

## **TRANSPORT COMMITTEE**

**MEETING TO BE HELD AT 2.00 PM ON FRIDAY, 18 NOVEMBER 2022  
IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON  
STREET, LEEDS**

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### **A G E N D A**

Please note that this meeting will be filmed for live or subsequent broadcast via the Combined Authority's internet site. At the start of the meeting the Chair will confirm if all or part of the meeting is being filmed. Generally the public seating areas will not be filmed; however by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting. If you have any queries regarding this, please contact Governance Services on 0113 251 7220.

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 14 OCTOBER 2022**  
Copy attached.  
(Pages 1 - 8)
- 5. BUS SERVICE IMPROVEMENT PLAN AND ENHANCED PARTNERSHIP UPDATE AND APPROVALS**  
(Pages 9 - 32)
- 6. BUS AND RAIL SERVICE PERFORMANCE UPDATE**  
(Pages 33 - 44)
- 7. PROJECT APPROVALS**  
(Pages 45 - 68)

**Signed:**

A handwritten signature in black ink, appearing to read 'P. Bevan', with a horizontal line underneath.

**Chief Executive  
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE  
TRANSPORT COMMITTEE  
HELD ON FRIDAY, 14 OCTOBER 2022 AT COMMITTEE ROOM 1,  
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

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**Present:**

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Manisha Roma Kaushik (Deputy Chair)	Kirklees Council
Councillor Martyn Bolt	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Aafaq Butt	Kirklees Council
Councillor Peter Clarke	Bradford Council
Councillor Andy D'Agorne	York Council
Councillor Colin Hutchinson	Calderdale Council
Councillor Melanie Jones	Wakefield
Councillor Hassan Khan	Bradford Council
Councillor Matthew McLoughlin	Kirklees Council
Councillor Matthew Morley	Wakefield Council
Councillor Taj Salam	Bradford Council
Councillor Kevin Swift	Wakefield Council
Councillor Eleanor Thomson	Leeds City Council
Councillor Izaak Wilson	Leeds City Council

**In attendance:**

Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Kevin Murray	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

**18. Apologies for absence**

Apologies for absence were received from Amir Hussain, Cllr Peter Caffrey, Cllr Lou Cunningham, Cllr Eric Firth, Cllr Helen Hayden, Cllr Alex Ross-Shaw, and Cllr Jane Scullion

**19. Declarations of disclosable pecuniary interests**

Cllr Taj Salam disclosed his employment with First Bus.

Cllr Eleanor Thomson disclosed her husband is an employee of Atkins.

**20. Exempt information - possible exclusion of the press and public**

There were no items that required the exclusion of the press and public.

**21. Minutes of the meeting of the Transport Committee held on 1 July 2022**

**Resolved:** That the minutes of the meeting of the Transport Committee held on 1 July 2022 be approved and signed by the Chair.

**22. Mini-Budget - Accelerated Schemes**

The Transport Committee considered a report providing details on the projects and programmes that were highlighted in the recent 'mini-budget' released by the Central Government. Officers clarified that there were nine West Yorkshire schemes that were named as candidates for acceleration, and updates are provided in the report for each.

It was raised that significant changes to the government were announced in the time between the publication of papers and the time of the meeting, and so it is uncertain if the details of the accelerated schemes will remain as presented in the mini-budget. Officers explained that progress is already being made on some of the projects such as the TransPennine Route Upgrade, and there is more concern regarding the impact of inflation on existing work than on whether the work will go ahead. Relevant meetings for each project continue to be undertaken to raise and manage issues regarding project delivery.

**Resolved:** The Transport Committee:

Approved that the Chair of Transport Committee writes to the Secretary of State, Transport to provide an overview of the progress that we are making on the named schemes, and to set out what government input is required to support the principles of accelerating projects.

Welcomed the establishing of an NPR 'Acceleration Board' locally to support expedited decision-making and progress on this key scheme.

**23. Bus Service Revenue funding and Expenditure**

Members considered an update on the position regarding Government funding for bus services and the implications for service delivery, as well as to set out some of the specific financial pressures impacting on spend on bus service and the actions taken to address additional costs emerging from the situation.

Officers explained that the bus network has not yet fully recovered from the pandemic, and that inflation is also causing further cost pressure. During the pandemic, the bus network was supported by the Government which has recently extended the support from October to December 2022. It is believed the support will be further extended to March 2023 but this has not yet been

confirmed. There remains to be a funding gap which makes future planning difficult, and it is important to encourage the Government to provide longer term support and plans which will ease pressure on operators to cut services.

The Combined Authority continues to spend on bus services, such as by supporting school services after the collapse of CT Plus. There was money available due to an underspend in the concessionary fares budget, however Inflation has resulted in higher spending than anticipated and as a result the Combined Authority is organising its budgets to accommodate. Further updates will be provided as the budget process continues.

Members raised concerns that many areas of West Yorkshire are rural and served by only one operator, and so service cuts can impact or cut off entire communities. Services are also not being restored to pre-pandemic levels as had been promised by some operators, and so schools are being impacted by infrequent services causing students to arrive late to schools. Officers responded there are still reports of low staffing levels which is preventing the restoration of services to pre-pandemic levels, and the schools issue is already being addressed. The Combined Authority has supported the recruitment and training of bus drivers which has lessened the overall impact, and further updates can be provided at a future meeting.

**Resolved:** The Transport Committee:

Approved that the Chair of Transport Committee writes to the Secretary of State for Transport urging that a clear funding plan for bus services is included in the Government's forthcoming fiscal review

Noted the current position with bus service and concessionary fare spending and the actions being taken to mitigate the current budgetary position.

#### **24. Bus Service Improvement Plan Update**

Members considered a report to provide an update on the Department for Transport funding for the Bus Service Improvement Plan.

Officers explained the Combined Authority was successful in its bid for BSIP funding, and have a settlement of under slightly under £70 million over the next three years. The funding has been confirmed by a letter from the Secretary of State, and subject to the decision at the 21 October Combined Authority meeting, the Transport Committee will oversee delivery of the Bus Service Improvement Plan.

The Mayor's fares were introduced at the beginning of September using BSIP funding, with the decision taken to bring the start date forward to before the new academic year. Officers explained it is still too early to present a clear picture of the impact of the scheme, and usage will be tracked over a three-month period. At the time of the meeting there are roughly 10,000 users each day.

It was questioned if the BSIP funding will be used to restore services or to purchase vehicles, and what checks are in place to monitor the spending. Officers responded that there is no exact definition of how the funding should be used, but it will not be used to buy buses or restore any reduced services, and the spending will be demonstrated to the Government against a set plan. The Combined Authority will aim for the best value for money and to attract as many people to use the bus as possible. There are existing agreements with operators to introduce new low-emission buses to the network, as well as funding streams such as the Zero-Emission Bus Regional Area programme which is dedicated to the same purpose.

**Resolved:** The Transport Committee:

Noted the update on the Bus Service Improvement Plan and that funding has been confirmed by the Department for Transport subject to the making of the Bus Service Improvement Plan Enhanced Partnership Scheme following statutory consultation.

Noted that the operation of the Mayor's Fare be funded for the first 3 months from the Combined Authority's concessionary fares revenue budget. The cost of the first three months of the scheme is estimated at £3m.

Accepted the delegation of authority to approve the Bus Service Improvement Plan strategic outline case in accordance with the Assurance Framework, so that delivery can commence in line with the tight delivery timeframes, subject to the agreement of the Combined Authority at its meeting on 21 October 2022

## **25. Bus Network Plan - Development Update**

Members received a report providing an update on the development of a bus network vision and implementation plan, which will inform deployment of Bus Service Improvement Plan (BSIP) funding and the Combined Authority's response to ongoing commercial challenges faced by the bus industry.

The Chair encouraged Transport Committee members to return their lists of transport priorities to WYCA officers which will assist in the design of the Bus Network Plan.

Members noted that the report suggests the BSIP funding will target areas of high deprivation and questioned if it is ward-level data or more targeted. Officers confirmed the data is taken from the census super-output area data which should target the areas of deprivation within wards.

**Resolved:** The Transport Committee noted the progress made to date on development of the bus network plan and endorses the next steps, including development of the funding criteria to prioritise investment in services.

## **26. Governance Update**

Members considered a report providing an update on member roles and transport engagement matters for the 2022/23 municipal year.

Officers explained they held a meeting with the Transport Engagement leads in August to clarify their roles and set outlines for the first district engagement sessions, with further information to be sent to district engagement leads following the meeting. Members questioned if there should be two meetings per year or a minimum of two meetings per year, officers answered it should be a minimum and the report would be amended.

**Resolved:** The Transport Committee:

Noted the thematic roles of the Deputy Chairs set out in paragraph 2.2.

Noted the arrangements to be put in place to support the role of the Transport Engagement Leads including proposals for Local Transport Forums set out in paragraphs 2.4 to 2.11.

## **27. Mass Transit Vision 2040 Statutory Consultation**

Members considered a report to provide an update on the proposals for statutory consultation on the Mass Transit Vision 2040 document in October 2022. Officers explained the consultation begin on 17 October and continue over the subsequent 12 weeks. Members were invited to provide their own feedback to the consultation.

Members raised concerns there have been no projected route maps released so far, officers answered that there will be maps drawn along with further consultation at a later stage in the process.

**Resolved:** The Transport Committee:

Noted and endorsed the timescales and proposals for the statutory consultation for the Mass Transit 2040 Vision document.

Were invited to provide any further feedback on the Mass Transit Vision 2040 document, and consultation and engagement processes.

## **28. Active Travel Update**

Members considered a report providing an update on Active Travel policy and funding at the Combined Authority in light of the creation of Active Travel England (ATE), and to provide an update on the success of previous bidding and the outline approach and timeline for future funding applications.

Officers explained that Active Travel England will oversee inspection and scheme design for projects, ensuring the cycling and walking infrastructure is embedded within all highway schemes. The Combined Authority has been successful in a bid for £1.6 million of funding to support active travel in West Yorkshire. The funding was based on a self-assessment for each West Yorkshire district, and all districts have been awarded level 3 status which grants eligibility to bid for further funding from ATE in the future.

Members questions if ATE will have oversight of pipeline projects, officers confirmed they will and that there is a desire to begin working together on projects as early as possible. Members welcomed the oversight as a way to ensure current and future projects meet minimum standards for active travel, and suggested inviting representatives of ATE to a future committee meeting. Officers suggested the Active Travel Working Group meeting, to which all Transport Committee members are already invited.

**Resolved:** The Transport Committee:

Noted the Combined Authority's ambition to work closely with Active Travel England across its portfolio of projects and support the development of this new organisation.

Noted the significant change in the nature, ambition and scale of active travel funding that is forthcoming as a result of Active Travel England's role.

Endorsed the submission by the Combined Authority to the Capacity and Ambition Fund.

Supported the continued development of an Active Travel Strategy for West Yorkshire.

Supported the development of a pipeline of future Active Travel capacity and infrastructure schemes to inform future funding awards.

Supported the invitation of Active Travel England to a future Active Travel Working Group meeting

## **29. The Mayor's West Yorkshire Local Transport Plan**

Members considered a report providing an update on the government's anticipated plans to update Local Transport Plan Guidance, and to provide an update on the development of the Mayor's new Local Transport Plan for West Yorkshire.

Officers explained the Department for Transport requires all local authorities to have a new plan by March 2024, with suggested timescales available within the next month. The plan sets out the overall objectives for transport in West Yorkshire, and it is suggested to hold a workshop with Transport Committee members to develop the content.

