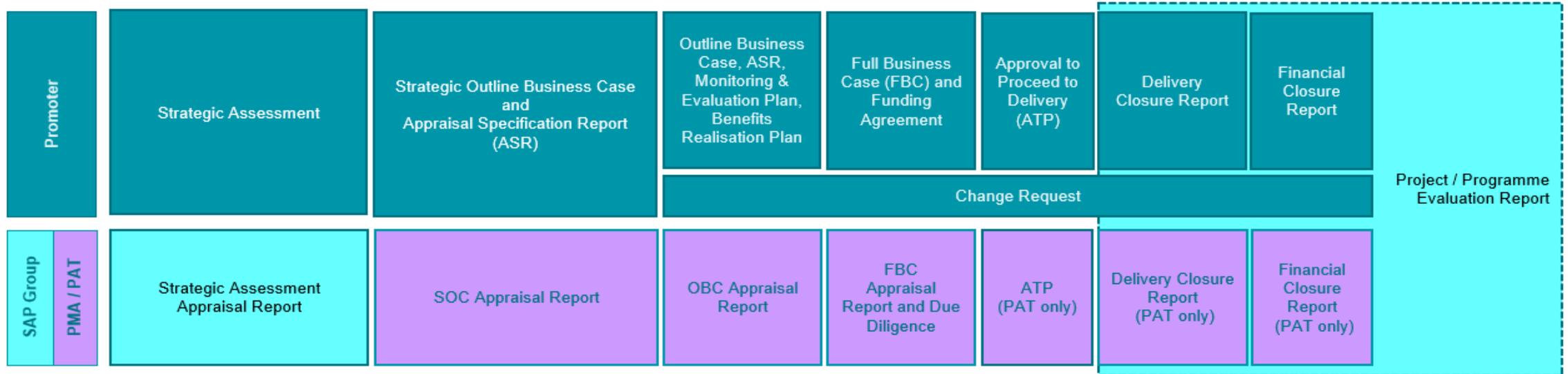
Assurance Framework Contents

- Introduction
- About West Yorkshire
- Governance
- Decision-making
- Transparency and Accountability
- Local Engagement and Partnership Working
- **Assurance Around Programme and Project Delivery (Assurance Process)**
- Monitoring and Evaluation
- Appendices (Mayoral Functions, Accountable Body Arrangements, Section 73 Chief Finance Officer – responsibility arrangements, Governance arrangements, Economic Services - approval arrangements, Assurance process principles for ESIF Sustainable Urban Development (SUD) purposes, Adult Education Budget)
- Glossary

The Assurance Process



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KEY: ● Key Decision Point (CA Approval Required) ● Key Decision Point (Committee Approval may be required) ● Decision Point (Committee Approval may be required) ● Decision Point ● Reporting Point

The Assurance Process – Key Points

- The process is flexible
 - Bespoke approval pathway, i.e. not all projects have to go through all of the activities / decision points
 - Bespoke approval route, i.e. not all decisions are made by the Combined Authority committee they can be delegated to a thematic committee or the Managing Director
- Approval is required at Combined Authority (CA) for all programmes and projects at least once in their lifetime and this is usually at decision point 2 (Strategic Outline Case). The Assurance Pathway and Approval Route is also set at this point.

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The Assurance Process - Appraisal

- All projects are appraised by the PMA team using the HM Treasury's Five Case Model and follows the HM Treasury's Better Business Cases Guidance. The Five Case Model is:
 - Strategic Dimension: Case for change
 - Economic Dimension: Value for Money
 - Commercial Dimension: Procurement
 - Financial Dimension: Affordability
 - Management Dimension: Deliverability
- PMA produce an appraisal report for the Programme Appraisal Team (PAT):
 - Promoter and appraiser attend PAT meeting
 - PAT ask questions / clarify any matters
 - PAT recommend to the decision maker – Request for Decision (MD) or Committee Report
 - PAT can set conditions

The Assurance Process - Decisions

- The HM Treasury's Five Case Model is set out in the Green Book. Previously this had a big focus on value for money, which was measured using a Benefit to Cost Ratio (BCR)
- The Green Book has recently been revised and has clarified that overall Value for Money judgement should not depend solely on the BCR but be informed by a balanced consideration of all relevant evidence, that is, appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these – in particular a stronger emphasis can now be placed on the strategic case
- This might for example include, but not limited to, a greater focus on regional impacts to help deliver Levelling Up, ensuring transformational projects are given due consideration, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use, supporting / accelerating housing development and allowing a greater emphasis on inclusive growth

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The Assurance Process – Stage 1 and 2

- Activity 1 - Programmes / schemes will be developed through an ongoing dialogue with the region's public organisations, businesses and third sector, in line with the West Yorkshire Investment Strategy (WYIS). Schemes will be assessed through a Strategic Assessment (SA), that will concentrate on strategic fit, affordability and delivery
- Activity 2 - If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC
- Activity 3 - If approved the scheme will progress to outline business case (OBC) unless the approval pathway set does not require this. The OBC revisits the options identified within the SOC to identify the option which optimises public value, confirms the affordability of the scheme puts in place the arrangements to ensure successful delivery. The OBC must include a draft Monitoring and Evaluation Plan

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The Assurance Process – Stage 1 and 2

- Activity 4 – If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme
- The FBC approval will usually be granted with conditions set that must be met before delivery can commence and funding released. When the conditions have been met Approval to Proceed into Delivery will be granted. If the conditions are not met, the project will be required to re-submit the FBC
- A Single Stage Business Case, called Business Justification, has been introduced for transport and non-transport projects that are either below £2,000,000, low complexity, low risk and / or not novel or contentious. Although this is a single stage approval (replacing decision point 2 (SOC), decision point 3 (OBC) and decision point 4 (FBC)), the remainder of the assurance process must still be followed

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The Assurance Process – Stage 3

- Activity 5 – Upon scheme completion, a Delivery Closure Report is required that details how the scheme has performed. This includes whether delivery has remained within the timeframes specified within the business case, has achieved the objectives of the scheme and associated outputs, documents what has been delivered and highlights the overall costs
- Activity 6 - Following the period when defects are made good and final accounts are agreed the scheme will be required to submit a Financial Closure Report (Activity 6). The Financial Closure Report confirms the final costs for the scheme, ensuring all payments have been completed
- The purpose of the Delivery and Financial Closure Reports is to assess the success of the scheme, identify best practice for future schemes, resolve all open issues and to capture feedback and lessons learnt to inform the development and delivery of future schemes.
- Activity 7 - This is a reporting point not a decision point and takes place after approval of Activity 6. It includes an evaluation of the benefits, outcomes and economic impact compared to the overall programme objectives set out in the SOC. Insights and learning from the evaluation will also be fed back in order to inform the design and development of future programmes and schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan

The Assurance Process – All Stages

- Change - during any activity, if a scheme requires:

- additional funding
- an increase in timescale
- changes in scope

A change request is required to be submitted for the scheme to be re-appraised to ensure value for money is still being achieved

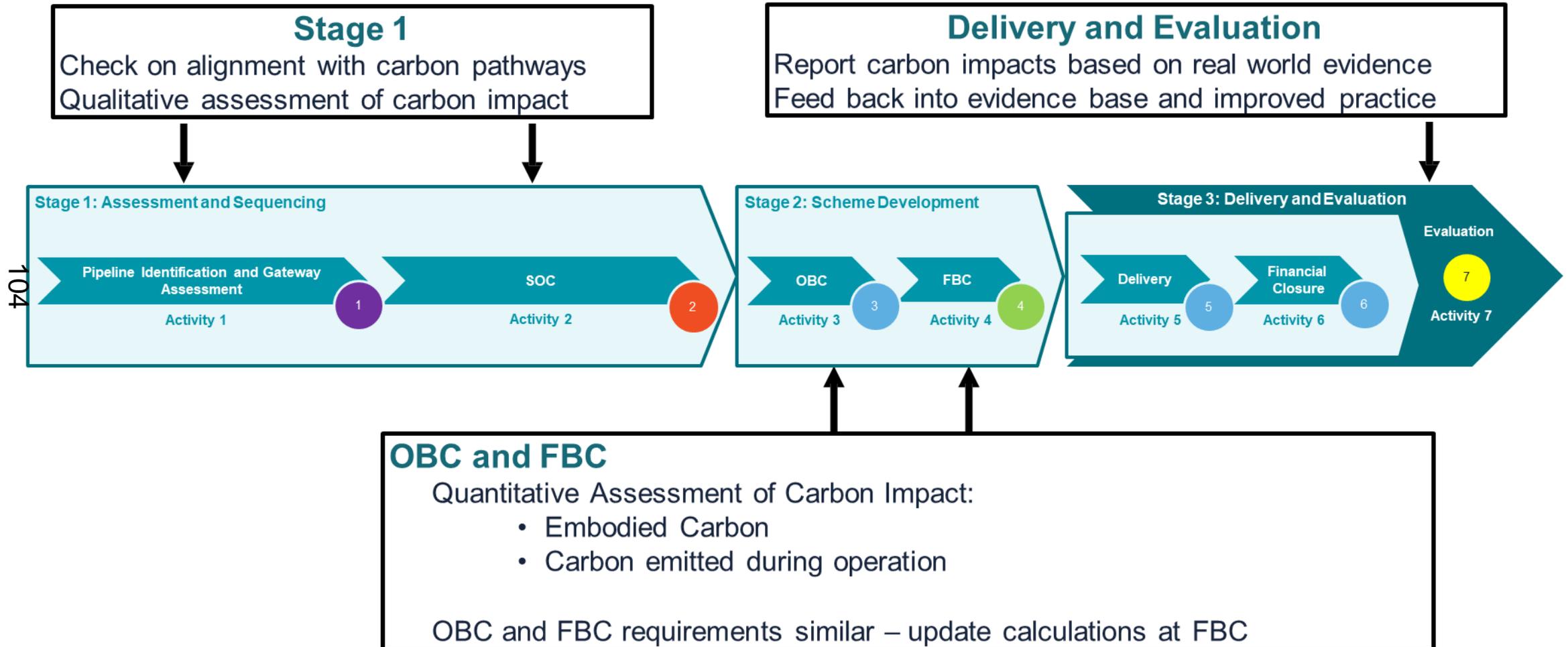
- PAT will appraise and recommend to the decision-maker (which will be dependent upon the tolerances set)

- Tolerances

- Are not contingencies
- Are set for costs, timescales and benefits
- If any of the above change, further approvals are required. If within the tolerances set out, MD approval is required, if above committee approval is required

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report
Delivery (DP5) timescales remain within 3 months of those outlined in this report
Outputs remain within -10% of those outlined in this report

Carbon Impact Assessment



Committee Reports – Content

- Purpose of the report, Impact of COVID-19, Tackling the Climate Emergency Implications (general), Explanation of the Assurance Framework, Value for Money - Benefit Cost Ratios
 - Scheme Summaries – scheme description, impact, decision sought
 - 105 • Decisions made through the delegation to the Managing Director or DoD
 - **Project Details**
 - Implications - Tackling the Climate Emergency, Inclusive Growth, Equality and Diversity, Financial, Legal, Staffing
 - External consultees
 - Recommendations (Summary)
 - Background Documents
 - Appendices
- Background
 - Tackling the Climate Emergency Implications
 - Outputs, Benefits and Inclusive Growth Implications
 - Equality and Diversity Implications
 - Risks
 - Costs
 - Assurance Pathway and Approval Route
 - Other Key Timescales
 - Assurance Tolerances
 - Appraisal Summary
 - Recommendations

Further Information

The Assurance Framework
[Assurance Framework.pdf](#)
[\(moderngov.co.uk\)](#)

PMA contact details
PMA@westyorks-ca.gov.uk

Any Questions



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Report to: Transport Committee

Date: 01 July 2022

Subject: **Capital Spending and Project Approvals**

Director: Melanie Corcoran, Director of Delivery

Author: Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 1.3 The recommendations can be found in Section 13 of this report.

2 Impact of COVID-19

- 2.1 With the impact of COVID-19 on the region and its economy, it is more important than ever to assess the changes to the landscapes of our towns and cities and the impact on current and future planned schemes, particularly, but not exclusively, those relating to transport.
- 2.2 Although it is generally expected that in the medium and long-term behaviours will return to the pre COVID-19 position, the impact of COVID-19 in relation to travel behaviour into and around towns and cities will be assessed as part of scheme appraisal and any assumptions made to address issues identified prior to the pandemic will be re-tested.

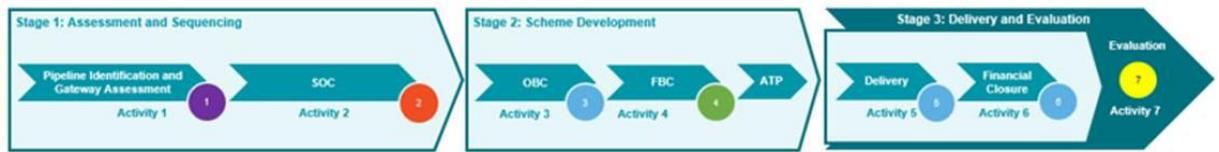
3 Tackling the Climate Emergency Implications

- 3.1 The Combined Authority has taken action to ensure all decisions we make include Climate Emergency considerations. The Combined Authority:
 - Has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.

- Requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.
- 3.2 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology and tool for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.
- 3.3 Work to complete the toolkit methodology is now complete and the toolkit and its guidance are being implemented into the Assurance Framework. The draft assessments of a selection of existing capital schemes progressing through the assurance process are being discussed with relevant scheme sponsors ahead of the publication of this part of the project by July 2022. This phased approach to the publication of the key components of the Carbon Impact Assessment project recognises the delays due to difficulties encountered carrying out carbon impact assessments on an initial subset of schemes. This has allowed the consultants to take these challenges into account in making improvements to the methodology. The work also involves the development of training and support material to ensure carbon assessment is properly embedded in the assurance process.
- 3.4 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

4 Report

- 4.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. These schemes have a funding value of £113,158,295 when fully approved, of which £81,069,466 will be funded by the Combined Authority. A total expenditure recommendation to the value of £57,714,453 is sought as part of this report for the development and delivery of these schemes. Further details on the schemes summarised below can be found as part of this report.
- 4.2 The assurance process is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.
- 4.3 For more detail on the Combined Authority's Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.



Stage 1: Assessment and Sequencing

- 4.4 Programmes / schemes will start to be developed through an ongoing dialogue with the Region's businesses, third sector and public organisations, in line with the West Yorkshire Investment Strategy (WYIS). Schemes will access funding through either a commissioning process or through open calls. Programmes / schemes will be assessed through a Strategic Assessment (an early-stage gateway check and challenge review) to determine if they are eligible to proceed (Decision Point 1).
- 4.5 If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit in terms of project outcomes and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC. Consultation at this stage will be limited, but will be a key to the next activity, outline business case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC. Schemes will also be required to submit an Appraisal Specification Report (ASR). It is at the end of this stage where the Combined Authority approve the indicative funding, approval pathway and route and tolerance levels (Decision Point 2).

Stage 2: Scheme Development

- 4.6 If approved the scheme will progress to outline business case (OBC) unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The economic case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (Decision Point 3) as set out in the approval pathway and route approved at Decision Point 2.
- 4.7 If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme. A Monitoring and Evaluation Plan and a Benefit Realisation Plan are mandatory products at this stage. The FBC should also be prepared in accordance with the five-case model and any conditions set at OBC should be resolved. The economic case must be developed in consistency with the agreed ASR. The scheme will be

presented for approval by the decision-maker (decision point 4) as set out in the approval pathway and route approved at decision point 2.

