

TRANSPORT & INFRASTRUCTURE SCRUTINY COMMITTEE

**MEETING TO BE HELD AT 10.00 AM ON FRIDAY, 29 SEPTEMBER
2023**

**IN CONFERENCE ROOM 1/2, WELLINGTON HOUSE, 40-50
WELLINGTON STREET, LEEDS, LS1 2DE**

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**
To note apologies for absence and confirm the quorum of 11 members is met.
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE LAST MEETING HELD ON 9 MARCH 2023**
(Pages 1 - 8)
- 5. CHAIR'S COMMENTS AND UPDATE**
- 6. SCRUTINY AND GOVERNANCE ARRANGEMENTS**
(Pages 9 - 26)
- 7. TRANSPORT SCRUTINY WORK PROGRAMME**
(Pages 27 - 32)
- 8. BUS REFORM AND IMPROVEMENT**
(Pages 33 - 52)

9. DATE OF THE NEXT MEETING - 1 DECEMBER 2023

Signed:

A handwritten signature in black ink, consisting of the letters 'BSM' in a stylized, cursive font, with a horizontal line underneath.

**Managing Director
West Yorkshire Combined Authority**

**MINUTES OF THE MEETING OF THE TRANSPORT &
 INFRASTRUCTURE SCRUTINY COMMITTEE HELD ON THURSDAY 9
 MARCH 2023 IN CONFERENCE ROOMS 1/2, WELLINGTON HOUSE,
 40-50 WELLINGTON STREET, LEEDS, LS1 2DE**

Present:

| | |
|-------------------------------------------|--------------------------|
| Councillor Joanne Dodds | City of Bradford Council |
| Councillor Caroline Whitaker (Substitute) | City of Bradford Council |
| Councillor Amanda Parsons-Hulse (Chair) | Calderdale Council |
| Councillor Dot Foster | Calderdale Council |
| Councillor Mark Thompson | Kirklees Council |
| Councillor Andrew Pinnock (Deputy) | Kirklees Council |
| Councillor Kayleigh Brooks | Leeds City Council |
| Councillor Jessica Lennox | Leeds City Council |
| Councillor Tony Hames | Wakefield Council |
| Councillor Stan Bates | Wakefield Council |
| Councillor Ian Cuthbertson | City of York Council |

In attendance:

| | |
|--------------------------|-----------------------------------|
| Councillor Peter Harrand | Guest |
| Kirsty Atkinson | West Yorkshire Combined Authority |
| Khaled Berroum | West Yorkshire Combined Authority |
| Alison Gillespie | West Yorkshire Combined Authority |
| Dave Haskins | West Yorkshire Combined Authority |
| Hannah Scales | West Yorkshire Combined Authority |

1. Apologies for absence

Apologies for absence were received from Councillors Anna Watson, Tina Benton, Jackie Ferguson, Caroline Firth, Harry McCarthy, and Robert Finnigan.

The meeting was confirmed as quorate, with 11 members present out of 11 needed to meet the quorum.

2. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

3. Possible exclusion of the press and public

There were no items requiring the exclusion of the press and public.

4. Minutes of the meeting held on 19 January 2023

Resolved: That the minutes of the meeting held on 19 January 2023 be approved.

5. Chair's comments and update

The Committee received a verbal update from the Chair who had attended a national meeting for Combined Authority Chairs at which good practice was shared. Inviting more members of the public to meetings was discussed and the Chair suggested this was something the Combined Authority might like to consider.

Resolved: That the Chair's verbal update be noted.

6. Transport and Planning

The Committee received a report which provided an overview of the role of the Combined Authority in planning.

Reactive vs proactive comments in planning applications:

- The Combined Authority was a non-statutory consultee on planning applications. This means that Local Planning Authorities are not required to consult us. This position is resource efficient as it allows us and partners to identify the circumstances where consulting us adds value. The CA provided two types of response, a view on alignment with policy and where funding for transport measures /infrastructure was sought.
- Applications were monitored and judgements made on which applications would provide an impact and therefore trigger the CA to provide a response.
- The CA created a developer guide, an online tool that indicated the types of applications that the CA would engage on and scale of interventions that the CA might request as a result of a new development.

Developer leverage, their wants vs community needs in terms of transport link:

- Historically, take up of the residential metro card scheme and wider incentive schemes had fallen short of expectations in some locations, so these were continually kept under review. Success rate figures could be provided outside of the meeting.

Progress of promised devolution planning powers:

- Planning powers were included in the 'minded to' West Yorkshire devolution deal but due to the national reforms to the planning system these were not carried forward in the devolution Order. A letter from the Minister for Regional Growth and Local Government proposed that these powers (or equivalent) will be conferred 'when the position is clearer.

- There remained uncertainty around national planning reforms, and the government's position on the role of Combined Authorities in strategic planning.
- The CA responded to the partial National Planning Policy Framework consultation in the previous week.
- There were currently 5 local plans and the CA's role was to support those local plans in coming forward and ensuring that cross-boundary implications were considered.

Inclusive growth element and overlap with other policy areas:

- The importance of inclusive growth running through all aspects of planning was emphasised, ensuring transport links, amenities and access must be considered.
- The Spatial Priority Area work included looking at the most strategic locations in our region where there was likely to be significant change, infrastructure in these locations would need to be planned in a coordinated way.
- The CA worked jointly with district partners and there were some areas of service provision that sat wholly with partners. The CA hoped that the funding being put together to do active work around Spatial Priority Areas would help to drive delivery in some locations with the CA playing a more active role in partnership with Local Authorities.