Members suggested including climate change and the safety of women and girls on public transport as key principles within the strategy. Members also suggested that transport modes such as taxis are also included within the plan. Officers responded that the guidelines for how to develop the plan will be released shortly, which will in turn allow for more targeted content for each of the West Yorkshire regions.

**Resolved:** The Transport Committee:

Noted the anticipated government update to Local Transport Plan Guidance.



Noted the development of an updated West Yorkshire Local Transport Plan, and the timeline for this to be presented for adoption in early 2024.

Agreed to have a workshop on the emerging direction of the West Yorkshire Local Transport Plan.

### **30. Transport Policy Update Report**

The committee members considered a report providing a quarterly update on relevant transport policy developments, including details from the most recent Transport for the North meetings and Rail North Committee meetings. There are further updates about the Transpennine Route Upgrade and Electric Vehicle infrastructure strategy for which WYCA was unsuccessful in bidding for the pilot scheme.

Members questioned why the electric vehicle pilot scheme bid was unsuccessful, officers explained there has not yet been any feedback, but most of the successful bids appear to be from rural areas and so those bids may have been more suitable candidates for the funding. It is a requirement for the Combined Authority to write an EV strategy document which will outline the potential business models and infrastructure to be trialled in West Yorkshire.

**Resolved:** The Transport Committee:

Noted the updates provided in this report.

Endorsed the approach for Rail Station Accessibility set out in this report including the identified match funding in support of the Access for All station nominations

### **31. Passenger Experience Update Report**

Committee members considered a report providing a quarterly update on the performance of the transport network in West Yorkshire, including an update of the Combined Authority's passenger-facing activity.

Members raised concerns regarding the widespread customer dissatisfaction with bus operators due to late and cancelled services, and requested that operators are invited to a future Transport Committee meeting to respond to the members in person. Officers agreed to invite representatives from the major operators, and reiterated that the Mayor and leaders are in contact with operators to voice concerns and ensure issues are addressed as necessary.

**Resolved:** The Transport Committee note the updates provided on the Passenger Experience in West Yorkshire provided in this report.

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**Report to:** Transport Committee

**Date:** 18 November 2022

**Subject:** **Bus Service Improvement Plan and Enhanced Partnership updates and approvals**

**Director:** Dave Pearson, Director of Transport and Property Services

**Author:** Vikki Stevenson, Policy Officer

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

## 1. Purpose of this Report

1.1 The purpose of this report is to:

- Update Transport Committee members on the Bus Service Improvement Plan (BSIP) revenue funding, the Mayor’s Fares, the Bus Network Plan development, and the corresponding Enhanced Partnership scheme.
- Request approval of funding for delivery costs for the Mayors Fares scheme (to May 2023), for the Enhanced Safer Travel Partnership scheme, for the Business to Customer Sales and Marketing, (including behaviour change) and for the Travel Plan Network, plus development costs to develop the other schemes within the BSIP portfolio.

## 2. Information

### Background

- 2.1 In April 2022, the Combined Authority was notified by the Department for Transport (DfT) that it had been indicatively awarded £69,974,070 in revenue funding, over three financial years, to support delivery of its Bus Service Improvement Plan.
- 2.2 In agreeing what the funding should be spent on, the DfT advised that it wanted to see it prioritised towards ‘cheaper and simplified fares’ and ‘increased service frequencies and new routes’; and that the delivery of

associated initiatives would need to be agreed with bus operators as part of a 'BSIP' Enhanced Partnership (EP) scheme before the funding would be released to the Combined Authority.

- 2.3 A BSIP funding package, outlined in in Table 1, was agreed by The Combined Authority as the basis for its spending submission to DfT and development of the corresponding EP scheme.

**Table 1 – BSIP revenue funding package overview.**

<b>Funding area</b>	<b>Schemes and interventions</b>	<b>Revenue cost (£m)</b>
<b>Clear and simple fares</b>	<ul style="list-style-type: none"> <li>• 'Mayors Fares' subsidy.</li> <li>• Business to customer sales and marketing.</li> <li>• Business to business sales.</li> </ul>	36.9
<b>New and improved services</b>	<ul style="list-style-type: none"> <li>• Evolution and growth of the bus network.</li> <li>• 'Superbus' town network enhancements.</li> <li>• Service innovation – Demand Responsive Transport and Mobility Hubs.</li> </ul>	30.9
<b>Supporting bus priority and safety</b>	<ul style="list-style-type: none"> <li>• Improvements to coordination of bus, urban traffic and passenger information.</li> <li>• Enhanced Safer Travel Partnership with the WY police.</li> </ul>	2.05
<b>Total revenue costs:</b>		<b>£69.9m</b>

BSIP Enhanced Partnership scheme

- 2.4 As per DfT requirements, the Combined Authority has been the developing an Enhanced Partnership scheme, which seeks commitment from all bus operators and District authorities to support development and delivery of BSIP-funded projects, as well as City Region Sustainable Transport Settlement (CRSTS) -capital funded bus priority schemes.
- 2.5 At its meeting in July 2022, the Combined Authority approved a draft Enhanced Partnership scheme for progression through the required statutory process to enable it to be legally agreed.
- 2.6 The Scheme has since successfully passed through the operator objection and statutory consultation periods without requiring any significant changes. The Combined Authority is in the process of signing the Scheme, alongside local authorities, with this due to complete in mid-November. Once the Scheme has been made it will be available to read online via the Combined Authority's [website](#).
- 2.7 The establishment of the Scheme means the DfT should imminently provide the Combined Authority with the BSIP funding and formal grant later.

## Mayor's Fares

- 2.8 As part of the BSIP, the Combined Authority set out a proposal to reduce the multi operator day ticket (MCard Daysaver) to £4.50 from £5.50 and setting the maximum single journey fare to £2. The Combined Authority meeting on 22 July resolved that 'arrangements to implement the cheaper fares proposal proceed in consultation with the Mayor and Chair of Transport Committee be agreed.'
- 2.9 The 'Mayor's Fares' were launched on the 4 September 2022. Given the current cost of living crisis, the Mayor felt that it was important that individuals and families obtained the benefit of this as soon as practically possible. Also, the start of the academic year is an opportune time to promote new fares as many people review and change travel habits at this time.
- 2.10 The Combined Authority is currently funding the Mayor's Fares subsidy ahead of receipt of the BSIP revenue funding. The cost of the first three months (September – November) of the scheme is estimated at £3 million. In the event of any circumstance whereby the BSIP funding does not become available, then the Combined Authority would need to consider whether to terminate or continue the initiative.
- 2.11 Early data analysis would suggest that bus patronage in September an increased by 5% compared with June 22. Bus travel by adult paying passengers in September 22 was around 10% higher than average monthly patronage in 2022. Three months' worth of data is required before a detailed analysis of take up of the scheme and the commensurate costs can be assessed. This analysis will inform the establishment of the reimbursement mechanism to be agreed annually with operators across the three-year funding period.

## Bus Network Plan - development update

- 2.12 The Combined Authority is continuing to develop its Bus Network Plan which will help determine how it invests the relevant portion of BSIP funding (approx. £30.9 million) to deliver new and enhanced bus services.
- 2.13 Core to the Combined Authority's ambitions, as set out in the West Yorkshire BSIP, is to support a safe and inclusive bus system that better connects communities across the region, particularly those in areas of high deprivation and rural areas. This means supporting bus passengers throughout their end to-end journeys and meeting people's different travel needs / demands.
- 2.14 Our ambition for the bus network in the future is for it to better meet people's more complex travel needs, supporting people such as parents and caregivers who travel to different locations / make numerous stops throughout their day's travel or shift workers who need to travel in the early morning or late at night.
- 2.15 Direction has been given from the Mayor, Leaders and Transport Committee members to prioritise investment in expanding the reach of the bus network and establishing new connections at all times of day, as well as improvement to the frequency of existing services. It has also been agreed to continue

development of the longer term 'aspirational' bus network as part of the development of the West Yorkshire Local Transport Plan, to ensure coordination with other modes and full alignment with the region's needs.

- 2.16 A long list of potential service improvements is currently in development and being prioritised before being packaged into a funded, three-year Bus Network Plan, which be presented for approval and subsequent procurement early in 2023 so they can be operational from April onwards. It is planned to engage Transport Committee members in this work in December.
- 2.17 Constrained fare revenue, uncertainty on funding, workforce challenges and rising costs are all risks impacting on the existing bus network. As previously advised to Transport Committee, bus patronage and therefore fare revenues have not returned to pre-pandemic levels and inflationary pressures are driving up the cost of bus operation. In August, Government announced an extension to pandemic-funding support through to March 2023. This prevented extensive service withdrawals in October, however this remains a concern when funding ends in April. The Combined Authority's costs in supporting the network are also challenged by increasing costs and constrained fares revenue and this will be a significant consideration in setting a budget for 2023/24.
- 2.18 These ongoing challenges will continue to be considered alongside development of plans for BSIP-funded network improvements in order to maximise the efficiency of Combined Authority investment in supporting our ambitions for the network and protection of the existing customer offer.

#### Funding assurance and approvals

- 2.19 A Strategic Outline Case has been submitted to the Combined Authority seeking approval of £16,823,176 from the £69,974,070 BSIP revenue funds when these are received from the DfT (expected by the end of November, subject to the EP Scheme being signed).
- 2.20 The approval for the requested funds covers both development work for the BSIP Portfolio as well as delivery of the Mayors Fares through to May 2023, the Enhanced Safer Travel Partnership scheme, the Business to Customer Sales and Marketing (including behaviour change) and the Travel Plan Network Team scheme.
- 2.21 A breakdown of the requested £16,823,176 is provided below.
- £2,430,000 for BSIP development costs,
  - £ 11,893,176 for delivery of the Mayors Fares scheme, through to May 2023,
  - £1,000,000 for the Business to Customer Sales and Marketing, including behaviour change (under the Clear and Simple Fares theme)
  - £500,000 for the Travel Plan Network team (under the Clear and Simple Fares theme)

- £1,000,000 for the for the Enhanced Safer Travel Partnership scheme with West Yorkshire Police (under the Supporting Bus Priority & Safety theme)

2.22 The approval requested from the Transport Committee is set out below. For more information, please refer to Appendix 1.