- 4.8 The FBC approval will be granted with a condition that the scheme remains within set conditions. Where this condition has been met Approval to Proceed into Delivery (Activity 5) will be granted by the Managing Director (or by an officer under sub-delegated authority from the Managing Director). If the condition(s) is not met, the project will be required to re-submit the FBC.
- 4.9 A Single Stage Business Case, called Business Justification, has now been introduced for transport and non-transport projects that are either below £2,000,000, low complexity, low risk and / or not novel or contentious. Although this is a single stage approval (replacing decision point 2 (SOC), decision point 3 (OBC) and decision point 4 (FBC)), the remainder of the assurance process must still be followed.

Stage 3: Delivery and Evaluation

- 4.10 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 4.11 Upon scheme completion, a Delivery Closure Report is required that details how the scheme has performed. This includes whether delivery has remained within the timeframes specified within the business case, has achieved the objectives of the scheme and associated outputs, documents what has been delivered and highlights the overall costs. The Delivery Closure Report will be presented for approval by the decision-maker (Decision Point 5) as set out in the approval pathway and route approved at Decision Point 2.
- 4.12 Following completion of Activity 6, the scheme will be required to submit a Financial Closure Report (Activity 6). The Financial Closure Report confirms the final costs for the scheme, ensuring all payments have been completed. The Financial Closure Report will be presented for approval by the decision-maker (Decision Point 6) as set out in the approval pathway and route approved at Decision Point 2.
- 4.13 The purpose of the Delivery and Financial Closure Reports is to assess the success of the scheme, identify best practice for future schemes, resolve all open issues and to capture feedback and lessons learnt to inform the development and delivery of future schemes.
- 4.14 Activity 7 (Evaluation) will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point as opposed to the previous decision points in the process and will be undertaken when the scheme is completed for an evaluation of the benefits, outcomes and economic impact compared to the overall objectives set out in the SOC. Insights and learning intelligence from evaluation will also be fed back into policy and strategy in order to inform the design and development of future schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

Value for Money - Benefit Cost Ratios

- 4.15 The Benefit to Cost Ratio (BCR) for some of the schemes in this report potentially represent low value for money, when assessed using the Department for Transport's Transport Appraisal Guidance TAG on the appraisal of transport schemes.
- 4.16 This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus, cycling, and walking and as a consequence the monetised benefits arising from improvements to bus, cycling and walking journeys may be outweighed by the monetised dis-benefits to car users.
- 4.17 However, a key strategic objective of investment is to encourage modal switch to more sustainable modes and therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making. This is in line with HM Treasury guidance where appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.18 Her Majesty's Treasury (HMT) have now completed the review of the Green Book. The Green Book is guidance issued by HM Treasury on how to appraise policies, programmes, and projects. This review has endorsed the Combined Authority's approach by clarifying that overall Value for Money judgement should not depend solely on the BCR but be informed by a balanced consideration of all relevant evidence, that is, appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.19 In particular, HMT have clarified further that in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of a project. This might for example include, but not limited to, a greater focus on regional impacts to help deliver Levelling Up, ensuring transformational projects are given due consideration, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use, supporting / accelerating housing development and allowing a greater emphasis on the requirement to carry out equalities analysis as required by the Public Sector Equalities Duty. The specific approach will be determined on a programme-by-programme basis as funding and investment streams come forward.

Scheme Summaries

<p>Scheme</p> <p>Corridor Improvement Programme – A638 Wakefield Doncaster Road</p> <p>Location</p> <p>Wakefield</p>	<p><u>Scheme description</u></p> <p>This scheme will make a series of improvements to a stretch of the A638 between the junction with the A655 Black Road at Heath Common and the A61 Barnsley Road at Chantry Bridge. The aim of the scheme is to provide improved bus lanes and bus stops in addition to new facilities for walking and cycling. These are targeted at south-eastern suburbs of Wakefield which lack reliable and consistent public transport options to travel to places of work and education.</p> <p>This is part of the wider Corridor Improvement Programme (CIP) and is funded from the West Yorkshire plus Transport Fund (WYTF).</p> <p><u>Impact</u></p> <p>Supplying infrastructure to facilitate the switch to active travel will assist in meeting both Wakefield’s and the City Region’s carbon reduction targets.</p> <p>This scheme will remove barriers to accessing work and education opportunities by improving the consistency of bus journey times to provide a more attractive service and ensuring that public transport offers a viable alternative to car use, in addition to enabling safer facilities for cycling and walking.</p> <p>The scheme presents a Benefit Cost Ratio (BCR) of 9.7:1, indicating a Very High Value for Money (VfM) category.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (OBC) and work commences on activity 4 (FBC).</p> <p>Total value of the scheme - £6,794,000</p> <p>Total value of Combined Authority funding - £6,300,000</p> <p>Funding recommendation sought - £1,090,000</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Scheme</p> <p>Leeds City Centre Cycle Connectivity</p> <p>Location</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Leeds City Centre Cycle Connectivity scheme is a package of four cycle infrastructure projects that will deliver improved active travel connectivity in the city centre. The scheme is being delivered in two phases as follows:</p> <p>Phase One</p> <ul style="list-style-type: none"> • Western Gateway – Kirkstall Road to Wellington Street (A65) • Dewsbury Rd Connector – Dewsbury Road and Parkfield Street • Crown Point Bridge Gateway – Black Bull Street and Crown Point Road <p>Phase one also includes the route along the Ingram Distributor which already been constructed and forms part of the Holbeck Gateway scheme.</p> <p>Phase Two</p> <ul style="list-style-type: none"> • Southern Gateway – Neville Street and Sovereign Street <p>This approval relates to phase one of the scheme, delivering three of the four projects.</p> <p>The scheme will fill gaps in provision in the existing and planned cycle network. The four projects will provide a total of 2.71km of two-way segregated cycle route.</p> <p>The scheme will be funded by the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme’s wider social impacts include promoting the use of healthy, low-cost active travel and reducing harmful emissions from traffic by replacing motorised transport-based trips with cycling.</p> <p>The overall scheme presents an overall Benefit Cost Ratio of 3.19:1 which represents high value for money.</p> <p><u>Decision sought</u></p> <p>Approval for Phase 1 to proceed through decision point 4 (FBC) and work commences on activity 5 (Delivery).</p> <p>Total value of the scheme - £7,262,173</p> <p>Total value of Combined Authority funding - £7,262,173</p> <p>Funding recommendation sought - £3,769,199</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Scheme</p> <p>TCF Leeds Station Sustainable Travel Gateway</p> <p>Location</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Leeds Station Sustainable Travel Gateway (LSSTG) scheme seeks to provide a safe environment for pedestrians, cyclists and vehicle users, to enable growth in passenger numbers and to create a sustainable transport interchange. The scheme is the first phase of the Leeds Integrated Station Masterplan (LISM).</p> <p>The scheme will deliver the re-design and re-build of the station's external concourse, installation of two new 21-person lifts, the creation of a pedestrian priority space on New Station Street, delivery of two-way segregated cycle lanes along Bishopgate, Neville Street and Dark Neville Street, and a 560-space cycle hub.</p> <p>The scheme is funded by the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme will enable passenger growth and encourage rail travel to key education, employment and housing sites across the Leeds City Region by improving pedestrian and cycling facilities at the station, whilst also retaining opportunity for taxi and bus transition to rail services.</p> <p>The scheme has a benefit cost ratio of 1.29:1, representing 'Low' value for money. However, the scheme will deliver strategic priorities and benefits arising from public realm improvements including journey quality and ambience. The scheme will support better air quality, improved safety through removal of congestion between pedestrians, cyclists and vehicles, and will also reduce noise levels within the vicinity of the station.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (FBC) and work commences on activity 5 (delivery), subject to the conditions set by PAT.</p> <p>Total value of the scheme - £36,009,872</p> <p>Total value of Combined Authority funding - £36,009,872</p> <p>Funding recommendation sought - £25,673,833</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Scheme</p> <p>Zero Emissions Bus Regional Area (Phase 1)</p> <p>Location</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The Zero Emission Bus Regional Area (ZEBRA) (Phase 1) project will introduce 111 new electric, zero emission buses and supporting charging infrastructure into the West Yorkshire bus fleet. These new buses will be 'best of fleet' and will be introduced along pre-agreed routes in Leeds, Wakefield and Bradford to communities with some of the highest levels of air pollution in the City Region.</p> <p>This project is the first of three phases within the Zero Emission Bus (ZEB) programme.</p> <p>This project is funded from the Zero Emission Bus Regional Area (ZEBRA) Fund.</p> <p><u>Impact</u></p> <p>This Phase 1 project will increase the zero-emission proportion of the West Yorkshire bus fleet from 2% to 10% and remove 50 tonnes of Nitrogen Oxide (NOx) a year from busy urban routes. The buses will remove diesel polluting buses from urban communities with known air quality issues that affect health in areas of economic disadvantage, helping to 'level up' the residents through premium transport to access to opportunities for economic inclusion.</p> <p><u>Decision sought</u></p> <p>Approval for Phase 1 to proceed through decision point 4 and work commences on activity 5, Delivery.</p> <p>Total value of the scheme - £56,161,738</p> <p>Total value of Combined Authority funding - £24,565,171</p> <p>Funding recommendation sought - £24,565,171</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Scheme</p> <p>Active Travel Fund: Local Authority Capital Funding</p> <p>Location</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The Active Travel Fund: Local Authority Capital Funding programme was developed in partnership with partner councils and the fund will improve walking and cycling infrastructure to better support safe walking and cycling in line with district, regional and national strategies.</p> <p>The Active Travel Fund will fund a programme of permanent walking and cycling infrastructure delivery across West Yorkshire to enable more people to feel safe and comfortable to walk and cycle more of their journeys.</p> <p>The scheme will be funded by the Active Travel Capital Programme Tranche 3.</p> <p><u>Impact</u></p> <p>Enabling more people to walk and cycle to allow safer and more convenient journeys by bike and on foot, for local journeys, travel to school and for work.</p> <p>The programme will encourage increased levels of physical activity leading to improved health, particularly in urban communities in areas of higher deprivation, reduce air and noise pollution and reduce isolation.</p> <p><u>Decision sought</u></p> <p>Approval to the change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport.</p> <p>Total value of the scheme - £6,931,250</p> <p>Total value of Combined Authority funding - £6,931,250</p> <p>Funding recommendation sought - £2,616,250</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Decisions relevant to this thematic committee made through other delegations

- 4.20 Since the Transport Committee's last meeting on 27 May 2022, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process.

Decisions made through the delegation to the Managing Director

- 4.21 The following scheme has recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Managing Director.

Corridor Improvement Programme - Holmfirth Town Centre	Approval of the change request to the CIP: Holmfirth Town Centre scheme to: <ul style="list-style-type: none">• Extend the scope and alter the design.• Increase Combined Authority funding by £1,203,821 to £5,173,821.• Approve additional development costs of £329,108. Funding approved: £329,108 Total value of the scheme: £6,762,720 Total value of Combined Authority funding: £5,173,821
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Decisions made through the sub-delegation to the Director of Delivery

- 4.22 The following scheme has recently been assessed in line with the Combined Authority's assurance process and approved through the agreed sub-delegation to the Combined Authority's Director of Delivery.

Rail Park & Ride Programme - Guiseley	Approval to the change request to allow early draw down of additional development funding of £125,000 and an extension of the forecast date for delivery of the outline business case to 1 November 2022. Funding approved: £125,000 Total value of the scheme: £7,000,000 Total value of Combined Authority funding: £7,000,000
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5 Information

- 5.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:
- The progression of a scheme through a decision point to the next activity.
 - Indicative or full approval to the total value of the scheme funding requested.
 - The Combined Authority's entry into a funding agreement with the scheme's promoter.
 - The assurance pathway and approval route for future decision points.

- The scheme's approval tolerances.

5.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

5.3 There are no schemes to review at this stage.

Projects in Stage 2: Development

Project Title	Corridor Improvement Programme – Wakefield A638 Doncaster Road
Stage	2 (development)
Decision Point	3 (outline business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.4 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 5.5 This scheme focuses a stretch of the A638 between the junction with the A655 Black Road at Heath Common and the A61 Barnsley Road at Chantry Bridge. The aim of the scheme is to improve bus reliability and travel times through improved and new bus lanes and bus stops. In addition there will be new safer facilities for walking and cycling.
- 5.6 The areas that will benefit from this scheme are home to families and large numbers of children are among its residents. Children are more likely to experience the negative impacts of the high traffic levels on this stretch of road such as noise, air pollution and lack of transport options. The proportion of residents with no access to a private car is higher than the national average, reducing access to opportunities for work, education and leisure.
- 5.7 This stretch of the A638 has large amounts of traffic which causes delays to public transport and is also road safety risk. For those that wish to walk or cycle there is a lack of safe routes and crossing facilities.
- 5.8 This scheme will address this with a number of measures that will include:

- Improved bus stops on Doncaster Road to provide laybys and better access on foot from the surrounding residential areas.
- Widening of Black Road southbound to accommodate extension of the existing bus lane to the junction with the A638 at Heath Common.
- A new road level pedestrian crossing with traffic signals near the Wakefield Eastern Relief Road junction. This will provide new facilities for cyclists as well as walking access to bus stops.
- A new crossing with signals at Sugar Lane with shared use footway between Sugar Lane and Denmark Street for pedestrians and cyclists.
- Westbound lane allocation changes to Doncaster Road at the junction with Agbrigg Road to allow both lanes to travel straight ahead
- Improvements to the riverside cycle and footpath including new lighting, CCTV and widening to 3m between the Wakefield Eastern Relief Road and Chantry Bridge,
- New cycle routes with traffic signs on low-traffic residential roads that feed into and connect to the Riverside cycle route and Wakefield Local Cycling and Walking Infrastructure Plan (LCWIP) planned enhancements on A638 Doncaster Road north of Sugar Lane.

5.9 This scheme received indicative approval at decision point two (strategic outline case) to total scheme costs of £6,300,000, to be funded completely from the West Yorkshire plus Transport Fund (WY+TF).

5.10 The scheme aligns with the Combined Authority's Strategic Economic Framework priorities of:

- **Boosting productivity:** Helping businesses to grow and bringing new investment into the region to drive economic growth and create good jobs.
- **Enabling inclusive growth:** Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities and towns.
- **Tackling the climate emergency:** Growing our economy while cutting emissions and caring for our environment.
- **Delivering 21st century transport:** Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

5.11 It also addresses five of the West Yorkshire Mayoral Pledges:

- Prioritise skills and training to ensure everyone in West Yorkshire has the skills they need to secure work
- Put keeping women and girls' safety at the heart of the policing plan
- Bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses

- Build 5000 sustainable homes including council houses and affordable homes
- Tackle the climate emergency and protect our environment

5.12 A summary of the scheme's business case and location map is included in **Appendix 2**.

Tackling the Climate Emergency Implications

5.13 By increasing access to buses and improving bus journey times this scheme will make public transport more viable and attractive. This will help to promote a move away from private car use and contribute to a reduction in harmful emissions.

5.14 In addition, by making it safer and easier to walk and cycle residents will be able to move away from polluting vehicles to sustainable forms of travel. This will also contribute to a reduction in car use and pollution, and will assist in meeting both Wakefield's and the City Region's carbon reduction targets.