Active travel in planning applications:

- Active travel such as cycling and walking infrastructure were included in the Combined Authority's responses to planning applications where appropriate.

Assurance process:

- In the last few years, internally and at all authorities across the UK the Assurance Processes had been strengthened. This included best practice. It was important the Assurance Process had a level of rigour which was not always popular as projects sometimes had to be brought through at pace.
- When the authority became a CA there was a lot more devolved money responsibility from the government to ensure delivery of the 'right' projects efficiently and effectively. This also meant that it was imperative an efficient assurance process was in place.
- Internally processes included an Appraisal Team which reviewed internal and partner projects/business cases against an intensive set of criteria. Commentary was also provided as to whether projects were good to move forwards for approval.
- Every couple of weeks meetings took place reviewing projects that went through, (there had been 150 projects in January to March 2023 thus far), projects then found their way into committees.

Resolved: That the content of the report be noted, and the committee's feedback be considered further.

7. Consultations and EDI

The committee received a report which provided an update regarding 'Equality, Diversity and Inclusion' progress within consultation and engagement.

Seldom heard groups and local communities:

- Asking personal questions within the consultation process helped the CA understand the communities they served and more importantly identify hard to reach communities and seldom heard groups.
- EQIAs completed at the start of every consultation helped towards identifying seldom heard and accessibility groups so that the CA could reach out and involve said groups in the co-production of designs.

Promotion of Consultations:

- The earlier people were consulted the better, it did depend on the project team and the resource they had.
- The CA wanted to increase it's co-production and co-produce plans with communities although this did make the process lengthier.
- There was a new section of the Consultation and Engagement Department, the new Communities Engagement Team which was solely responsible for making connections with communities face to face.
- The CA aimed to encourage neighbourhoods and communities to promote consultations through word of mouth, utilise social media and make it easier for the general public to promote consultations.
- It was clarified that social media was used as a tool to promote consultations but was not as yet used to analyse data. Comments were not used as part of the consultation.

Representativeness of Your Voice and consultations:

- There were 3000 people registered to 'Your Voice' compared to the 2.3 million population of West Yorkshire. Members questioned whether this was an accurate sample of the general public.
- The CA contacted specific groups through Your Voice through categorisation for relevance.
- Conversion rates were being looked at and the CA was hoping to involve more young people in the consultation process and converting clicks into responses.

Answering questions and tackling conflict:

- Important that a 'two-way' street was created where members of the public could ask questions with ease.
- If a few members of the public asked the same questions we can deduce that it something that may need looking into. All the data collected helped to support proposals.

Remuneration of consultees and possible future methods of engagement:

- There was not currently a consulting fee/renumeration, resource and funds was always going to be an issue for the CA in terms of paying particular groups for their views.
- There was the suggestion that the CA created various panels such as a young person's panel or disability panel that in the future could be a paid for resource.

Resolved: That the content of the report be noted, and the committee's feedback be considered further.

8. **Freight: rail and waterway**

The committee received a report which briefed the committee of Combined Authority activity in respect of rail and waterways freight, arising from previous questions raised by scrutiny committee members. The Chair shared evidence that uptake in water freight reduced carbon emissions necessary to meet the net zero target and brought the committees' attention to the 500-tonne capacity barge, the 'MMS Off-Roader' which had been transporting marine aggregate from ABP Humber's Albert Dock in Hull to Knostrop in Leeds.

Waterways forgotten about in strategy, especially when compared to other nations:

- The Director for Transport Policy and Delivery recently attended the Transport for the North Conference in Newcastle which included a session on freight. It was interesting that the main focus was on freight by rail.
- The CA had commissioned work looking into the use of waterways for moving minerals such as sand and gravel as part of minerals and waste planning activity.
- The Chair suggested that the CA liaised with stakeholders with the aim to include the consideration of the viability of using the commercial inland waterway for freight in the LTP4.

Freight's inclusion in "Local Transport Plan 4" (LTP4):

- There was ongoing work regarding in relation to freight, the LTP4 was currently in development although the CA was awaiting guidance from the Department for Transport (DfT).
- Consultation around the LTP4 was expected in the coming Autumn.
- The CA was looking at the 'first and last mile' in particular, and how we could make better use of other ways of getting deliveries into towns/cities without using road vehicles.

Reopening of old railway lines for freight:

- There were challenges around use of rail lines for freight in some locations where there were clear bottlenecks between freight and passengers.
- Freight lines would be looked at through the LTP4, it boiled down to capacity on the railway and the lack of particular railways which are suitable and conflicts with passenger railway.

- The challenge of re-opening old railway lines was huge, the rail team were aware of what opportunities were there.

Difficulty of progressing Leeds and Normanton port schemes (suggestions about freeport):

- The Leeds Inland Port Scheme was not a failed scheme, as the business case developed further it was clear it was not going to meet the certain amount of delivery objectives and freight transfer it aimed to meet.
- The Leeds Inland Port Scheme had evolved over time and was now in the CA's pipeline list. The CA would initiate discussions with the Canals and Rivers Trust around how they could adapt the project to make it easier for the CA to support.

Resolved: That the committee's feedback be considered further and an update on LTP4, with a particular focus on freight be carried forward and submitted to the committee in Autumn 2023.

9. Affordable housing

The committee received a report which gave an update on the progress towards the Mayoral Pledge to deliver 5000 sustainable, affordable homes.

