

## **WEST YORKSHIRE COMBINED AUTHORITY**

**MEETING TO BE HELD AT 9.00 AM ON THURSDAY, 25 MAY 2023  
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**
  1. To highlight Agenda Item 6 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.
  2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out Agenda Item 6.
  3. If the recommendation is accepted, to formally pass the following resolution:-

**RESOLVED** – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Agenda Item 6 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all

the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**4. MINUTES OF THE MEETING OF THE COMBINED AUTHORITY  
HELD ON 16 MARCH 2023**

(Pages 1 - 12)

**For Decision**

**5. BUS SERVICE IMPROVEMENT PLAN - PROGRAMME UPDATE**

(Lead Member: Cllr S Hinchcliffe, Director: Dave Haskins)

(Pages 13 - 20)

**6. BUS REFORM**

(Lead Member: Cllr S Hinchcliffe, Director: Melanie Corcoran)

(Pages 21 - 782)

**7. WEST YORKSHIRE PLAN**

(Lead Member: The Mayor, Director: Alan Reiss)

(Pages 783 - 804)

**8. DIRECTOR APPOINTMENTS**

(Lead Member: The Mayor, Director: Ben Still)

(Pages 805 - 810)

**For Information**

**9. MINUTES FOR INFORMATION**

(Pages 811 - 812)

**Signed:**



**Chief Executive  
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE  
WEST YORKSHIRE COMBINED AUTHORITY  
HELD ON THURSDAY, 16 MARCH 2023 AT COMMITTEE ROOM 1,  
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

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**Present:**

Mayor Tracy Brabin (Chair)	West Yorkshire Combined Authority
Councillor Susan Hinchcliffe	Bradford Council
Councillor Jane Scullion (Substitute)	Calderdale Council
Councillor Shabir Pandor	Kirklees Council
Councillor James Lewis	Leeds City Council
Councillor Rebecca Poulsen	Bradford Council
Councillor Sam Firth	Leeds City Council
Councillor Sue Holdsworth	Calderdale Council
Mark Roberts	LEP Board Representative

**In attendance:**

Ben Still	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Kevin Murray	West Yorkshire Combined Authority
Alan Reiss	West Yorkshire Combined Authority
Philip Witcherley	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

**77. Apologies for Absence**

Apologies for absence were received from Cllr Jeffery, Cllr Morley, Cllr Swift and Cllr Waller.

The Mayor welcomed Cllr Sam Firth as a new member of the Combined Authority.

The Mayor reflected upon the Spring budget presented by government on 15 March 2023, and welcomed the announcement that West Yorkshire will contain one of 12 investment zones across the UK. Work will be undertaken with government and local partners to design how the investment zone will be implemented.

The Mayor welcomed the announcement of Trailblazer devolution deals which strengthen the existing devolution deals. Trailblazer deals have already been agreed with Greater Manchester and the West Midlands, and the Mayor has already and will continue to make a case for West Yorkshire to be next in line for deeper devolution.

The Mayor welcomed the extension of the domestic energy price cap for a further three months, but raised concerns that there seems to be no additional help for businesses. The confirmation of a second five-year City Region Sustainable Transport Settlement is encouraging and the Combined Authority is anticipating using this to part-fund its mass transit ambitions. The Mayor continues to seek reassurance that the slow-down of work on HS2 will not affect the overall ambition of the project or have a detrimental impact on the region.

Members welcomed the stability for local businesses, but noted businesses still need to be given confidence to make longer-term investment decisions. The increased eligibility for childcare funding will encourage more parents to re-enter the workforce and have a positive impact for businesses. It was noted that government support for LEPs will be withdrawn from April 2024, but the LEP integration work puts West Yorkshire in a strong position to maintain and grow its public and private sector partnerships.

Members raised concerns that the budget does not solve key issues for the region such as the high price of energy which has resulted in the closure of multiple leisure centres due to inability to meet costs. Local authorities cannot always fund at-risk services and the constituents are the most negatively affected when they are withdrawn.

#### **78. Declarations of Disclosable Pecuniary Interests**

There were no declarations of disclosable pecuniary interests.

#### **79. Exempt Information - Possible Exclusion of the Press and Public**

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

#### **80. Minutes of the Meeting of the Combined Authority held on 2 February 2023**

The Mayor requested a typing error in the minutes be corrected.

**Resolved:** That subject to amendments, the minutes of the meeting of the West Yorkshire Combined Authority held on 2 February 2023 be approved and signed by the Chair

#### **81. West Yorkshire / Homes England Strategic Place Partnership**

Members received a report seeking approval for the West Yorkshire/Homes England Strategic Place Partnership (SPP) – Partnership Business Plan. The Mayor noted the partnership will help to unlock funding and support the delivery of 5,000 affordable homes for the region.

Officers noted the report was discussed and endorsed by the Place, Regeneration and Housing Committee. Members emphasised the importance of consulting the local authorities throughout the process, and queried what the longer term aims of the partnership. Officers responded that, subject to approval, the first board meeting is scheduled in April 2023 with further dates to agree the next steps. The focus has been on the first year to support the initial stages, and all parties acknowledge more work will be required over the course of the partnership.

**Resolved:** The Combined Authority agreed:

That entry into the Strategic Place Partnership be agreed.

That the Strategic Place Partnership Business Plan be approved.

That the Terms of Reference for the SPP Board be approved.

## **82. Bus Reform Update**

Members received a report providing an update on the Bus Reform Assessment and to seek approval to secure the conditional availability and preliminary briefing of a suitably qualified independent audit organisation.

The Mayor noted that buses are vital to a strong economy, and West Yorkshire needs a London-style transport system to meet its ambitions. The government has extended the bus recovery grant for a further three months, but bus operators are still cutting back on services. The Combined Authority is undertaking a bus franchising assessment and is required to go through audit and consultation. , An additional Combined Authority meeting will be scheduled shortly after the local elections to discuss bus reform.

Members queried what conversations are happening are happening with operators to mitigate the planned operator cuts to services. Officers responded that the Mayor as well as the Chair and Deputy Chairs of the Transport Committee have regular meetings with operators about the issue, but as private businesses operators can make any decisions they feel necessary. A list of withdrawn services was circulated to members of the Transport Committee as soon as it was feasible.

Members queried why Bus Service Improvement Plan (BSIP) funding is not yet used to restore service cut by operators. Members responded the BSIP funding is not intended to replace services, but to increase the quality of existing services.

**Resolved:** That securing the conditional availability and preliminary briefing of a suitably qualified independent audit organisation ("Auditor") be approved, so that after having prepared the assessment and should the Combined Authority wish to proceed, the Auditor may then be instructed to prepare a report in accordance with section 123D of the TA 2000.

## **83. Mass Transit Programme Update Report**

Members received a report providing a progress update for the West Yorkshire Mass Transit Programme. The Combined Authority has an initial £200 million of funding towards the programme, but more funding is required to deliver on the intended aims. Members noted the system will provide a significant boost to the regional economy and is a key reason for mayoral devolution.

Members questioned the extent of the data collection, officers responded the travel surveys are being undertaken in partnership with local authority partners, and a stratified sample of homes has been identified to best represent the population of West Yorkshire for a household travel survey element. Further details were requested, and it was agreed details would be supplied outside of the meeting.

**Resolved:** That the content of the report be noted.

#### **84. West Yorkshire Tourism**

Members received a report proposing changes to the promotion of West Yorkshire level at a regional level, and seeking the establishment of a Local Visitor Economy Partnership (LVEP) for West Yorkshire.

The Mayor expressed the importance of Tourism to West Yorkshire, contributing approximately £5 billion to the regional economy and providing employment to roughly 10% of the workforce. West Yorkshire is a major tourist destination and promotion on a regional level will increase its draw to potential visitors.

Officers noted the changes are a response to government policy relating to VisitEngland and destination management. Three tiers of destination management have been introduced with the North East as the only top tier region. West Yorkshire has been placed in the second tier, and will be accredited by VisitEngland which qualifies for funding and support. The LVEP for West Yorkshire will be led by Leeds but represented by all local authorities. Members noted there is also strong private sector report for the establishment of the LVEP.

Members expressed that the governance of the partnership will need to be finalised. Members noted the Leeds team has had success in promoting the city and a partnered approach will bring benefits to the whole region. The Mayor noted she will chair the board, and the many cultural events across West Yorkshire in this and coming years will provide many opportunities to celebrate the region.

**Resolved:** The Combined Authority agreed

That a Local Visitor Economy Partnership (LVEP) application for West Yorkshire to Visit England be supported.

That as part of this work, appropriate governance will be developed. The Mayor will play a key role in championing the tourism sector and this will be reflected in the governance.

That an independent Destination Management Plan be commissioned, utilising capacity gainshare funding already allocated to Leeds City Council.

## **85. Project Approvals**

### **Investment Priority 1: Good Jobs and Resilient Businesses**

Members introduced the Business Productivity Programme scheme, which aims to boost small and medium enterprises by providing financial and advisory support to a minimum of 283 businesses. Members noted improving productivity is key to growing the economy, and providing access to new and good jobs is a significant way to achieve this.

**Resolved:** The Combined Authority approved:

The change request for approval of £3,500,000 of UKSPF funding to replace £3,500,000 of the gainshare funding and increase the programme delivery timeframes from March 2025 to March 2026. To note UKSPF to be spent by March 2025.

Future approvals be 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.

### **Investment Priority 3: Creating Great Places and Accelerated Infrastructure**

Officers introduced the Investment Priority 3 scheme, which consists of a portfolio of programmes which will deliver resilient infrastructure in line with the West Yorkshire Investment Strategy. Where possible, extra funding will be sought to contribute to the overall cost. Officers noted the Place, Regeneration, and Housing committee has discussed the range of projects at great length, and the schemes will deliver a wide range of outcomes.

Officers noted two further schemes, the Safety of Women and Girls – Pillar 1, and Rural England Prosperity Fund are recommended to be delegated to the Chief Executive to allow for expediency of delivery due to tight timelines.

**Resolved:** The Combined Authority approved that:

The Investment Priority 3 - Creating Great Places and Accelerated Infrastructure portfolio proceeds through decision point 1 (strategic assessment) and work commences on the development of individual business cases.

An indicative approval to the Combined Authority's contribution of £7,132,098. The total capital value of known projects and programmes in the IP3 portfolio is £72,044,680.

Development costs of £632,098 are approved in order to progress the individual business cases, taking the total approval to £745,833. Future approvals be made in accordance with the assurance pathway and approval route outlined in this report.

#### Additional Recommendations

Where scheme approval is required before 30 June 2023, the schemes outlined in paragraph 3.11 are delegated for approval to the Chief Executive, due to expediency of delivery.

Any change requests for the Capital Flood Risk Management Programme are delegated to Climate, Energy and Environment Committee.

The update on the Langthwaite Enterprise Zone Phase 1 project be noted.

#### **Investment Priority 4: Tackling the Climate Emergency and Environmental Sustainability**

Officers introduced the Social Housing Decarbonisation – Wave 2 scheme for approval. The Wave 1 element was agreed by the Climate, Energy and Environment Committee in January 2022. The funding is the result of a bid from the government and so if approved and the bid is successful the work can begin as soon as possible. The scheme will be completed in partnership with West Yorkshire housing providers and local authority partners.

**Resolved:** The Combined Authority approved that:

The Social Housing Decarbonisation Fund programme proceeds through decision point 1 (strategic assessment) and work commences on activity 3 (outline business case).

Indicative approval to the Combined Authority's contribution of £15,032,090 be given. The total scheme cost is £31,967,212.

That the Combined Authority enter into the Memorandum of Understanding and Data Sharing Agreement with BEIS.

That delegated authority be granted:

- (i) To the Head of Economic Implementation to accept receipt of the funding from BEIS for the SHDF.
- (ii) To the Head of Economic Implementation and the Head of Legal and Governance Services in consultation with each



other to finalise the Memorandum of Understanding and Data Sharing Agreement with BEIS and the Funding Agreements / letter between to Combined Authority and the Housing Providers (Accent Housing Limited, Chartford Housing Limited, Manningham Housing Association Limited, Wakefield District Housing Limited, Leeds and Yorkshire Housing Association Limited, Leeds Federated Housing Association Limited, Yorkshire Housing Limited, Kirklees Council, Incommunities Limited) and all other related legal documents that may be required.