Outputs, Benefits and Inclusive Growth Implications

5.15 The scheme outputs and benefits include:

- Improved bus stops on Doncaster Road to provide laybys and footpaths from the surrounding residential areas.
- Widening of Black Road southbound to accommodate extension of the existing bus lane to junction with the A638 at Heath Common.
- A new road level pedestrian crossing with traffic signals near the Wakefield Eastern Relief Road junction. This will provide new facilities for cyclists as well as walking access to bus stops.
- A new crossing with signals at Sugar Lane with a pathway for cycles and pedestrians between Sugar Lane and Denmark Street for pedestrians and cyclists.
- Westbound lane allocation changes to Doncaster Road at the junction with Agbrigg Road to allow both lanes to travel straight ahead
- Improvements to the riverside cycle and footpath including new lighting, CCTV and widening to 3m between the Wakefield Eastern Relief Road and Chantry Bridge,
- New cycle routes with traffic signs on low-traffic residential roads that feed into and connect to the Riverside cycle route and Wakefield Local Cycling and Walking Infrastructure Plan (LCWIP) planned enhancements on A638 Doncaster Road north of Sugar Lane.

5.16 Inclusive Growth Implications

- The scheme serves the south-eastern suburbs of Wakefield, which have more than double the national average rate of unemployment and high levels of deprivation, despite the proportion of economically active residents being slightly in excess of the national average. This indicates

a significant proportion of local residents seeking but unable to find work or training opportunities. But, the area is in close proximity to significant employment opportunities in Wakefield City Centre, and rail connections to the rest of the Leeds City Region, indicating that local accessibility barriers are preventing residents from taking up opportunities.

- The scheme will seek to remove these barriers by improving the consistency of bus journey times to provide a more attractive service, which is expected to increase patronage.
- The scheme also provides new facilities for walking and cycling, removing barriers to healthy low cost active travel modes. Comparator schemes show significant increases in pedestrians and cyclists using similar facilities, which gives Wakefield Council confidence to expect increased cycle trips on the low traffic residential route of up to 65% and up to 45% on the riverside route.
- The improved walking and cycling routes will integrate with the wider improvements being delivered through the Transforming Cities Fund (TCF) to create a continuous, safe route between south-east Wakefield and the city centre.

Equality and Diversity Implications

- 5.17 The improved walking and cycling routes will integrate with the wider improvements being delivered through the Transforming Cities Fund (TCF) to create a continuous, safe route between south-east Wakefield and the city centre.
- 5.18 An Equality Impact Assessment (EqIA) screening assessment has been carried out. The results were positive or neutral and did not indicate that a full assessment was required.
- 5.19 The EqIA noted that the enhanced pedestrian crossing facilities would provide an improved and safer experience for those with mobility impairments and improved priority for public transport would benefit those who have no access to a car. It was felt that these features would be particularly valuable to younger and elderly people, who have less access to cars.
- 5.20 The EqIA also noted that new lighting along sections of the walking and cycling route will improve security, particularly for those protected characteristic groups who may feel vulnerable on unlit routes.

Risks

- 5.21 The scheme risks include:
- Local resident objections to Traffic Regulation Orders (TROs) if cycling route requires parking restrictions in residential areas. Mitigated by though engagement with the public and their elected representatives. Objections from statutory consultees on the riverside cycling route will be mitigated by early engagement and ensuring that all objections are investigated and addressed in the Traffic Regulation Order application's statement of reasons

- Failure to achieve planning consent for scheme elements outside existing highway boundary on common land and canal towpath, leading to significant redesign and/or mitigation costs. Mitigated by early engagement with the planning department during full business case development.
- Existing utilities such as gas mains and electricity cables may need to be moved, delaying works and causing disruption to residents. Mitigated by early identification and planning, with early enabling works considered.

Costs

- 5.22 Total scheme costs are £6,794,000. The Combined Authority's contribution is £6,300,000 from the West Yorkshire plus Transport Fund (WY+TF). Wakefield Council will fund the remaining £494,000.
- 5.23 Remaining scheme costs of £494,000 will be funded by Wakefield Council.
- 5.24 Approval of £1,090,000 is sought from the West Yorkshire plus Transport Fund (WY+TF) in development funding to progress the scheme to decision point 4 (full business case). £560,000 in development were approved at the Combined Authority meeting on 4 September 2022, bringing total development costs to £1,650,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	23/06/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/05/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	04/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/07/2024

Other Key Timescales

- 5.25 There are no other significant timescales

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +10% of those outlined in this report
Delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

- 5.26 The strategic case is strong in terms of policy fit and the case for change is well made. However, there remain uncertainties around how well the scheme will be able to address some of the strategic priorities such as increasing public transport patronage and improving air quality, as the level of evidence available at the current stage of scheme development is insufficient to draw firmer conclusions. These points will be clarified in the full business case (FBC) development.
- 5.27 There are also outstanding concerns around the proposed design of improvements at the Agbrigg Road junction, which may need additional mitigation measures to ensure road safety. This junction delivers a significant amount of the journey time savings achieved by the scheme, so has a profound impact on value for money calculations for the overall scheme. These issues will be resolved in the FBC development.
- 5.28 The scheme costs have increased by 8% since strategic outline case approval and the total scheme cost exceeds the Combined Authority funding, which is capped at £6,300,000. However, Wakefield Council has now provided assurance on affordability by identifying local funding contributions to bridge the gap between the Combined Authority funding and the overall scheme cost.
- 5.29 The headline benefit cost ratio (BCR) currently shows 9.7:1 which is categorised as Very High Value for Money in government guidance, but appraisal indicates that there may be potential for this figure to vary considerably over the range of tested scenarios. However, all the tested scenarios return a BCR of over 2:1 which gives assurance that the scheme will at least represent high value for money. Wakefield Council will engage with the CA's Appraisal Team at an early stage of the FBC development to agree the approach required to calculating Value for Money.
- 5.30 Overall, although there are some concerns which will need to be addressed in the full business case, Wakefield Council has provided sufficient assurance to recommend that the scheme proceeds through decision point 3 and work commences on activity 4.

Recommendations

- 5.31 The Transport Committee approves that:
- (i) The A638 Doncaster Road Wakefield scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case)

- (ii) An indicative approval to the Combined Authority's contribution of £6,300,000. The total scheme value is £6,794,000.
- (iii) Development costs of £1,090,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,650,000.
- (iv) The Combined Authority enters into an addendum to the existing Funding Agreement with Wakefield Council for expenditure of up to £1,650,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Leeds City Centre Cycle Connectivity
Stage	2 (development)
Decision Point	4 (full business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.32 This scheme will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 5.33 The Leeds City Centre Cycle Connectivity Scheme is a package of four cycle infrastructure schemes. Due to escalating cost pressures, the scheme has reduced in scope from six routes to four.
- 5.34 The scheme is being delivered in two phases:
- Phase One
 - Western Gateway – Kirkstall Road to Wellington Street (A65)
 - Dewsbury Rd Connector – Dewsbury Road and Parkfield Street
 - Crown Point Bridge Gateway – Black Bull Street and Crown Point Road
 - Phase one also includes the route along the Ingram Distributor which has already been constructed and forms part of the Holbeck Gateway scheme.
 - Phase Two
 - Southern Gateway – Neville Street and Sovereign Street

- 5.35 This approval relates to Phase one only. Phase two will come forward with a separate Approval to Proceed at a later date.
- 5.36 The overall scheme will deliver 2.71km of two-way segregated cycle routes within Leeds city centre, enhancing and complimenting other ongoing and planned work, including the CityConnect programme, Leeds Public Transport Investment Programme (LPTIP) schemes and West Yorkshire-Plus Transport Fund (WYTF) projects, to build a comprehensive cycling and walking infrastructure network.
- 5.37 The scheme will create high quality, coherent cycle links to growth areas across Leeds city centre, with links to planned housing and employment locations. It will improve access to employment, skills and education, especially in areas of economic and social deprivation.
- 5.38 The scheme aims to encourage people to cycle instead of using cars to reduce net carbon emissions from transport in Leeds, increasing the use of cycling as a proportion of all travel by at least one per cent in the city centre. The scheme also aims to increase the number of trips made by bike on these routes by 70 per cent by 2030.
- 5.39 The outputs of the Urban Dynamic Model (UDM) indicate that the scheme will support business growth, evidenced by estimated additional jobs, residents in employment and increased Gross Value Added (GVA) as a result of increasing connectivity to and within Leeds City Centre.
- 5.40 The scheme supports the Strategic Economic Framework (SEF) priorities of:
- Boosting Productivity
 - Enabling Inclusive Growth
 - Tackling the Climate Emergency
 - Delivering 21st Century Transport
 - Securing Money and Powers
- 5.41 It also aligns with the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment by reducing carbon emissions.
- 5.42 A summary of the scheme's business case and location map is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 5.43 The scheme aims to reduce the levels of greenhouse gas emissions by encouraging the change from car to cycle use. The results of modelling forecast a potential reduction of 41 tonnes of Carbon Dioxide (CO₂) per annum as a result of removing 351 vehicle trips per day from the Leeds road network.

Outputs, Benefits and Inclusive Growth Implications

- 5.44 The scheme outputs and benefits include:

- 2.71km of segregated two-way cycle track on four routes
- Improved cycle journey quality
- Increased economic activity with Leeds city centre
- Improved access to employment and education opportunities
- Improved health through better air quality and increased active travel
- Reducing carbon dioxide emissions by 41 tonnes per annum
- Reduced noise
- Improved cycle safety
- Reduced road traffic collisions
- Increased use of the cycle network
- Normalisation of cycling in Leeds
- Access and connectivity improvements to employment and training opportunities for those without access to a car
- Improved access and connectivity by low cost, healthy active travel to/from Leeds city centre from existing and new housing and employment sites

5.45 The scheme aims to improve access to employment, skills and education, within areas that are economically and socially disadvantage. All routes serve less affluent communities within the city, and at least two of the routes improve access to the city centre from areas with the most challenges.

5.46 Further work will be undertaken to establish baseline statistics for the key outputs of the scheme which will form part of the monitoring and evaluation plan.

5.47 The scheme returns an overall Benefit Cost Ratio of 3.19:1 which represents high value for money.

Equality and Diversity Implications

5.48 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme.

5.49 The results of the EqIA were generally positive for residents in the region as the scheme offers improved connectivity for existing and future cyclists and should provide improved air quality and environmental benefits such as reduced noise from traffic.

5.50 Some potentially negative impacts were noted for visually or hearing-impaired groups due to changes in the street environment and loss of accessible parking, but these are mitigated by engagement with stakeholders at an early stage and incorporation of inclusive elements in the design to improve accessibility for vulnerable users.

Risks

5.51 The scheme risks include:

- Delay to delivery arising from other city centre programmes. This will be mitigated by ongoing engagement with relevant stakeholders, City Resilience Group and other scheme promoters.
- Public/stakeholder opposition to scheme proposals due to reallocation of road space from general traffic to cycling. This will be mitigated by consultations that have established public support for schemes and minor changes have been made to address concerns.
- Scheme benefits are not communicated to or understood by the public. This will be mitigated by public consultation demonstrating support for the scheme, robust scheme evidence and rationale, a public engagement plan and an effective communication strategy.
- The scheme not being deliverable within the required timescale. This will be mitigated by robust feasibility work, early and ongoing engagement with relevant stakeholders, early delivery of some scheme elements, early identification of constraints and sub-phasing of scheme elements within the programme.
- Engineering costs being higher than expected due to high demand for highways engineering services in the region. This will be mitigated through early engagement with contractors to understand prices.

Costs

5.52 The total scheme cost for both phases is £7,057,000. Including the Combined Authority programme overhead costs of £205,173 as set out in the TCF Programme Review, approved in February 2022 the total cost is £7,262,173.

5.53 The Combined Authority contribution to the total scheme cost is £7,262,173 from the Transforming Cities Fund.

5.54 Escalating costs have meant that since the previous approval the scheme has now been reduced in scale from six routes to four routes to fit within the funding available. The promoter will seek alternative funding streams such as section 106 developer contributions to fund the other two routes.

5.55 The total scheme approval to date is £1,235,000 to deliver Holbeck Gateway and to fund scheme development costs.

5.56 The cost of delivery for phase 1 is £3,627,819 plus an apportionment of Combined Authority overhead costs of £141,380. Funding approval is therefore sought for £3,769,199, taking the total scheme approval to £5,004,199.

5.57 The anticipated cost of delivery for phase 2 is £2,194,181 plus Combined Authority programme management overheads of £63,793.

5.58 The Combined Authority will now need to enter into a variation to the existing Funding Agreement with Leeds City Council for expenditure up to £4,862,819.

Assurance Pathway and Approval Route

Phase 1

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/07/2023

Phase 2

Assurance pathway	Approval route	Forecast approval date
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/01/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/02/2024

Other Key Timescales

5.59 Other key timescales include:

- Phase 1: Western Gateway, Dewsbury Rd Connector and Crown Point Bridge Gateway – construction starts June 2022, ends July 2023
- Phase 2: Southern Gateway - construction starts June 2022, ends January 2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those set out in this report Delivery (DP5) timescales remain within 3 months of those outlined in this report. Outputs remain within -10% of those outlined in this report.

Appraisal Summary

5.60 The scheme presents a good strategic fit, supporting policy at local, regional and national levels. It supports the Strategic Economic Framework priorities

and the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment via reducing carbon emissions. The scheme also supports the objectives of the Transforming Cities Fund (TCF).

- 5.61 The scheme compliments and supports other schemes programmes and initiatives in Leeds City Centre such as CityConnect programme, LPTIP and the WY+TF funded City Centre Package, as well as the proposed electric bike hire scheme.
- 5.62 Public engagement has been carried out and feedback has been taken into account within the scheme development. In many areas, positive feedback rates were double the negative feedback received. Also, 30% of respondents said they would cycle more as a result of the scheme.
- 5.63 The scheme has changed significantly since the last approval and now consists of four of the original six routes. These will be delivered in two phases. The reduction in scope is due to cost escalation, in order to stay within the funding envelope.
- 5.64 At the previous approval stage, Leeds City Council were requested to provide evidence that all Traffic Regulation Orders (TROs) had been approved. This requirement has not been met, which introduces a risk to the scheme that further objections could be raised when the TROs are advertised, impacting on deliverability, cost and programme. Failure to implement the TROs may mean that cycle tracks are vulnerable to parking encroachment by motorists. There are also complex interdependencies with other ongoing schemes in the city centre, such as Armley Gyratory, which mean that there is a risk that this scheme could be delayed, which could cause further cost escalation.
- 5.65 Limited data has been provided to verify the forecast increases in cycling activity giving rise to concern that the forecast increases in cycling resulting from this scheme may be overestimated. This could impact negatively on the economic appraisal of the scheme, which is currently presenting a benefit cost ratio representing high value for money. Further, impacts on general traffic and public transport resulting from the highway changes, such as reduced capacity and accessibility which this scheme includes, do not appear to have been sufficiently taken into account, which could affect the results of the economic appraisal.
- 5.66 Design and Road Safety Audit work has not been completed for phase two and will be ongoing for some months after the planned start of construction of phase one. There is a risk that phase two may not be deliverable within the time, cost and quality ambitions.
- 5.67 The full business case does not provide the level of assurance on value for money, affordability, deliverability and programme of the scheme which might normally be expected of a project at this stage of development. However, this is at least in part due to the pressing timescales which have been involved in the scheme's development, combined with the need to integrate the works with other ongoing schemes in the city. Sufficient assurance has been provided to recommend approval to progress to delivery on phase one, subject to the conditions imposed by PAT being met.