2.23 The Transport Committee approves, subject to the conditions set by the Project Appraisal Team and set out in the decision point certificate that:

- (i) The Bus Service Improvement Plan proceeds through decision point 2 (strategic outline case) and work commences on development of the relevant business case for each individual scheme.
- (ii) An indicative approval to the Combined Authority Costs of up to £69,974,070 is given. The total programme cost is £69,974,070.
- (iii) Approval to the delivery costs to May 2023 of £ 11,893,176 for the Mayors Fares scheme are given and work commences on activity 4 (full business case). The total scheme value is £33,974,070.
- (iv) Approval to the delivery costs of £1,000,000 for the Enhanced Safer Travel Partnership scheme (under the Supporting Bus Priority & Safety theme) are given and work commences on activity 5 (delivery)
- (v) Approval to the delivery costs of £1,000,000 for the Business to Customer Sales and Marketing, including behaviour change, (under the Clear and Simple Fares theme) are given and work commences on activity 5 (delivery).
- (vi) Approval to the delivery costs of £500,000 for the Travel Plan Network Team (under the Clear and Simple Fares theme) are given and work commences on activity 5 (delivery).
- (vii) Approval to the development costs of £2,430,000 is given.
- (viii) The Combined Authority provides funding to bus operators for the Mayor's Fares scheme under a formal Reimbursement Scheme similar to that used for concessionary fares. This Scheme determines the amount of funding paid to each bus operator based on ticket sales data. The operation of the Scheme is delegated to the Director of Transport & Property Services.
- (ix) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **3. Tackling the Climate Emergency Implications**

- 3.1 Climate and the environment are considered closely in the BSIP, through the cross-cutting theme of 'decarbonisation and integrated, sustainable travel', aligning with the Net Zero Strategy and West Yorkshire Climate and Environment Plan.
- 3.2 The Mayoral pledge of 'tackle the climate emergency and protect the environment' is also supported with the initiatives in this programme aiming to encourage more people to make sustainable travel choices and create modal shift away from the private car to bus, contributing to better air quality.
- 3.3 The scheme will contribute to tackling the climate emergency by creating a modal shift to bus from the private car, reducing the region's carbon emissions. The interventions within this programme aim to create a better bus system, which is a competitive and viable choice for people to travel over the private car.
- 3.4 The customer sales and marketing elements will seek to promote this offer and encourage behaviour change, ensuring people make the switch to bus a permanent choice.
- 3.5 Evolution and growth of the bus network through this initiative may also support travel to employment sites and jobs which are part of environmental industries. Mobility hubs will bring sustainable modes into one place, enabling better integration into the wider public transport system.
- 3.6 Currently transport emits the most carbon of any key sector in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling more journeys by bus will be integral to reducing this. Buses must also be better integrated as part of a multimodal public transport offer so that alongside rail travel, cycling and walking, customers are able to make sustainable door-to-door journeys.
- 3.7 A Carbon Impact Assessment Stage 1 (Activity 1&2) has been completed for the BSIP Programme. The results of the Activity 1 assessment state that the BSIP Programme is 'presumed to be fully compatible' with WYCA's net zero future, however based on the appraisal it is more likely that it would be 'Conditionally Compatible' at this stage of scheme development.

### **4. Inclusive Growth Implications**

- 4.1 Interventions within this programme to make bus travel cheaper will support inclusive growth by enabling priority passenger groups such as young people, jobs seekers and people in education to more easily afford travel to education and employment opportunities. More deprived communities and those who are economically disadvantaged will benefit from reduced transport costs.
- 4.2 Initiatives in relation to providing new, integrated bus services aim to ensure the bus system provides a viable service for everyone, particularly for economically and socially deprived communities and connects more people to good, quality employment. This will be achieved by:



- ensuring more homes are in closer proximity to the core, high frequency network
- providing better consistency and regularity of service provision on non-core service to ensure the bus can still be relied on for travel
- exploring the provision of alternative models of service, such as demand responsive transport to provide connectivity where a traditional bus service may be less feasible.

## 5. Equality and Diversity Implications

5.1 Elements of this programme will support this as follows:

- **Fare subsidy** – implementation of cheaper fares may help to support individuals and families with lower incomes and who may be significantly affected by the current cost of living crisis, increasing their disposable income
- **Mobility credits through the MCard mobile app** – this intervention will expand on the existing mobility credits scheme, enabling free travel for those from diverse and vulnerable backgrounds e.g. those fleeing domestic violence, refugees etc
- **New and integrated services** – a review of the existing bus network provides the opportunity to reimagine how services are designed in order to attract passengers to the bus system so that it better serves more excluded and disadvantaged communities, and people other than just the traditional urban commuter.
- **Enhanced Safer Travel Partnership** –enhancement of the Safer Travel Partnership with West Yorkshire Police that will provide PCSO resource to help support women, girls and other vulnerable groups to feel empowered to travel by bus when they want to, without the fear of intimidation or anti-social behaviour

5.2 An Equality Impact Assessment has been undertaken and submitted in support of the BSIP SOC. The first stage of the assessment effectively states that a further stage 2 assessment can be screened out, however the promoters have carried out a stage 2 assessment. Individual scheme specific EqIA's to be produced as part of the Enhanced Partnership may identify further impacts for consideration in due course.

## 6. Financial Implications

6.1 The approvals within this paper seek £16,823,176 of BSIP revenue funding. The paper also seeks to approve an indicative allocation of £69,974,000 for the BSIP Portfolio with the funding to come from the DfT. This is subject to the funding being received by the Combined Authority from the DfT.

## 7. Legal Implications

7.1 The Combined Authority will be providing funding to bus operators under the Mayors Fares scheme. The funding will be provided by utilising existing

compensation arrangements with bus operators. The amount of funding allocated to each bus operator is to be delegated to the Director of Transport Services.

## **8. Staffing Implications**

- 8.1 The approval of £2,430,000 development funding sought within this report includes provision for the recruitment of staff resources to support delivery of the BSIP.

## **9. External Consultees**

- 9.1 No external consultations have been undertaken.

## **10. Recommendations**

- 10.1 That the Transport Committee notes the updates on the Enhanced Partnership and the implementation of the Bus Service Improvement Plan.
- 10.2 The Transport Committee approves the following subject to the conditions recommended by the Project Appraisal Team and set out in the decision point certificate:
- (i) The Bus Service Improvement Plan proceeds through decision point 2 (strategic outline case) and work commences on development of the relevant business case for each individual scheme.
  - (ii) An indicative approval to the Combined Authority Costs of up to £69,974,070 is given. The total programme cost is £69,974,070.
  - (iii) Approval to the delivery costs to May 2023 of £11,893,176 for the Mayors Fares scheme are given and work commences on activity 4 (full business case). The total scheme value is £33,974,070.
  - (iv) Approval to the delivery costs of £1,000,000 for the Enhanced Safer Travel Partnership scheme (under the Supporting Bus Priority & Safety theme) are given and work commences on activity 5 (delivery)
  - (v) Approval to the delivery costs of £1,000,000 for the Business to Customer Sales and Marketing, including behaviour change, (under the Clear and Simple Fares theme) are given and work commences on activity 5 (delivery).
  - (vi) Approval to the delivery costs of £500,000 for the Travel Plan Network Team (under the Clear and Simple Fares theme) are given and work commences on activity 5 (delivery).
  - (vii) Approval to the development cost of £2,430,000 is given.
  - (viii) The Combined Authority provides funding to bus operators for the Mayor's Fares scheme under an adopted Reimbursement Scheme the operation of which is delegated to the Director of Transport & Property Services.

- (ix) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in the Appendix to this report.

## **11. Background Documents**

- 11.1 There are no background documents referenced in this report.

## **12. Appendices**

- 12.1 Appendix 1 – Bus Service Improvement Plan Funding Approvals

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## Project Approvals

### Appendix 1 - Bus Service Improvement Plan Funding Approvals

<p><b>Bus Service Improvement Plan (BSIP) (Cheaper Fares, Improved Bus Services and Bus Priority and Safety)</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The West Yorkshire BSIP is a multi-year programme of interventions (portfolio) that will work to radically improve the region's bus system - in line with the vision of the National Bus Strategy - and support both an increase in bus patronage and customer satisfaction with their local services.</p> <p>This portfolio specifically aims to deliver interventions in relation to fares reductions, bus network enhancements and bus priority to significantly improve the experiences of bus users in West Yorkshire and reverse declining passenger numbers.</p> <p>The BSIP portfolio will deliver interventions across five key areas, which work towards:</p> <ul style="list-style-type: none"> <li>• An enhanced, fully inclusive, and more cohesive bus network – which takes people where they need to go, when they need to go.</li> <li>• Clear and simple fares – to make paying for bus travel more affordable, easier, convenient, and flexible.</li> <li>• 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.</li> <li>• 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.</li> <li>• More green and better vehicles – to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire.</li> </ul> <p>The BSIP portfolio comprises three themes, Clear and Simple Fares, New and Improved Services and Bus Priority and Safety, with ten interventions sitting below these. Decision point 2 (strategic outline case) approval is sought via this report for the portfolio, further development costs to develop individual business cases and approval to those interventions which are ready to be delivered, as outlined in this report.</p> <p>The scheme is to be delivered through the Bus Service Improvement Fund.</p> <p><b><u>Impact</u></b></p> <p>The scheme will contribute to tackling the climate emergency by creating a modal shift to bus from the private car, reducing the region's carbon emissions. The interventions within this portfolio aim to create a better bus system, which is a competitive and viable choice for people to travel over the private car.</p> <p>The portfolio will provide the following benefits:</p> <ul style="list-style-type: none"> <li>• Increase bus patronage</li> <li>• Increase modal shift from bus to car</li> <li>• Improve customer satisfaction with bus services</li> <li>• Improve bus network accessibility to housing and employment opportunities</li> </ul>
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	<p>The portfolio's interventions to make bus travel cheaper, will support inclusive growth by enabling priority passenger groups such as young people, jobs seekers and people in education to more easily afford travel to education and employment opportunities. More deprived communities and those who are economically disadvantaged will benefit from reduced transport costs.</p> <p>Tackling inequalities and supporting diversity is a key consideration within the BSIP and creating a safe and inclusive bus service is included as a primary cross cutting theme in the strategy.</p> <p>An assessment of the probable benefits and Value for Money position for the full BSIP Programme has not been provided. This is to be considered as part of further development of the scheme.</p> <p><b><u>Decision sought</u></b></p> <p>The Bus Service Improvement Plan (BSIP) portfolio proceeds through decision point 2 (strategic outline case) and work commences on development of the relevant business case for each individual scheme.</p> <p>Total value of the scheme - £69,974,070</p> <p>Total value of Combined Authority funding - £69,974,070</p> <p>Funding recommendation sought - £16,823,176</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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<b>Project Title</b>	<b>Bus Service Improvement Plan (BSIP) (Cheaper Fares, Improved Bus Services and Bus Priority and Safety)</b>
<b>Stage</b>	1 (assessment and sequencing)
<b>Decision Point</b>	2 (strategic outline case)

## 1 Background

- 1.1 This scheme will be funded from funding provided by the DfT for the Bus Service Improvement Plan (BSIP) via the National Bus Strategy (NBS).
- 1.2 The National Bus Strategy (NBS) for England aims to resolve the failures of the bus industry country wide. The NBS required all local transport authorities to produce and submit a BSIP to government by October 2021 to be eligible for future funding support, including access to a dedicated BSIP funding stream (approx. £1.1 billion). The NBS sets out a number of priorities where Local Transport Authorities should work with bus operators to improve bus services and these are reflected within this programme:
- Cheaper and easier to use – low fares and daily price capping (links to fares support).
  - More frequent – turn up and go services and demand responsive vehicles (links to network enhancements theme).
  - More comprehensive - more services should operate in the evenings, weekends, and at night, and to smaller towns and villages (links to network enhancements theme).
  - Seen as a safe mode of transport – including more services in the evenings and late at night (links to network enhancements and supporting bus priority theme).
  - Faster and more reliable – promoting bus reliability and bus priority schemes (links to network enhancements and supporting bus priority themes).
- 1.3 The BSIP funding allocation has a number of requirements from government:
- Conditional of submission and implementation of an Enhanced Partnership
  - Priorities for investment must be in relation to:
    - “ambitious and eye-catching initiatives that reduce and/or simplify fares, at pace” – specifically pilot reductions that start as soon as possible during 2022/23
    - “increased service frequencies and new/expanded routes” - including better evening and weekend services, new routes that

serve identified priorities such as employment sites and services and new Demand Responsive Transport (and should not be used to support existing service levels and patterns)

- A clear plan for on-going monitoring and evaluation of progress against the delivery commitments and report at least six monthly against the wider BSIP targets
- 1.4 The Combined Authority submitted its Bus Service Improvement Plan to the Department for Transport (DfT) in October 2021.
  - 1.5 The Bus Service Improvement Plan gained decision point 1 (strategic assessment) approval in January 2022.
  - 1.6 In April 2022, the Combined Authority was advised that it 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. This was in comparison to the £168,000,000 the BSIP had requested from government.
  - 1.7 The DfT set out their expected key investment priorities of reduced and simplified fares and increased service frequencies/new and expanded routes. Therefore, the revenue programme has been refocused to address the refined key priorities within the specified funding envelope.
  - 1.8 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.
  - 1.9 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 the BSIP interventions.
  - 1.10 On 8 August 2022 the Combined Authority received a letter setting out that the £69,974,070 of funding was confirmed subject to a successful statutory consultation on the Bus Service Improvement Plan Enhanced Partnership scheme, which is due to conclude in mid-November 2022.