That future approvals be made in accordance with the assurance pathway and approval route outlined in this report, any change requests are delegated to the Climate, Energy and Environment Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **Investment Priority 5: Future Transport**

Officers introduced two schemes for delivery, the Castleford Growth Corridor and the CRSTS Programme. The Castleford Growth Corridor brings two separate schemes together by including the Wheldon Road pedestrian and cycle bridge. The scheme will improve the existing road provision which is more dangerous and discourages active travel. The CRSTS Programme consists of 39 schemes across 10 packages, enabling wider access to public transport and more safety improvements to walking and cycling in line with district, regional and national strategies. Further delegation requests for a number of schemes are requested for delegation to the Transport Committee and Chief Executive to maintain delivery targets.

Members queried how quickly the delivery will take place for projects, officers responded that the timescales can vary depending on external factors, but officers are able to provide updates to relevant members outside of the meeting.

**Resolved:** The Combined Authority approved that:

#### Castleford Growth Corridor

The change request to the Castleford Growth Corridor scheme to increase the Combined Authority contribution funding to £11,519,000 and to increase the outputs as detailed in this report be approved. The total scheme value will increase from £9,491,000 to £11,740,000.

The Combined Authority enters into a variation to the existing Funding Agreement with Wakefield Council for expenditure of up to £3,497,473. Future approvals be 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.

#### CRSTS Programme

The Combined Authority, approved that:

The change request to the CRSTS Programme to increase the approved programme development costs by £7,000,000 to £10,000,000 be approved, and delegation to the West Yorkshire Combined Authority's Chief Operating Officer to authorise schemes access to these development costs, in accordance with the Assurance Framework be approved.

The Combined Authority be authorised to enter into funding agreements between the Combined Authority and Districts for District led schemes for business case development for CRSTS led schemes.

Where scheme approval is required before 30 June 2023, the schemes outlined in paragraph 3.5 be delegated for approval to the Transport Committee, due to expediency of delivery.

Where scheme approval is required before 30 June 2023, the schemes outlined in paragraph 3.6 be delegated for approval to the Chief Executive, due to expediency of delivery.

## **86. Regional Investment Vehicles for Innovation Finance**

Members received a report providing an overview of Northern Gritstone Ltd, and seeking approval of, following appropriate assurance and due diligence, a £1.5m contribution from the Combined Authority towards the Northern Gritstone investment company from the Single Investment Fund.

Officers informed members that Northern Gritstone is an investment vehicle founded by the Universities of Leeds, Manchester, and Sheffield aiming to support science and technology businesses. The company has raised £215 million out of a £500 million target, and the return on investment of the funds is expected to be in excess of 20% over the next decade. Investment would help to fund university spinouts, furthering growth and employment opportunities for the region. Due diligence will be undertaken before any investment is made.

Members questioned how funding fits into the Investment Strategy. Officers responded that the strategy required proposals to address market failure, which was not evident in this case. However, the proposals was being recommended to the Combined Authority despite this, because of the clear contribution towards priorities and the potential for a financial return. The strategy is reviewed annually, and the upcoming 2023 amendments would clarify that similar situations are in line with the Investment Strategy.

Members questioned how Northern Gritstone identifies funding targets, officers answered that the company is experienced and understands which businesses are likely to develop a strong return. The company has strong existing links within West Yorkshire spanning a variety of industries. Members agreed that investment in businesses is a priority and West Yorkshire should explore innovative ways to produce positive results.

**Resolved:** That delegated authority be granted to the Chief Executive Officer to approve £1.5 million investment to Northern Gritstone. This delegation is requested to allow time for further due diligence and application of the Combined Authority assurance processes before the deadline for investment.

**87. UK Shared Prosperity Fund**

Members received an update regarding progress made on implementing the West Yorkshire UKSPF Local Investment Plans, including Core UKSPF, Multiply and the new Rural England Prosperity Fund.

Members noted there has been considerable work so far and expressed thanks to officers for their efforts. The Local Partnership Group last met on 6 March 2023, receiving helpful advice towards the progress included within the report. The Local Partnership group raised concerns about the timescale of delivery, but noted officers are doing as much as possible so there are no missed funding opportunities.

Officers noted the delegation of funding was already approved, but there is a deadline in early May to inform the government about how the money is spent. The government funding comes with guidelines about how it can be spent, and the Combined Authority is trying to align the spending with the Investment Strategy. The Mayor noted the needs of West Yorkshire are different to the needs of other areas of the country, and will support any dialogue with government to make a stronger case for being a part of the next Trailblazer devolution deal.

Members asked which partners have been consulted as part of the rural fund, members noted there are members on the panel who specifically engage with the network of rural stakeholders including the National Farmers' Union, the Yorkshire Agricultural Society, and the Land and Business Association among others. Members asked if local parishes are included in consultation, officers responded they are not but consultation with them can be explored.

**Resolved:**

That the progress made on implementing the West Yorkshire UKSPF Local Investment Plans be noted.

That the recommendations made by the West Yorkshire UKSPF Local Partnership Group at its meeting on 6 March 2023 be noted and approved. The recommendations made are:

- the LPG was supportive of the £972,762 Women and Girls Programme providing their feedback and advice is taken in to account as the business case is finalised.
- the LPG endorsed the design of the Calls and the scoring framework at its meeting on the 6th March 2023 including the proposed funding envelopes and key policy areas for intervention as set out above providing their feedback and advice is taken in to account as the Invitation to Bid is finalised.

- the LPG endorsed the operating model at its meeting on 6 March 2023 providing their feedback and advice is taken in to account as the full business case is finalised.

That the progress made on Pillar 1 Safety of Women and Girls strand and the delegation requested in Item 10b for the Chief Executive to authorise the scheme to proceed through the Assurance Process with full delivery costs approved for an April 2023 start be noted.

That the funding envelopes and priority areas for the three Pillar 2 Business Support open calls for projects via an invitation to bid be approved, and the Chief Executive be authorised to agree, prior to publication, the full Invitation to Bid documentation in consultation with the Mayor, the Chair of the Business, Economy and Innovation Committee and the Interim Chair of the LEP – also Chair of the UKSPF Local Partnership Group (LPG), given the launch timescales.

That the progress made on Rural England Prosperity Fund be noted, the operating model be approved, and the delegation requested in Item 10b for the Chief Executive to authorise the scheme to proceed through the Assurance Process with full delivery costs approved for an April 2023 start be noted.

## **88. Spatial Priority Areas**

Members received a report seeking endorsement to the inclusion of two additional Spatial Priority Areas (SPAs) to the existing locations agreed across West Yorkshire, and endorsement of an amendment to the boundary of one existing SPA.

Officers noted the report has been discussed by the Place, Regeneration and Housing Committee, and all affected authorities have been involved in discussions as well as in any future discussions.

**Resolved:** The Combined Authority agreed:

That the content of the report be noted.

That the SPA name changes listed in Table 1 be approved.

That the additional two SPAs of North Halifax Growth Area (Calderdale) and Huddersfield Station to Stadium Enterprise Corridor (Kirklees) and the amended South Kirkby and South Elmsall Urban Extension SPA in Wakefield be approved. Subject to this approval, the content on the Combined Authority website relating to SPAs will be refreshed.

## **89. Corporate Plan 2023/24**

Members received a report seeking endorsement to the approach for developing and publishing the Corporate Plan 2023-24.

Officers noted the new corporate plan will focus more on outcomes and reflect the new organisational structure. The targets will be measurable so progress is as transparent as possible.

**Resolved:**

That the approach to the development of the Corporate Plan 2023-24 be endorsed.

That final approval of the Corporate Plan be delegated to the Mayor, LEP Chair and the Managing Director.

**90. Governance and Appointment Arrangements**

Members received a report regarding several changes to committee membership, to consider the report and recommendations of the Independent Remuneration Panel (IRP) in relation to the payment of remuneration to the LEP Chair. Given the gap between meetings, the appointment of Executive Directors, the Chief Operating Officer, and Directors was agreed to be delegated to the Chief Executive in consultation with the Mayor and following notification to Combined Authority members.

Mark Roberts left the room during the discussion of the Independent Remuneration Panel.

The Mayor noted that the input of private sector members is invaluable to the Combined Authority, and the outcome of the IRP was discussed at the previous meeting of the LEP. The Spring budget was clear that LEP funding would end by 2024. Officers noted the IRP report has been provided to members, and clarified the panel was chaired by Declan Hall and joined by Fara Butt to provide broader private sector input. The panel recognised the changes to the role of LEP Chair and so there is the potential need to review the outcome if it is required.

Members questioned if the LEP Chair being a Mayoral appointment will affect the level of scrutiny. Officers responded the LEP Chair is expected to be a member of the Combined Authority and subject to the same code of conduct as the elected members, and the three scrutiny panels will also have the same level of oversight as at present. Members agreed the need for private sector input and noted that members will make any concerns known if the LEP Chair does not deliver in their role.

Officers noted that Cllr Sam Firth has replaced Cllr Robinson a member of the Combined authority, as well as the Governance and Audit Committee. Officers noted that Cllr Peter Harrand has resigned as Chair of the Corporate Scrutiny Committee, Cllr Geoff Winnard is recommended as his replacement. The Mayor expressed thanks to Cllr Harrand for his work during his tenure as Chair.

The Mayor noted that further recruitment to director posts may be made ahead of the annual meeting and so for expediency the Chief Executive should be delegated authority to make the appointments.

The Mayor announced the appointment of Simon Warburton to the post of Executive Director for Transport, and noted his experience developing transport in Greater Manchester will be crucial to the Combined Authority achieving its ambitions.

**Resolved:** The Combined Authority agreed:

That with effect from 17 February 2023, Councillor Sam Firth replaces Councillor Matthew Robinson as one of the three political balance members of the Combined Authority be noted.

That Councillor Sam Firth be appointed to the Governance and Audit Committee as the Conservative Group replacement for Councillor Matthew Robinson.

That the resignation of Councillor Peter Harrand as Chair of the Corporate Scrutiny Committee be noted, and Councillor Geoff Winnard be appointed as his replacement.

That a representative of the Local Skills Improvement Plans (LSIPs) be appointed as a non-voting advisory representative to the Employment and Skills Committee.

That the report and recommendations of the Independent Remuneration Panel at Appendix 1 and determines the level of remuneration which is expected to be paid to the LEP Chair from the start of the new municipal year be considered.

That the Chief Executive be authorised, in consultation with the Mayor, the LEP Chair as appropriate and following notification to Combined Authority members, to make future appointments to the roles of Exec Director, Chief Operating Officer and Director following the outcome of the respective recruitment processes.

## **91. Minutes for Information**

**Resolved:** That the minutes and notes of the Combined Authority's committees and panels be noted.



**Report to:** West Yorkshire Combined Authority

**Date:** 25 May 2023

**Subject:** **Bus Service Improvement Plan - programme update**

**Director:** Melanie Corcoran, Director of Transport Policy and Delivery

**Author:** Rachel Jones, Interim Head of Transport Policy

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

## 1. Purpose of this Report

- 1.1 The purpose of this paper is to update Combined Authority on the state of the local bus network and ongoing delivery of the Bus Service Improvement Plan (BSIP) revenue programme in relation to Enhanced Bus Services and further network improvements, as well as continued delivery of Mayor's Fares.
- 1.2 The paper does not explicitly cover the recent Department for Transport (DfT) announcement relating to future bus funding, as sufficient information was not available at the time of publication. A verbal update will be provided to committee members.

## 2. Information

### State of the Bus Network and Bus Recovery Grant

- 2.1 The recovery of travel demand following the Covid-19 pandemic has stabilised with evidence that the recovery on bus continues to build, albeit slowly, with patronage levels currently at 85% of the pre-pandemic baseline.
- 2.2 Punctuality and reliability performance however remains a concern, with current levels showing performance significantly less than the target over the full period. The Combined Authority will continue to work with the bus industry to try address these issues where possible.