Recommendations

5.68 The Transport Committee approves that:

- (i) The Leeds City Centre Cycle Connectivity Scheme (phase one) progresses through decision point 5 (full business case) and work commences on activity 5 (delivery)
- (ii) An indicative approval to the Combined Authority's contribution of £7,262,173. The total scheme value (Phase 1 and 2) is £7,262,173.
- (iii) Approval to the Combined Authority's contribution of £3,769,199 is given, taking the total scheme approval to £5,004,199.
- (iv) The Combined Authority enters a variation to the existing funding agreement with Leeds City Council for expenditure of up to £4,862,819.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	TCF – Leeds Station Sustainable Travel Gateway
Stage	2 (development)
Decision Point	4 (full business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.69 This scheme will be funded through the Department for Transport’s Transforming Cities Fund (TCF). As part of the Government’s Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England’s largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport’s approval in March 2020.
- 5.70 The TCF programme is organised into three theme which focus on improving public transport and cycling corridors, improving accessibility to key locations and improving transport hubs and interchange facilities. Local partners are developing packages of schemes for approval at strategic outline case (SOC) before bringing individual schemes through the assurance process at outline business case.
- 5.71 Growth in rail travel has facilitated the economic growth of Leeds city centre, the largest centre of employment in West Yorkshire. In 2019/20, Leeds Station handled 34,000,000 passengers, making it one of the busiest stations outside London. Pre-pandemic, the station was predicted to reach capacity between 2023 and 2026, whilst the most recent (Autumn 2021) Leeds Existing Station Programme (LESP) forecast suggests passenger numbers could increase by 44% by 2043.
- 5.72 The Leeds Station Sustainable Travel Gateway (LSSTG) scheme is the first phase of the Leeds Integrated Station Masterplan (LISM). The scheme aims to increase the station capacity to provide a safe environment for pedestrians, cyclists and vehicles, enabling growth in future passenger numbers. The scheme also aims to deliver a fully accessible (step-free) multi-modal transport hub to improve the transition between rail travel and pedestrian, cycling, taxi,

and bus services, promoting the use of sustainable travel and improving the air quality within the vicinity of the station.

- 5.73 The scheme will re-design and re-build the station's external concourse, including connectivity to the station entrance from two new 21-person lifts on Bishopgate and to key pedestrian access routes via a series of wide steps with complementary soft landscaping, tree planting and seating. To support the creation of a pedestrian priority space on New Station Street, the scheme will relocate the existing taxi rank onto Bishopgate and the existing bus stops to Boar Lane. The scheme will also deliver two-way segregated cycle lanes along Bishopgate, Neville Street, and Dark Neville Street, and a 560-space cycle hub with supporting infrastructure for electric and accessible bikes, and commercial space.
- 5.74 Extensive public and stakeholder engagement has been carried out to consider the relocation of the taxi rank to Bishopgate, including with the Access and Use-Ability Group (AUAG) and Network Rail's Built Environment and Accessibility Panel. The engagement explained that the proposed relocation of the taxi rank is driven by the need to safely facilitate increasing passenger numbers. The relocated taxi rank on Bishopgate will have lowered kerbs and be configured for accessible loading, it will have a purpose-built shelter with seating facilities, and it will give users direct access to two new pedestrian lifts. Further to this, as advised by the Plans Panel, consultation on the proposals with Leeds Disabled People's Organisation, Age Friendly Leeds and representatives of the carers network took place. This process confirmed overall support for the preferred option of the taxi rank on Bishopgate, taking into consideration the forecast growth in passenger numbers.
- 5.75 A detailed review has been undertaken with the Combined Authority's Transport Services and Bus Policy teams to review the relocation of the bus stops to Boar Lane, following the publication of the National Bus Strategy in April 2021. The review concluded that Boar Lane is the most suitable location. Following this, the scheme (with support from the Combined Authority) has focused on improving service levels to bus passengers, including access to luggage trollies and improvements to wayfinding in the station building, on New Station Street, and Bishopgate.
- 5.76 The scheme secured an indicative funding allocation of £32,500,000 in 2020 through the Combined Authority's Transforming Cities Fund (TCF) bid. The scheme formed part of the TCF Active and Sustainable Travel in Leeds City Centre package, which included the Leeds City Centre Cycle Connectivity scheme (which is also at full business case stage and included in this report).
- 5.77 The scheme comes forward at full business case (decision point 4) at a total scheme cost of £36,009,872, to be funded from TCF. The total cost reflects an increase of £3,180,439 since the TCF Programme Review of February 2022 (approved by the Place, Regeneration and Housing Committee), of which up to £659,398 represents an increase in Combined Authority programme overhead costs and £2,521,041 is an increase in scheme costs. Since the TCF Programme Review, inflationary pressures have impacted the scheme's construction costs and value engineering has been exhausted, unless major changes to scope are made, therefore in agreement with the TCF programme

team, it has been decided to fund the increase from the TCF contingency pot. Any agreement on further TCF funding for Leeds projects is to be facilitated by a review of its TCF project package in collaboration with the Combined Authority to give assurances on deliverability and affordability, as agreed and being undertaken with all other partner councils, with scheme prioritisation to be considered if necessary. Leeds City Council has now commenced this exercise whilst the Combined Authority's TCF team in parallel engages with the DfT to better understand the parameters on movement of funds and scheme prioritisation within CRSTS.

- 5.78 Planning approval was granted on 23 October 2020.
- 5.79 Following additional surveys in 2021, Network Rail decided to replace the Mill Goit structural beams under New Station Street (where the cycle hub will sit). To expediate the programme and maintain continuity, Network Rail has procured a contractor, so these works now form part of the scheme but will be funded by Network Rail. The promoter is working closely with Network Rail to mitigate any delay to the Mill Goit works as this will impact this scheme. Network Rail will compensate for any delay costs to the scheme.
- 5.80 As a mitigation measure, Leeds City Council has identified a package of advanced works that it can deliver independently to the main construction programme, for which approval was secured through the change request of February 2022. These works commenced on 23 May 2022 and will conclude in January 2023 and include kerb and drainage realignments, as well as delivery of the cycleway elements of the scheme.
- 5.81 The scheme supports the mayoral pledge to tackle the climate emergency and protect our environment, as well as supporting the Strategic Economic Framework priorities of boosting productivity and enabling inclusive growth.
- 5.82 A summary of the scheme's business case and location map is included in **Appendix 4**.

Tackling the Climate Emergency Implications

- 5.83 The scheme will encourage rail travel to key sites across the City Region such as education, employment and housing by improving walking and cycling facilities at the station, whilst also retaining opportunity for taxi and bus transition to rail. This will encourage a shift away from private car use, which should reduce car kilometres and deliver carbon benefits.
- 5.84 The scheme will complement improvements to local air quality arising from the pedestrianisation of City Square (being delivered through the Leeds City Centre Package programme funded by the West Yorkshire plus Transport Fund) by creating a pedestrian priority space on New Station Street, introducing cycle lanes at Neville Street and Bishopgate, improving the public realm and enabling a traffic free and clean environment for rail users entering and leaving the station.

Outputs, Benefits, and Inclusive Growth Implications

- 5.85 The scheme outputs and benefits include:

- Increase in pedestrian priority on New Station Street by relocating the existing taxi rank to Bishopgate and existing bus stops to Boar Lane.
- Installation of two 21-person passenger lifts on Bishopgate.
- Installation of three wide staircases and terraces, with integrated seating and planters connecting New Station Street and Bishopgate.
- Two-way segregated cycle lanes on Neville Street, Dark Neville Street, and Bishopgate.
- A 560-space cycle hub with supporting infrastructure for electric bikes and commercial space.
- A new six-vehicle space taxi rank on Bishopgate with a purposed built shelter, lowered kerbs and configured for accessible loading together with feeder ranks for hackney carriages on Swinegate and Sovereign Street which will be equivalent in capacity to the existing feeder rank on New Station Street.
- Provision for luggage trollies and improvements to wayfinding to support bus and taxi users to access rail facilities.
- Environment improvements on Neville Street and Dark Neville Street including replacement of lighting and road surface materials.
- Enhance Leeds Station's role as a civic gateway, supporting the forecast increase in pedestrian activity on New Station Street, Bishopgate and Dark Neville Street from 34,000,000 (2019/20) to approximately 46,000,000 per year by 2026.
- Improve pedestrian flows and access between the city centre and the station through a reduction in pedestrian crowding on New Station Street and at the Bishopsgate/Boar Lane pedestrian crossing by 2024.
- Improve accessibility and enhance options for step-free access to Leeds Station measured through passenger satisfaction surveys before and after completion.
- Improve air quality in the immediate vicinity of Leeds Station by reducing the NO2 Air Quality Index by 10% on Bishopgate and Dark Neville Street within 12 months of scheme completion.
- Support shift to sustainable modes of transport and away from the private car to help reduce carbon emissions.
- Increase in cycle trips to and from Leeds Station by 70% by 2026.
- Support and facilitate the ongoing redevelopment and regeneration of the city centre and South Bank areas by improving pedestrian and cyclist visibility and links to and from the station to other key destinations in the city.
- Create well developed and clearly signposted connections to City Square and Bishopgate.

5.86 With provision such as step free pedestrian access and better infrastructure for cyclists and pedestrians, the scheme will enable more people, including the

elderly, disabled and disadvantaged, to use Leeds train station as an origin or destination for onward trips to education, employment, housing and leisure.

- 5.87 The scheme will provide sustainable transport links to the Southbank area of the city, an area of significant regeneration and a focus for sustainable growth in the city. The improvements will provide a safer and more secure environment for vulnerable users into the station and the wider city centre.
- 5.88 The scheme has a benefit cost ratio of 1.29:1, representing 'Low' value for money. However, the scheme will deliver strategic priorities and benefits arising from public realm improvements including journey quality and ambience. The scheme will support better air quality, improved safety through removal of congestion between pedestrians, cyclists and vehicles, and will also reduce noise levels within the vicinity of the station.

Equality and Diversity Implications

- 5.89 Network Rail has carried out a Diversity Impact Assessment as part of the overarching LISM programme, whilst Leeds City Council has carried out its own Equality Impact Assessment (EqIA) for this scheme, which is the first phase of LISM. The EqIA reflects engagement with various user groups, informing a scheme that has considered design principles so as to not discriminate against any of the protected characteristic groups as defined by the Equality Act 2010.
- 5.90 It is, however, accepted that for those rail users who use taxi or bus services, their journey time (and distance) from the station entrance will see a small increase due to the relocation of the taxi rank to Bishopgate and bus stops to Boar Lane. The scheme has given due regard to the concerns raised as detailed earlier in this report. It is also recognised that relocation of the taxi rank and bus stops could benefit non-rail users, complementing public transport accessibility improvements across the city centre.

Risks

- 5.91 The scheme risks include:
- That Network Rail require amendments to the design (including the lift and CCTV/security), causing delay to its design approval and increased costs to the scheme. This will be mitigated by involving Network Rail in the design process, with approval expected in June.
 - That the Mill Goit deck replacement works delay the scheme. This will be mitigated by developing the advanced works package ahead of the main construction programme, and with Network Rail to compensate Leeds City Council on delay costs.
 - That additional statutory or utility diversions are required causing delay and costs to the scheme. This will be mitigated by appointing a subcontractor to identify potential challenges and to carry out further trial holes and ground penetrating surveys, with all statutory diversions to be completed ahead of the main construction programme.

- That unforeseen obstructions in the ground are identified requiring unplanned works or difficulties in installing piles, causing delay and cost to the scheme. This will be mitigated by further ground investigations being carried out, although given the are investigations are relatively localised, some risk will remain.

Costs

5.92 The scheme cost and funding details are:

- The total scheme cost is £36,009,872 and will be solely funded by the Combined Authority from the Transforming Cities Fund.
- The scheme costs have increased by £2,251,041 since February 2022's TCF programme review, referred to earlier in this report. The increase will be funded from the TCF programme's contingency fund.
- In February 2022, a change request for £3,241,107 was approved to support the advanced works planned for delivery between May 2022 and January 2023 at Bishopgate East, Neville Street, and Dark Neville Street ahead of the main construction programme, bringing the total approval from TCF to £10,336,039.
- The Combined Authority will now need to enter into a variation to the existing funding agreement with Leeds City Council for expenditure up to £36,009,872 from TCF.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/09/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/05/2024

Other Key Timescales

5.93 Other key timescales include:

- Planning approval – October 2020
- Advanced Works – May 2022 to January 2023
- Publication of Traffic Regulation Orders – June 2022

- Network Rail F003 Approval – June 2022
- Network Rail approval of temporary designs (site hoarding, site signage etc) and RAMS – June 2022
- Leeds City Council Executive Board approval to the final scheme design and cost report – June 2022
- Relocation of taxi rank and bus stops – July 2022
- Utility diversions – August to October 2022
- Network Rail asbestos clearance in Shababs restaurant – August 2022
- Approval to Proceed – September 2022
- Construction contract signing – October 2022
- Construction commences – November 2022
- Scheme completion – May 2024

Assurance Tolerances

Assurance tolerances
That the Combined Authority cost remain within +5% of those outlined within this report. That the delivery programme (DP5) remains within +6 months of timescales set out.

Appraisal Summary

- 5.94 On balance, the scheme should achieve its intended objectives of accommodating the forecast growth in passengers and developing a scheme that will better facilitate walking and cycling transition to rail services. The scheme will also improve the public realm for passengers arriving or leaving Leeds. The public realm benefits and strategic ambitions of the scheme therefore need to be accounted for when evaluating its low VfM position.
- 5.95 Aspects of the economic case require further development, given the high cost of the scheme and size of public sector investment that is being made. Further work will be undertaken to address any concerns raised.
- 5.96 It is evident that the scheme has given considerable time and effort to consult on the relocation of the taxi rank and bus stops, and to mitigate its impacts. Alongside this, appropriate regard has been given to supporting principles of Inclusive Growth and Equality.
- 5.97 Appointment of Balfour Beatty with Atkins as the design partner has been suitably set out, with the anticipated contractual arrangements to procure the main construction works clearly presented. The deliverability risks, notably the Mill Goit deck replacement works, will need to be carefully managed. The communications plan, governance arrangements and appreciation of the scheme's interface with the City Square scheme and South Bank developments is well presented, albeit will still need effective management.

5.98 The scheme cost has increased since the TCF annual programme review, impacted by inflation pressures being felt across the industry. As set out in this report, any agreement on further TCF funding for Leeds projects is to be facilitated by a review of its TCF project package in collaboration with the Combined Authority to give assurances on deliverability and affordability, as agreed and being undertaken with all other partner councils.

Recommendations

5.99 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves:

- (i) The TCF Leeds Station Sustainable Travel Gateway scheme proceeds through decision point 4 (FBC) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority contribution of £25,673,833 is given, taking the total scheme approval to £36,009,872. The total scheme value is £36,009,872.
- (iii) The Combined Authority enters into a variation to the existing funding agreement with Leeds City Council for expenditure of up to £36,009,872.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

5.100 That Leeds City Council provides an Approval to Proceed report to the Combined Authority's Programme Appraisal Team (PAT) to include discharge of the conditions outlined in the PAT Appraisal Report.