Delivery of the pledge (remains a challenge):

- The delivery of the Mayor's Pledge of 5000 sustainable, affordable homes remained a challenge (the target figure was at least 2000 units over past delivery figures). There would need to be a significant increase in delivery rate to meet the target and therefore remained a risk around the CA meeting the pledge.
- There was value in setting high ambitions and it had provided the ability to continue to build and shape programmes in a way that drives delivery of affordable housing. It helps to build momentum and push for those delivery ambitions to be met in the region.
- Although monitoring aligned to the mayoral pledge was important, the work of the CA went beyond this as driving an increase in provision of affordable housing was a long-term aspiration.
- A new Strategic Place Partnership with Homes England was due to be launched.
- The CA was in the early stages of writing a housing strategy and community housing was one of the things so far in consultation with partners that had been raised by partners that they would like to profile amongst others.

Risk:

- On delivery risks aligned to construction, the CA's ability to spatially monitor risks, at the current time local authorities were monitoring those risks on a site by site, district by district basis, but it could be useful to look at whether risks seemed to be layered in particular locations more than others.

Brownfield Housing Fund:

- The CA was working in partnership with local authorities on the Brownfield Housing Fund. The land supply and delivery of housing sat with local authority partners as a responsibility. The CA assisted in identifying the pipeline of sites.
- There were some constraints on the programme which included the inflexibility of the way that government had designed the programme. There were only certain things the CA could spend funding on and specific rates that the CA had to hit in terms of return on investment which were limiting especially as brownfield sites often already had viability challenges.
- A further constraint was that housing had to be built by 2025 (or the money would be returned to government) and for long-term stalled sites or very difficult brownfield sites it was an extremely hard deadline to meet. This resulted in more viable sites, often private sector led, schemes being eligible and funded but prevents means that the fund could not be applied to some of our priority brownfield sites across the region.
- The Brownfield Housing Fund had not been designed to drive affordable housing delivery specifically.
- The CA had not responded to the media directly on the matter of inflexibility in application of the Brownfield Housing Fund however in conversation and interview The Mayor may have raised points regarding the issues.
- Letters had been written by the 10 Mayoral authorities to push the point and try to explain that the inflexibilities around the programme were making it very difficult to meet local needs.
- Everyone across the country had the same level of challenge around how to spend the funding and how to ensure it was meeting local needs.

Region's needs & housing waiting list:

- Calderdale had 8000 people on the waiting list and in Leeds, there were approximately 26,000 active 'bidders' on the housing waiting list, (6000 of which were band A). Only 2000 properties were available in Leeds each year.
- The responsibility to assess housing need was a local authority function and in turn setting policies through planning to help deliver for that need. There was a balance to be made, particularly on brownfield sites, where there were other viability challenges, affordable homes was one infrastructure type across a series that had to be brought into the balance around what could be secured, and this was a function that was led by district partners with CA support where possible.
- Some members felt that the 'right to buy' and 'buy back' schemes were a significant issue, removing homes from the housing stock, hindering housing growth.

Definitions of 'affordable' and 'sustainable':

- The CA was using the National Planning Policy definition of affordable which included all categories of affordable (not just social housing).

- The reason the CA was using it was because the data was monitorable against the national data set. The CA and Mayor were mindful of all of the categories of affordable housing and the need in West Yorkshire for additional social housing.
- The CA was working with local district partners around local provision and local need.
- Sustainable was even less easy to define, there was not an easy way for the CA to monitor the sustainability of new properties. EPC data was used for the housing stock across West Yorkshire to feed into the programme development activity such as retrofit, but the data was not yet available for new build only.
- There was a live conversation within the district partnership regarding our ability to define a measure of sustainability for properties that were being built and whether there was something we could do locally to monitor our progress and the pledge.

The West Yorkshire Housing Partnership (the Partnership):

- The Partnership was a voluntary partnership (it was not facilitated by the CA).
- The Partnership continually sought additional partners. It would be positive if it were a comprehensive group of all the providers in the region but as they are private organisations it had to be done on a voluntary basis.
- The private organisations were obviously operating in a commercial context so even though they may be part of the Partnership, it wouldn't be appropriate for them to share all of their data with partners.
- The Partnership had various workstreams, working proactively together across the region on various issues and affordable housing delivery was one of them.

Resolved: That the committee's feedback is considered further, and affordable housing is brought back to the committee in the following municipal year as an update on the progress of the Mayoral Pledge.

10. Work Programme

The Committee discussed the summary Work programme and potential topics for the following year. 2023/24.

Members agreed to add freight to next year's agenda, as part of bigger scrutiny item on LTP4 in Autumn 2023 and affordable housing, as part of an update on the progress of the Mayor's Pledge.

Resolved: That the appended 2022/23 Work Programme be noted and aforementioned topics of freight and affordable housing be added to the following year's (2023/24) agenda.



Report to: Transport & Infrastructure Scrutiny Committee

Date: 29 September 2023

Subject: **Scrutiny and governance arrangements**

Director: Alan Reiss, Chief Operating Officer

Author: Hannah Scales, Scrutiny Support Officer

1. Purpose of this report

- 1.1 To note scrutiny and governance arrangements pertaining to the Overview and Scrutiny function in general and the Transport & Infrastructure Scrutiny Committee in particular.
- 1.2 To note terms of reference, scrutiny standing orders, quorum and substitute rules and meeting dates.

2. Information

Terms of Reference - Transport & Infrastructure Scrutiny Committee

- 2.1 At the Annual Meeting, the Combined Authority resolved to appoint the Transport & Infrastructure Scrutiny Committee, with the terms of reference as attached as **Appendix 1**. It also appointed two other scrutiny committees covering Economy and Corporate issues.