- 2.3 At the time of writing, we are aware of correspondence from DfT regarding future funding that may impact on Mayor's Fares and delivery of our BSIP. Prior to this announcement, bus operators have advised an intention to reduce and withdraw some services in July should funding be withdrawn or reduced. A verbal update will be given to the committee with further information in this regard.

### **Bus Service Improvement Plan – programme update**

- 2.4 The Department for Transport (DfT) funded £69,974,070 BSIP revenue programme which is allowing the Combined Authority to respond to current industry challenges and support transformation for bus passengers in the short to medium term. It reflects the ambitions set out in the [BSIP strategy document](#), which was published in October 2021, and informed the funding bid to Government.
- 2.5 In April 2022, the Combined Authority was notified by the DfT that it had been indicatively awarded £69,974,070 in revenue funding, over three financial years, to support delivery of its BSIP.
- 2.6 In agreeing what the funding should be spent on, the DfT advised that it wanted to see the funding 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.
- 2.7 A BSIP funding package, outlined in Table 1, was agreed by the Combined Authority as the basis for its revised spending submission to DfT and development of the corresponding EP scheme. This funding was confirmed by DfT and received by the Combined Authority in November 2022.



**Table 1 – BSIP revenue funding programme overview**

<b>Funding area</b>	<b>Schemes and interventions</b>	<b>Revenue cost (£m)</b>
Clear and simple fares	<ul style="list-style-type: none"> <li>• Mayor’s Fares subsidy.</li> <li>• Business to customer sales and marketing.</li> <li>• Business to business sales.</li> </ul>	£36,974,070
New and improved services	<ul style="list-style-type: none"> <li>• Evolution and growth of the bus network.</li> <li>• ‘Superbus’ (now referred to as ‘Enhanced Bus Services’).</li> <li>• Service innovation – Demand Responsive Transport and Mobility Hubs.</li> </ul>	£30,950,000
Supporting bus priority and safety	<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>	£2,050,000
<b><u>Total revenue cost</u></b>		£69,974,070

2.8 The BSIP strategic vision for better buses in West Yorkshire is also supported by capital investment in bus priority measures and other initiatives via the City Region Sustainable Transport Settlement Programme (CRSTS) and Levelling Up Fund (LUF), amongst others.

2.9 A BSIP programme has since been established to manage delivery of the relevant schemes, with a programme SOC [approved by Transport Committee](#) in November 2022. Further internal capacity within the Combined Authority is required to support the delivery of the schemes and interventions outlined above, with £2,200,000 approved within the existing programme to be deployed up until the end of 2024/25.

2.10 At the upcoming Transport Committee on Friday 26<sup>th</sup> May, further funding approvals, as detailed in the following sections of this report, will be sought to continue delivery of key elements of the programme.

**‘Enhanced Bus Services’ and the Bus Network Plan**

2.11 In the BSIP, the Combined Authority set out its ambition for delivery of an enhanced, fully inclusive and more cohesive bus network – which takes people where they need to go, when they need to go and caters for the complexity of modern travel patterns and different passengers’ need.

- 2.12 To support this, it also committed to the development of a five-year Bus Network Plan, which will include:
- Expansion of the high frequency 'core network' – so more people live near a bus stop where a service arrives at least every 15 minutes.
  - Improvements to the regularity and consistency of less frequent services.
  - Increasing services in the early morning, evenings and at night-time.
  - Increasing services in rural, out-of-town and economically deprived areas.
  - Local 'Enhanced Bus Service' schemes (previously referred to as 'SuperBus' networks) with cheaper fares and priority on the roads.
  - More pilots of demand responsive 'FlexiBus' services.
- 2.13 The Mayor's Big Bus Chat public engagement, conducted in summer 2022, found that only a quarter of bus users agreed that their local bus services are frequent enough to be convenient for travel. It also identified that the public's priority areas for investment included improving the frequency of existing daytime services, protecting current services at risk of being withdrawn and more evening services.
- 2.14 Transport Committee have been kept updated on development of the network plan throughout the last year, which has included background analysis of current network provision and development of a long list of suggestions for network improvements, which has been analysed against the strategic principles set out in the BSIP, and discussed with partner councils.
- 2.15 A Strategic Outline Case has been submitted seeking approval to spend £6,230,000 from the overall £30,950,000 of BSIP revenue funds assigned to 'new and improved services' to deliver the first tranche of the Bus Network Plan, bringing the total amount of money approved from this pot to £7,998,434 to date.
- 2.16 This includes the delivery of the first 'Enhanced Bus Services', a term which describes schemes where investment of public funds are used to improve local bus services through a combination of improvements. These improvements will be delivered initially with local bus operators, First West Yorkshire and Transdev Blazefield, through the West Yorkshire Bus Enhanced Partnership at a total cost to the Combined Authority of £4,228,434 over three years.
- 2.17 These Enhanced Bus Services will combine improved service frequencies and fare incentives to encourage passengers to travel more frequently by bus. The intention is that the Combined Authority will fund them at a reducing rate for the first three years, with operators agreeing to take commercial risk in years four and five, with the aim of making them financially sustainable in the longer term.

- 2.18 In addition to the £4,228,434 for Enhanced Bus Service Schemes, approval is also being sought from Transport Committee to invest a further £3,000,000 in tendering new and enhanced services across the region as the first tranche of deliverables from the funding available to invest over the coming years. The exact routes and services to be funded from this tranche are still to be determined, with a recommendation that final approval of the funding be delegated to the Combined Authority Chief Executive in consultation with The Mayor and Transport Committee Chair. A focus of these investments will be quick wins and early priorities.
- 2.19 Further phased tranches of new and enhanced services (up to a total additional value of £22,950,000) will be brought forward for funding approval as soon as further business cases are developed to support, and be responsive to, the bus network's changing needs.

### **'Mayor's Fares'**

- 2.20 Mayor's Fares was the first main deliverable of the BSIP programme. Launched in September 2022, it has capped all single tickets at £2 and the MCard Day Saver ticket at £4.50. The scheme aims to deliver the BSIP ambition for 'clear and simple fares' which make paying for bus travel more affordable, easier, convenient and flexible. It was envisioned the initiative would encourage more people to travel by bus more frequently, as well as ease cost-of-living pressures for existing passengers. As of May 2023, the scheme has cost approximately £1,243,000 per month, to a total of £11,185,222.
- 2.21 Between September 2022 and December 2022, 7.2 million customer journeys were made using the Mayor's Fares - approaching half a million passenger journeys each week. In addition, passengers had saved a total of £3.6m compared to what they would have been paying without the initiative - on average each passenger was saving 20% on fares. The data also suggests growth in patronage in the final quarter of 2022 as well as changes to commuting patterns.
- 2.22 As of April 2023, weekday bus patronage in West Yorkshire was 85% of pre-pandemic levels. The ongoing impact of Year 1 of Mayor's Fares on patronage and customer satisfaction is still being determined. This will inform the price of the fare cap and operator repayment mechanism for years 2 and 3 of the scheme. A submission of the Full Business Case to secure approval for the total scheme allocation of £33,974,070 is being developed for submission late 2023.
- 2.23 A change request has been submitted for £11,728,590 which will keep the scheme live until at least March 2024.

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

- 3.1 There are no climate emergency implications directly arising from this report. A key aim of the West Yorkshire Bus Service Improvement Plan is to support the decarbonisation of the local bus network, including delivery of a carbon zero bus fleet by 2036, as well as encourage more travel by bus and other sustainable modes in order to tackle the climate emergency.

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

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

### **5. Equality and Diversity Implications**

- 5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.
- 5.2 The Mayor's Big Bus Chat public engagement prioritised engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights it provides to support Equality and Diversity within the BSIP.
- 5.3 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

### **6. Financial Implications**

- 6.1 Funding approval requests to Transport Committee in relation to Enhanced Bus Services, the Bus Network Plan and Mayor's Fares will support delivery of Tranche 1 of the Bus Network Plan and continuation of the Mayor's Fares scheme.

### **7. Legal Implications**

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

### **8. Staffing Implications**

- 8.1 Further internal capacity will be sought to support delivery of the interventions within the BSIP revenue funding programme.

### **9. External Consultees**

- 9.1 No external consultations have been undertaken.

### **10. Recommendations**

10.1 That the Combined Authority notes the progress being made on the delivery of the Bus Service Improvement Plan.

11. **Background Documents**

11.1 There are no background documents referenced in this report.

12. **Appendices**

None.

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**Report to:** West Yorkshire Combined Authority

**Date:** 25 May 2023

**Subject:** **Bus Reform**

**Director:** Melanie Corcoran, Director of Transport Policy and Delivery

**Author:** Alexander Clarke, Head of Bus Reform

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

## 1. Purpose of this Report

1.1. The purpose of this paper is to seek from the Combined Authority:

- Confirmation that, in accordance with the Transport Act 2000 (as amended by the Bus Services Act 2017) (the "Act"), it wishes to proceed with the proposed franchising scheme as assessed in the Bus Reform Assessment and to progress the Bus Reform Assessment to Audit.
- Delegated authority to the Chief Executive to approve final minor amendments to the Assessment document, which has been shared with members as an exempt appendix to this report, ahead of Audit.

1.2. Also, that the Bus Reform programme (Bus Franchising Needs Assessment) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery) and a further contribution to the Combined Authority's contribution of £4,012,000 is approved. The total scheme value is £5,012,000.

## 2. Information

2.1. Buses are the most widely used form of public transport of in West Yorkshire and therefore provide a vital public service which is integral to the West Yorkshire Combined Authority's economic, social and environmental ambitions for the region. However, the current commercially-led system faces many challenges, including variable customer satisfaction levels, declining patronage (over the long-term and accelerated by the impacts of the Covid 19 pandemic) and a financial system increasingly dependent on public funding support to maintain current service levels.

- 2.2. The Combined Authority has worked with operators via the West Yorkshire Bus Alliance to address these challenges and deliver improvements for passengers, however it recognises changes need to go further and faster. In response to the Government's National Bus Strategy for England, the Authority set out its vision for a better bus system in its [Bus Service Improvement Plan](#) (BSIP), published in 2021. In line with line with Mayor Brabin's pledge to 'Bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses', the BSIP was focussed on the outcomes for passengers and acknowledged the Authority would explore different models for delivery – including Franchising and an Enhanced Partnership (which was established in April 2022). Any new model of delivery should explore ideas for innovation in the delivery of local bus services, and how these could be harnessed for wider economic and social benefits of West Yorkshire.
- 2.3. A Notice of Intent to prepare an assessment of a proposed franchising scheme was issued by the Combined Authority in June 2021 in accordance with section 123C(4) of the Act. Furthermore, an internal Bus Reform programme was established to manage this process following indicative approval of an £7m budget (with initial expenditure approval of £1m) by the Finance, Resources and Corporate Committee in [January 2022](#).
- 2.4. Furthermore, in March 2023, the Combined Authority [approved securing](#) the conditional availability and preliminary briefing of a suitably qualified independent auditor ("Auditor") so that after having prepared the assessment and should the Combined Authority wish to proceed, the Auditor may then be instructed to prepare a report in accordance with section 123D of the Act.

## **Assessment Overview**

### Structure

- 2.5. The Act sets out the statutory steps an Authority must follow to complete an Assessment of a Franchising scheme, including development of a Compelling Case for Change, setting objectives, options generation and refinement, followed by the detailed assessment of these options, ahead of selection of a preferred option. This must then be subject to Audit and Consultation before a Mayoral Decision can be made on whether to proceed with Franchising.
- 2.6. Section 123B of the Act sets out the factors which must be considered as part of the detailed assessment and broadly reflects the treasury five case business case model:
- Strategic
  - Economic
  - Financial
  - Commercial
  - Management
- 2.7. Further, the statutory guidance specifically states that relevance of the Green and Aqua books to the particular circumstances should be considered by an authority making a franchising assessment. The Combined Authority has therefore followed this model and worked through the relevant details to ensure it meets its statutory obligations and developed a robust assessment in the aim of enabling an informed decision to be taken.