Project Title	Zero Emissions Bus Regional Area (Phase 1)
Stage	3 (delivery and evaluation)
Decision Point	4 (full business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.101 This scheme will be funded by the Department for Transport's Zero Emission Bus Regional Area (ZEBRA) fund. It is part of a wider approach to addressing emissions from the region's bus fleet. It forms part of West Yorkshire's approach to addressing the climate emergency and contributing to the regional target to be net-zero carbon by 2038, with significant progress made by 2030.
- 5.102 The Combined Authority has declared a climate emergency and has a strategic aim to have a zero-emission bus fleet by 2036, with significant progress made by 2030. The ZEBRA Project is the first of three projects making up the Zero Emission Bus (ZEB) Programme that will invest in the conversion of the West Yorkshire bus away from diesel vehicles. The ZEBRA project will introduce the first 111 zero emission buses in this programme. This scheme will introduce buses on routes in Bradford, Leeds and Wakefield. This will be followed by two more phases. Phase 2 will introduce 8 zero emission buses on tendered routes in Calderdale and Kirklees, which will seek committee approval separately. A final phase 3 project to the ZEB Programme is in the early stages of project planning.
- 5.103 This scheme (Phase 1) will improve and uplift the bus service on the selected routes, which mainly run through areas of poor air pollution in the City Region.
- 5.104 These will be 'top of the range' buses equipped with the latest technology and passenger features including superfast 4G Wi-Fi, phone holders with USB and wireless power charging at each seat and reading lights. This project will therefore introduce 'top of the range buses' to those most in need of levelling up.
- 5.105 There will be substantial match funding investment from the bus operators but without the provision of grant these buses would not be introduced so soon, on this scale or to the communities targeted. In addition, the cascading of the

remaining bus fleet through other routes will lead to removal of the oldest and most polluting buses in the operator's fleet from service.

5.106 The Zero Emission Bus programme gained indicative approval at decision point 2 (strategic outline case) at the Combined Authority on 23 June 2022.

5.107 This scheme will support the delivery of the Combined Authority's Strategic Economic Framework priorities:

- Tackling the climate emergency: Growing our economy while cutting emissions and caring for our environment.
- Delivering 21st century transport: Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

5.108 It supports the Mayoral pledges to:

- Tackle the climate emergency and protect our environment
- Bring buses back under public controlled, introduce simpler fares, contactless ticketing and greener buses.

5.109 This scheme also supports the West Yorkshire Climate and Environment Plan 2021-2046 by reducing emissions and complements the Bus Improvement Plan for raising the quality of bus services and the travel experience to level up communities and encourage drivers to leave their cars at home.

5.110 A summary of the scheme's business case and location map is included in **Appendix 5**.

Tackling the Climate Emergency Implications

5.111 It is intended that the new buses will remove the most polluting buses from use, with the better quality buses filtering down the fleet, which will be monitored quarterly.

5.112 Charging infrastructure will be introduced strategically to easily enable more electric buses to be added to the fleet.

Outputs, Benefits and Inclusive Growth Implications

5.113 This scheme's outputs and benefits include:

- Introduce 111 Zero Emission Buses to West Yorkshire from March 2024.
- From March 2024 remove 50 tonnes of Nitrogen Oxides (NoX) a year and over 7,000 tonnes of carbon dioxide equivalent (CO₂e) emissions per year from busy urban routes including some of the 36 recognised Air Quality Management Areas (AQMA's) in West Yorkshire where nitrogen oxide exceeds statutory limits. A total of 35% of the route kilometres for the ZEBRA routes will run through AQMAs.
- Work will be done in partnership with operators to look to remove the oldest and most polluting buses in services on these routes, with newer

vehicles reallocated to other areas in the region. Progress on this will be monitored through quarterly reporting.

- The scheme's benefit cost ratio (BCR) has been appraised using Department for Transport's (DfT) Green Bus Model (GBM) which indicated a BCR of 1.3. The GBM does not reflect the realistic operating environment of the buses which at low speeds on these busy urban routes would cause the diesel consumption of a diesel equivalent bus to substantially increase. Making allowance for this a more realistic BCR of 1.5 or above is estimated to uplift the BCR into the medium category and to be good value for money.
- This scheme will focus the new buses on routes with the lowest air quality. These routes run through areas that are experiencing the highest levels of social and economic disadvantage, which are worsened by poor air quality.

5.114 The scheme will provide top of the range buses from March 2024 to areas of highest economic need in Bradford Leeds and Wakefield districts as shown in the map in Appendix C.

Equality and Diversity Implications

5.115 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. The EQIA identified the absence of the usual lower sound made by an electric bus is a cause of concern for partially sighted and registered blind people which will be discussed with accessibility groups.

5.116 The specification of all the zero emission buses will improve facilities for tall users and will include audio visual equipment in line with the Department for Transport's defined criteria.

5.117 Exact specifications will vary between the three bus operators, but will improvements including improvements to wheelchair provision, low floors and automatic ramps.

Risks

5.118 This scheme's risks include:

- Delay to the delivery of buses due to supply chain issues or lack of components for the buses, batteries or infrastructure to charge them. Mitigated by regular and close monitoring and dialogue between the Combined Authority and bus operators to identify issues as early as possible and give maximum time to solve problems or source alternatives.
- Cost increases caused by significant inflation rises could impact budgets over the lifetime of the project, forcing a re-evaluation of how many buses can be purchased. Mitigated by the inclusion of contingency funding within the project and the impact of inflation will be closely monitored in collaboration with bus operators.

Costs

- 5.119 The total scheme costs (Phase 1) are £56,161,738.
- 5.120 The scheme will be funded by £24,565,171 from the Zero Emission Bus Region Area fund.
- 5.121 The remaining £31,596,567 will be funded by match funding from the bus operators.
- 5.122 The Combined Authority will enter into funding arrangements with the bus operators. The agreements and amounts are showing in exempt **Appendix 6**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/10/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/06/2024

Other Key Timescales

- 5.123 Other key timescales are:
- Confirmation of vehicle specification - July 2022
 - Vehicle order placed – January 2023
 - Charging infrastructure order placed - March 2023
 - Vehicles delivered for March 2024.
- 5.124 Phase 2 of the Zero Emission Bus programme decision point 2 (full business case) approval is by December 2022, with Phase 3 full business case approval in March 2023.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those set out in this report.
Delivery timeframes remain within 6 months of those set out in this report.
Outputs and benefits remain within -5% of those contained within this report.

Appraisal Summary

- 5.125 The project has a clear and strong strategic alignment to the strategic context of the Combined Authority's Strategic Economic Framework, Bus Service Improvement Plan and its declaration of a climate emergency. There is also a strong policy connection to national transport and decarbonisation policy.
- 5.126 The three bus operators who will be delivery partners in this project; TransDev, First and Arriva will work closely with the Combined Authority's Programme Manager to ensure delivery grant is carefully monitored to assure success. Funding agreements and procurement processes will be in place as determined by the Combined Authority's Legal and Finance teams. Oversight and monthly reporting on progress will be to the ZEB Programme Board and the Bus Alliance to ensure support on resolution of issues. Procurement is focussed on ensuring social value is created from the project in terms of training and development of staff and apprenticeships including skills on maintenance of ZEBs.
- 5.127 The DfT's Greener Bus Model (GBM) calculated the value for money (VfM) for the project as a benefit cost ratio (BCR) of well above 1. During appraisal of the realistic operating environment of the ZEBs it was noted the low operating speeds of buses on these busy urban routes would create diesel emissions significantly higher than GBM calculated and it reasonable to assume a BCR of medium for the project in view of the real emissions saved.
- 5.128 The financial case is strong with all funding for the ZEBRA project approved and the subsequent phases from the Gainshare element of the Transforming Cities Fund (TCF) and the City Region Sustainable Transport Settlement ZEB project elements also funded. The match funding from bus operators for this scheme's subprojects is agreed in all cases and will be paid only once the full conditions of individual funding agreements are evidenced through due diligence.
- 5.129 In terms of management capacity to implement the projects dedicated project managers and support structures are identified in each bus operating company and GANNT charts have been supplied outlining realistic delivery plans. Key risks are identified with mitigations and a comprehensive Stakeholder and Communication plan to ensure the key messages are consistently managed during project delivery. On the weaker side a Benefits Realisation Plan has not been prepared to date and will be required as a condition of approval to proceed. An overarching risk to the costs and supply chain for bus manufacture remains as inflation is rising to 9% and supply chain issues and staff shortages are common at present. This leads to an amber-green rating for the management case.

5.130 Despite this the project will uplift ZEBs from 2% of the current bus fleet in the City Region to 10% and introducing a premium bus model to communities experiencing the highest levels of air pollution, deprivation and exclusion benefitting both people and the environment and providing a platform for future levelling up.

Recommendations

5.131 The Transport Committee approves that, subject to the conditions set by PAT:

- (i) The Zero Emission Bus Regional Area (Phase 1) project proceeds through decision point 4 (full business case) and work commences on Activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £24,565,171. The total scheme value is £56,161,738.
- (iii) The Combined Authority enters into funding agreements with the three bus operators for the sums included in exempt **Appendix 6** for expenditure of up to of £24,565,171.
- (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

5.132 The following conditions have been set by PAT to gain Approval to Proceed to Delivery:

- (i) The Combined Authority's Project Manager will have been appointed.
- (ii) A Benefits Realisation Plan is produced.
- (iii) The ZEB Programme Board is formed including the Project Managers from each Bus Operating Company.

Project Title	Active Travel Fund: Local Authority Capital Funding
Stage	2 (development)
Decision Point	Change request (activity 4)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.133 On 9 May 2020, the Department for Transport (DfT) announced a new £250,000,000 emergency active travel fund – the first stage of a £2 billion investment over the next five years, for walking and cycling in England. A later announcement confirmed that £225,000,000 would be awarded to local authorities to reallocate road space to support safe walking and cycling and prepare the road, bus and rail networks to respond to future increases in demand for active travel facilities. Across tranches 1 and 2 of the Active Travel Fund, West Yorkshire secured £12,566,000 to fund highways infrastructure schemes and support behaviour change for both temporary and permanent walking and cycling infrastructure.
- 5.134 This next stage, Department for Transport Active Travel Fund: Local Authority Capital Funding (also known as Active Travel Capital Programme tranche 3) provides for another year of delivery of similar permanent schemes, this time targeted at enabling walking and cycling, including in areas of significant deprivation.
- 5.135 In June 2021, the DfT invited West Yorkshire to bid for an allocation of this tranche 3 capital fund. The Combined Authority's bid consisted of 13 schemes across West Yorkshire. Approval for the programme was given by the Combined Authority in October 2021 to ensure that the funding could be committed and schemes delivered within the tight timescales indicated by the Government at the time.
- 5.136 In October 2021 the Combined Authority approved the Active Travel Fund: Local Authority Capital Funding 2021/22 as it was called at the time, to proceed through decision point 4 (full business case) and work commence on activity 5 (delivery) for all schemes except the Leeds A660 Otley Road scheme which was to commence work on activity 4 (full business case), subject to a successful funding bid to the Department for Transport. The

approval covered the highest funding bid scenario which potentially could have been achieved in order to progress at pace whatever the funding allocation within that envelope. Indicative allocations to partners were approved, based on the highest bid scenario, and development costs of £470,000 to progress the Leeds A660 Otley Road scheme to full business case were also approved. The approval at the time, based on the tight timescales from Government understood to be the case, delegated authority to the Combined Authority's Managing Director to amend the approval and allocation of the programme if the DfT award differed from the approval given by the Combined Authority in October 2021, or if further changes to individual allocations had been required, as a result of changes to the programme and approaches to delivery. Given the delay in the notification of the funding bid of several months, the Combined Authority's Programme Appraisal Team recommended the change request to the programme, as outlined in this report, return to Transport Committee in order to approve the changes to timescales and scope.

5.137 Of the 13 schemes originally submitted, five were subsequently awarded funding by DfT in February 2022, as shown in the following table:

Scheme	Funding Awarded
Leeds – A660 Otley Road	£4,785,000
Bradford – Active Travel Neighbourhoods	£525,000
Calderdale – Active Travel Neighbourhoods	£475,000
West Yorkshire – School Streets Programme	£350,000
Bradford – Darley Street (Bradford City Centre)	£600,000
Combined Authority programme costs	£196,250
Total	£6,931,250

5.138 Active Travel England (ATE), the government's executive agency responsible for improving the standards of cycling and walking infrastructure in England, is now overseeing this funding and has set out a further design assurance process for schemes to ensure compliance with new national guidance. The schemes will be reviewed against the 22 principles of good design in the Cycle Infrastructure Guidance Local Transport Note published in July 2020. An Equality Impact Assessment (EQIA) will also be completed for each scheme. Funding for any design enhancements agreed from these reviews is anticipated to come from ATE. This process will impact on the delivery timetable of the individual schemes.

5.139 This change request seeks to align the programme to the timescales now set by DfT/ATE through the funding award, which result in an extension to the programme timetable of 12 months, with delivery now expected to be complete by March 2024. It also acknowledges the confirmation of funding and schemes, following the approval based on the bid as opposed to the final

allocation confirmed by Government. The programme has been confirmed by Government to include five schemes costing £6,931,250 as shown in the table above.

5.140 Given the forecast cost and complexity of delivery of the Leeds A660 Otley Road scheme, this scheme will continue to be developed through a separate full business case as part of the original programme approval.

5.141 The scheme supports the Strategic Economic Framework (SEF) priorities of:

- Enabling Inclusive Growth
- Tackling the Climate Emergency
- Delivering 21st Century Transport

5.142 It also aligns with the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment by reducing carbon emissions.

Tackling the Climate Emergency Implications

5.143 The delivery of the schemes identified, enabling more people to walk and cycle more of their journeys, will support the Combined Authority in responding to the Climate Emergency and working towards achieving the changes in travel behaviour currently being identified through the Carbon Emissions Reduction Pathway work.

5.144 The important role that increased levels of walking and cycling is expected to play in reducing carbon emissions required for the region to meet its ambition to be net-zero carbon by 2038, as set out in the “Strengthened decision making in the light of the Climate Emergency” report approved at the November 2020 meeting of the West Yorkshire and York Investment Committee.

Outputs, Benefits and Inclusive Growth Implications

5.145 The outputs and benefits for the programme include:

- Creating ‘active travel neighbourhoods’ where measures including segregated cycle lanes on busier roads and local roads being closed to traffic, will enable more people to make local journeys on foot and bike, to shops, health services and workplaces in the area, as well as reach cycle routes on main roads for destinations further afield.
- Bradford - enhancing 1.5 kilometres of Darley Street to provide pedestrian and cycling friendly infrastructure and provision of three Active Travel Neighbourhoods.
- Calderdale – provision of three Active Travel Neighbourhoods in the areas with highest economic need.
- West Yorkshire School Streets – Support for cycling and walking to school through implementation of “school streets” measures, including installation of cycle and scooter parking spaces at schools across West Yorkshire.

Expanding the current school streets offer in all five local authorities with a further list of prioritised schools to be developed following stakeholder engagement.

- Improve pedestrian access into urban centres, to schools and to employment destinations, enabling people to make safer journeys on foot
- Increased levels of physical activity through everyday active travel leading to improved health, including interventions in communities in urban areas experiencing high levels of deprivation.
- Nationally compliant cycling infrastructure to fill identified gaps in the region's cycling network, making a temporary scheme (delivered through Tranche 1) permanent on the A660, Otley Road.
- The Leeds A660 Otley Road scheme which will return through the Combined Authority's assurance process at full business case, will deliver 4.82 km of new on-road cycleway; 0.5 km of bus priority corridor and 9 upgrades to existing facilities.
- Overall, the programme will reduce journeys by car and increase cycling and walking by enabling safer and more convenient journeys by bike and on foot, for local journeys, travel to education and employment and other key destinations, contributing to inclusive growth.

Equality and Diversity Implications

5.146 An Equality Impact Assessment (EQIA) will be undertaken for each of the schemes outlined above and equality and diversity impacts taken account of as part of the development of the schemes. Additional costs of enhancements to the schemes identified through an EQIA are anticipated to be met by ATE funds.