Scrutiny Standing Orders and Constitution

- 2.2 The Combined Authority has a [constitution](#) and [Scrutiny Standing Orders](#) to manage and govern the rules and processes that Scrutiny is subject to. The standing orders are attached as **Appendix 2** and the constitution is linked under 'Background Documents'.

Meeting dates and quorum

- 2.3 As in previous years, four meetings have been agreed for each scrutiny committee for the 2023/24 municipal year, once every two months between September and March, with a work planning meeting in July. Furthermore, one meeting has been designated as a dedicated Mayors Question Time session. The meetings dates are as follows:

- 29 September 2023, 10am
- 1 December 2023, 10am
- 26 January 2024, 10am – Mayors Question Time
- 22 March 2024, 10am

2.4 The **quorum is set by legislation at two-thirds of voting members** and cannot be reduced. No formal decision, recommendation or resolution may be taken by an inquorate meeting, including approval of minutes. The quorum for a 16-member committee is 11. A member must be physically present to be counted in the quorum and all meetings must legally take place in person.

Membership

- 2.5 Legally speaking, a combined authority overview and scrutiny committee must reflect “so far as reasonably practicable the balance of political parties prevailing among the *constituent councils*¹ when taken together”.
- 2.6 The political balance requirements were recalculated following the 2023 local elections and it remained somewhat the same as previous years with little change overall. As there are three scrutiny committees, the political balance is calculated across the three committees to allow for the greatest level of representation of all parties which qualified. Of the 48 scrutiny members; 27 are Labour, 12 are Conservative, 6 are Liberal Democrat, 2 are Green and 1 is from an Independent Group (Morley Borough Independents).
- 2.7 All scrutiny members must be formally appointed at the Combined Authority’s annual meeting, in accordance with the nominations put forward by each council. Changes in scrutiny membership between Combined Authority meetings can be ratified by delegated responsibilities given to the Monitoring Officer and Deputy Monitoring Officer.
- 2.8 The Transport & Infrastructure Scrutiny Committee members this year are as follows:

| Member | Council | Party |
|----------------------|----------------|-----------------------------|
| Joanne Dodds | Bradford | Labour |
| Anna Watson | Bradford | Green |
| Sabiya Khan | Bradford | Labour |
| Joe Atkinson | Calderdale | Conservative |
| Amanda Parsons-Hulse | Calderdale | Liberal Democrats |
| Dot Foster | Calderdale | Labour |
| Mark Thompson | Kirklees | Conservative |
| Harry McCarthy | Kirklees | Labour |
| Andrew Pinnock | Kirklees | Liberal Democrats |
| Kayleigh Brooks | Leeds | Labour |
| Oliver Newton | Leeds | Morley Borough Independents |
| Izaak Wilson | Leeds | Labour |
| Charlie Keith | Wakefield | Labour |

¹ Meaning West Yorkshire councils

| | | |
|---------------|-----------|--------------|
| Tony Hames | Wakefield | Conservative |
| Julie Medford | Wakefield | Labour |
| Dave Merrett | York | Labour |

2.9 The committee welcomes the following as new members:

1. Sabiya Khan
2. Joe Atkinson
3. Oliver Newton
4. Izaak Wilson
5. Charlie Keith
6. Julie Medford
7. Dave Merrett

Scrutiny Chair

2.10 Current legislation requires a Scrutiny Chair to be from a different political party to the Mayor (or the party that “has the most representatives among the members of the constituent councils on the combined authority”). The current Mayor Tracy Brabin represents the Labour Party and therefore a Scrutiny Chair cannot be a member of the Labour Party. This principle also applies to any deputy chair.

2.11 Cllr Amanda Parsons-Hulse was re-appointed by the Combined Authority as Chair of the Transport & Infrastructure Scrutiny Committee and Cllr Andrew Pinnock was also re-appointed as Deputy Chair.

Substitutes

2.12 Scrutiny Standing Order 1 allows members of one scrutiny committee to substitute for members of other scrutiny committees, from the same party and district. Substitutes count in the quorum and can vote on behalf of the member they are substituting for. Members who do not have a member from the same party and district on another scrutiny, may appoint a full-time substitute – this year, these members are:

1. Anna Watson, Green, Bradford (*substitute: Caroline Whitaker*)
2. Amanda Parsons-Hulse, Lib Dem, Calderdale (*substitute: to be confirmed*)
3. Oliver Newton, MBI, Leeds (*substitute: Wyn Kidger*)
4. Andrew Pinnock, Lib Dem, Kirklees (*substitute: Anthony Smith*)

Code of conduct for members and declaring pecuniary interests

2.13 All members and substitutes are bound by the [Code of Conduct for Members](#) and have a legal responsibility to complete a Declaration of Pecuniary Interests form within 28 days of being appointed to the committee.

- 2.14 Other relevant information and documents relating to members (accessible on the Combined Authority's website) include:
- [Members' Allowance Scheme](#)
 - [Member and Officer Protocols](#)
 - [Procedure Standing Orders](#)

Statutory scrutiny guidance

- 2.15 The last statutory guidance (['Overview and scrutiny: statutory guidance for councils and combined authorities'²](#)) was issued by the government in May 2019. [Scrutiny Standing Order 16](#) obligates the Overview and Scrutiny Committee and the Combined Authority to have regard to any new and updated guidance issued by the Secretary of State.