## Objectives

- 2.8. The Act requires local transport authorities to set objectives as a key activity as part of a Franchising assessment. Early assessment objectives were approved by the Combined Authority in May 2022 to enable commencement of the assessment. These drew primarily from the approved Bus Service Improvement Plan objectives, but also recognised the need to also consider wider strategic impacts of the bus network in West Yorkshire.
- 2.9. The initial objectives have since been further developed as part of the emerging Strategic Case of the assessment to respond to the Combined Authority’s ambitions for bus and wider transport, as well as other social, economic and environmental challenges which all form part of the reason as to why bus reform is necessary in West Yorkshire.
- 2.10. The final objectives as included within the Bus Reform Assessment are as set out below.

**Table 1 – Bus Reform Assessment Objectives**

<b>Objective</b>	<b>Sub-objectives</b>
The whole journey, enhancing the contribution of the bus system towards the Combined Authority’s Transport Strategy 2040 and wider policies.	<b>Economy:</b> supporting an integrated transport system which provides reliable and improved connectivity to the places where customers need to travel to for work, education, leisure and access to services.
	<b>Environment:</b> establishing a transport network that helps to reduce the overall impact of transport on carbon emissions and air quality, and increases our resilience against climate change, including via zero-emission buses.
	<b>People and place:</b> enabling a transport system that increases access in a safe, inclusive way that encourages use of bus as part of a multi-modal network.
Improved travel experience for citizens, maximising deliverability of the Combined Authority’s Bus Service Improvement Plan by 2030.	<b>Network:</b> taking people where they need to go, when they need to go, and catering for the complexity of modern travel patterns.
	<b>Fares and ticketing:</b> making paying for bus travel more affordable, easier, convenient and flexible.
	<b>Customer service and information:</b> providing passengers with the right tools to travel with confidence and help should their journey not go to plan.
	<b>Bus priority:</b> journeying by bus is quicker, and a viable alternative to the private car.
	<b>Green and better vehicles:</b> improving the onboard experience and making bus a sustainable choice for travel in West Yorkshire.

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- 2.11. The assessment as states that ‘All these policy-led objectives will need to be balanced against the need for the bus system to be affordable, deliverable, and to offer good value for money – these aspects will be tested through the economic, financial, commercial and management cases’.
- 2.12. The objectives are structured over several tiers to show the central role that bus reform holds not only in specific bus related policy, but to achieve our ambitions on wider transport and organisational policy.
- 2.13. Achieving these objectives would help to support the bus market in West Yorkshire and reverse some of fundamental challenges it faces, allowing for an improved customer service and providing financial stability. It would also strengthen the role played by the bus system in supporting the region’s economic growth, decarbonisation and placemaking.

Options:

- 2.14. The assessment analyses two new options against the Enhanced Partnership ‘as is’ (the reference case):
- An Enhanced Partnership ‘Plus’
  - Franchising
- 2.15. Both governance models utilised powers introduced under the Bus Services Act 2017 and can take varying forms. The variation of these models for the purpose of the assessment have been developed through internal and external engagement.
- 2.16. This has included market engagement with local bus operators – including both the major operators and the medium-to-smaller operators - to understand what more could be achieved under the Enhanced Partnership and how they may be impacted by a potential Franchising scheme. This work is ongoing.
- 2.17. The Enhanced Partnership ‘Plus’ would see the existing legal scheme that applies to operators strengthened to cover additional improvements across all elements of bus service delivery as set out under the BSIP, as well as the addition of a number of policy levers, including:
- Qualifying Agreements to implement improvements to the bus network
  - The Combined Authority exercising traffic commissioner powers (bus registrations) to manage performance
  - Influence over deployment of zero emission buses
  - Exploring use of Key Route Network powers to better manage highways
- 2.18. Franchising would see the suspension of the current commercial bus system, with nearly all bus services instead contracted by the Combined Authority according to its own specification.
- 2.19. Under the model of Franchising assessed, the Combined Authority would take full control of farebox revenue, and also provide depots and some vehicles as part of some of the service contracts. There would be a staged transition to franchising

across the region, with mixed sized contract bundles of contracts let together to facilitate market competition.

- 2.20. Both options would be implemented West Yorkshire wide and, for the purpose of the Assessment, have been modelled with the existing bus network using operator data from the 2021/22 financial year as its base case.
- 2.21. For the benefit of bus customers, both options would involve interventions - including network enhancements, simpler fares and integrated tickets, streamlined customer service, better aligned bus priority and greener buses – to improve the passenger experience and work towards the ambitions set out in the BSIP in order to address the challenges faces the existing bus system.

### **Assessment draft conclusions**

- 2.22. Subject to undertaking a final review of the assessment and carrying out any minor amendments that may be needed - which it is proposed to delegate to the Chief Executive - the Combined Authority has now prepared its assessment of the Bus Reform options.
- 2.23. Following analysis of each option across all five cases, the assessment concludes that Franchising offers clear strategic benefits and greater opportunity to achieve the Combined Authority’s objectives and ambitions for West Yorkshire, compared to the reference case Enhanced Partnership and Enhanced Partnership ‘Plus’.
- 2.24. However, the Assessment is clear that Franchising requires significant capital investment by the Combined Authority and has key risks including:
- Budget risk and responsibility for farebox revenue.
  - Management of market transition and procurement of services.
  - Fleet purchase and depot acquisition.
  - New skills and resources required for delivery.
- 2.25. The assessment also concludes that an Enhanced Partnership ‘Plus’ model offers increased benefits beyond the reference case. This would have less risk for the Combined Authority but is ultimately still dependent on being able to agree its delivery with local bus operators - reducing the level of certainty and control. Further work would be required with operators to agree the detailed specifics of what could be achieved under this model for the benefit of local passengers and there remains a risk that not all of the benefits assumed would be actually delivered.
- 2.26. Both franchising and Enhanced Partnership ‘Plus’ would according to the assessment be justifiable options in terms of delivering Value for Money, and are affordable, deliverable. However, modelling shows that across all options, the challenge of ongoing bus patronage decline remains and would require service cuts unless further investment and / or additional policy levers are applied to significantly increase passenger demand and / or cover the cost of maintaining current service levels. However, both Franchising and the Enhanced Partnership Plus would slow this rate of decline, with the former doing this to the greatest extent and at better value with public money.
- 2.27. Furthermore, according to the assessment across all options including the reference case, the public sector will be increasingly relied on to support the bus sector over

time – Franchising is identified as providing the greatest levels of control and direct influence to manage these risks.

- 2.28. The assessment therefore concludes that Franchising is the preferred option for the Combined Authority to progress with subject to both the audit and the outcome of the statutory consultation, which will inform a report and recommendation to the Mayor.
- 2.29. It is also proposed to continue engaging with local bus operators to understand in more detail what more may be achievable under the Enhanced Partnership, which can be considered as part of the final decision.

### **Next steps**

- 2.30. Provided that the Combined Authority determines that it wishes to proceed with the scheme, then the Combined Authority must next, pursuant to section 123D(1) of the Act obtain a report from an independent auditor on the Assessment ("**Audit**").
- 2.31. The Audit is a statutory requirement and an important step in delivering an assessment that is as robust as possible for a future decision from the Mayor of West Yorkshire on a whether to proceed with implementation of franchising scheme. In line with the areas required under the Act, the Audit is particularly focussed on assurance of the quality and reliability of the information referred to in the Assessment.
- 2.32. Therefore, the Combined Authority is now in the process of procuring a suitably qualified, independent Auditor. Subject to approval, the Combined Authority will instruct them to provide an assurance report on that Assessment, in compliance with Section 133D of the Act, and section 1.77-1.87 of the Department for Transport's Franchising Scheme Guidance ("the Guidance").
- 2.33. The Assessment assurance report, in compliance with Section 123D of the Act, is required to include a statement on whether in the opinion of the Auditor:
- the information relied on by the authority in considering the matters referred to in section 123B(3)(d) or (e) of the Act is of sufficient quality;
  - the analysis of that information in the Assessment is of sufficient quality; and
  - the authority or authorities had due regard to guidance issued under section 123B in preparing the Assessment.
- 2.34. Subject to receipt of a satisfactory Auditor's report, if the Authority still wishes to proceed with the proposed franchising scheme, the Authority will then be required to conduct a statutory consultation in accordance with section 123E of the Act. The Guidance is clear that authorities should consult widely on their proposal and they should ensure 'that local passengers, businesses and transport providers are able to comment on the proposals before the authority takes the decision as to whether to implement the franchising scheme'. Authorities should aim to make their consultation materials as accessible as possible to all interested parties and ensure that local passengers in particular are aware of, and able to input to, proposals relating to their local bus services.
- 2.35. Following consultation, responses will be analysed, and the Combined Authority will prepare a final recommendation, ahead of a Mayoral decision. This is currently programmed for March 2024.

## **The Bus Reform programme (Bus Franchising Needs Assessment) scheme Approvals**

- 2.36. This scheme will investigate the options for the proposed bus franchising scheme. This will include a thorough needs assessment, incorporating an assessment of the benefits and impacts of bus franchising, a comparison of these against other bus reform options, an audit of the proposed scheme, and the preparation and launch of public consultation. The scheme will be funded by Combined Authority Gainshare funding.
- 2.37. Previously, on 6 January 2022, Finance, Resources and Corporate Committee approved an indicative total scheme cost of £7,000,000 and development costs of £1,000,000 were released to progress development of the scheme's full business case and associated activities.
- 2.38. Since then, the costs have been further refined and developed as part of development of the Full Business Case which was submitted for internal assurance in January 2023.
- 2.39. Appendix 1 and 2 to this report set PMA's appraisal and provide a business case summary for the Bus Reform Programme (Bus Franchising Needs Assessment) scheme, which recommends that the Bus Reform programme (Bus Franchising Needs Assessment) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery) and a further contribution to the Combined Authority's contribution of £4,012,000 is approved. The total scheme value is £5,012,000.

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

A key aim of bus reform is to support decarbonisation of the local bus network and provide improved sustainable travel options for the region, to support West Yorkshire's response to the Climate Emergency.

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

A key aim of bus reform is to ensure the local bus network better supports the Combined Authority's inclusive growth ambitions, including by ensuring better bus connectivity in areas of economic deprivation to major employment sites.

### **5. Equality and Diversity Implications**

- 5.1. A key aim of bus reform is to enable the local bus system to better support Equality, Diversity and Inclusion across the region, including that it is safe and accessible for all and adapted to suit individual different needs.
- 5.2. An Equality Impact Assessment (EqIA) has been undertaken on the Bus Franchising Needs Assessment scheme as part of business case development. This will be kept under review as the assessment work is further developed.

### **6. Financial Implications**

- 6.1. This report recommends a further Combined Authority contribution to the Bus Reform programme of £4,012,000, bringing the total scheme value to £5,012,000.

## **7. Legal Implications**

- 7.1. The information contained in Appendix 3 is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person including the Combined Authority. It is considered that the public interest in maintaining the content of the appendix as exempt outweighs the public interest in disclosing the information, as publication could prejudice current and future decision making.
- 7.2. The information contained in Appendix 3 is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of particular persons including the Combined Authority
- 7.3. External legal support has been procured to assist in the preparation of the assessment for bus franchising and will continue to input to the development of the programme.

## **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**

### Bus Reform Assessment

- 10.1. This paper recommends that the Combined Authority:
  - i. Notes the conclusions and recommendation included within the Assessment (paras. 2.22 – 2.28).
  - ii. indicatively approves the Assessment for Audit, and delegates finalisation of the assessment to the Chief Executive.