### **West Yorkshire BSIP**

- 1.11 The West Yorkshire BSIP is a multi-year programme of interventions that will work to radically improve the region's bus system - in line with the vision of the National Bus Strategy - and support both an increase in bus patronage and customer satisfaction with their local services.
- 1.12 The portfolio specifically aims to deliver fares reductions, bus network enhancements and bus priority to significantly improve the experiences of bus users in West Yorkshire and reverse declining patronage.



- 1.13 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 roads – 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.
- 1.14 The BSIP portfolio comprises three themes, Clear and Simple Fares, New and Improved Services and Bus Priority and Safety, with ten interventions sitting below these themes. Decision point 2 (strategic outline case) approval is sought via this report for the portfolio, further development costs to develop individual business cases and approval to those interventions which are ready to be delivered, as outlined in this report.
- 1.15 The proposal is to prioritise £37,000,000 (53%) of the funding towards subsidising fares (driving down the cost of single journey and day tickets / the ‘daily cap’) and the remainder on investing in new routes and enhanced services, radically improving the local bus network and delivering significant improvements for local passengers.
- 1.16 As part of the BSIP the Combined Authority set out a proposal to reduce the daily cap on the MCard ticket to £4.50 from £5.50 and setting the maximum single day fare to £2. This is now known as the Mayor’s Fares and was introduced on 4 September 2022 so that individuals and families could feel the benefit as soon as possible, in response to the cost-of-living crisis.
- 1.17 As the DfT funding will not be released until the Enhanced Partnership has passed through the required statutory process to enable it to be legally agreed, the Combined Authority agreed on 9 September 2022 that payments to operators between September and November (three months) would be made from within current revenue budgets until such time as BSIP funding is available, to allow the Mayor’s Fares to start earlier.
- 1.18 The cost of the first three months of the scheme was estimated at £3,000,000. In the event that the BSIP funding does not become available, then the Combined Authority would need to consider whether to terminate or continue the initiative.

1.19 The Combined Authority also agreed on the 9 September 2022 that approval for the BSIP portfolio strategic outline case would be delegated to the Transport Committee to expedite delivery.

1.20 The table below sets out each of the interventions in the BSIP programme by theme. Each intervention will have its own individual pathway through the assurance process.

<b>Theme</b>	<b>Intervention</b>	<b>Description</b>
Clear and Simple Fares	Fares Subsidy	Reduce the price of the MCard Day Saver to £4.50 as the base fare and agree through the EP a max single fare of £2
	Business to Customer Sales and Marketing, including behaviour change	Marketing campaign to promote fares activities and encourage the public to switch to using the bus as their mode of choice
	Mobility Credits	Enhancement to the existing MCard app to enable organisations to issue free tickets direct to people's phones (e.g. charities for vulnerable people, colleges for students, employers for staff etc)
	Travel Plan Network team	Expand capabilities of existing Travel Plan Network team to extend beyond corporate travel offers and create partnerships with new types of organisations and better promote and encourage sustainable travel
New and Improved Services	Network enhancements - New and Improved Services	Evolution and growth of the bus network through a network plan to: <ul style="list-style-type: none"> <li>· expand the frequency of some services to run every 15 minutes or quicker</li> <li>· extend through the early morning and evenings</li> <li>· improve regularity of less frequent services</li> <li>· improve provision of services in more rural and economically deprived areas</li> </ul>
	"Superbus" – town network enhancements	Interventions on specific corridors which implement higher frequency services on networks alongside bus priority measures
	Demand Responsive Transport	Pilot of a digitally enabled Demand Responsive Transport service
	Mobility Hubs	Improvements to public transport, active travel and car club provision at identified locations, alongside existing community facilities to create a local 'hub'
Bus Priority and Safety	Bus, urban traffic management and passenger information interface	Improvements to coordination and linkages between bus, urban traffic and passenger information
	Enhanced Safer Travel Partnership with West Yorkshire Police	Appointment through service level agreement with West Yorkshire Police of additional PCSO's to monitor the bus network
	Internal capacity	Internal capacity to support fares activities, network and bus performance management

## Outputs and Benefits

1.21 The following scheme objectives have been identified to be achieved by 2025:

- 15% increase in bus patronage by 2025
- 5% increase in weekday modal share of bus by 2025
- Improve passenger satisfaction with value for money to 70%
- Improve satisfaction with personal security whilst on the bus to 85%
- Improved housing accessibility via the core bus network to 55%

1.22 The scheme outputs are:

- Cheaper MCard Day Saver product - reduce the price of the MCard Day Saver to £4.50 as the base fare
- Cheaper operator single fares - maximum single fare of £2
- Comms and marketing plan - comms and marketing plan detailing planned promotional activity
- Marketing campaigns - marketing campaigns to promote the fares activities
- MCard Mobile App enhancement - technological enhancement to the MCard Mobile app to facilitate free tickets
- Travel Plan Network team - expand capabilities of existing Travel Plan Network team
- Bus Network Development Plan - evolution and growth of the bus network through a network plan
- New bus services - implementation of the services derived from the plan
- Superbus corridors - higher frequency, lower fare services on corridors with bus priority measures
- Demand Responsive Transport (DRT) service - a pilot of digitally enabled DRT service
- Mobility hubs - Improvements to public transport, active travel, and car club provision at identified locations, alongside existing community facilities to create a local 'hub'
- Bus & Urban Traffic Management Plan - Plan to address issues in relation to bus, urban traffic management and passenger information
- Bus & Urban Traffic Management Interventions - Interventions to co-ordinate and link bus, urban traffic, and passenger information to be confirmed.
- Police Community Support Officers Appointment of additional PCSO's
- Internal capacity Supporting fare activities, network management and bus performance management

1.23 The scheme benefits are:

- Increase bus patronage
- Increase modal shift from bus to car
- Improve customer satisfaction with bus services
- Improve bus network accessibility to housing and employment opportunities

1.24 An assessment of the probable benefits and Value for Money position for the full BSIP Programme has not been provided. This is to be considered as part of further development of the scheme. Evidence of comparable information from similar schemes has been presented for the fare reduction element of the programme. This suggests introducing a flat fare or cheaper fares could increase trip from between 27.8% and 142%.

### **Risks**

1.25 The scheme risks include:

- BSIP interventions fail to drive an increase in passengers returning to bus services, mitigated by continual review of interventions to ensure they are effective and regular collaboration with transport services to understand operational impacts.
- Risks around fares delivery, where receipt of funding may be later than expected, mitigated by regular engagement with DfT and closely tracking any government announcements.
- Reputational risks if the BSIP interventions are not delivered, mitigated by close working with the Combined Authority's communications team, so that public perceptions are aligned with what is actually deliverable.
- Government funding might not go far enough to deliver the extent of interventions needed to drive an increased in passenger numbers, mitigated by careful management of spending to ensure funding goes as far as it can and exploration of further sources of funding.
- Potential for bus operators to raise objections to interventions, which could cause delays, mitigated by careful stakeholder management throughout the process, including monthly Bus Alliance Boards.

### **Costs**

1.26 The total scheme costs are £69,974,070.

1.27 The Combined Authority's contribution is £69,974,070 from the BSIP Revenue Fund. There is no other funding for this programme.

1.28 At decision point 1 (strategic assessment) £1,000,000 of development costs were approved to develop the Strategic Outline Case (SOC).

- 1.29 Due to the launch of the Mayor's Fares on 4 September 2022, this SOC is now seeking retrospective approval for the delivery costs for this element. The total funding allocated for the Mayor's Fares element is £33,974,070.
- 1.30 Approval is sought for £16,823,176 at this stage, bringing the total BSIP approval to £17,823,176. This comprises:
- £2,430,000 for BSIP development costs
  - £11,893,176 for delivery of the Mayor's Fares scheme, from its launch on 4 September 2022 through to May 2023
  - £1,000,000 for the Business to Customer Sales and Marketing, including behaviour change (under the Clear and Simple Fares theme)
  - £500,000 for the Travel Plan Network team (under the Clear and Simple Fares theme)
  - £1,000,000 for the Enhanced Safer Travel Partnership scheme (under the Supporting Bus Priority & Safety theme)

### **Assurance Pathway and Approval Route**

- 1.31 Each BSIP intervention will have its own individual pathway through the assurance process. The assurance pathway and approval routes below are only provided for the portfolio SOC and those interventions which are moving into the delivery stage via this approval.

#### Bus Service Improvement Plan (BSIP) - Portfolio

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Strategic Assessment Priority (SAP) Group Decision: Director of strategy, Communications and Policing and Director of Delivery	03/02/2022
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/03/2025

#### Clear and Simple Fares – Mayor's Fares

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team	18/11/2022

	Decision: Transport Committee	
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2025

Clear and Simple Fares - Business to Customer Sales and Marketing, including behaviour change

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2025

Clear and Simple Fares – Transport Plan Network Team

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2025

Bus Priority and Safety - Enhanced Safer Travel Partnership scheme

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team	27/01/2023

	Decision: Combined Authority's Director of Delivery	
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2025

### Other Key Timescales

Milestone	Date
Enhanced Partnership through the Bus Alliance published	01/04/2022
Mayor's Fares Launched	04/09/2022
Completion of Delivery/outputs	Various from 2022 - 2024
Outcomes to be achieved	2025 and 2030

### Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +10% of those stated 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

## 2 Appraisal Summary

- 2.1 The BSIP Programme aligns well with a number of the Mayor's Pledges and is central to addressing a number of the pledges around buses. The BSIP programme directly contributes to the Mayoral pledge to 'bring buses back under public control, introduce simpler fares, contactless ticketing, and greener buses,' particularly in relation to the 'simpler fares' element.
- 2.2 The West Yorkshire Bus Service Improvement Plan (strategy) was published prior to the announcement of funding from the DfT. This means that the BSIP strategy is aligned against a revenue cost of £168,780 and a capital cost of £230,842, however the funding received does not include capital funding and it includes a reduced revenue fund of £69,974,000. The BSIP strategy was also for a five-year programme whereas it appears that the BSIP Programme is only for 2 ½ years (2023/24 and 2024/25). It is therefore uncertain as to how the BSIP Programme can deliver against the full BSIP strategy.
- 2.3 There seems to be a mix in the SOC of elements which speak to the BSIP Plan or Strategy, which was published prior to the funding announcement, the BSIP programme interventions which make up the £69,000,000, but then other areas are more focused on the bus fares element in isolation. It is not clear that there is a distinction between the BSIP Plan or Strategy, and the

BSIP Programme i.e., the interventions in the SOC. There is a lack of clarity in the SOC as to how the scheme has responded to the changes in funding allocation and how this has impacted on the interventions, objectives, outputs, and potential outcomes.