3. Tackling the Climate Emergency Implications

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

4. Inclusive Growth Implications

- 4.1 The terms of reference require this, and all committees, to promote inclusive growth in its actions.
- 4.2 It is proposed that each decision-making committee continues to designate an Inclusivity Lead. This will ensure that equality, diversity, and inclusion is fully embedded in the objectives of the committees.

5. Equality and Diversity Implications

- 5.1 The terms of reference require this, and all other committees, to consider equality and diversity in its actions and decision making.
- 5.2 The diversity of the committee will be kept under review and steps will be taken, in future recruitment campaigns, to ensure as far as possible that the membership is representative of the population we serve.

6. Financial Implications

- 6.1 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.

² <https://www.gov.uk/government/publications/overview-and-scrutiny-statutory-guidance-for-councils-and-combined-authorities>

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Transport & Infrastructure Scrutiny Committee notes the scrutiny and governance arrangements for 2023/24.

11. Background Documents

[Scrutiny Standing Orders](#) (Part 4, Section 6 of the Constitution) (2023/24)

[Constitution, West Yorkshire Combined Authority](#)

All other governance documents for the Combined Authority can be found [here](#).

[‘Overview and scrutiny: statutory guidance for councils and combined authorities’](#) (7 May 2019, Ministry of Housing, Communities and Local Government - MHCLG)

12. Appendices

Appendix 1 – Transport & Infrastructure Scrutiny Committee Terms of Reference

Appendix 2 – Scrutiny Standing Orders

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Part 3

Section 2.3 - Terms of Reference

Transport/Infrastructure Scrutiny Committee

The Transport Scrutiny Committee is authorised in respect of any **transport function**¹, **function related to transport**², or **any function related to place, regeneration and housing**:

1. To review or scrutinise any decision made, or other action taken, in connection with any Non-Mayoral Function or Mayoral General Function of the Combined Authority.³
2. To make reports or recommendations to the Combined Authority, with respect to any Non-Mayoral Function of the Combined Authority.
3. To make reports or recommendations to the Mayor, with respect to any Mayoral General Function of the Combined Authority.
4. To make reports or recommendations to the Combined Authority or the Mayor on any matter that affects the Combined Authority's Area or the inhabitants of the Combined Authority's Area.
5. To receive and monitor responses to any report or recommendation made by the Transport Scrutiny Committee.

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

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

³ In relation to a decision made but not implemented, this includes:

- the power to direct that a decision is not to be implemented while it is under review or scrutiny by Transport Scrutiny Committee, and
- the power to recommend that the decision be reconsidered in accordance with the Scrutiny Standing Orders

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Part 4 – Procedure Rules

Section 4.6 – Scrutiny Standing Orders

1. Membership

- 1.1. Members of an overview and scrutiny committee are appointed in accordance with Article 8 (Overview and Scrutiny) in Part 2 of the Constitution.
- 1.2. A member of any overview and scrutiny committee may substitute for any member of a different overview and scrutiny committee from the same party and district.
- 1.3. Where a member has no substitute alternate from the same party and district on another overview and scrutiny committee, an additional substitute from the same party and district may be nominated and appointed to act as their substitute.
- 1.4. A Substitute may only act in the absence of a member where the member will be absent for the whole of the meeting.
- 1.5. A Substitute may not exercise any special powers or duties exercisable by the member for whom they are substituting¹.

2. Voting

- 2.1. Each member of an overview and scrutiny committee, or of any overview and scrutiny sub-committee, appointed from a Constituent Council has one vote.
- 2.2. Any member of an overview and scrutiny committee, or of any overview and scrutiny sub-committee, appointed from the Non-constituent Council is non-voting unless the Combined Authority has resolved to give such a member voting rights.
- 2.3. All questions coming or arising before an overview and scrutiny committee or an overview and scrutiny sub-committee shall be decided by a simple majority of the members present and voting on the question.
- 2.4. No member of an overview and scrutiny committee or sub-committee has a casting vote.
- 2.5. If a vote is tied on any matter, it is deemed not to be carried.

3. Chair

- 3.1. The Combined Authority will appoint the Chair of any overview and scrutiny committee, see further Article 8 (Overview and Scrutiny) in Part 2 of the

¹ Special powers or duties include any chairing responsibilities. A substitute may exercise any voting rights exercisable by the member for whom they substitute.

Constitution².

- 3.2. The Chair of any overview and scrutiny sub-committee will be appointed by the appointing overview and scrutiny committee.

4. Conflicts of Interest

- 4.1. No member of an overview and scrutiny committee nor of a sub-committee may scrutinise a decision (whether or not implemented) in which they were directly involved as a member of the committee or sub-committee which made the decision.
- 4.2. Such a member may only attend the overview and scrutiny committee or sub-committee to:
 - make representations,
 - answer questions, or
 - give evidence about the decision.

5. Quorum

- 5.1. At least two-thirds of the total number of members of any overview and scrutiny committee or sub-committee must be present at a meeting before business may be transacted.

6. Working Groups

- 6.1. An overview and scrutiny committee or sub-committee may appoint a working group to contribute to and inform the scrutiny process, including by making recommendations.