Risks

5.147 The scheme risks include:

- Potential further delay to the programme arising from the ATE design review which does not currently have a specified timetable. This will be mitigated by close liaison with ATE throughout the process.
- A rise in scheme costs resulting from the design enhancements identified by the ATE design review but not met in full by supplementary funding provided by ATE. This will be mitigated by ongoing design work to ensure that the schemes can be implemented within the funding provided.

Costs

5.148 The total programme costs for all five schemes is £6,931,250. The scheme will be funded by the Active Travel Capital Programme Tranche 3, allocated between the Combined Authority and the West Yorkshire partners as set out below:

- Leeds – A660 Otley Road £4,785,000

- Bradford – Active Travel Neighbourhoods £525,000
- Calderdale – Active Travel Neighbourhoods £475,000
- West Yorkshire – School Streets Programme £350,000
- Bradford – Darley Street (Bradford City Centre) £600,000
- Combined Authority programme costs £196,250

5.149 The Leeds A660 Otley Road scheme is expected to cost £4,785,000. This includes £470,000 development costs for this scheme as approved by the Combined Authority in October 2021. Approval for this scheme will be sought through a separate full business case.

5.150 The total cost for the four schemes to progress to delivery, including £470,000 development costs from this change request is £2,616,250.

5.151 The Combined Authority will enter into funding agreements with each of the local authority partners for the four schemes listed in this report for current expenditure of up to £2,420,000 in total.

Assurance Pathway and Approval Route

Programme

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	22/10/2021
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	22/10/2021
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/03/2024

Leeds A660 Otley Road

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team	31/03/2023

	Decision: Combined Authority's Managing Director	
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2024

Other Key Timescales

5.152 The scheme funding will be committed by March 2023 and activities delivered by March 2024.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +20% of those outlined in this report.
Delivery (DP5) timescales remain within 6 months of those outlined in this report
Outputs remain within -10% of those outlined in this report

Appraisal Summary

5.153 The strategic case for the scheme demonstrates a strong fit to the policies of the Combined Authority. Although the cost of individual schemes is subject to change because of the ATE design review process, there is a clear process to establish final costs. ATE's first step will be to complete a baseline cost review to assess and add in any increase in cost due to inflation since the original design was submitted. ATE will then complete a design review and it is expected that any new design enhancements agreed from this or the EQIA for each scheme will be costed and funded by ATE. There remains a risk that ATE does not agree to fund such enhancements.

5.154 The management case is less robust as the schemes are yet to be committed and the risk of slippage on the programme remains until the individual projects have final designs and detailed project plans are in place. On this basis, careful monitoring and programme management at the Combined Authority is essential.

5.155 The outputs, benefits and inclusive growth implications correlate well with the Combined Authority's priorities and the Strategic Economic Framework. The schemes offer good value for money in terms of strategic fit and enabling more people to walk and cycle to allow safer and more convenient journeys by bike and on foot, for local journeys, travel to school and work.

Recommendations

5.156 The Transport Committee approves that:

- (i) The change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport to £6,931,250.
- (ii) An indicative approval to the Combined Authority's contribution of £6,931,250. The total scheme value is £6,931,250.
- (iii) Approval to the Combined Authority's contribution of £2,146,250, allocated between the Combined Authority and the West Yorkshire partners as set out below. The total scheme value is £6,931,250:
 - Bradford – Active Travel Neighbourhoods £525,000
 - Calderdale – Active Travel Neighbourhoods £475,000
 - West Yorkshire – School Streets Programme £350,000
 - Bradford – Darley Street (Bradford City Centre) £600,000
 - Combined Authority programme costs £196,250
- (iv) The Combined Authority enters into funding agreements with the Local Authority partners for the four schemes as set out above for current expenditure of up to £1,950,000 in total.
- (v) Future approvals are made in accordance with the assurance pathway and approval routes outlined in this report. This will be subject to the schemes remaining within the tolerances outlined in this report.

6 Projects in Stage 3: Delivery and Evaluation

6.1 There are no schemes to review at this stage.

7 Tackling the Climate Emergency Implications

7.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

8 Inclusive Growth Implications

8.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

9 Equality and Diversity Implications

9.1 Equality Impact Assessments (EQIA) have been undertaken on all projects included in this report as part of their business case development.

10 Financial Implications

10.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

11 Legal implications

- 11.1 The information contained in Appendix 6 is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.
- 11.2 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

12 Staffing implications

- 12.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

13 External consultees

- 13.1 Where applicable scheme promoters have been consulted on the content of this report.

14 Recommendations (Summary)

Corridor Improvement Programme – Wakefield A638 Doncaster Road

- 14.1 The Transport Committee approves that:
- (i) The A638 Doncaster Road Wakefield scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case)
 - (ii) An indicative approval to the Combined Authority's contribution of £6,300,000. The total scheme value is £6,794,000.
 - (iii) Development costs of £1,090,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,650,000.
 - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £1,650,000.
 - (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Leeds City Centre Cycle Connectivity

- 14.2 The Transport Committee approves that:

- (i) The Leeds City Centre Cycle Connectivity Scheme (phase one) progresses through decision point 5 (full business case) and work commences on activity 5 (delivery)
- (ii) An indicative approval to the Combined Authority's contribution of £7,262,173. The total scheme value (Phase 1 and 2) is £7,262,173.
- (iii) Approval to the Combined Authority's contribution of £3,769,199 is given, taking the total scheme approval to £5,004,199.
- (iv) The Combined Authority enters a variation to the existing funding agreement with Leeds City Council for expenditure of up to £4,862,819.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

TCF – Leeds Station Sustainable Travel Gateway

14.3 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves:

- (i) The TCF Leeds Station Sustainable Travel Gateway scheme proceeds through decision point 4 (FBC) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority contribution of £25,673,833 is given, taking the total scheme approval to £36,009,872. The total scheme value is £36,009,872.
- (iii) The Combined Authority enters into a variation to the existing funding agreement with Leeds City Council for expenditure of up to £36,009,872.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

14.4 That Leeds City Council provides an Approval to Proceed report to the Combined Authority's Programme Appraisal Team (PAT) to include discharge of the conditions outlined in the PAT Appraisal Report.

Zero Emissions Bus Regional Area (Phase 1)

14.5 The Transport Committee approves that, subject to the conditions set by PAT:

- (i) The Zero Emission Bus Regional Area (Phase 1) project proceeds through decision point 4 (full business case) and work commences on Activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £24,565,171. The total scheme value is £56,161,738.

- (iii) The Combined Authority enters into funding agreements with the three bus operators for the sums included in exempt **Appendix 6** for expenditure of up to of £24,565,171.
- (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

14.6 The following conditions have been set by PAT to gain Approval to Proceed to Delivery:

- (i) The Combined Authority's Project Manager will have been appointed.
- (ii) A Benefits Realisation Plan is produced.
- (iii) The ZEB Programme Board is formed including the Project Managers from each Bus Operating Company.

Active Travel Fund: Local Authority Capital Funding

14.7 The Transport Committee approves that:

- (i) The change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport to £6,931,250.
- (ii) An indicative approval to the Combined Authority's contribution of £6,931,250. The total scheme value is £6,931,250.
- (iii) Approval to the Combined Authority's contribution of £2,146,250, allocated between the Combined Authority and the West Yorkshire partners as set out below. The total scheme value is £6,931,250:

○ Bradford – Active Travel Neighbourhoods	£525,000
○ Calderdale – Active Travel Neighbourhoods	£475,000
○ West Yorkshire – School Streets Programme	£350,000
○ Bradford – Darley Street (Bradford City Centre)	£600,000
○ Combined Authority programme costs	£196,250
- (iv) The Combined Authority enters into funding agreements with the Local Authority partners for the four schemes as set out above for current expenditure of up to £1,950,000 in total.
- (v) Future approvals are made in accordance with the assurance pathway and approval routes outlined in this report. This will be subject to the schemes remaining within the tolerances outlined in this report.

15 Background Documents

15.1 None as part of this report.

16 Appendices

Appendix 1 - Background to the Combined Authority's Assurance Framework

Appendix 2 – Corridor Improvement Programme Wakefield A638 Doncaster Road – Business Case Summary

Appendix 3 – Leeds City Centre Cycle Connectivity – Business Case Summary

Appendix 4 – TCF Leeds Station Sustainable Travel Gateway – Business Case Summary

Appendix 5 – Zero Emissions Bus Regional Area (Phase 1) – Business Case Summary

Appendix 6 – Zero Emissions Bus Regional Area (Phase 1) – Exempt Appendix

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Capital Spend and Project Approvals

Appendix 1 - Assurance Framework

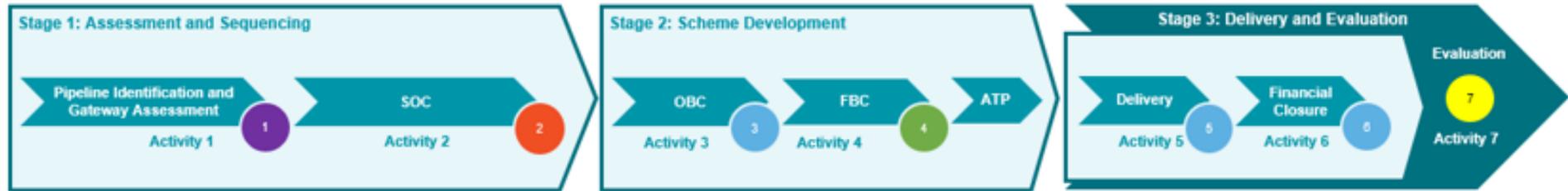
1 Assurance Framework

- 1.1 The Combined Authority's Assurance Framework was developed in 2015 as part of the Growth Deal with Government. Its purpose is to ensure that the necessary systems and processes are in place to manage funding effectively, and to ensure the successful delivery of the Strategic Economic Framework (SEF) ambitions and the West Yorkshire Investment Strategy (WYIS).
- 1.2 The Framework's focus is to ensure that necessary practices and standards are implemented to provide the Government, Combined Authority, the Leeds Enterprise Partnership (LEP) and local partners with assurance that decisions over funding (and the means by which these decisions are implemented) are proper, transparent and deliver value for money. It covers all projects and programmes funded from Government or local sources that flow through the LEP and Combined Authority and must be reviewed annually, as stipulated by Government.

Assurance Process

- 1.3 The Assurance Process is set out below:

Assurance Process



KEY:

- Red circle: Key Decision Point (CA Approval Required)
- Green circle: Key Decision Point (Committee Approval may be required)
- Blue circle: Decision Point (Committee Approval may be required)
- Purple circle: Decision Point
- Yellow circle: Reporting Point

- 1.4 The process is flexible, in that each project or programme will be set a bespoke approval pathway and approval route to be followed. This may be to delegate decisions to a Committee, Managing Director (MD) etc. or it may be that certain decision point (activity) approvals are not required, or that bid documents to other government departments can be utilised. Furthermore, development costs can be funded at decision point 1 and beyond.
- 1.5 Approval is required at Combined Authority (CA) for all programmes and projects at least once in their lifetime and this is usually at decision point 2 (Strategic Outline Case). The Assurance Pathway and Approval Route is also set at this point.
- 1.6 At FBC (Decision Point 4), the Programme Appraisal Team (PAT) sets conditions that must be met before full approval of funding is given and the project has Approval to Proceed to Delivery (Activity 5).
- 1.7 A Single Stage Business Case, called Business Justification, has been introduced for transport and non-transport projects that are either below £2,000,000, low complexity, low risk and / or not novel or contentious. Although this is a single stage approval (replacing decision point 2 (SOC), decision point 3 (OBC) and decision point 4 (FBC)), the remainder of the assurance process must still be followed.
- 1.8 In line with the revised Green Book, in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of the project. This might for example include, but not limited to, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use and / or supporting / accelerating housing development. The specific approach will be determined on a programme by programme basis as funding and investment streams come forward.
- 1.9 At Decision Point 5 a Delivery Closure Report is required. At Decision Point 6 a Financial Closure Report is required, this is the period when defects are made good and final accounts are agreed.
- 1.10 Activity 7 Evaluation will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point not a decision point and takes place when the programme (or project in some circumstances), is completed. It includes an evaluation of the benefits, outcomes and economic impact compared to the overall programme objectives set out in the SOC. Insights and learning from the evaluation will also be fed back into policy and strategy in order to inform the design and development of future programmes and schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

2 Future assurance and approval route

- 2.1 The tables for each scheme in the main report outline the proposed assurance process and corresponding approval route for the scheme. The assurance

pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

3 Tolerances

- 3.1 In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to a Committee and/or the Combined Authority for further consideration.

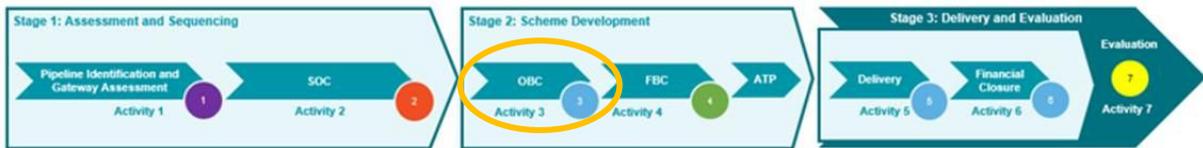
Section A: Scheme Summary

Name of scheme:	Corridor Improvement Programme – Wakefield A638 Doncaster Road
Lead organisation:	Wakefield Metropolitan District Council
Applicable funding stream(s) – Grant or Loan:	Grant: West Yorkshire + Transport Fund (WY+TF)
Growth Fund Priority Area (if applicable):	Priority 1: Growing businesses Priority 2: Skilled people, better jobs Priority 3: Clean energy and environmental resilience Priority 4: Infrastructure for growth
Approvals to date:	Decision Point 1 (Strategic Assessment) – December 2019 at programme level Decision Point 2 (Strategic Outline Case) – September 2020 at programme level
Forecasted full approval date (decision point 5):	July 2023
Forecasted completion date (decision point 6):	July 2024
Total scheme cost (£):	£6,974,000
Combined Authority funding (£):	£6,300,000
Total other public sector investment (£):	£170,000 (to be funded from Wakefield Council Capital Budget)
Total other private sector investment (£):	£324,000 (Section 106 contributions)
Is this a standalone project?	No
Is this a programme?	No

Is this project part of an agreed programme?