- 2.4 As much of the SOC is aligned against the BSIP Plan or Strategy, however the BSIP Programme does not have the full funding to achieve the ambitious BSIP Plan, it is uncertain if the stated outputs or the benefits are achievable.
- 2.5 The SOC sets out seven distinct areas which show that there is a market failure in the current bus offer in West Yorkshire. The Case for Change identifies the three broad areas to improve the bus offer and which the BSIP Programme is based on, those of faster and more reliable services, cheaper fares, and ticketing and easier to understand. As no evidence is presented to demonstrate that the proposed programme interventions will correct the market failures it is not possible to assert if the short-listed interventions or the preferred way forward have the potential to address the market failures.
- 2.6 The City Region Sustainable Transport Settlement programme is cited as a key dependency, with some elements of the BSIP Programme part funded through CRSTS. The SOC does not provide any in depth details as to what this means or how this will work.
- 2.7 It is clear from the submitted SOC that optioneering was not done in a robust and proportionate manner. Although the fare element of the options appears to have undergone some assessment, non-fare elements of options appear to not have much clarity.
- 2.8 The SOC provides very high-level details on the reimbursement scheme to bus operators and further details were not provided to the appraiser. It is understood that the arrangements are currently being drafted and have yet to be formally agreed. This element would therefore present a financial risk to the Combined Authority, by entering into the fare's reduction scheme before the reimbursement scheme is set up and agreed. It is also recommended that a financial specialist (economist) is closely involved in the development and agreement of the reimbursement scheme.
- 2.9 As a number of the interventions may require additional or further consultancy support, development of a number of different programme level business cases will be required, that a programme support consultant should be procured in order to help develop the programme level information and then each of the programme business cases
- 2.10 There are potentially some operation and maintenance costs to be funded as a result of this programme, but these are not detailed. It is stated that the total cost cannot be calculated at this time and will be considered as part of further development work. It cannot be determined at this time whether ongoing costs are affordable within current budgets and whether there are any implications resulting from this programme.



- 2.11 A Project Initiation Document (PID) or any other similar document has not been provided with the SOC submission. The promoter states in the SOC that a PID is still to be developed. There is also no programme provided for the BSIP programme or even a high-level programme of the interventions to cover when each would be developed, start in delivery and complete. There is also limited details on the interventions apart from fairly high-level narrative.

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**Report to:** Transport Committee

**Date:** 18 November 2022

**Subject:** **Bus & Rail Service Performance Update**

**Director:** Dave Pearson, Director Transport & Property Services

**Author:** Mick Bunting, Head of Passenger Experience

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 an update on the performance of bus and rail services.

## 2. Information

2.1 At the last meeting of the Transport Committee, Members expressed concern about the current punctuality and reliability of bus and rail services and asked that the respective bus and rail operators attend to explain the steps being taken to restore passenger confidence in services.

### Bus Service Performance

2.2 Bus service performance is measured by reliability, which is the number of service journeys which actually operate, and punctuality, the percentage of buses operating on time (i.e. no more than 1 minute early or 5 minutes late) at the start of the route and at timing points along the route. The Bus Alliance collates figures from all bus companies on this, the latest quarterly figures West Yorkshire wide are:

<b>Month</b>	<b>Reliability</b>	<b>Punctuality (from the first stop)</b>	<b>Punctuality (stops along the way)</b>
July 2022	96.4%	91.5%	86.7%
August 2022	96.2%	91.8%	84.5%
September 2022	95.1%	88.9%	79.2%

- 2.3 The bus industry target is for 99.5% of registered bus service mileage to be operated (reliability) and 95% of buses to run no more than 1 minute early or 5 minutes late (punctuality). The above results show performance significantly less than the target and show a downward trajectory. They are aggregated over all operators at all times of the week and the passenger experience at busier times may be worse than this in some places.
- 2.4 The bus network continues to recover from the pandemic. As of October, bus patronage was around 80% of the equivalent month in 2019 although this differs by route and location. Service mileage has been reduced to 95% in response to lower demand and the reduced availability of bus drivers and engineers. Bus operators advise that they continue to have higher vacancies than they would normally experience.
- 2.5 Whilst recruiting new drivers remains challenging, issues regarding licencing and testing are easing. The Combined Authority is funding training for new bus drivers through the Adult Education Budget. This driver shortage has caused operators to reduce service frequency and make short-term cancellations.
- 2.6 Complaints about service punctuality and reliability have increased in 2022. The CA collate statistics on the number of complaints it receives about bus service performance. This year to date, around 42% of all complaints to the CA are due to bus services failing to operate.
- 2.7 Concerns have been raised regarding the accuracy of the real time information system which provides predicted bus arrival times at bus stops and on line. This involves tracking the movement of almost every bus in West Yorkshire and comparing it to the scheduled timetable. The system back office has recently been upgraded and work is in progress to validate the data and operating processes to ensure the accuracy of the predictions.
- 2.8 The Mayor together with the Chair and Vice Chair of Transport Committee held a roundtable with bus operators on 9<sup>th</sup> November to discuss and agree actions which can remedy the current poor performance and restore passenger confidence.
- 2.9 Bus Operators were invited to provide updates to the Committee and have submitted the following:

## First West Yorkshire

Whilst Leeds city centre and localised roadworks in places like Menston, Pool Bank and Shipley have created significant lost mileage and punctuality issues, the primary reasons for unacceptable performance relate to the ongoing shortage of drivers that we, along with the rest of the industry are facing. However, the level of focus and activity in the area of driver retention and attraction is immense and we are undertaking various measures such as pioneering part-time working in order to attract a more diverse candidate pool, designing new creative assets for driver attraction and retention focus with significant activity on employee engagement.

Passenger numbers on First West Yorkshire bus services are showing small, incremental growth and expected to be at approximately 86% of pre-covid levels by March 2023 (based on existing network, current plans). We continue to engage closely with WYCA but need to accept that the network must adapt to meet changing passenger behaviour and industry funding.

We remain focused on attracting more passengers to bus and have invested £1m+ in marketing & partnership initiatives in 2022/23 including a 'cost-of-living' & senior concessions campaign to stimulate growth this winter. Since attending the last Scrutiny meeting, we have continued to work with partners to invest in our service delivery including a new fares system with tap-on / tap-off technology in 2021 and over £5m in new buses on the Leeds-Bradford corridor this year and more recently almost £2m on 9 new buses going into service shortly in Huddersfield. We are actively engaged through the Enhanced Partnership including the identification and promotion of bus priority to improve reliability and journey time for customers.

## Arriva Yorkshire

In line with the national situation, Arriva Yorkshire continue to face challenges in driver recruitment and combined with increased traffic and some significant roadworks, are currently operating over 95% of their scheduled mileage.

In order to improve this position, Arriva are working in partnership with the Combined Authority to smoothly transition some of their contracts to other operators in order to better match the number of available drivers with the registered timetables. Arriva have successfully recruited and trained over 185 drivers so far this year and are due to welcome the first cohort of drivers from the 'Route to Success' programme supported by the Combined Authority.

Traffic delays across the region have impacted on punctuality with services suffering up to a 10% drop in on time performance since the summer with works such as the Newton Bar upgrade and Leeds City Square closure having significant impacts. Whilst it is acknowledged that many of these works will bring longer term benefits to buses, Arriva continue to work with the Local Highways Authorities and the Combined Authority to identify short term mitigation where possible.

In order to make bus travel more attractive Arriva are currently investing in Tap Out readers to enable Tap On, Tap Off ticketing throughout their West Yorkshire bus services in late 2022. This investment is aligned to the aspirations of the Bus Service Improvement Plan to bring multi-operator 'London Style' payment options to West Yorkshire.

Arriva are also working in partnership with the Combined Authority and Wakefield Council to bring 47 zero emission electric buses to Wakefield and build a brand new, purpose built, sustainable depot to the area.

Transdev (Team Pennine, Harrogate Bus Company, Keighley Bus Company, Coastliner)

Within West Yorkshire service performance has stabilised due to improvement in recruitment and retention at our West Yorkshire depots as a result of our expanded driver academy and increases in wage rates. We have some challenges still in Harrogate but timetable adjustments are to address this during November. Customer recovery has been strongest amongst Under 19s and is weakest amongst people with concession passes.

**Rail Network Performance**

- 2.10 Rail 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

<b>Measure</b>	<b>Explanation</b>
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).

- 2.11 Since the last update in July punctuality has declined and cancellations have increased for both operators. The main dip in performance occurred in period 4 (July) but has started to improve steadily again in period 5 (August). 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 5 sits at 81.21% and 75.50% respectively. Appendix 1 provides further details of current rail performance.
- 2.12 Rail Operators were invited to provide updates to the Committee and have submitted the following

## Northern Trains Ltd

- Northern, reduced the timetable earlier in the year, there were two reasons for this: Firstly, to ensure that we could deliver a reliable service that our customers could depend on. The second reason was to deliver what was a large amount of outstanding driver training.
- This training was the principal reason for the comparatively poor train service performance seen at the start of the year. It came about early in the pandemic, when all driver training ceased, simply because it is impossible to adequately socially distance in a driver's cab. Northern employs numerous drivers each year, many of whom are new to the railway, for obvious reasons their training requirements are great and time-consuming. There is far more to training than simply new drivers however, as each driver for obvious reasons must be fully conversant with the vehicles that they operate and the routes that they work over. This means training and certification, all of which takes time. Thankfully and because of a great deal of effort (not least by the trades unions), training restarted last year, but it was slow at first and the backlog was great.
- Therefore, as said above the purpose of these changes was twofold. Firstly, to enable us to operate a reliable service this summer, and secondly to protect future timetable iterations by allowing the headroom to complete the outstanding training. It must be said that both these things have happened, and even during the current issues caused by industrial disputes etc, we are managing to complete more than 100 days driver training per week and have our outstanding training back to a manageable level. Despite the privations of autumn, which more recently are causing issues, train service performance has also dramatically improved with cancellations now a shadow of what we were seeing during the early spring.
- Northern is therefore confident regarding a successful delivery of the increased service pattern contained in the winter timetable this December.  
TransPennine Express

## TransPennine Express Ltd

Performance delivered for Period 7 was: T-3 73.61%, T-15 95.77% and Cancellations 6.36%. In that period we saw a near doubling of the impacts on service performance from off network causes, other train operator incidents and Network Rail causes, compared to the previous four weeks. These issues have been a key driver of additional on-the-day disruption seen recently. These issues have included:

- the broken rail at Huyton which severely affected services across our network, not just between Manchester and Liverpool, with destinations

- through to Newcastle and Middlesbrough being cancelled due to that broken rail;
- flooding at Fairfield from a burst water main which closed and then affected the railway between Stalybridge and Manchester Piccadilly for days;
  - sadly there have been four fatalities which have understandably had a significant impact on service running (as well as impacting on training);
  - a number of weather related incidents – including dewirements and speed restrictions;
  - a broken down freight train at Mossley that blocked the core artery on our network;
  - signalling failures, most notably at Gorton and Huddersfield;
  - trees down on the line at Ashton-under-Lyne yesterday; and
  - another passenger operator and two freight train-related blockages on the South Route yesterday.