### Bus Reform programme (Bus Franchising Needs Assessment) scheme Approvals

- 10.2. The Combined Authority approves that:
  - i. The Bus Reform programme (Bus Franchising Needs Assessment) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
  - ii. Approval to the Combined Authority's contribution of £4,012,000 is given. The total scheme value is £5,012,000.
  - 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**

[Department for Transport - Franchising scheme guidance \(2017\)](#)  
[The West Yorkshire Bus Service Improvement Plan \(2021\)](#)

**12. Appendices**

Appendix 1 – Bus Reform programme (Bus Franchising Needs Assessment) scheme  
- PMA Project Approvals report

Appendix 2 - Bus Reform programme (Bus Franchising Needs Assessment) –  
Business case summary

Appendix 3 – The Bus Reform Assessment (EXEMPT)

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## Appendix 1 – Bus Reform programme (Bus Franchising Needs Assessment) – PMA Project Approvals Report

<p><b>Bus Reform programme (Bus Franchising Needs Assessment)</b> West Yorkshire</p>	<p><u>Scheme description</u></p> <p>This scheme will investigate the options for the proposed bus franchising scheme. This will include a thorough needs assessment, incorporating an assessment of the benefits and impacts of bus franchising, a comparison of these against other bus reform options, an audit of the proposed scheme, and the preparation and launch of public consultation.</p> <p>This scheme supports the Mayor's pledge to bring buses back into public control. This assessment forms a key part of this pledge and is a statutory process.</p> <p>The scheme will be funded by Combined Authority Gainshare funding.</p> <p><u>Impact</u></p> <p>The key benefit of this scheme is to provide an evidence base upon which the Combined Authority can make a fully informed decision on whether to progress with a bus franchising scheme for West Yorkshire.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).</p> <p>Total value of the scheme - £5,012,000</p> <p>Total value of Combined Authority funding - £5,012,000</p> <p>Funding recommendation sought - £4,012,000</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<b>Project Title</b>	<b><u>Bus Reform programme (Bus Franchising Needs Assessment)</u></b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	4 (full business case)

### **Background**

The Mayor was elected alongside a pledge to bring buses back into public control. The Bus Franchising Needs Assessment (the Assessment) forms a key part of supporting this pledge, through building an evidence base to evaluate bus reform options. The Assessment is a statutory process to be undertaken to introduce a Franchising scheme.

The National Bus Strategy sets out two bus reform options; Enhanced Partnership and Franchising, both of which will secure future bus funding. The Combined Authority wishes to explore both options to deliver the best bus service for customers.

The Assessment will consider and prepare a full business case for the proposed bus franchising scheme. This will incorporate an evaluation of the benefits / impacts of bus franchising and compare these with other bus reform options, an audit of the proposed

scheme, and the preparation and launch of public consultation on the documents produced. This process will result in the completion of a full business case.

The key benefit of the Assessment is to provide an evidence base on which the Mayor can make a fully informed decision on whether to progress with a bus franchising scheme for West Yorkshire and supporting the mayoral pledge of bringing buses back into public control.

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

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

The National Bus Strategy seeks to strengthen the role of Local Transport Authorities (LTAs) through devolution of funding with a total national funding pot of £3 billion for buses first announced in February 2020. It also acknowledges the challenges experienced after the deregulation of buses which has seen patronage continue to decline. This is especially important when acknowledging the climate emergency, with increased bus use of key importance within the Combined Authority's decarbonisation plans.

The Assessment will include the Combined Authority's corporate objectives on the climate emergency in the evaluation of bus reform options. It will also assess whether individuals and groups within the Combined Authority with sufficient authority and accountability are well placed to deliver on climate targets.

### **Outputs and Benefits**

The scheme outputs and benefits include:

- To support the ambition set out in the Mayor's pledge and Economic Recovery Plan to bring buses back into public ownership.
- To enable the mayor to make a fully informed decision on whether to progress with bus franchising for West Yorkshire by January 2024.
- To secure long term, future bus funding post April 2022.
- To enhance the Combined Authority's understanding and evidence base for bus reform in order to inform the mayoral decision by January 2024.
- To ensure the sustainability of the bus network in the future.
- To better understand customer views on the current bus service and future aspirations for the service.
- The potential indirect benefit of an increase in access to bus services and ensure continuity post-COVID.

### **Inclusive Growth Implications**

The schemes inclusive growth implications are likely to be minimal as this scheme will result in evaluating the strategic direction and informing a Mayoral decision on bus reform.

### **Equality and Diversity Implications**

An Equality Impact Assessment has been completed. This scheme is to undertake an Assessment of the need for a Bus Franchising Scheme to facilitate a decision on whether the Combined Authority should progress with a bus franchising scheme in West Yorkshire to achieve benefits for bus users both existing and future. There are therefore no direct EDI implications. Further investigation into the impact on equality and diversity will be undertaken as the outcome of the Assessment is known.

### **Risks**

Key risks to the scheme are:

- A lack of capacity in Combined Authority structure to provide sufficient authority and accountability, this may delay decision making. This is mitigated by the Delivery Team identifying accountable individuals and groups and key decision points to ensure oversight and accountability. This will also strengthen the capacity for decisions and programme management resources.
- Due to internal work pressures and sign-off procedures, there is a risk that progress of the Assessment is delayed impacting the wider bus reform roadmap and mayoral decision. This is mitigated by the appointment of necessary support and identifying the critical activities and what is required to ensure they are completed in a timely manner.

### Costs

On 6 January 2022, Finance, Resources and Corporate Committee approved an indicative total scheme cost of £7,000,000 and development costs of £1,000,000 were released to progress development of the full business case and associated activities.

Since then, the costs have been further refined and developed. The total scheme costs for this scheme are £5,012,000 which will be funded through the Combined Authority's Gainshare fund.

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	25/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer / Chair of Programme Appraisal Team	09/06/2023

### Other Key Timescales

Activity	Date
Conclude initial franchising assessment and commence audit period	30/06/2023
Audit concludes. Combined Authority decision required to progress to consultation	30/09/2023
Public consultation ends	29/12/2023
Review consultation and finalise the proposed franchising scheme (reconsult/ reaudit as required)	29/03/2024
Mayoral decision on franchising	29/03/2024

### Assurance Tolerances

<b>Assurance tolerances</b>
Combined Authority costs remain within those outlined in this report. Delivery timeframes remain within those outlined in this report.

### **Appraisal Summary**

There is a clear alignment of this scheme with the mayor's pledges as well as local, regional and national policy. The need for the scheme is a key aspect of wider bus reform and is a key requirement of government as set out in the National Bus Policy.

The project to undertake a Needs Assessment has considered a number of options and has concluded that the preferred way forward is to carry out external recruitment for a number of key positions and to procure external consultancy support. Most of the procurement for consultancy support has concluded.

This scheme is for a programme to be established to oversee the completion of the Bus Reform Franchising Needs Assessment. The aim of the Assessment is to assess the feasibility and value of bus franchising in West Yorkshire for a decision to be made on whether to proceed with franchising, or not. The Franchising Assessment is a statutory process. This FBC is to ask for the remaining funds to complete the Assessment along with the required consultation and audit.

### **Recommendations**

The Combined Authority approves that:

- i) The Bus Reform programme (Bus Franchising Needs Assessment) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
- ii) Approval to the Combined Authority's contribution of £4,012,000 is given. The total scheme value is £5,012,000.
- 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.

## Appendix 2 – Bus Reform programme (Bus Franchising Needs Assessment) – Business Case summary

<b>Project Title</b>	<b><u>Bus Reform programme (Bus Franchising Needs Assessment)</u></b>
<b>Main Funding Programme</b>	Gainshare
<b>Funding Applied for from the Combined Authority now</b>	£4,012,000
<b>Total scheme costs</b>	£5,012,000

### Scheme Description

The Mayor was elected alongside a pledge to bring buses back into public control. The Bus Franchising Needs Assessment (the Assessment) forms a key part of supporting this pledge, through building an evidence base to evaluate bus reform options. The Assessment is a statutory process to be undertaken to introduce a franchising scheme.

The National Bus Strategy sets out two bus reform options; enhanced partnership and franchising, both of which will secure future bus funding. The Combined Authority wishes to explore both options to deliver the best bus service for customers.

The assessment will consider and prepare a full business case for the proposed bus franchising scheme. This will outline benefits and drawbacks of bus franchising and other bus reform options, an audit of the proposed scheme, and details about public consultation on the documents produced. This process will result in the completion of a full business case.

<b>Business Case Summary</b>
<b>Strategic Case</b>
<p>The National Bus Strategy sets out two bus reform options; Enhanced Partnership and Franchising, both of which will secure future bus funding. The Combined Authority wishes to explore both options to deliver the best bus service for customers. The assessment will consider and prepare a full business case for the proposed bus franchising scheme.</p> <p>The key benefit of the assessment is to provide an evidence base on which the Combined Authority can make a fully informed decision on whether to progress with a bus franchising scheme for West Yorkshire and supporting the mayoral pledge of bringing buses back into public control. The current relationship (voluntary partnership) has had some successes, but patronage is still falling and more Combined Authority financial support may be required as services struggle to be commercially viable.</p> <p>The scheme fits with current national and local policies of improving bus services, demonstrating a strong strategic fit for this scheme to be introduced.</p>
<b>Economic Case</b>
<p>West Yorkshire’s Mayor has pledged to “bring buses back into public control, introduce simpler fares and contactless ticketing, and greener buses”.</p> <p>“Bringing buses back into public control” requires the Combined Authority to utilise its mayoral powers to make a bus franchising scheme and it has served notice of its intention to</p>

undertake the first step in this process by making a public commitment to preparing and publishing an assessment of the need for a franchising scheme.

The National Bus Strategy (2021) is very clear that local transport authorities (LTAs) need to implement a bus enterprise partnership or be progressing a franchising assessment in return for a share of £3bn transformational funding.

Recruiting individuals to work alongside the procured consultants is considered a cost-effective way of building the skills and knowledge that the organisation will need as it progresses with bus reform, regardless of whether this is through franchising or another route e.g., enhanced partnership.

### Commercial Case

The National Bus Strategy (2021) acknowledges that the current model of bus deregulation has pushed many people further towards the car because it does not meet their needs. The current model has few incentives for operators and local authorities to work together, resulting in a network that is focussed on profitable routes and times of day.

COVID-19 has had a significant impact on bus services across the country meaning that more services need to be supported by the taxpayer. Since April 2020, Government has issued emergency funding to bus operators and LTAs, the Coronavirus Bus Services Support Grant (CBSSG), and continued to pay the Bus Services Operators Grant (BSOG) at pre-pandemic rates. To continue to receive this support the National Bus Strategy requires that a notice of intention to establish an enhanced partnership with bus operators or undertake an assessment of the need for a franchising scheme is served. The Combined Authority has serviced notice of both.

### Financial Case

The total scheme cost is £5,012,000 which will be funded by the Combined Authority's Gainshare /Fund.

### Management Case

This scheme will be managed by the Combined Authority and governance structures have been implemented to oversee the work undertaken.

Document is Restricted

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**Report to:** West Yorkshire Combined Authority

**Date:** 25 May 2023

**Subject:** **West Yorkshire Plan**

**Director:** Alan Reiss, Chief Operating Officer

**Author:** Emma Longbottom, Head of Policy and Strategy Coordination

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

## 1. Purpose of this report

- 1.1 To seek adoption of the West Yorkshire Plan by the Combined Authority, subject to minor changes.
- 1.2 To seek delegation of final sign-off of the plan to the Chief Executive in consultation with the Mayor.

## 2. Information

### West Yorkshire Plan development

- 2.1 Work has been ongoing over a number of months to develop a West Yorkshire Plan to provide an overarching strategic framework for the region. The West Yorkshire Plan will set the trajectory for the long-term up to 2040 and reflect development in the region through the devolution deal and the accompanying new powers and funding.
- 2.2 The West Yorkshire Plan sets out a shared vision, narrative, and ambitions for the region. The primary audience for the West Yorkshire Plan is government and regional partners. The purpose of the West Yorkshire Plan is to:
  - Explain who West Yorkshire is and what we want to achieve

- Set the trajectory for the longer-term up to 2040
  - Ensure that government and wider local and national stakeholders are clear on the priorities and ambitions of the region
  - Ensure that all regional partners speak with one strong voice
- 2.3 The West Yorkshire Plan has been co-produced by the Combined Authority and Local Authority partners, and there has also been engagement from Combined Authority committee members, business groups, universities, and other local and regional stakeholders.
- 2.4 The Plan includes five missions, that are aspirational and represent long term ambitions for West Yorkshire. State of the Region reporting will continue to provide the monitoring framework underpinning the West Yorkshire Plan targets and wider policies and strategies of the Combined Authority.
- 2.5 The West Yorkshire Plan will strengthen our existing policy framework and sit at the top of a suite of policies and strategies aligned to areas of delivery. This will include the Local Transport Plan, the Economic Strategy (currently in development), and the Police and Crime Plan.
- 2.6 The West Yorkshire Investment Strategy (WYIS) will continue to set out the funding priorities for the Combined Authority and the next iteration of the WYIS will speak to the West Yorkshire Plan's ambitions.
- 2.7 A draft of the West Yorkshire Plan was published and shared widely with Combined Authority stakeholders including all committees, the Business Communications Group, universities, local authorities and wider stakeholders. Feedback from this engagement has been merged into the draft attached as Appendix One to this report for approval by the Combined Authority.