7. Work Programme and referral of matters to an Overview and Scrutiny Committee or Sub-Committee

- 7.1. Each overview and scrutiny committee or sub-committee will set its own work programme.
- 7.2. The Combined Authority, any of its committees or the Mayor may ask an overview and scrutiny committee to review any matter or assist in developing budget and policy proposals, provided that the request is made in writing to the Scrutiny Officer, who will ensure that the matter is included in the agenda for, and discussed at, a meeting of the committee or sub-committee.
- 7.3. The following matters may be referred to an overview and scrutiny committee:
 - a) A member of an overview and scrutiny committee may refer to the committee any matter which is relevant to the functions of the committee,

² The Combined Authority may appoint the Deputy Chair of an overview and scrutiny committee, but if no such appointment is made, the committee may appoint a Deputy Chair.

- b) A member of an overview and scrutiny sub-committee may refer to a sub-committee any matter which is relevant to the functions of the sub-committee,
 - c) A Combined Authority Member may refer to an overview and scrutiny committee any matter which is relevant to the function of the committee and is not an excluded matter; and
 - d) any member of a Constituent Council or the Non-Constituent Council may refer to an overview and scrutiny committee any matter which is relevant to the functions of the committee and is not an excluded matter.
- 7.4. Where a matter is referred to an overview and scrutiny committee by any member under Standing Order 7.3 (c) or (d) above, in considering whether to review or scrutinise a matter referred to the committee, the committee must have regard to any representations made by the member referring the matter as to why it would be appropriate for the committee to review or scrutinise the matter. If the committee decides not to review or scrutinise the matter, it must notify the member of its decision and the reasons for it.
- 7.5. An overview and scrutiny committee must provide a member with any copy of any report or recommendations which it makes in connection with any matter referred to it by the member under Standing Order 7.3 (c) or (d) above.
- 7.6. The LEP may seek input from an overview and scrutiny committee on any issue relating to policy and strategy development or otherwise. Any such request must be put forward to the Scrutiny Officer in the first instance, who will ensure that the matter is included in the agenda for, and discussed at, a meeting of an overview and scrutiny committee or sub-committee.

8. Scrutiny of the LEP

- 8.1. The LEP and the Combined Authority (as the accountable body for the LEP) have agreed that the Combined Authority's scrutiny arrangements extend to the LEP, in accordance with these Standing Orders.
- 8.2. The LEP has agreed to share information with any overview and scrutiny committee or sub-committee, so that the committee or sub-committee can provide robust scrutiny and advice.
- 8.3. The contribution of the LEP to any meeting of an overview and scrutiny committee or sub-committee will be recorded with the outcome in the minutes of the meeting.

9. Meetings

- 9.1. Overview and scrutiny committees will schedule regular meetings and meet as often as required to effectively discharge their functions.

9.2. An extraordinary meeting of an overview and scrutiny committee may be called by:

- the Chair of the committee, or
- any five members of the committee from at least two different Constituent Councils.

10. Attendees

10.1. An overview and scrutiny committee or sub-committee may require the Mayor or any other Combined Authority Member or an officer³ of the Combined Authority to attend before it to answer questions⁴ or to provide information about any matter within its terms of reference.

10.2. Where a committee or sub-committee requires the Mayor or any other Combined Authority Member or officer to attend, the Scrutiny Officer shall inform that person in writing giving at least 5 clear working days' notice of the meeting. The notice will state:

- the date of the meeting they are required to attend,
- the nature of the item, and
- whether they must produce any papers for the committee.

10.3. The Mayor, any other Combined Authority Member, or officer must comply with any notice they are given.

10.4. Where, in exceptional circumstances, the person is unable to attend on the required date, the overview and scrutiny committee shall consult with the person to arrange an alternative date.

10.5. An overview and scrutiny committee or sub-committee may invite other people⁵ to attend any meeting to:

- address it,
- provide information,
- discuss issues of local concern, and/or
- answer questions.

10.6. Each member of an overview and scrutiny committee or sub-committee will be given the opportunity to ask attendees questions, contribute and speak.

³ The expectation is that this would be the Combined Authority's Chief Executive or other senior officer who has exercised delegated authority in respect of an issue, or their nominee.

⁴ A person is not obliged to answer any question which the person would be entitled to refuse to answer in or for the purposes of proceedings in a court in England and Wales.

⁵ Including any Co-optee; members and officers from Constituent Councils, the Non-Constituent Council or other councils within the Leeds City Region; any member of the LEP Board; members of the public; any other stakeholders, advisors or assessors. The committee may pay any advisers, assessors and witnesses a reasonable fee and expenses.

10.7. Attendees assisting the committee must be treated with respect and courtesy.

11. Reports and Recommendations

- 11.1. An overview and scrutiny committee or sub-committee may make reports or recommendations to the Combined Authority⁶ or the Mayor.
- 11.2. If an overview and scrutiny committee or sub-committee cannot agree a final report, a minority report may be prepared and submitted as an appendix to the majority report.
- 11.3. An overview and scrutiny committee or sub-committee may publish any report or recommendations, subject to Standing Order 13.
- 11.4. Where in the opinion of an overview and scrutiny committee, any report or recommendation relates significantly to any LEP activity or to LEP governance, the report or recommendation shall also be submitted to the LEP Board for consideration in a timely manner. Any response of the LEP Board shall be reported back to the overview and scrutiny committee or sub-committee which made the report or recommendation⁷.
- 11.5. Where in the opinion of an overview and scrutiny committee, any report or recommendation is of particular significance to any Constituent Council or the Non-Constituent Council over and above any other Council, the report or recommendation shall also be submitted to that Council for consideration. Any response of that Council shall be reported back to the overview and scrutiny committee or sub-committee which made the report or recommendation.