In terms of performance issues TransPennine Express is responsible for from a cancellations perspective they had seen until recently an improving trend. The navigation of a 10-day major blockade at Newcastle at the start of October, punctuated by three days of industrial action and its aftermath, was challenging. They have also experienced a short term increase in sickness in recent weeks that, combined with the heavy training workload required to deliver Transpennine Route Upgrade divisionary requirements, has affected services.

Over the summer and into the autumn a number of trainee drivers have become fully qualified at TransPennine Express and are now additional to the base driver resource. They currently have more drivers than they have ever had before with 500 drivers currently competent and a training pipeline in place for an additional 78 trainee drivers and qualified drivers and 73 new recruits.

In normal times, driver rest day working would have given much greater flexibility in responding to the incidents outlined and lowering the level of cancellation rate. Restoration of rest day working would also make a material difference to the ability to speed up driver training, both for new trainee drivers and the training required for the Transpennine Route Update. TransPennine Express are currently awaiting authority to have the ability to hold discussions on a proposed and meaningful rest day working agreement.

TransPennine Express along with others in the rail industry continues to work at a national level with the trade unions to find a resolution to the issues raised through formal disputes.

- 2.13 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, given the unacceptable level of disruption.
- 2.14 We continued to press TPE to take action to ensure passengers have reliable information on what services are expected to be operating. Poor reliability and cancellations on the rail network were also subject of intense debate at TfN



Board on 29 September 2022, and TfN continues to press for deliverable recovery plans.

### **3. Tackling the Climate Emergency Implications**

3.1 Sustaining a reliable public transport service is essential to promote travel by lower carbon modes.

### **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 As reported on an accompanying report, inflationary pressures arising from fuel and wage cost growth are impacting on the Combined Authority and bus operators.

### **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 on bus and rail service performance provided in this report.

**11. Background Documents**

None.

**12. Appendices**

Appendix 1 Rail Performance

## Appendix 1

### Rail Performance Update

The main indicators used in this update 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).

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

Period	Four-week date range
P5 (23/05)	24 July 2022 to 20 Aug 2022
P6 (23/06)	21 Aug 2022 to 17 Sep 2022
P7 (23/07)	18 Sep 2022 to 16 Oct 2022

### Northern Trains Ltd

Headline performance is summarised below.

<b>Time to 3</b> (% of station calls within 3 mins of planed time)	<b>24 July 2022 to 20 August 2022</b>	<b>21 Aug 2022 to 17 Sep 2022</b>	<b>18 Sep 2022 to 16 Oct 2022</b>
Northern overall	81.21%	83.55%	80.19%
East Region (Yorkshire and East Midlands)	82.57%	84.71%	80.33%

<b>Cancelled</b>	<b>24 July 2022 to 20 August 2022</b>	<b>21 Aug 2022 to 17 Sep 2022</b>	<b>18 Sep 2022 to 16 Oct 2022</b>
Northern overall	4.07%	3.90%	3.47%
East Region (Yorkshire and East Midlands)	3.09%	2.57%	2.73%

## **TransPennine Express**

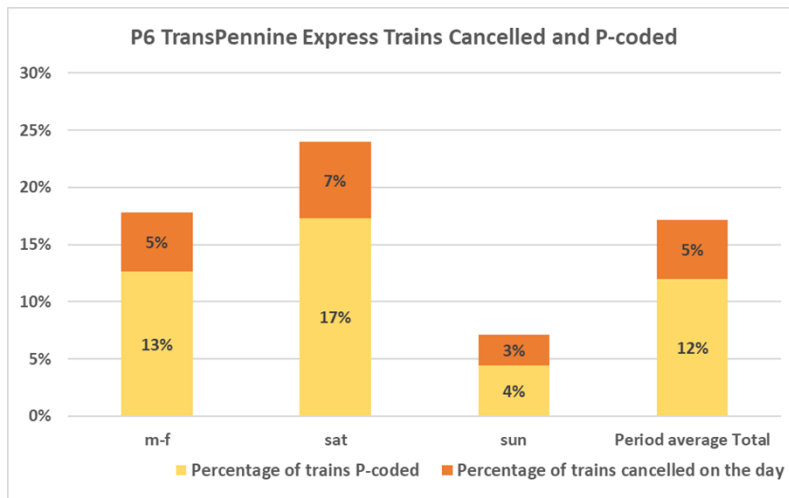
TransPennine Express operates regular services between Liverpool, Manchester, West Yorkshire, North Yorkshire and the Northeast via Leeds and Huddersfield.

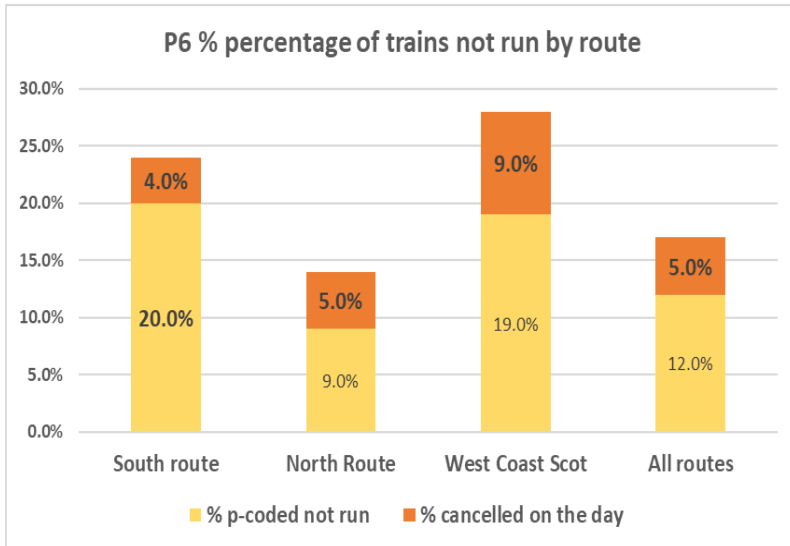
Headline performance **for all TPE routes** is summarised below.

<b>Time to 3 measures</b> (% of station calls within 3 mins of planned time)	<b>24 July 2022 to 20 August 2022</b>	<b>21 Aug 2022 to 17 Sep 2022</b>	<b>18 Sep 2022 to 16 Oct 2022</b>
Overall	75.50%	77.58%	73.6%

<b>Cancelled</b>	<b>24 July 2022 to 20 August 2022</b>	<b>21 Aug 2022 to 17 Sep 2022</b>	<b>18 Sep 2022 to 16 Oct 2022</b>
Overall	6.28%	4.99%	6.43%

Note that TPE cancellation data above excludes 'P-coded' cancellations announced by 2200 the evening before. P-coding has been used extensively by TPE in recent months. The two following graphs show the P-codes for Period 6 alongside the cancellations on the day.





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Report to: Transport Committee

Date: 18 November 2022

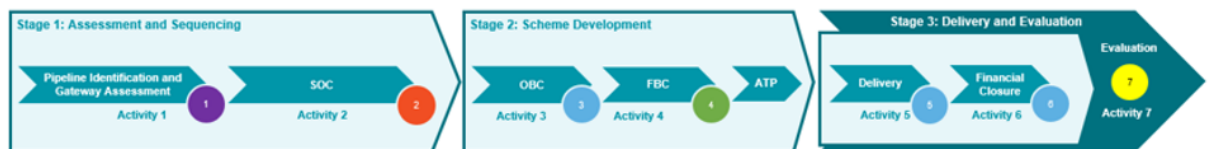
Subject: Project Approvals

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 10 of this report.

## 2 Report

- 2.1 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. The schemes have a funding value of up to £54,731,000 when fully approved, of which £42,031,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £5,559,046 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.
- 2.2 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**.

## Scheme summaries

<p><b>TCF South Bradford Park and Ride and Expressway</b> Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme is designed to reduce traffic flows into Bradford city centre by providing greener modes of transport for the remainder of the journey into the city centre.</p> <p>The scheme will ultimately provide a transport hub with around 750 car parking spaces, electric bus and car charging infrastructure and parking for bikes.</p> <p>The site will be served by a dedicated bus service, along the A641 Manchester Road, connecting the site to the city centre and Bradford Interchange.</p> <p>The scheme will also include bus priority improvements along Manchester Road, enhancing the provision of the existing facilities to speed up bus journey times and reliability for all services. Enhancements to cycling and walking routes will also be made along the corridor to bring the existing National Cycle Network provision up to LTN 1/20 standards, connecting the city centre to the areas in the south of Bradford.</p> <p>The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 4 September 2020, where indicative approval was given to the Combined Authority's contribution of £20,000,000 from the Transforming Cities Fund and for work to start on the outline business case.</p> <p>Approval is now being sought for a change request to approve development costs of £4,194,500 to continue business case development, taking the total scheme approval to £5,550,000.</p> <p><b><u>Impact</u></b></p> <p>The scheme will encourage people to travel by bus, bike and / or on foot and reduce the use of private vehicles into Bradford city centre from the south of the city reducing traffic congestion and vehicle emissions and improving local air quality.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to the change request for development costs of £2,191,774, taking the total scheme approval to £3,546,774.</p> <p>Total value of the scheme - £26,700,000 to £32,700,000</p> <p>Total value of Combined Authority funding - £20,000,000</p> <p>Funding recommendation sought - £2,191,774</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><b>TCF Bradford Interchange Sustainable Access</b></p> <p>Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme will improve the people’s experience of using Bradford Interchange and will create access to the interchange from Hall Ings and will redevelop the interchange into an improved transport hub. The existing NCP car park on Hall Ings, will be demolished to create the space needed to make these improvements.</p> <p>The scheme will transform access between Bradford Interchange and Hall Ings, the City Hall and City Park, and from there more widely to the key business, cultural, and retail areas of the city centre, through the provision of new and improved pedestrian entrances and routes.</p> <p>The scheme will also provide some enhancements to the internal aspects of the Interchange building including new internal layouts, waiting environment, signage and wayfinding, safety and security, welfare facilities and a cycle hub which will complement works already underway by the Combined Authority to move the travel centre.</p> <p>The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 4 September 2020, and approval is now being sought for additional development costs of £3,367,272 to complete the outline business case and to progress demolition of the NCP Car Park on Hall Ings, which is required early in the programme as it forms part of the enabling works for the Bradford City Centre scheme.</p> <p>The development costs are being requested at this time to complete business case development and advance demolition of the NCP car park, which is critical to maintain the timeline and ensure the works are deliverable by November 2024. Demolition of the NCP car park is required early in the programme</p> <p><b><u>Impact</u></b></p> <p>The scheme will provide improved access to Bradford Interchange, increasing opportunity for journeys to be made by public transport and providing access to facilities, services and opportunities across the city and beyond.</p> <p>The scheme will create a high-quality pedestrian access to the Interchange which would dramatically improve how it connects with and ties into the heart of the city centre, transforming the arrival in the city centre for visitors to City Park, Broadway and the emerging Cultural Quarter</p> <p><b><u>Decision sought</u></b></p> <p>Approval to the change request for development costs of £3,367,272 to continue business case development and for the advance demolition of the NCP car park, taking the total scheme approval to £6,404,722.</p> <p>Total value of the scheme - £22,031,000</p> <p>Total value of Combined Authority funding - £22,031,000</p> <p>Funding recommendation sought - £3,367,272</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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**Information**

2.3 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.