#### Publishing and launch

- 2.8 Once the West Yorkshire Plan has been approved, final design of the document will be completed. Activity will focus on bringing key messages from the plan to life through videos, infographics and other means.
- 2.9 To accompany the document a web platform hosting the Plan along with the suite of existing policies and strategies of the Combined Authority will be created.
- 2.10 Work to operationalise the Plan is also being undertaken by Combined Authority and local authority officers, this includes developing a user guide to support officers to know how and when to use the key messages of the Plan and a performance framework.
- 2.11 The intention to publish the West Yorkshire Plan was announced at a well-attended event at UKREiif on 15<sup>th</sup> May 2023, led by the Mayor and Leaders. An official launch event is intended to be held on 16<sup>th</sup> June, bringing together council leaders and the mayor with key stakeholders.

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

- 3.1 Tackling the Climate Emergency is embedded within the Plan, with targets included to become a net zero carbon economy by 2038 and to develop a sustainable transport system.

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

- 4.1 An inclusive economy with well paid jobs is one of the missions of the Plan.

### **5. Equality and Diversity Implications**

- 5.1 The vision and missions of the Plan put equity, diversity, and inclusion at the heart of everything we do. The Plan emphasises that we will lead the way to embed these values across all our work.

### **6. Financial Implications**

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

### **7. Legal Implications**

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

### **8. Staffing Implications**

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

### **9. External Consultees**

- 9.1 Consultation has been undertaken as detailed in the main body of this report.

### **10. Recommendations**

- 10.1 That Combined Authority adopts the West Yorkshire Plan, which is included at Appendix One, subject to minor amendments.
- 10.2 That the Combined Authority delegates finalisation of the West Yorkshire Plan to the Chief Executive, in consultation with the Mayor, to enable any further minor amendments to be taken into account.

### **11. Background Documents**

[State of the Region 2022](#)  
[Draft West Yorkshire Plan for consultation](#)

### **12. Appendices**

Appendix 1 –WEST YORKSHIRE PLAN





DRAFT IMAGE

2040

# The West Yorkshire Plan

A brighter West Yorkshire that works for all



# Introduction

Here in West Yorkshire, we are ambitious, and not afraid to take on challenges. **This is our plan to create a brighter West Yorkshire that works for all.**

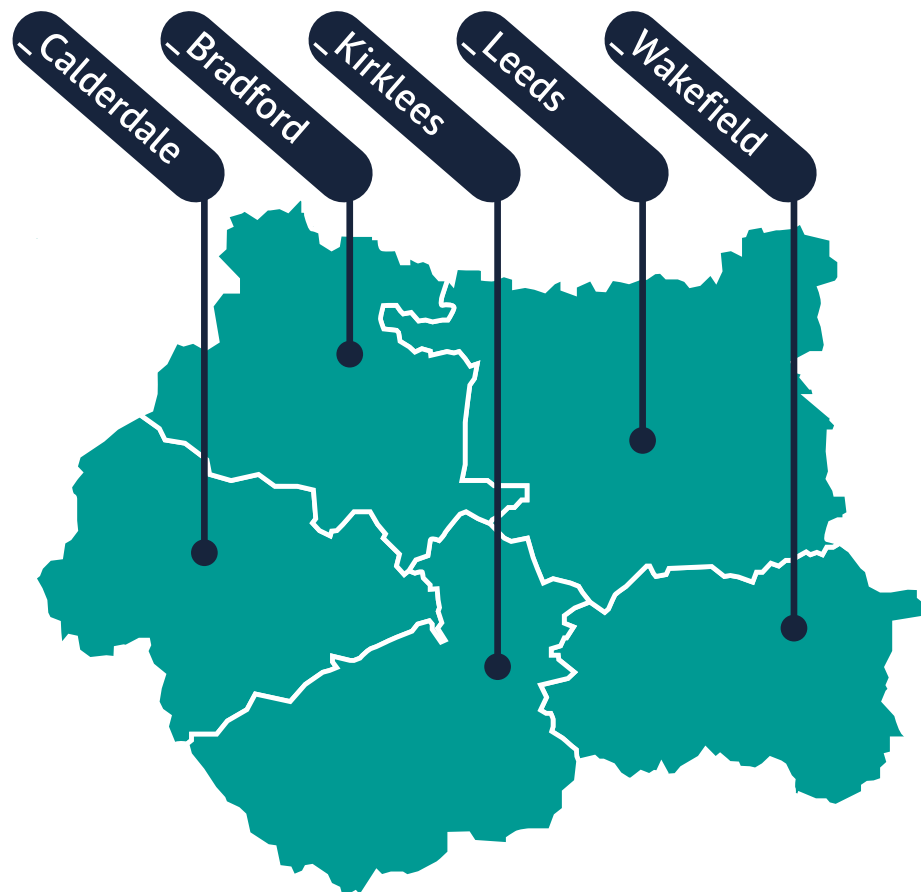
West Yorkshire has always been a place bursting with ideas, energy, and creativity. We are a family with a long history of collaboration borne out of our shared priorities and strong partnerships.

We know that we can only achieve success working together. Our success is dependent on all parts of the region thriving, contributing, being championed and celebrated.

The West Yorkshire Plan sets out an ambitious vision and five missions for 2040 that will drive our work to transform lives and communities across the region. The missions have

been informed by our values and ambitions, whilst being underpinned by robust evidence. They will focus all our work for the long-term and set the framework for our strategies and investments for the future.

The Plan has been developed and will be driven forward by the West Yorkshire Combined Authority and five Local Authorities, in consultation and partnership with a range of private, public and voluntary and community sector partners. No one organisation can deliver these ambitions, it is only by the whole region working together that our vision will be realised.



# The West Yorkshire 2040

## Vision and missions

### Our vision:

A brighter West Yorkshire –  
a place that works for all.  
An engine room of ideas and  
creativity, where anyone  
can make a home.

Our vision and missions put equity, diversity, and inclusion at the heart of everything we do. We will lead the way to embed these values across all our work.

### The West Yorkshire Plan includes:

- The West Yorkshire story – our region's unique identity
- The future of West Yorkshire – our vision and missions for 2040
- Working together – our partnerships for change

1

#### Mission 1:

A prosperous West Yorkshire –  
an inclusive economy with well paid jobs

2

#### Mission 2:

A happy West Yorkshire –  
great places and healthy communities

3

#### Mission 3:

A well-connected West Yorkshire –  
a strong transport system

4

#### Mission 4:

A sustainable West Yorkshire –  
making lives greener

5

#### Mission 5:

A safe West Yorkshire –  
a region where everyone can flourish

# The West Yorkshire Story

## Our region's unique identity

### Our pioneering heritage

Here in West Yorkshire, we are different. We are single-minded pioneers, determined and hard-working, ambitious, and creative, and not afraid to take on challenges. These traits put us at the forefront of the Industrial Revolution and made us a manufacturing powerhouse of the world.

West Yorkshire has a long history of innovation and industry, delivering economic success alongside social progress. Industrialists such as Sir Titus Salt had a vision for the model village of Saltaire, supporting people out of poverty and into skilled work. Betty Beecroft's courage and ambition developed Kirkstall Forge, one of the oldest, most continuously-used industrial sites in England. Benjamin Gott revolutionised the production of woollen cloth and with his success invested in the cultural and civic life of Leeds.

Innovative ideas are our bread and butter, powering the region's success. Our story is filled with ground-breaking discoveries and transformative practices. From firsts in the world of film and transportation, to the production of world-renowned video games and pioneering medical technologies such as Thackary Ltd's work on hip replacements and Paxman Coolers' cancer treatment.

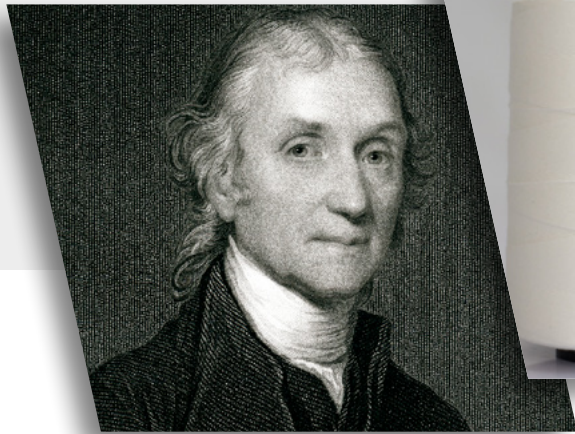
It was our region that connected people across the world, with PACE producing the first low cost, commercially available modem. And it was here that the invention of Cat's Eye technology provided light in the darkness to transform road safety globally.

Pioneering textile technologies created during the Industrial Revolution have developed to become cutting-edge techniques using recycled and recovered plastics.

It's our region that connected people across the world.







1694  
 We embrace  
 our industrial  
 heritage, paving  
 the way for the  
 emergence of  
 new industries.

Weaving technology is now used to make super-strength jet engine parts.

It was at the University of Leeds that William Bragg's revolutionary research on X-ray crystallography changed the face of modern science. Born in Birstall, Joseph Priestly is credited with the discovery of oxygen and conducted early experiments on the carbon cycle.

Marks & Spencer, one of the most recognisable shops in the country, began from just a small market stall in Leeds.

Towering figures across the arts have been inspired by our places: from the Brontë sisters and the Poet Laureate Simon Armitage, to David Hockney, Anne Lister and Barbara Hepworth, from the countercultural post-punk movement to the biggest pop groups in the world.

We are the birthplace of rugby league, and sporting success runs through our region. From unsung pioneers such as world-beating cyclist Beryl Burton, to extraordinary Olympians and Paralympians like Nicola Adams, the Brownlee brothers, Kadeena Cox and Hannah Cockroft. These inspirational figures show our grit and determination, with their eyes on the prize, they just don't give up.

Once the home of Crossley Carpets, the world's largest carpet manufacturer, Dean Clough is now a vibrant 22-acre mixed-use mill complex. A thriving community which combines arts and culture, leisure facilities, restaurants, bars, cafés, shops, event spaces, offices and a hotel.

Following decades of neglect, Conditioning House, a Victorian Mill in Bradford has won awards after being converted into modern apartments, office space, a gym and new café, and the stunning but abandoned Temple Works in Leeds will be brought back to life as the home of the British Library North.

We embrace our industrial heritage, paving the way for the emergence of new industries at the cutting edge of health and technology, inventing and manufacturing products that will solve challenges of the future – enabling people to live longer, healthier, and greener lives.

## Contemporary innovation

Throughout our history we have welcomed people to West Yorkshire to help build and shape the places and industries we know today. Now, we build on our past and celebrate our diversity to create a better future. We are proud to be one of the most diverse parts of the UK. We are connected to communities across the world with hundreds of languages spoken. As we look to the future, our diversity will continue to grow, and we will harness this rich tapestry of creative thinkers and passionate voices to champion change.

Our region is home to over 2.4 million people, workforce of 1.2 million, and around 95,000 businesses.

And it's not just our people who are diverse, our unique places have their own distinct and exciting identities. The globally competitive city of Leeds sits alongside the vibrant cities of Bradford and Wakefield, together with lively towns, stunning countryside, and dynamic rural communities creating places that work for all. West Yorkshire boasts an array of attractions and world class cultural assets such as the beautiful Pennine Moors and Peak District parkland in Kirklees, The Hepworth Wakefield and Yorkshire Sculpture Park, vibrant market towns in Calderdale, and a Saltaire World Heritage site in Bradford.