12. Notice

- 12.1. An overview and scrutiny committee or sub-committee may by notice require the Combined Authority or the Mayor within 2 months of receiving any report or recommendations or (if later) the notice, to:
 - consider the report or recommendations,
 - respond to the overview and scrutiny committee or sub-committee indicating what (if any) action the Combined Authority or the Mayor proposes to take,
 - publish the response, if the overview or scrutiny committee or sub-committee has published the report or recommendations, subject to Standing Order 13 below.

⁶ All references to the Combined Authority in Standing Order 11 should be taken as including a reference to any relevant committee with authority to consider and respond to reports and recommendations on behalf of the Combined Authority. The Scrutiny Officer shall in consultation with the Chair of an overview and scrutiny committee determine whether a report or recommendation shall be considered by such a committee or by the Combined Authority.

⁷ Where a notice has been served on the Combined Authority in accordance with Standing Order 12, any response of the LEP Board shall also be reported to the Combined Authority.

- 12.2. The Combined Authority or the Mayor must respond to a report or recommendations made by an overview and scrutiny committee or a sub-committee, within 2 months beginning with the date on which the Combined Authority or Mayor received the notice, and subject to Standing Order 13 below.

13. Publishing a Document: Confidential and Exempt Information

- 13.1. Standing Order 13.2 applies to the publication of any document comprising a report or recommendations of an overview and scrutiny committee or sub-committee, or a response of the Combined Authority or the Mayor to any such report or recommendations.
- 13.2. In publishing the document the overview and scrutiny committee, sub-committee, the Combined Authority or the Mayor must exclude any confidential information⁸ and may exclude any relevant exempt information⁹, see further the Access to Information Rules in Part 4 of the Constitution.
- 13.3. When providing a copy of a document, the overview and scrutiny committee, sub-committee, the Combined Authority or the Mayor may exclude any confidential information or relevant exempt information.
- 13.4. Where information is excluded, the overview and scrutiny committee, sub-committee, the Combined Authority or Mayor:
- may replace so much of the document as discloses the information with a summary which does not disclose that information, and
 - must do so if, in consequence of excluding the information, the document published would be misleading or not reasonably comprehensible.

14. Call-In of Decisions

- 14.1. The following decisions may be called-in for scrutiny:
- any decision of the Combined Authority¹⁰ or of any decision-making committee of the Combined Authority¹¹, and
 - any Key Decision taken by the Mayor, other Combined Authority Member (on behalf of the Mayor) or an officer.

with the exception of:

⁸ This has the meaning given by section 100A (3) of the Local Government Act 1972.

⁹ This means exempt information of a description specified in a resolution of the overview and scrutiny committee or sub-committee or the Combined Authority which applied to the proceedings, or part of the proceedings at any meeting at which the report was or recommendations were considered.

¹⁰ Including in relation to the Combined Authority's role as the accountable body for the LEP.

¹¹ With the exception of the Governance and Audit Committee.

- any decision which the decision-maker has resolved is urgent¹².
 - any decision relating to approving or amending governance arrangements.
- 14.2. **Five members of the overview and scrutiny committee** to include **at least one member from two different Constituent Councils** may call-in a decision eligible for call-in by notifying the Scrutiny Officer by 4pm on the **fifth working day** following publication under Standing Order 14.3 or 14.4.
- 14.3. The Head of Legal and Governance Services shall publish details¹³ of any decision taken at a meeting of **the Combined Authority or committee** eligible for call-in within **2 clear working days** of a meeting.
- 14.4. Any other **Key Decision taken by the Mayor, a Combined Authority Member** (on behalf of the Mayor) **or** taken by **an officer** will be published as a written record within **2 clear working days** of the decision being made, see further Article 13 (Decision Making) in Part 2, and the Access to Information Rules in Part 4 of the Constitution.

15. Implementing and Scrutinising Decisions which are Eligible for Call-In

- 15.1. An urgent decision may be implemented immediately¹⁴.
- 15.2. Any other decision of the Combined Authority or a committee, or Key Decision taken by the Mayor, any other Combined Authority Member (on behalf of the Mayor) or an officer may be implemented after **midday** of the **sixth clear working day** after the publication of the decision, unless it is called-in.
- 15.3. On receipt of a call-in request, the Scrutiny Officer shall:
- notify the decision-maker¹⁵ of the call-in,
 - consult with the Chair of the relevant overview and scrutiny committee about whether to issue a direction under Standing Order 15.4 below, and
 - call a meeting of the overview and scrutiny committee, to scrutinise the decision.
- 15.4. Where a decision is called-in, the Scrutiny Officer, in consultation with the Chair of the relevant overview and scrutiny committee, may direct that the decision is not to be implemented while it is under review or scrutiny by an

¹² A decision will be urgent if any delay likely to be caused by the call-in process would prejudice the Combined Authority's, any Constituent Council's or the public's interests.

¹³ To members of the relevant overview and scrutiny committee.

¹⁴ The Scrutiny Officer must report such decisions to the next available meeting of the relevant overview and scrutiny committee, together with the reasons for urgency.

¹⁵ That is, (for Non-Mayoral Functions) each Combined Authority Member, or the members of the relevant committee or the relevant officer, or (for Mayoral General Functions) the Mayor or other Combined Authority Member or officer.

overview and scrutiny committee, for a period not exceeding 14 days from the date on which the direction is issued.