Yes – Phase 2 of the Corridor Improvement Programme

Current Assurance Process Activity:



Scheme Description:

The A638 Doncaster Road Corridor Improvement scheme will deliver enhancements to the A638 Doncaster Road corridor between the junction with the A655 Black Road at Heath Common and the A61 Barnsley Road at Chantry Bridge. The A638 is the main link connecting southeast Wakefield to the city centre. The scheme will deliver:

- Changes to bus stops on Doncaster Road to provide laybys and better access on foot from the surrounding residential areas
- Widening of Black Road southbound to accommodate an extension to the existing bus lane to the junction with the A638 at Heath Common
- New signalised crossing near the Wakefield Eastern Relief Road junction to provide new facilities for cyclists as well as walking access to bus stops
- New signalised crossing for walkers and cyclists at Sugar Lane, with a shared use footway between Sugar Lane and Denmark Street
- Changes to lane allocation (westbound) on Doncaster Road at the junction with Agbrigg Road to allow both lanes to travel straight ahead
- Improvements to the riverside cycleway and footpath (new lighting, CCTV and widening to 3m) between the Wakefield Eastern Relief Road and Chantry Bridge
- New signed cycle routes on low-traffic residential roads that feed into and connect to the Riverside cycle route and Wakefield Local Cycling and Walking Infrastructure Plan (LCWIP) planned enhancements on A638 Doncaster Road north of Sugar Lane

Business Case Summary:

Strategic Case

The scheme aims to:

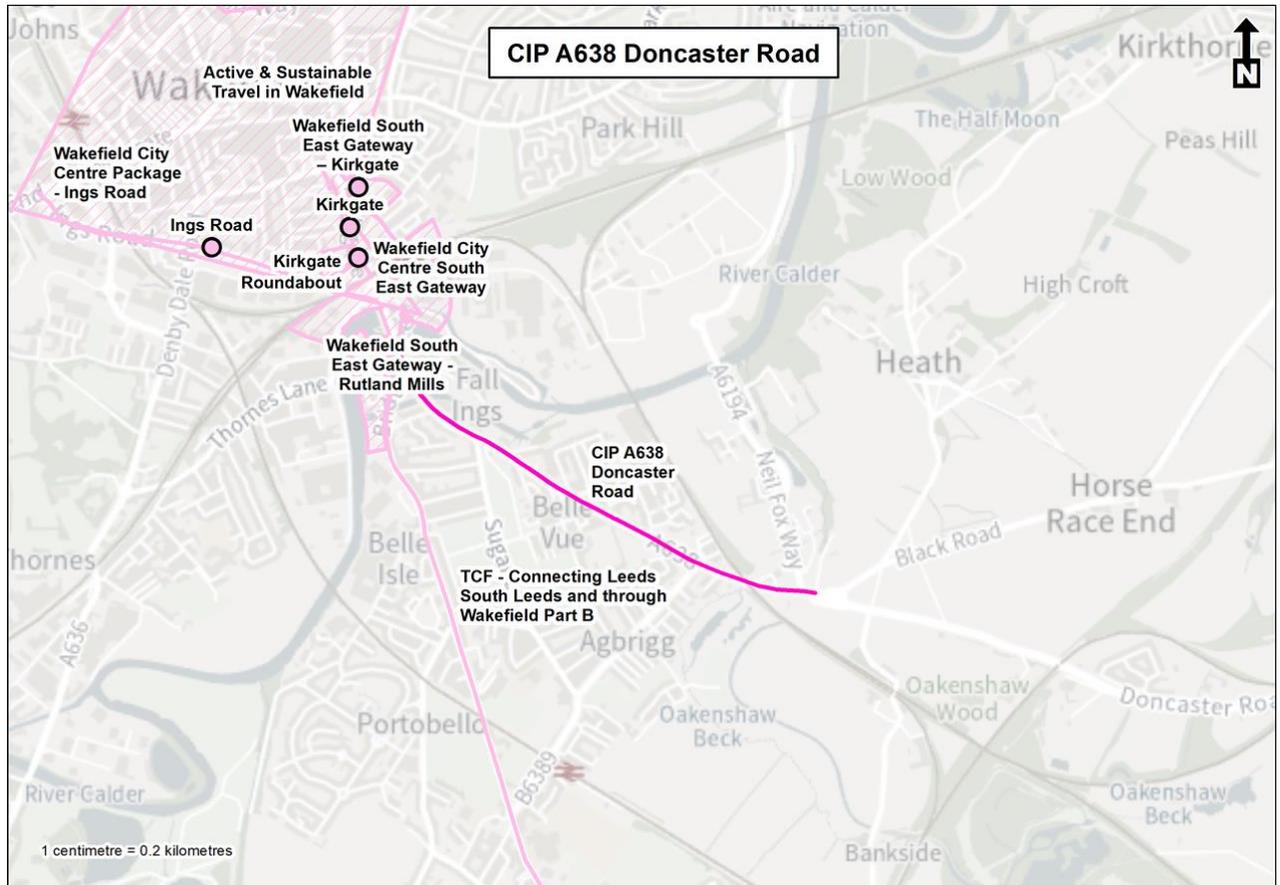
- Encourage greater use of public transport, cycling and walking

	<ul style="list-style-type: none"> • Enhance crossing facilities for pedestrians to improve pedestrian experience • Improve air quality by reducing emissions along the corridor including in the Wakefield City Centre Air Quality Management Area (AQMA); • Enable inclusive growth through improved access to employment, education and skills opportunities <p>The scheme aligns with the priorities of the Combined Authority's Strategic Economic Framework:</p> <ul style="list-style-type: none"> • Boosting productivity: Helping businesses to grow and bringing new investments into the region to drive economic growth and create good jobs. • Enabling inclusive Growth: Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities and towns. • Tackling the climate emergency: Growing our economy while cutting emissions and caring for our environment • Delivering 21st century transport: Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other. <p>The scheme has public support for intervention, with all elements of the scheme being supported by the public during consultation. Further public consultation is planned during Full Business Case (FBC) development to confirm public support and seek specific feedback on specific design proposals.</p>
Commercial Case	<p>A clear procurement approach for the project has been developed. Risks have been considered, mitigated and, where possible, transferred. At this stage of development, the scheme complies with statutory and other regulatory consents.</p>
Economic Case	<p>The benefit cost ratio for the scheme is 9.17:1 representing very high value for money. The scheme delivers large benefits to public transport users, pedestrians and cyclists alongside private vehicles, through the prioritisation of public transport, walking and cycling while maintaining and in parts improving highway capacity. This will result in predicted significant journey time savings alongside benefits derived through increased physical activity.</p>
Financial Case	<p>The total cost of the scheme is £6,974,000. £6,300,000 will be funded by the Combined Authority from the West Yorkshire-Plus Transport Fund (WY+TF). £170,000 will be funded by Wakefield Council and a contribution of £324,000 will be funded by a developer contribution from an adjacent development site.</p>

	<p>Once complete, the scheme will result in additional highways maintenance costs which will be funded by Wakefield Council.</p>
<p>Management Case</p>	<p>The delivery of this scheme will be led by Wakefield Metropolitan District Council and project planning has included lessons learnt from previous similar schemes.</p> <p>A communications and stakeholder management strategy has been established, covering all major stakeholder groups as well as the general public, and a plan for communications and engagement through scheme delivery has been developed.</p> <p>A robust and achievable delivery programme has been developed with key milestones, delivery constraints and key risks identified and actively managed</p> <p>The scheme is expected to commence delivery in July 2023 and be completed by July 2024.</p>

Location Map

The following map shows the location of the A638 Doncaster Road Corridor Improvement scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

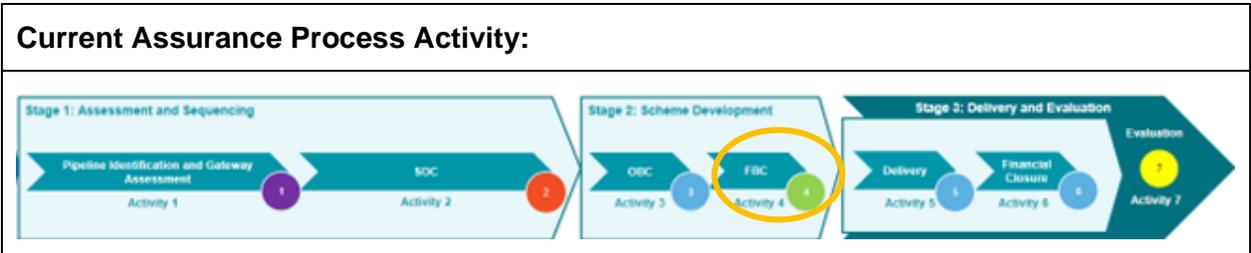
For further information on Combined Authority schemes across the Leeds City Region, please refer to: <https://www.westyorks-ca.gov.uk/growing-theeconomy/leeds-city-region-infrastructure-map>

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Section A: Scheme Summary

Name of scheme:	Leeds City Centre Cycle Connectivity
Lead organisation:	Leeds City Council
Applicable funding stream(s) – Grant or Loan:	DfT Transforming Cities Fund – Grant
Growth Fund Priority Area (if applicable):	Priority Area 4: Infrastructure for Growth Priority Area 3: Clean Energy & Environmental Resilience
Approvals to date:	<p>Decision Point 2 (Strategic Outline Case) approved by Investment Committee, July 2020 (as part of the Active & Sustainable Travel in Leeds City Centre Package).</p> <p>Decision point 3 (Outline Business Case) approved by Combined Authority, July 2020.</p> <p>Decision point 4 (Full Business Case for funding for the Ingram Distributor which forms part of the Holbeck Gateway) approved by Managing Director, April 2021.</p>
Forecasted full approval date (decision point 5):	1 July 2022 for phase one only. Phase two will be subject to further approval at a later date.
Forecasted completion date (decision point 6):	28 February 2024
Total scheme cost (£):	£7,262,173
Combined Authority TCF funding (£):	£7,262,173
Total other public sector investment (£):	N/A
Total other private sector investment (£):	N/A
Is this a standalone project?	No

Is this a programme?	No
Is this project part of an agreed programme?	Yes – Leeds City Region Transforming Cities Fund



Scheme Description:

The Leeds City Centre Cycle Connectivity scheme is a package of four cycle infrastructure schemes that will deliver improved connectivity within the city. Together, these will fill gaps in provision across the existing and planned cycle network in Leeds, adding 2.71km of high-quality, fully segregated provision. Two further cycle infrastructure schemes may be developed if additional funding can be identified.

The network provides a healthy, low cost, low carbon transport option for the people of Leeds, which supports our **inclusive growth** and **health and wellbeing** strategies and addresses the **climate emergency**.

The scheme will be delivered in two phases which have been refined to include the following routes:

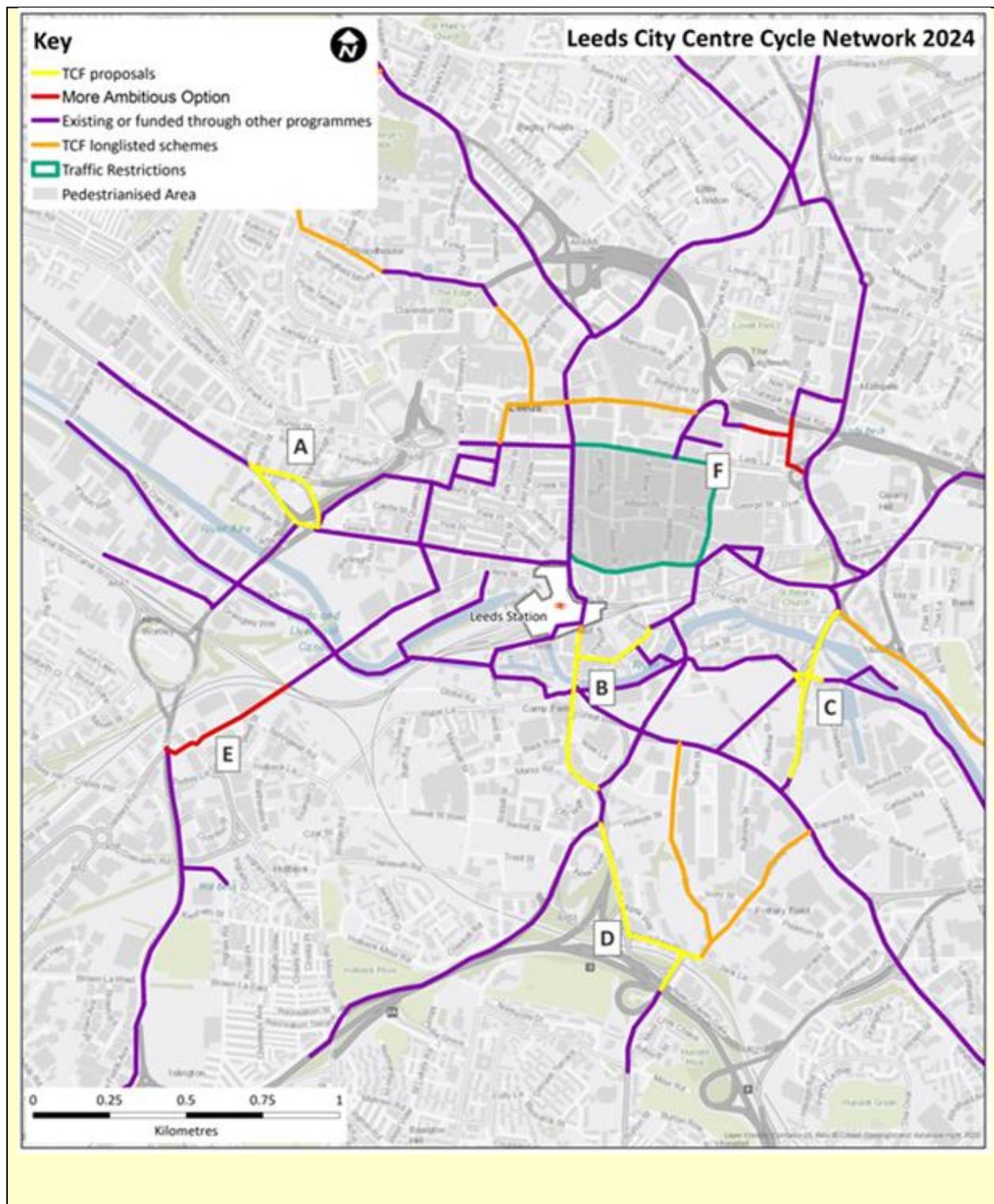
Phase one:

- **Western Gateway (A):** Kirkstall Road to Wellington Street (A65)
- **Crown Point Bridge Gateway (C):** Black Bull Street and Crown Point Road
- **Dewsbury Road Connector (D):** Dewsbury Road and Parkfield Street

Phase one also includes the route along the Ingram Distributor which already been constructed and forms part of the **Holbeck Gateway (E)** scheme.