Year after year we stage internationally renowned music festivals and celebrations of creativity, with Production Park producing the innovative staging for international artists such as Beyonce and Lady Gaga. The region will rise to the occasion again when Bradford becomes the UK's City of Culture in 2025 with opportunities across all our communities.

Our countryside and green infrastructure are environmental assets that we celebrate and enhance to help us tackle the climate and ecological emergency. Our collection of prosperous cities, thriving market towns and beautiful villages, the urban and the rural, provide a compelling quality of life for residents each with their own unique and magical identity. This interconnected network of urban and rural centres makes West Yorkshire genuinely distinctive.

Our diverse economic structure means we are poised to be a test bed of innovation and new ways of working. An idea can spark here, develop, then cascade to the rest of the country and beyond. We are perfectly positioned to be the key driver of economic growth not just for the North of England, but the whole of the UK.

Our seven world class universities mean we attract and retain talent from around the region and around the world, creating a magnet for international businesses who flock to our region to pioneer innovations in transportation, digital, health, and manufacturing.

Our leading expertise in health, combined with our manufacturing and textiles heritage and growing digital sector means that the region has a vital role to play in the development of the health industry in the UK and







## Key features of our economy include:

793

- **Advanced manufacturing** – specialisms in textiles, furniture, and clothing
- A fast-growing **digital sector** with major tech employers
- Being a global leader in **healthcare technology** with six government health headquarters – over 22% of the UK’s digital health jobs are based in West Yorkshire
- The UK’s largest regional **finance centre** with international strengths in Fin Tech including a growing financial cluster of public and private capital
- Our **voluntary and community sector** enables communities to understand, connect, and utilise their innate skills, gifts, and knowledge to drive solutions

beyond. By harnessing and building on these unique strengths, West Yorkshire’s healthcare ecosystem has the potential to solve national and international challenges posed by demographic and social changes, helping people to be well and live well.

Nexus in Leeds and the 3M Buckley Innovation Centre at the University of Huddersfield build on our legacy, innovating and collaborating in energy, transport, health tech, medicines, medical devices, diagnostics, data, and manufacturing.

Using world-leading research facilities, The University of Huddersfield’s Health Innovation Campus will make Huddersfield a national centre for the training of medical practitioners.

But for all these ideas to fly, we need data. West Yorkshire is home to internationally recognised research such as Born in Bradford, bringing new insights into childhood health, while empowering young people to control their own data. Space Hub Yorkshire is driving new satellite and geospatial data markets, attracting collaborations from across the world.

Our region consistently grows and adapts. Our past is woven into our present and we reinvent our brilliant landmarks and buildings ready for the future. The Piece Hall in Halifax, once a centre of trade for the textile industry of West Yorkshire, now attracts millions of global visitors to the area with its mix of independent bars, restaurants, shops, music acts and art exhibitions.

Leeds Arts University • Leeds Beckett University • Leeds Conservatoire • Leeds Trinity University • University of Leeds • University of Bradford • University of Huddersfield • Bradford College • Calderdale College • Kirklees College • Luminate Education Group • Leeds College of Music • Shipley College • Wakefield College

7  
794

## internationally renowned universities

hosting around **111,000 students** and producing **35,000 graduates** each year

With a unique partnership with Yorkshire universities to ensure that West Yorkshire fully benefits from the research, innovation and talent pipeline of all our universities

7

## further education colleges

and a wide range of independent skills providers, including the only specialist construction college in the UK

Long-standing commitment across the skills sector to collaborate towards creating the best talent in West Yorkshire



795  
Understanding  
who we are  
and where we  
want to be is  
key to our  
future success.

When the Grade-II listed Majestic building in the centre of Leeds was almost destroyed by a fire, it wasn't left to decay, it was rebuilt and now hosts the national headquarters of Channel 4. The derelict mills next to The Hepworth Wakefield are now home to Tileyard North, one of the best recording studios and music engineer training facilities in Europe.

As a region, working together as the West Yorkshire family, we have committed to be net zero carbon, have built new infrastructure, connected our towns and cities, attracted investment, developed land, supported businesses to start-up, innovate and grow and supported skills and training to power us through the tough times, ready for the exciting opportunities ahead.

Now is our chance to use all that knowledge to cement our status as the go-to place for business, attracting entrepreneurs, investors, developers and creatives. To seize the opportunities to tackle the challenges we face, from the climate emergency and nature recovery, to deprivation, fuel poverty and poor health that blights parts of our region.

As a partnership, we will lead the way, learning lessons from our industrial past to create a dynamic, thriving, resilient future. We have the knowledge, the expertise, and the ambition to use these achievements as a catalyst, backed up by our evidence-based policy development to ensure we have the right strategies in place for a brighter future.

We are home to the best and the brightest, in lockstep across the region to deliver a future-focused West Yorkshire. Kind, hard-working, and friendly people make West Yorkshire the best place to live, raise a family, start a business, and grow old.

Our story inspires us to write a new chapter for West Yorkshire, driven by our vision and steered by five ambitious missions for change. To make our region a place to do well and be well. A place to be happy. **A brighter West Yorkshire that works for all.**



# The Future of West Yorkshire

## Our vision and missions for 2040

Our vision for the future is rooted in our region's extraordinary story. **A brighter West Yorkshire – a place that works for all.** An engine room of ideas and creativity where anyone can make a home.

We recognise the value of working together and the benefits this brings. We know that we can't realise our vision in isolation and will continue to work in partnership to bring our ambitions to life.

The missions represent a long-term focus on positive outcomes. There is no simple solution or stand-alone initiative that will deliver the change we want to see. Each mission requires focused action in partnership

between the public, private, voluntary and community sectors. The projects and programmes that we develop, deliver, support, and champion will all be geared towards the missions. Our progress will be demonstrated by a set of targets underpinned by detailed indicators measured annually in our State of the Region report.





# 1

## Mission 1:

# A prosperous West Yorkshire – an inclusive economy with well paid jobs

### By 2040 we will have:

- **Closed the productivity gap between West Yorkshire and the UK**
- **Living standards above the national average, with no child growing up in poverty**
- **Good quality work available for all**
- **A diverse and inclusive workforce, where everyone who wants to work can**

### Actions for change

Raising the prosperity and real term living standards of all parts of West Yorkshire can only be achieved sustainably by increasing productivity. To do this we will create the conditions to boost the economy so we can see highly skilled, healthy people working in well-paid jobs growing the presence of high productivity businesses and sectors. We will support an environment where entrepreneurial activity is nurtured and can flourish, where it is easy for businesses to start-up, grow, innovate, trade, and invest.

We will support businesses to be resilient, meeting the challenges of the future and embracing the opportunities of digital transformation. We will attract investment and jobs from overseas into our communities and support our businesses to export so that what's made in West Yorkshire is sold to the world.

We will ensure our employers recognise the value of a diverse workforce and invest in talent to develop the skills and progression we need. Where lifelong learning is part of our culture and flexible opportunities meet the needs of business.

We will build integrated infrastructure, attracting investment to create jobs in well-connected places. We will lead on innovation, continuing to build an open, inclusive, and thriving innovation ecosystem, connecting people to stimulate ideas for new products and services, driving investment to meet the challenges of the future.

We will address inequalities experienced by people, communities, and businesses, putting this at the forefront of decisions, whilst celebrating the breadth of equity, diversity, and inclusion in the region.

### Progress will be demonstrated by improvements in:

- **Productivity levels**
- **Number of jobs paying the living wage**
- **Living standards**
- **Child poverty**
- **Skill levels, apprenticeship starts, and people without employability skills**
- **The employment rate and percentage of employees in quality work**
- **The employment rate gap for disadvantaged groups**
- **Growth in key sectors**

# 2

## Mission 2:

# A happy West Yorkshire – great places and healthy communities

### By 2040 we will have:

- **Happy communities living in well-connected, active neighbourhoods with access to culture and green spaces**
- **A truly affordable and high-quality housing offer, meeting the needs of people and communities**
- **Healthy life expectancy equalling the national average**

### Actions for change

We want our region to be a happy place to live with truly affordable homes, putting the wellbeing of our people at the forefront of our agenda. We will ensure that where you live helps promote good health, active lives, and wellbeing, and that life expectancy aligns with the national average. We will use our status as a major player in global health innovation and our significant health assets to support the health and wellbeing of everyone.

We will ensure that people can live in affordable and sustainable homes, making the most of clean technologies of the future.

We will put culture and heritage at the heart of our economy, where creative businesses are encouraged to start-up and grow. Where everyone in West Yorkshire can enjoy our world-class cultural, heritage, and sporting assets. Where no matter where you live, you'll have access to get in and get on in the creative industries.

### Progress will be demonstrated by improvements in:

- **Healthy life expectancy**
- **Access to green space**
- **Activity levels/ participation in sport**
- **Wellbeing levels**
- **Access to culture**
- **Broadband and mobile coverage**
- **Participation in culture, sport and heritage**
- **Housing affordability, sustainability and quality**
- **Housing supply including social housing**
- **Renting costs**
- **Building energy efficiency and percentage of households in fuel poverty**



# 3

## Mission 3:

# A well-connected West Yorkshire – a strong transport system

### By 2040 we will have:

- A sustainable, accessible transport system
  - Reliable and affordable buses, trains, and mass transit
- A region with healthy people where active travel is the easiest choice for short journeys, car usage is reduced, and the first choice for travel is public transport.

### Actions for change

We will develop an integrated, affordable, sustainable, reliable and resilient transport system that connects all parts of our region so everyone can access the places they need to live fulfilled lives, boosting productivity, increasing innovation, and creating jobs. We will work collaboratively to ensure West Yorkshire has robust connections across the UK and the world.

We will tackle the climate emergency through the fair and inclusive decarbonisation of our transport network, delivering the right choice of transport, in the right place, at the right time.

We will make sure everyone can enjoy walking and cycling to ensure good health, and a cleaner, greener environment for future generations.

We will make our transport system easier to use and understand, so quick, joined-up journeys become second nature to us all with a London-style transport network.

We will have a new mass transit system for West Yorkshire by 2040, connecting communities with an integrated cycling, walking, bus and rail plan. This bold investment will deliver a transformational transport system to benefit generations to come.

### Progress will be demonstrated by improvements in:

- Access to employment for deprived areas
- Punctuality and reliability of bus and rail services
- Mode share moving from car use to public transport and active travel
- Satisfaction with public transport
- Satisfaction with transport information sources
- Satisfaction with affordability of public transport

# 4

## Mission 4:

# A sustainable West Yorkshire – making lives greener

### By 2040 we will have:

- A net zero carbon economy by 2038
- Growth in the green economy in West Yorkshire

### Actions for change

We will deliver a fair and just net zero economy where people have the skills and opportunity to access new jobs in the green sector and start now to inspire and harness the creativity and commitment of the next generation to innovate solutions for the planet. Where transport is sustainable, and energy efficient homes ensure fuel poverty is abolished. Where businesses and industry operate efficiently, reducing energy consumption and boosting regional productivity.

We will create a sustainable, nature-rich and climate ready region, supporting our businesses to capitalise on the opportunities of a carbon-free economy and building resilience for the climate challenges of the future. We will celebrate, protect and invest in our natural environment, supporting biodiversity, enhancing our green spaces, parks, rivers, canals and moorland.

### Progress will be demonstrated by improvements in:

- Reductions in greenhouse gas emissions
- Emissions intensity
- Improved access to green and blue infrastructure
- Biodiversity
- Transport and household emissions
- Electric buses and EV charging points

# 5

## Mission 5:

# A safe West Yorkshire – a region where all can flourish

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### By 2040 we will have:

- **Neighbourhood crime below the average for comparable areas.**
- **Lower rates of reoffending**
- **Raise confidence in the police and improve feelings of safety amongst women and girls in West Yorkshire**

### Actions for change

We will build a safe, just, and inclusive region that puts the safety of women and girls at its heart; ensuring all people feel safe, particularly in the night-time economy. We will work tirelessly to ensure that all people who live, work and visit West Yorkshire are safe and feel safe so our communities can thrive. We will tackle the place-based crime that damages people's everyday lives through an ongoing commitment to Neighborhood Policing and partnership working in localities.