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

**Projects in Stage 1: Assessment and Sequencing**

2.5 There are no schemes to review at this stage.

**Projects in Stage 2: Scheme development**

<b>TCF</b>	<b>South Bradford Park and Ride and Expressway and Bradford Interchange Station Access</b>
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**Background**

2.6 The following two schemes 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.

2.7 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities.

2.8 Bradford Council has developed a masterplan which identifies four interlinked schemes, which are key parts of the council’s regeneration of the city centre into an attractive, healthy, eco-friendly area that promotes clean economic growth in a sustainable manner and encourages less use of private cars and more cycling and walking. The four schemes are:

- South Bradford Park & Ride and Expressway
- Bradford Interchange Sustainable Access
- West Bradford Cycle Superhighway Extension
- Bradford City Centre Cycling and Walking Improvements

2.9 All four schemes have gained strategic outline case approval from the Combined Authority and outline business cases for each scheme are currently being developed.

2.10 Current financial pressures brought about by the effects of the economic crisis on the retail price index/inflation have prompted the Combined Authority and partner councils to review the current transport portfolio to consider a range of options to manage costs.

2.11 Bradford Council is seeking to manage cost increases on the Bradford City Centre Cycling and Walking and Bradford Interchange Station Access schemes, to allow the full construction of both schemes' preferred option through a review of their overall TCF package. As Bradford has been named as City of Culture 2025, regional and national attention has been focussed on the city with particular attention drawn to the city centre as a hub for activities across the year and to Bradford Interchange as the main transport hub in the city. This has led to Bradford Council to prioritise the City Centre Cycling and Walking Improvements and Bradford Interchange Station Access schemes as key enabling projects for the event, with an intention to complete both schemes by November 2024 ahead of the event year. The approach is to phase the delivery of the other two Bradford TCF Projects with later phases being subject to future funding. These changes have been reflected in the recent Inflation Report on Transport Programmes that was reported to the Finance, Resource and Corporate Committee on 10 November 2022 and is being considered for approval by the Combined Authority at its meeting on 8 December 2022.

To support this, approval to change requests to the South Bradford Park & Ride and Expressway and Bradford Interchange Station Access schemes is now required, with full details outlined in the report below.

<b>Project Title</b>	<b>TCF South Bradford Park and Ride and Expressway</b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	Change request (activity 3)

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

- 2.12 The South Bradford Park and Ride (P&R) site, close to the M606 motorway, is designed to reduce traffic flows into the city centre by providing greener modes of transport for the remainder of the journey into the city centre.
- 2.13 The scheme will ultimately provide a transport hub with around 750 car parking spaces, electric bus and car charging infrastructure and parking for bikes. The site will be served by a dedicated bus service, along the A641 Manchester Road, connecting the site to the city centre and Bradford Interchange. It is intended that all buses between the city centre and P&R have an emission of EURO-6 or better, with the preference being for all buses to be electric and hydrogen powered.
- 2.14 The scheme will also include bus priority improvements along Manchester Road, enhancing the provision of the existing facilities to speed up bus journey times and reliability for all services and links to the improvements being made to the Croft Street junction and access into Bradford Interchange that form part of the City Centre scheme. Enhancements to cycling and walking routes will also be made along the corridor to bring the existing National Cycle Network provision up to LTN 1/20 standards, connecting the city centre to the areas in the south of Bradford.
- 2.15 The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 4 September 2020, where indicative approval was given to the Combined Authority's contribution of £20,000,000 from the Transforming Cities Fund and for work to start on the outline business case.
- 2.16 Approval is now being sought for a change request to the scheme for the changes outlined below.

## Description of change

- 2.17 It is the scheme's intention to develop its full business case, subject to approval of the outline business case, the next stage in the Combined Authority's assurance process. However, the scheme will now be delivered in two phases. Phase 1 will deliver the targeted Bus Priority Measures Scheme and Active Travel (cycling and walking) and will be funded from the Transforming Cities Fund. Phase 2 will deliver the Park and Ride facility of circa 750 spaces at the former Richard Dunn Sports Centre and will be delivered at a later date, as funding will need to be secured for Phase 2 from either the Levelling Up Fund or another funding source. A Levelling Up Fund bid has been developed for the South Bradford area, giving the opportunity for future potential funding streams.
- 2.18 During the scheme optioneering stage, geotechnical surveys on the initial preferred site revealed significant issues which rendered the remediation of the site financially unviable. This, along with land requirements for the junction alignment of the proposed access led to an alternative site being considered for the car park. The location of the proposed parking area was subsequently moved to the former Richard Dunn Sports Centre site, which became available as an alternative site. However, this site now has a listed building on it (which is being appealed by Bradford Council) and further work is required to develop design options that accommodate this status which may take time to resolve. Given the issues with the building listing and funding strategy as mentioned above it is proposed that the parking facility will be delivered in a later separate phase and is subject to securing additional funding.
- 2.19 Following a review of scheme budgets and a cost/benefits analysis undertaken through development of the outline business case the proposed expressway will now not be a two-way expressway. The new proposal is to deliver a Targeted Bus Priority Measures Scheme, which will 'fill in the gaps' in existing bus priority at key pinch points along Manchester Road and deliver comparable benefits for buses, as an expressway, at a reduced cost. As the proposed works are less intrusive and disruptive, they can be delivered by the deadline for Capital of Culture 2025. The alternative does not incorporate the segregated cycleway between the city centre and the P&R facility but will instead enhance existing cycling and walking infrastructure in the South Bradford area between Odsal and the city centre. These enhancements will be LTN 1/20 compliant and deliver comparable benefits to the fully segregated route along the main road.
- 2.20 As a result of this change, the timescales for the delivery of Phase 1 have been revised to October 2024 whilst the programme to deliver Phase 2 is still to be determined given its development and delivery is subject to the securing alternative funding.
- 2.21 To continue to develop the outline business case for the full scheme (Phase 1 and 2), additional development costs of £2,191,774 are required, bringing the total scheme approval to £3,546,774.
- 2.22 From this approval, the scheme will only draw down development costs associated with Phase 2 after the funding strategy for the scheme has been

determined, otherwise this sum will be returned back to the Combined Authority.

- 2.23 The phased approach to delivering this scheme will enable £7,899,000 from the scheme's original indicative allocation of £20,000,000 from TCF to be reallocated to the Bradford City Centre Cycling and Walking and Bradford Interchange Station Access schemes, to support their full construction. By reallocating this funding, the total contribution to the South Bradford Park and Ride and Expressway scheme from the TCF will be £12,101,000.

### **Tackling the Climate Emergency Implications**

- 2.24 The scheme will encourage people to travel by bus, bike and / or on foot and reduce the use of private vehicles into Bradford city centre from the south of the city reducing traffic congestion and vehicle emissions and improving local air quality.
- 2.25 The revised scope of the first phase of the scheme will have a more modest construction impact and it is therefore anticipated that the carbon impact of the scheme would be lower than the option proposed at SOC stage. A carbon impact assessment will be undertaken as part of the development of scheme's outline business case.

### **Outputs and Benefits**

- 2.26 The scheme outputs and benefits include:
- Increased public transport use.
  - Increased cycling.
  - Reduced car use.
  - Improved public health because of lower vehicle emissions and improved air quality.
  - Improved public transport journey times, reliability, and experience.
  - Increased catchment for public transport network.
  - Increased access to employment opportunities.
  - Contributing towards the Leeds City Region's targets through its TCF scheme of reducing CO2 emissions from car travel.

### **Inclusive Growth Implications**

- 2.27 The scheme inclusive growth implications include:
- By improving public transport (bus) and active travel (walking, cycling) infrastructure, more people, especially those on lower incomes who do not have access to a car, will be able to travel to key sites including employment, education, and housing, and thus have a share of the economic growth benefits resulting from the scheme.

## **Equality and Diversity Implications**

2.28 An Equality Impact Assessment (EqIA) is being developed for the scheme and equality and diversity impacts will be taken account of as part of the development of the scheme and the business case development.

## **Risks**

2.29 The scheme risks include:

- That the Richard Dunn listing appeal is unfavourable. This will be mitigated by revisiting the proposed design and rescoping the parking area, with its delivery timescale already programmed as part of a later separate phase (Phase 2) subject to securing additional funding. Additional delivery time will not impact the City of Culture 2025 event given the proposed Park & Ride site sits outside the core City Centre area.
- That delivery of Phase 2 is subject to future funding being secured. Mitigated by seeking alternative funding sources for the scheme.
- Scheme budget insufficient to meet design ambitions and inflationary impacts. This has been mitigated by having a contractor in place to give input to costings throughout business case development stages and to support ongoing value engineering.

## **Costs**

2.30 The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 04 September 2020, where indicative approval was given to the Combined Authority's contribution of £20,000,000 from the Transforming Cities Fund, with a total scheme value in the range of £26,700,000 to £32,700,000. Development costs of £1,020,000 were also approved, which together with the £335,000 of development costs previously approved, took the total scheme approval to £1,355,000.

2.31 At this stage it is the scheme's intention to work up the preferred full scheme P&R option to full business case stage with an initial funding allocation of £12,101,000 to deliver Phase 1, with Phase 2 being delivered subject to securing an alternative funding source.

2.32 The residual funding of £7,899,000, from the original £20,000,000 indicative allocation approval, will be reallocated to the City Centre Cycling and Walking Improvements and Bradford Interchange Station Access work packages to allow full construction of the preferred options.

2.33 Approval is now sought for further development costs of £2,191,774 to complete the outline business case for the full scheme (Phase 1 and 2), taking the total scheme approval to £3,546,774.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	20/07/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	09/01/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	18/03/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/02/2025

## 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

- 2.34 The decision to deliver the Park & Ride scheme in phases can be supported as it mitigates any risk of the Park & Ride facility (Phase 2) holding up the development and delivery of bus and active travel interventions along Manchester Road (Phase 1).
- 2.35 The allocation of residual funding from the Park & Ride scheme to the City Centre Walking & Cycling scheme and the Interchange scheme can also be supported given it will support the delivery costs of two schemes considered pivotal to improve connectivity and accessibility to the city centre via sustainable travel choices and to the City of Culture 2025 ambitions.
- 2.36 Approval to development costs to progress the full scheme (Phase 1 & 2) to outline business case can also be supported given the commitment is still to deliver the full Park & Ride scheme. However, it has been agreed that the drawdown of development costs from within this approval to support Phase 2



design work is conditional on the scheme providing an update on its funding strategy for Delivery via alternate funding sources.

### **Recommendations**

2.37 The Transport Committee approves that:

- (i) The change request to the TCF South Bradford Park and Ride and Expressway to approve development costs of £2,191,774 to continue business case development, taking the total scheme approval to £3,546,774. Release of funding to be phased with delegation to the Directory of Delivery to approve Phase 2 funding which will be dependent upon an update being presented to the PAT on the funding strategy for the scheme:
  - Phase 1 – £1,866,449
  - Phase 2 - £325,325
- (ii) The Combined Authority enters an addendum to the existing Funding Agreement with Bradford Council for expenditure of up to £3,546,774.
- (iii) 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.