Phase two:

- **Southern Gateway (B):** Neville Street and Sovereign Street



Business Case Summary:

Strategic Case

The Leeds City Centre Cycle Connectivity scheme has been developed to meet the objectives of the Transforming Cities Fund, Leeds City Region Strategic Economic Plan and policy at national, sub-national and local levels. It aims to provide for existing demand and unlock potential demand for cycling in Leeds city centre by delivering high quality infrastructure that tackles existing barriers to

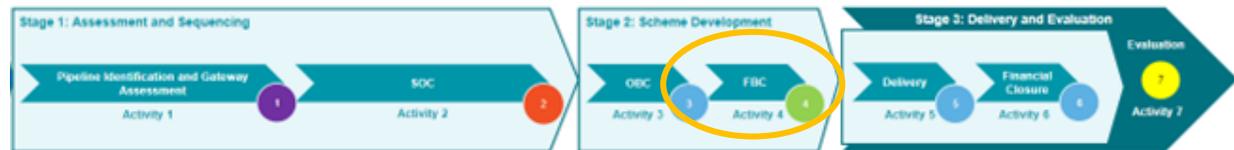
	<p>cycling, fills gaps in the current cycle network and will create a comprehensive active travel network across the city centre and reaching out to adjacent communities. It will:</p> <ul style="list-style-type: none"> • Support ‘good growth’ in the region • Help to tackle the climate emergency • Improve connectivity to employment and education opportunities • Encourage mode shift away from the car to cycling, walking and public transport
Commercial Case	<p>There has been continuous – but limited – growth in cycling in Leeds over recent years. Census data reveal that the number of commuting trips made by cycle increased by 70 per cent between 2001 and 2011. Yet even with continued growth, cycling only accounted for 1.5 per cent of travel on the main corridors into the city centre between 2016 and 2018.</p> <p>Evidence from the CityConnect programme demonstrates that significant increases in cycling have been experienced where investment has been made in high quality infrastructure that forms a useful addition to the cycle network, especially where it been delivered within close proximity and with onward connectivity to Leeds city centre. For example, the number of people cycling on Cycle Superhighway 1 on Armley Road increased by 63 per cent in its first three years post-completion.</p> <p>This is the reason that this scheme focuses on increasing the number of people cycling by delivering high quality infrastructure to improve connectivity to Leeds city centre.</p>
Economic Case	<p>The scheme has a benefit cost ratio of 3.19:1 which represents high value for money. The benefits primarily relate to health, reduced absenteeism and journey quality improvements.</p> <p>Steer’s Urban Dynamic Model (UDM) also estimated 39 more residents in employment by 2031 and a £5m increase in GVA (Gross Value Added) as a result of the scheme.</p>
Financial Case	<p>The total value of the scheme is £7,262,173, including Combined Authority programme management overhead costs of £205,173. The Combined Authority will fully fund the scheme from TCF.</p> <p>£1,235,000 has already been approved by the Combined Authority to deliver the Ingram Distributor section of Holbeck Gateway and fund development costs. Further funding of £3,627,819 is now required to deliver the remainder of phase one.</p> <p>Ongoing Maintenance of the completed assets will be funded by Leeds City Council.</p>

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Section A: Scheme Summary

Name of scheme:	Leeds Station Sustainable Travel Gateway
Lead organisation:	Leeds City Council
Applicable funding stream(s) – Grant or Loan:	Transforming Cities Fund (TCF) (Grant)
Growth Fund Priority Area (if applicable):	Delivering 21st Century Transport
Approvals to date:	Decision Point 2 (Strategic Outline Case) approved by Combined Authority Board on 25 June 2020 Change Requests have been approved by Managing Director on 4 June 2021 and 25 March 2022
Forecasted Approval to Proceed:	September 2022
Forecasted completion date (decision point 5):	May 2024
Total scheme cost (£):	£36,009,872
Combined Authority funding (£):	£36,009,872
Total other public sector investment (£):	£0
Total other private sector investment (£):	£0
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes: <ul style="list-style-type: none"> The Combined Authority's Transforming Cities Fund The Leeds Integrated Station Masterplan (LISM)

Current Assurance Process Activity:



Scheme Description:

The Leeds Station Sustainable Travel Gateway (LSSTG) scheme is the first phase of the Leeds Integrated Station Masterplan. The scheme will:

- Create pedestrian priority areas on New Station Street through the relocation of the taxi rank to Bishopgate Street and bus stops to locations on Boar Lane.
- Provide improvements to the accessibility of the station and create additional options for step-free access for passengers, resulting in a more direct route into the station and shortened journey times for passengers.
- Completely re-design and re-build the station's external concourse connecting Bishopgate Street and key pedestrian access routes via a series of wide steps with complementary soft landscaping and seating.
- Install two 21-person pedestrian lifts connecting Bishopgate Street and the station entrance.
- Install two-way segregated cycle lanes through Neville Street, Dark Neville Street and Bishopgate Street.
- Install a high quality 560 space cycle hub with supporting infrastructure for electric cycles and a commercial space.
- Environmental improvements to the cladding, road and pedestrian surfaces and lighting in Neville Street and Dark Neville Street in addition to cycle lane connections to the cycle hub.

Business Case Summary:

Strategic Case

Growth in rail travel has facilitated the economic growth of Leeds city centre, the largest centre of employment in West Yorkshire. In 2019/20 Leeds Station handled 34 million passengers, making it one of the busiest stations outside London. Pre-pandemic, the station was predicted to reach capacity between 2023 and 2026, whilst the most recent forecasts suggest that passenger numbers could increase by 44% by 2043.

The scheme aims to increase the station capacity to provide a safe environment for pedestrians, cyclists, and vehicle users, to enable growth in passenger numbers, and to deliver a fully accessible (step free) transport hub. This will improve the transition between rail travel and pedestrian, cycling, taxi and bus services, promoting the use of sustainable travel and improving the air quality within the vicinity of the station.

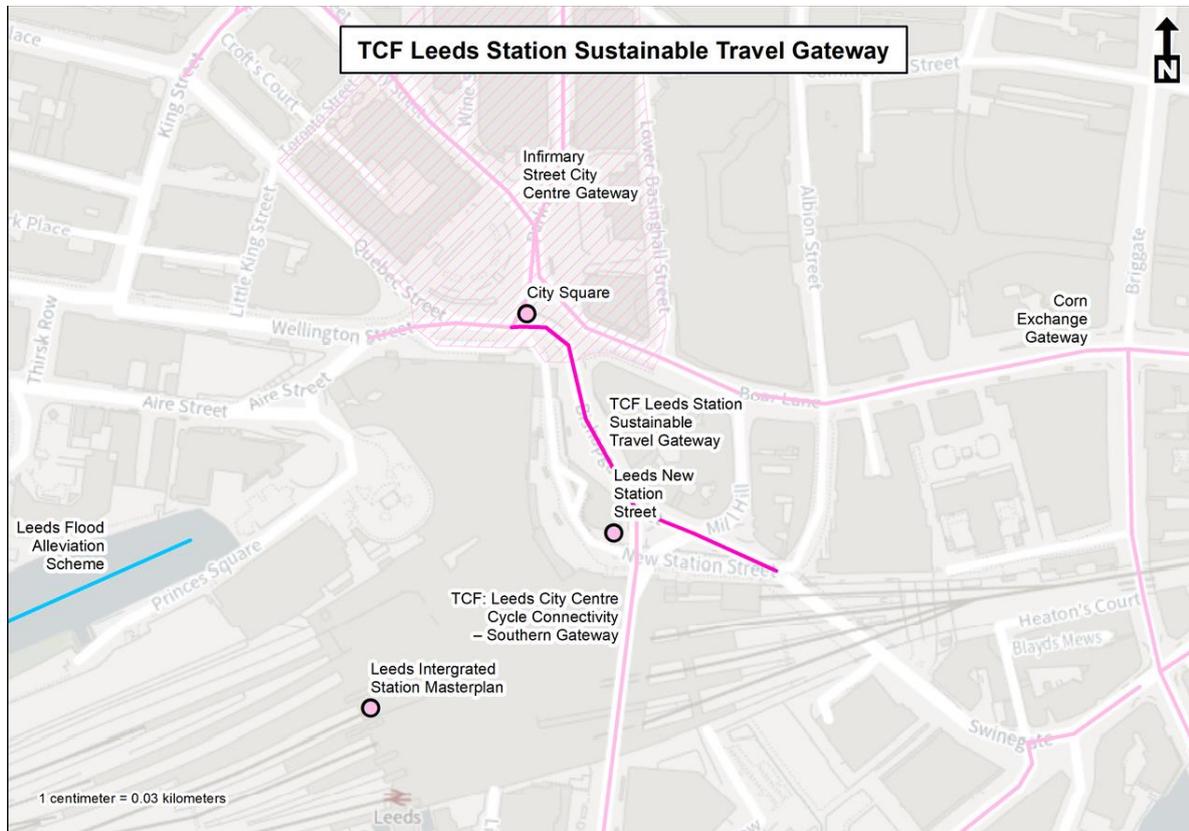
The scheme will support the delivery of clean and inclusive economic growth, aligning to objectives of the TCF programme, the West Yorkshire Mayoral Pledge on climate emergency and the Strategic Economic Framework (SEF).

The scheme has carried out extensive consultation and engagement with all stakeholders to inform the final scheme design, as well as carrying out

	<p>an Equality Impact Assessment to ensure the scheme will benefit all protected characteristic groups.</p>
<p>Commercial Case</p>	<p>Balfour Beatty was appointed as the Principal Contractor through the SCAPE framework and has provided design services to help the scheme secure planning approval (granted on 23 October 2020). They will enter an NEC4 'Option C Target Cost with Activity Schedule' contract to deliver the construction works.</p> <p>Balfour Beatty's construction programme will now also include works to replace the Mill Goit structural beams under New Station Street, as requested by Network Rail following additional surveys on the condition of the beams. Network Rail will fund these works.</p> <p>Whilst the scheme awaits approval by Network Rail for the Mill Goit construction costs, Balfour Beatty has identified a package of works it can deliver ahead of the main construction programme. This includes works at Bishopgate East, Dark Neville Street, and Neville Street, which commenced on 23 May 2022 and will conclude by January 2023.</p>
<p>Economic Case</p>	<p>The scheme has a benefit cost ratio of 1.29:1, representing 'Low' value for money. However, the scheme will deliver strategic priorities and benefits arising from public realm improvements including journey quality and ambience. The scheme will support better air quality, improved safety through removal of congestion between pedestrians, cyclists and vehicles, and should reduce noise levels within the vicinity of the station.</p>
<p>Financial Case</p>	<p>The total scheme cost is £36,009,872, to be funded by the Combined Authority from TCF.</p> <p>The scheme has accounted for contingency, risks, and inflation costs, and has considered ongoing maintenance costs that sit with Network Rail or Leeds City Council.</p>
<p>Management Case</p>	<p>Leeds City Council is the lead promoter, with appropriate governance measures and processes in place to enable effective development and delivery of the scheme and the co-ordination of communications and activities with schemes it interfaces with such as the City Square closure project.</p> <p>Advanced works commenced on 23 May 2022, with the main construction programme forecast to start in November 2022 and complete in May 2024.</p>

Location Map

The following map shows the location of the Leeds Station Sustainable Travel Gateway scheme:



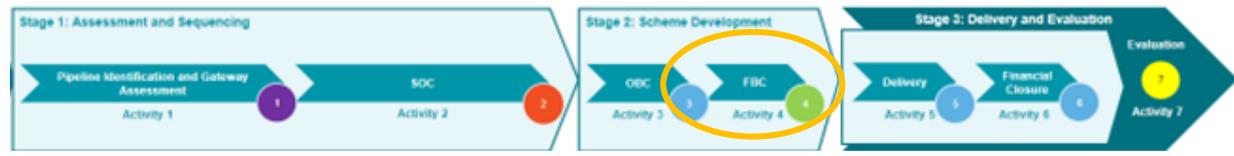
Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

For further information on Combined Authority schemes across the Leeds City Region, please refer to: <https://www.west-yorks-ca.gov.uk/growing-the-economy/leeds-city-region-infrastructure-map>

8Section A: Scheme Summary

Name of scheme:	Zero Emissions Bus Regional Area (Phase 1)
Lead organisation:	West Yorkshire
Applicable funding stream(s) – Grant or Loan:	Zero Emissions Bus Regional Area grant (from Department for Transport)
Growth Fund Priority Area (if applicable):	Priority 4: Infrastructure for growth
Approvals to date:	Decision Point 1 (Strategic Assessment) – September 2021 Decision Point 2 (Strategic Outline Case) – Full Zero Emission Bus Programme – to be presented to Combined Authority for approval on 23 June 2022
Forecasted completion date (decision point 5):	August 2022
Total scheme cost (£):	£56,161,738
Combined Authority funding (£):	£24,565,171
Total other public sector investment (£):	None
Total other private sector investment (£):	£31,596,567
Is this a standalone project?	No
Is this a programme?	Yes - part of the Zero Emission Bus (ZEB) Programme
Is this project part of an agreed programme?	Yes

Current Assurance Process Activity:



Scheme Description:

As part of regional commitments to delivering against the climate emergency, the Combined Authority has established an ambition to have a zero-emission bus fleet by 2036 and to have made significant progress towards this by 2030. ZEBRA is part of the West Yorkshire Zero Emission Bus (ZEB) programme to significantly increase the number of zero emission buses operating in West Yorkshire.

The West Yorkshire Zero Emission Bus Regional Area (ZEBRA) scheme is the first phase of three that will introduce electric zero emission buses and necessary charging infrastructure. This scheme will:

- Introduce 111 new electric buses to routes in Bradford, Leeds and Wakefield. This will bring the percentage of zero-emission buses in the fleet from 2% to 10%.
- Install electric vehicle charging infrastructure in the bus depots where the zero emission buses will be based.

In Bradford and Wakefield districts these will be the first of their type serving passengers in these areas. In Leeds, the zero emission buses will complement those already operating in the district.

Phase two will focus on Calderdale and Kirklees and will introduce around 8 electric buses onto tendered routes as part of a separate scheme. A final phase 3 project to the ZEB Programme is in the early stages of project planning.

Business Case Summary:

Strategic Case

The scheme supports the delivery of the Strategic Economic Framework (SEF) priorities:

- **Tackling the climate emergency:** growing our economy while cutting emissions and caring for our environment.
- **Delivering 21st century transport:** Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

It also supports the Mayor’s pledge to tackle the climate emergency, and the West Yorkshire Climate and environment plan 2021 – 2046 which commits to decarbonising the bus network and the supporting infrastructure for buses.

This project will focus the new buses on routes with the lowest air quality. These routes run through areas that are experiencing the

	<p>highest levels of social and economic disadvantage, which are worsened by poor air quality.</p> <p>From March 2024, these buses will remove 50 tonnes of Nitrogen Oxides (NoX) a year and over 7,000 tonnes of carbon dioxide equivalent (CO2e) emissions from busy urban routes, including recognised Air Quality Management Areas (AQMA's)</p> <p>This scheme is an opportunity to improve the quality of public transport in the region by removing older, more polluting vehicles and providing modern, high-class vehicles connecting our key urban centres across the region.</p> <p>The scheme, as part of the West Yorkshire Zero Emission Bus (ZEB) programme, will reduce emissions from the region's bus fleet, contributing to the regional target to be net-zero carbon by 2038. The scheme supports the delivery of the West Yorkshire Transport Strategy 2040 and the Bus Service Improvement Plan by helping to deliver a comprehensive electric vehicle charging network, working with bus operators to move to a near-to-zero emissions bus fleet, and supporting improvements in bus fleets to attract new customers.</p>
<p>Commercial Case</p>	<p>The scheme has been developed in partnership with partner councils and bus operators through the West Yorkshire Bus Alliance. First, Arriva and Transdev (all partners in the scheme) will be responsible for delivering the vehicles and charging infrastructure. All three have independently engaged with manufacturers in relation to vehicle, infrastructure and civil engineering work and have provided letters of support for the project.</p>
<p>Economic Case</p>	<p>The benefit cost ratio for the scheme is 1.3 calculated using the Department for Transport's Greener Bus Model (GBM). However, when adjusted to consider the pollution saved by replacing a diesel bus that would operate at much lower speeds as is the case on the urban routes in West Yorkshire, this lifts the benefit cost ratio to 1.5 and medium value for money.</p> <p>The scheme will provide investment in buses that improve the customer offer, targeting deprived areas, promoting the levelling up agenda, and support modal shift away from car ownership travel through the introduction of newer, cleaner buses.</p>
<p>Financial Case</p>	<p>The total scheme cost is £56,161,738. Of this total, £24,565,171 will be funded by the Combined Authority using funding secured from Department for Transport through the ZEBRA grant. The remaining £31,596,567 will be funded by the private sector bus operators partnering with the Combined Authority on this programme.</p> <p>Key project risks are rising inflation costs and potential supply chain challenges with vehicles and infrastructure. These will be mitigated</p>

	by close monitoring and dialogue between the Combined Authority and bus operators' project teams and contingency funding built into the scheme costs.
Management Case	The scheme will be overseen by the Combined Authority, who will manage the funding and deliver the scheme through the Assurance Framework. All procured ZEBs and infrastructure will become the property of the respective bus operators who be responsible for ongoing maintenance. The project will be transferred from the Combined Authority Policy Team to the Delivery Team with oversight from Transport Services. A project manager and programme board will be established.

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