We will raise confidence in the police and increase victims' readiness to report crime.

We will support those with complex needs, understanding the challenges in our urban and rural areas to support all victims of crime. We will intervene early to protect the most vulnerable whilst lowering crime rates across the region.

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### Progress will be demonstrated by improvements in:

- **Reduction in neighbourhood crime**
- **Reduction in knife crime**
- **Reduction in overall re-offending rate**
- **Improved feelings of safety across the community but especially among women and girls**

# Working together

## Our partnerships for change

To deliver our missions and meet our 2040 vision, collaboration is key.

The scale of our ambition cannot be achieved in isolation. In West Yorkshire we have a proud history of partnerships which we continue to harness, bringing our passion and pride along with local, national, and international partners to build success.

The strength of partnership between private sector and all parts of the public sector is something we are particularly proud of. By bringing together local and regional government, with health, the police, business and the voluntary sector, we work collaboratively to help create the right conditions for investment and jobs to flourish and for people to be healthy. Our region has much to offer, with abundant opportunities for growth, and is a test bed of

innovation and ideas. We know what we need to do and how to do it.

The scale of the opportunities for our region, and the challenges we must overcome will require additional investment and powers. Of particular importance is further developing our partnership with national government and national and international private sector partners.

West Yorkshire is a trusted partner that delivers.

Through our trusted and established partnerships, we will harness our assets to realise these opportunities for the people and the places of West Yorkshire, creating **a brighter West Yorkshire that works for all.**





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The West Yorkshire Plan has been developed and will be driven forward by the West Yorkshire Combined Authority and five Local Authorities, in consultation and partnership with a range of private, public and voluntary and community sector partners. No one organisation can deliver these ambitions, it is only by the whole region working together that our vision will be realised.

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**Report to:** West Yorkshire Combined Authority

**Date:** 25 May 2023

**Subject:** **Director Appointments**

**Director:** Ben Still, Chief Executive

**Author:** Emily Burton – Executive Assistant

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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No

## 1. Purpose of this Report

- 1.1 To endorse the new Director appointments within the Combined Authority that have previously been communicated to members via email.

## 2. Information

### Director Appointments

- 2.1 At the meeting of the West Yorkshire Combined Authority on 16 March 2023, members approved the recommendation for the Chief Executive in consultation with the Mayor and following notification to Combined Authority members, delegation to make future appointments to Director roles.
- 2.2 The Chief Executive and the Mayor have run external recruitment processes for a set of substantive Director posts, which attracted a diverse field and strong set of candidates. The Decision-Making Interview Panels were chaired by the Mayor along with members drawn from the West Yorkshire authorities and the Local Enterprise Partnership. In addition, the process included wider stakeholder and staff panels.
- 2.3 Below sets out the appointments that have been made since the last Combined Authority meeting in March 2023.

### **Executive Director, Transport: Simon Warburton**

- 2.4 Simon is currently the Director of Strategy at Transport for Greater Manchester. Simon has led on government liaison to secure devolution deals, transport funding, and the Greater Manchester Clean Air Scheme.
- 2.5 Simon will join the Combined Authority on Tuesday 30 May 2023.

### **Chief Operating Officer: Alan Reiss**

- 2.6 Alan has worked for the Combined Authority since 2018, and was the Director of Strategy, Communications, and Intelligence. Before this has also been the Director of other functions such as Policing and Crime and Policy.
- 2.7 Alan started in post as Chief Operating Officer on Tuesday 2 May 2023. As a result, arrangements for filling his previous role will begin soon. Once the process has concluded an approval will be brought to a future meeting.

### **Director of Mass Transit: Luke Albanese**

- 2.8 Luke was an independent consultant advising on the Dublin MetroLink development and the Tel Aviv Rapid Transit Authority.
- 2.9 He was previously at Transport for London working on the development and implementation of the successful Croydon Tram Scheme, and the development phase of the proposed London Cross-River Tram. Prior to TfL Luke was the Transport Planning Director at the Luas Light Rail in Dublin.
- 2.10 Luke started in post as Director of Mass Transit, on Tuesday 9 May 2023.

### **Director of Inclusive Economy, Skills and Culture: Felix Kumi-Ampofo.**

- 2.11 Felix is currently the Director of Corporate Policy at the South Yorkshire Mayoral Combined Authority (SYMCA).
- 2.12 He was responsible for producing their Strategic Economic Plan and subsequently for establishing the South Yorkshire Renewal Fund. At SYMCA, he has led work in areas including economic growth, inclusion, redesigning business support, and engagement with the private and creative sector, especially institutional investors. Prior to this, Felix was also responsible for the assurance of the £350m Local Growth Fund programme in South Yorkshire.
- 2.13 Felix will join the Combined Authority on 24 July 2023.



### **Interim Directors of Transport Operations and Passenger Experience**

- 2.14 Following the announcement of the current post holder (Dave Pearson) of Director of Transport Operations and Passenger Experience (TOPE) to retire, we have recently conducted an internal process to appoint leadership for TOPE. This will provide continuity of leadership to the directorate and enable work on transformation of our services and processes as we embed our Bus Service Improvement Plan, manage the implications of the end of Covid bus funding, and deliver bus reform.
- 2.15 Through the process, and in consultation with both the Executive Director, Transport and the current post holder, it was concluded that it is necessary to temporarily expand our leadership capacity in transport services further. Therefore, two interim appointments have been made, which are outlined below.

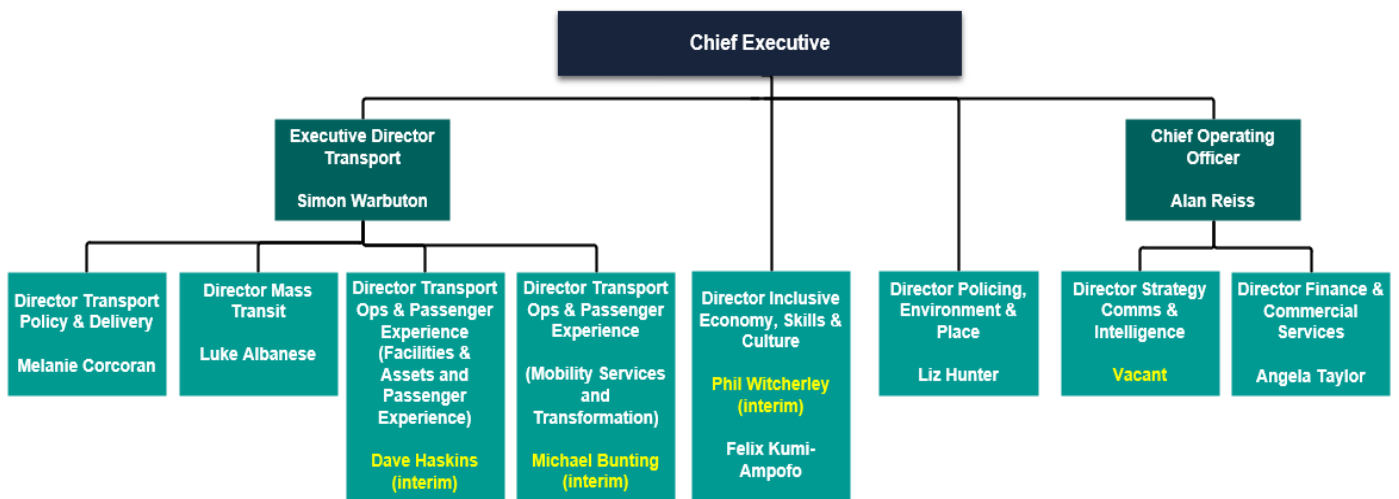
#### **Interim Director of Transport Operations and Passenger Experience (Facilities and Assets and Passenger Experience): Dave Haskins**

- 2.16 Dave's substantive post is Head of Transport Implementation, however, over the last 4 months has been acting up in the Interim role of Director of Transport Policy and Delivery. Dave will be leading on Facilities and Assets and Passenger Experience.
- 2.17 Dave took up the interim post on Tuesday 9 May 2023.

#### **Interim Director of Transport Operations and Passenger Experience (Mobility Services and Transformation): Michael Bunting**

- 2.18 Mick's substantive post is Head of Passenger Experience and will be lead on the Mobility Services and Transformation.
- 2.19 Mick took up the interim post on Tuesday 9 May 2023.

The revised senior structure is set out in Figure One below.



### 3. Tackling the Climate Emergency Implications

3.1 The appointments above will bring greater senior capacity for the Combined Authority's work on tackling the climate emergency and a single senior point of accountability for achieving outcomes in this area. This is particularly the case for the transport director appointments, where mode shift to low carbon public transport is a core element of the Combined Authority Climate and Environment Plan. The work of Director, Inclusive Economy, Skills and Culture is also critical in aligning business support programmes to better EDI and carbon outcomes. Tackling the Climate Emergency will be embedded into the outcomes we seek to deliver as an organisation.

### 4. Inclusive Growth Implications

4.1 The Director appointments outlined above will bring greater senior capacity for the Combined Authority's work on inclusive growth and a single senior point of accountability for achieving outcomes in this area. This is the case for the transport director appointments, where connectivity to deprived communities to work and other opportunities is a core objective. The work of Director, Inclusive Economy, Skills and Culture is also critical in aligning skills and business support programmes to better inclusion outcomes. Achieving inclusive growth will be embedded into the outcomes we seek to deliver as an organisation.

### 5. Equality and Diversity Implications

5.1 The appointments will bring greater senior capacity for the Combined Authority's work on embedding Equality, Diversity and Inclusion into everything we do. Alan Reiss will remain as the Senior Equality, Diversity and

Inclusion Champion. All Combined Authority projects undertake an early EQIA to identify implications, mitigate negative impacts and maximise positive opportunities.

## **6. Financial Implications**

- 6.1 The costs for the substantive Director posts outlined were agreed in the proposed budget for 2023/24, following the previous approvals to the structure considered in the summer. The interim changes that take effect during 2023/24 can be managed within the overall staffing budget and vacancy savings.

## **7. Legal Implications**

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

## **8. Staffing Implications**

- 8.1 As per the agreed process at the Combined Authority meeting of March 2023, this report sets out changes to the organisation's senior structure.

## **9. External Consultees**

- 9.1 No external consultations have been undertaken.

## **10. Recommendations**

- 10.1 That the Combined Authority endorses the director appointments as per the body of the report.

## **11. Background Documents**

West Yorkshire Combined Authority 16 March 2023. Item 14 – Governance and Appointment Arrangements.

<https://westyorkshire.moderngov.co.uk/documents/s30788/Item%2014%20-%20Governance%20Arrangements.pdf>

## **12. Appendices**

None.

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**Report to:** West Yorkshire Combined Authority

**Date:** 25 May 2023

**Subject:** **Minutes for Information**

**Director:** Alan Reiss, Chief Operating Officer

**Author:** Ian Parr, Governance Services Officer

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

## 1. Purpose of this report

- 1.1 To provide Members with details of the minutes of committees and panels, or notes of informal meetings of Members, that have been published on the West Yorkshire Combined Authority's website since the last meeting.

## 2. Information

- 2.1 The following minutes and notes have been published on the West Yorkshire Combined Authority's website and can be accessed [here](#):

- Climate, Energy and Environment Committee held on 10 January 23.
- Governance and Audit Committee held on 12 January 23.
- Employment and Skills Committee held on 23 January 23.
- Business, Economy and Innovation Committee held on 24 January 23.

## 3. Tackling the Climate Emergency Implications

- 3.1 There are no implications directly arising from this report.

## 4. Inclusive Growth Implications

- 4.1 There are no inclusive growth implications directly arising from this report.

**5. Equality and Diversity Implications**

5.1 There are no equality and diversity implications directly arising from this report.

**6. Financial Implications**

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

**7. Legal Implications**

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

**8. Staffing Implications**

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

**9. External Consultees**

9.1 No external consultations have been undertaken.

**10. Recommendations**

10.1 That the minutes and notes of the Combined Authority's committees and panels be noted.

**11. Background Documents**

There are no background documents referenced in this report.

**12. Appendices**

None.