<b>Project Title</b>	<b>TCF Bradford Interchange Station Access</b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	Change request (activity 3)

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

- 2.38 Bradford Interchange serves as the main transport hub within the city centre, with around two million using the interchange for rail travel and around eight million for bus travel.
- 2.39 The Bradford Interchange Station Access scheme will improve the experience of using the Interchange. It will create access to the interchange from Hall Ings and will redevelop the interchange into an improved transport hub. The existing NCP car park on Hall Ings, will be demolished to create the space needed to make these improvements. The demolition will remove parking spaces from the city centre, supporting a shift to sustainable transport within the city.
- 2.40 The scheme will transform access between Bradford Interchange and Hall Ings, the City Hall, and City Park, and from there more widely to the key business, cultural, and retail areas of the city centre, through the provision of new and improved pedestrian entrances and routes. Currently, the interchange is a poor gateway to the city centre and does not reflect Bradford's vibrancy and economic ambition. Consequently, visitors arriving by rail or bus are given a poor impression of the city, and it is difficult for them to navigate to and from the city centre.
- 2.41 The scheme will also provide some enhancements to the internal aspects of the Interchange building including new internal layouts, waiting environment, signage and wayfinding, safety and security, welfare facilities and a cycle hub which will complement works already underway by the Combined Authority to move the travel centre.
- 2.42 The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 4 September 2020, where indicative approval was given to the Combined Authority's contribution of £13,200,000 from the Transforming Cities Fund and for work to start on the outline business case.

Since the approval, the proposed scheme has been merged with another scheme making improvements to Bradford Interchange, which is funded by the West Yorkshire + Transport Fund (WY+TF), saving on development and construction costs. Both schemes will now be included in the same business case and will be delivered as one package.

Approval is now being sought through this report, for a change request to the scheme for the changes outlined below.

### **Description of change**

- 2.43 The scheme is seeking approval for additional development costs of £3,367,272. These costs are made up of £380,500 to complete the outline business case and £2,986,772 to progress demolition of the NCP Car Park on Hall Ings.
- 2.44 The development costs are being requested at this time to complete business case development and advance demolition of the NCP car park, which is critical to maintain the timeline and ensure the works are deliverable by November 2024. Demolition of the NCP car park is required early in the programme as it also forms part of the enabling works for the Bradford City Centre scheme with the site intended to be used as an initial compound for the first phases of the construction. In addition, the waste from the demolition will be recycled as fill for the construction of the new Jacobs Well junction.

### **Tackling the Climate Emergency Implications**

- 2.45 This package will reduce the use of private vehicles, increase public transport use and encourage walking. This will reduce traffic congestion and road transport emissions, improve local air quality and when combined with other TCF schemes, deliver a reduction in CO2 and NO2 measures at key points in the city.
- 2.46 Options for low carbon construction methodologies are being considered as the scheme is progressing, for example the waste materials from the NCP car park will be recycled for use by the City Centre scheme.
- 2.47 A carbon impact assessment will be undertaken as part of the development of scheme's outline business case.

### **Outputs and Benefits**

- 2.48 The scheme outputs and benefits include:
- Increased trade to the area.
  - Make Interchange a destination within the city.
  - High quality gateway to the city from the station.
  - Improve user experience.
  - Reduced journey time for pedestrians accessing the interchange.
  - Improved safety and security.

- Increase in bus usage.
- Increase in rail usage.
- Increased footfall to the city centre.
- Increased inward investment to the city centre.

### **Inclusive Growth Implications**

2.49 The scheme inclusive growth implications include:

- The scheme will provide improved access to Bradford Interchange the main transport hub in the city increasing opportunity for journeys to be made by public transport and providing for multi model access to facilities, services and opportunities across the city and beyond.
- The scheme will create a high-quality pedestrian access to the Interchange which would dramatically improve how it connects with and ties into the heart of the city centre, transforming the arrival in the city centre for visitors to City Park, Broadway, and the emerging Cultural Quarter

### **Equality and Diversity Implications**

2.50 An Equality Impact Assessment (EqIA) is being developed for the scheme and equality and diversity impacts will be taken account of as part of the development of the scheme and the business case development.

### **Risks**

2.51 The scheme risks include:

- Delays to scheme progression due to stakeholder and public feedback on scheme designs e.g., locations of taxi and disabled parking/drop off being mitigated by early and ongoing stakeholder input including the Combined Authority's Assets team via co-ordinated project board.
- Ongoing legal issues delaying scheme and resulting in the need for a phased approach to delivery increasing costs being mitigated by engaging legal advice and developing options to avoid interface as fall back.
- Scheme budget insufficient to meet design ambitions and inflationary impacts mitigated through procurement route adopted with contractor in place to give input to costings throughout development stages and ongoing value engineering

### **Costs**

2.52 The scheme gained decision point 2 (strategic outline case) approval from the Combined Authority on 4 September 2020, where indicative approval was given to the Combined Authority's contribution of £13,200,000 from the Transforming Cities Fund and £5,650,000 from the West Yorkshire plus Transport Fund. The Inflation Review of Transport Programmes has

recommended an increase in the indicative funding from TCF to £16,381,000 to be enabled through decreases in funding allocations on the West Bradford Cycle Superhighway Extension and South Bradford Park and Ride and Expressway schemes. This will increase the total scheme costs to £22,031,000 which will be considered for approval by the Combined Authority at its meeting in December 2022.

- 2.53 Development costs of £3,037,500 have previously been approved. The scheme is now seeking approval for additional development costs of £3,367,272. These costs are made up of £380,500 to complete the outline business case and £2,986,772 to progress demolition of the NCP Car Park on Hall Ings, taking the total scheme approval to £6,404,722.

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	01/10/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/11/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/02/2025

### Assurance Tolerances

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

### Appraisal Summary

- 2.54 It has been suitably set out that the development costs being requested at this time will accelerate business case development activities and support the

advanced demolition of the NCP car park, which is critical to maintain the delivery programme of the Interchange scheme and completion of works by November 2024 ahead of the City of Culture 2025.

- 2.55 Demolition of the NCP car park is required early in the programme as it also forms part of the enabling works for the City Centre Walking & Cycling scheme, with the site intended to be used as an initial compound for the first phases of the construction.

### **Recommendations**

- 2.56 The Transport Committee approves that:
- (i) The change request to the TCF Bradford Interchange Station Access scheme for development costs of £380,500 to continue business case development and £2,986,772 advance demolition of the NCP car park, taking the total scheme approval to £6,404,722.
  - (ii) The Combined Authority enters an addendum to the existing Funding Agreement with Bradford Council for expenditure of up to £6,404,722.
  - (iii) 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.

### **Projects in Stage 3: Delivery and Evaluation**

- 2.57 There are no schemes to review at this stage.

## **3 Tackling the Climate Emergency implications**

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

## **4 Inclusive Growth implications**

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

## **5 Equality and Diversity implications**

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

## **6 Financial implications**

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

## **7 Legal implications**

- 7.1 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.

## **8 Staffing implications**

- 8.1 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.

## **9 External consultees**

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

## **10 Recommendations (Summary)**

### **TCF South Bradford Park and Ride and Expressway**

- 10.1 The Transport Committee approves that:

- (i) The change request to the TCF South Bradford Park and Ride and Expressway to approve development costs of £2,191,774 to continue business case development, taking the total scheme approval to £3,546,774. Release of funding to be phased with delegation to the Directory of Delivery to approve Phase 2 funding which will be dependent upon an update being presented to the PAT on the funding strategy for the scheme:
  - Phase 1 – £1,866,449
  - Phase 2 - £325,325
- (ii) The Combined Authority enters an addendum to the existing Funding Agreement with Bradford Council for expenditure of up to £3,546,774.
- (iii) 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 Bradford Interchange Station Access**

- 10.2 The Transport Committee approves that:

- (i) The change request to the TCF Bradford Interchange Station Access scheme for development costs of £3,367,272, comprising £380,500 to continue business case development and £2,986,772 advance demolition of the NCP car park, taking the total scheme approval to £6,404,722.
- (ii) The Combined Authority enters an addendum to the existing Funding Agreement with Bradford Council for expenditure of up to £6,404,722.

- (iii) 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

## **11 Background Documents**

11.1 None as part of this report.

## **12 Appendices**

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





## Project Approvals

### Appendix 1 - Assurance Framework

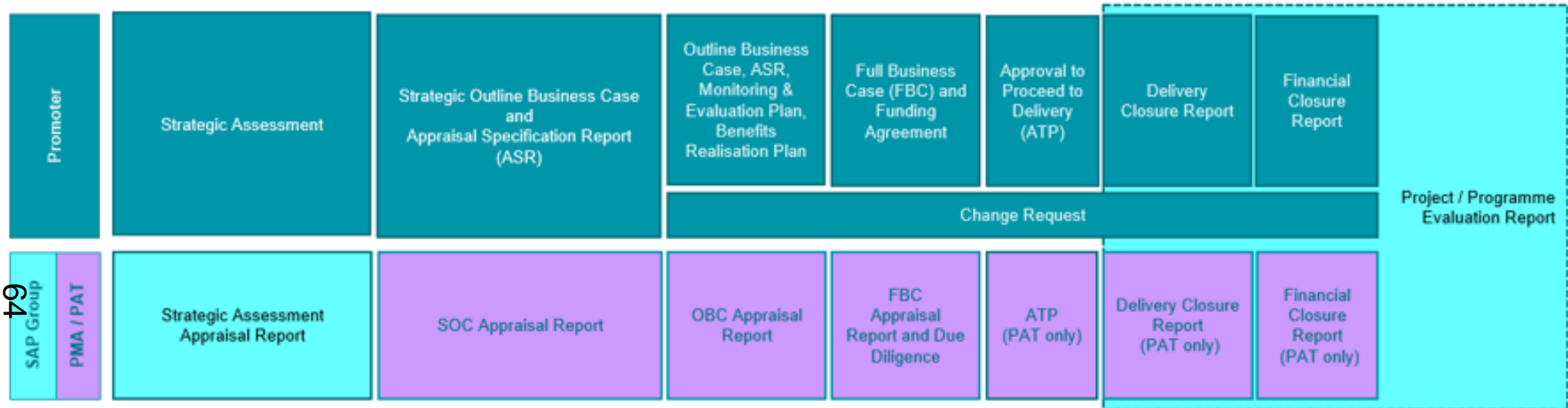
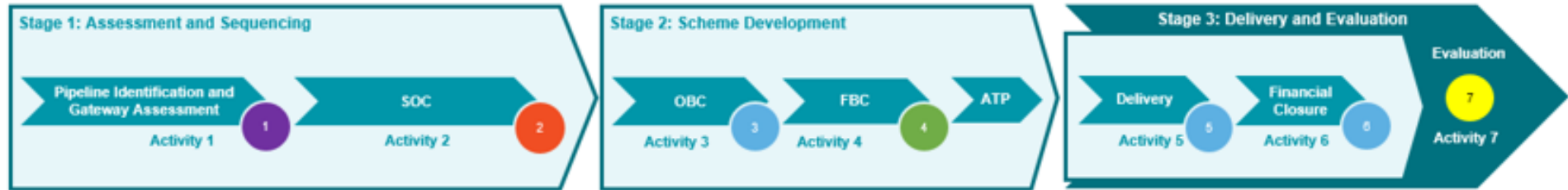
#### 1 Assurance Framework

- 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 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.
- 1.4 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.
- 1.5 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).
- 1.6 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.
- 1.7 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

## Stage 1: Assessment and Sequencing

- 1.8 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).
- 1.9 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

- 1.10 If approved the scheme will progress to 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.
- 1.11 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.
- 1.12 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.

- 1.13 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

- 1.14 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 1.15 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.
- 1.16 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.
- 1.17 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.
- 1.18 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.

## **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.

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