- 15.5. An overview and scrutiny committee must scrutinise the decision within 14 days of the Scrutiny Officer receiving the request for call-in, or before the expiry of any direction, if earlier.
- 15.6. Where an overview and scrutiny committee has scrutinised a decision, it may recommend that the decision is re-considered by the decision-maker¹⁶. Any decision which is recommended for re-consideration may not be implemented while any direction under this Standing Order is of effect, except in accordance with Standing Order 15.7 below.
- 15.7. The Scrutiny Officer will notify the decision-maker¹⁷ of the outcome of the scrutiny by the overview and scrutiny committee, within **2 clear working days** of the meeting. Where the decision has not been recommended for re-consideration, it may be implemented on receipt of this notification.
- 15.8. The decision-maker must reconsider any decision not later than 10 days after the date on which the recommendations of an overview and scrutiny committee are received.
- 15.9. The Chair of the overview and scrutiny committee or their nominee may attend any meeting which is re-considering the decision, to present the report or recommendations¹⁸.
- 15.10. The decision-maker may confirm, amend or rescind the decision. Their response should be published in accordance with Standing Order 13.
- 15.11. A decision which has been confirmed or amended by the decision-maker may be implemented immediately.

16. Guidance of the Secretary of State

- 16.1. An overview and scrutiny committee or sub-committee must have regard to any guidance issued by the Secretary of State¹⁹.

17. Statutory Scrutiny Officer

- 17.1. Any references in these Standing Orders to the Scrutiny Officer are to the

¹⁶ The Scrutiny Officer shall in consultation with the Chair of the overview and scrutiny committee determine whether a report or recommendation relating to a decision of an officer or a committee in respect of Non-Mayoral Functions is considered by the Committee (where the decision falls within its terms of reference) or the Combined Authority. A report or recommendation relating to a decision of the Combined Authority shall be considered by the Combined Authority. In relation to Mayoral General Functions, the Mayor should be asked to consider any report or recommendation.

¹⁷ Notification of the outcome shall be provided to each Combined Authority Member, or of any relevant committee, or to the relevant officer.

¹⁸ The Chair must notify the Scrutiny Officer that they intend to attend the meeting 3 clear working days before the meeting. The Mayor should invite the Chair or their nominee to present the report or recommendations to them.

¹⁹ Under Local Democracy, Economic Development and Construction Act 2009 Schedule 5A paragraph 2(9).

officer designated as such by the Combined Authority, see further Article 12 (Officers) at Part 2 of this Constitution.

17.2. The Combined Authority shall not designate an officer of any Constituent Council as Scrutiny Officer for the Combined Authority.

17.3. The statutory functions of the Scrutiny Officer are:

- to promote the role of any overview and scrutiny committee or sub-committee,
- to provide support and guidance to any overview and scrutiny committee or sub-committee and its members, and
- to provide support and guidance to members of the Combined Authority in relation to the functions of any overview and scrutiny committee or sub-committee.

17.4. The Scrutiny Officer shall also facilitate appropriate scrutiny of LEP decision-making and achievements.

18. Additional Rights of Access to Documents

18.1. Additional rights of access to documents for members of any overview and scrutiny committee or sub-committee are set out in the Access to Information Rules in Part 4 of the Constitution.

19. Public Notice of Proposed Key Decisions

19.1. Provisions relating to the public notice of proposed Key Decisions are set out in the Access to Information Rules in Part 4 of the Constitution.

20. Interpretation

20.1. The Chair of an overview and scrutiny committee meeting or sub-committee meeting shall make any final decision at that meeting about:

- how the Scrutiny Standing Orders should be interpreted with respect to the conduct of the meeting, or
- any question of procedure not provided for by the Scrutiny Standing Orders.

20.2. The Head of Legal and Governance Services shall make any final decision about how to interpret any Scrutiny Standing Order outside of a formal committee or sub-committee meeting.

Document version control

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Report to: Transport & Infrastructure Scrutiny Committee

Date: 22 September 2023

Subject: **Transport & Infrastructure Scrutiny Work Programme 2023/24**

Director: Alan Reiss, Chief Operating Officer

Author: Hannah Scales, Scrutiny Support Officer

1. Purpose of this report

- 1.1 To discuss and agree the Transport & Infrastructure Scrutiny Work Programme for 2023/24.
- 1.2 To consider any additional agenda items, formal referrals to scrutiny, reviews, call in, and any other tasks, issues or matters the Committee resolves to undertake or consider further.

2. Information

Transport & Infrastructure Scrutiny Work Programme 2023/24

- 2.1 The Work Programme is set at the beginning of the year and is considered at each meeting; it can be amended as the year progresses. It outlines the work the Transport & Infrastructure Scrutiny Committee has agreed to undertake, investigate, and focus on in the municipal year (June 2023 – June 2024) within the resources, remit, and powers available.
- 2.2 This year the Work Programme was set over the summer following an initial work planning meeting between Members in July, and subsequent discussions between the Scrutiny Chairs / Deputies, Scrutiny Members, scrutiny officers and the lead directors and officers for each committee. During discussions, amongst other things, they considered:
 - The Committee's remit and terms of reference
 - Combined Authority's main strategic priorities and the Mayors Pledges
 - The committee's work last year and what should be rolled over
 - Major ongoing and upcoming challenges for West Yorkshire residents
 - Members' areas of expertise and interests
 - The number of meetings: three, excluding Mayors Question Time, each being two hours long

- 2.3 The resultant draft work programme is attached at **Appendix 1** for amendment and/or confirmation.

Referrals to scrutiny

- 2.4 Under Scrutiny Standing Order 7, any Scrutiny Member, any Combined Authority Member, or any elected Member of a West Yorkshire council (or the City of York Council) may formally refer a matter to the Committee for consideration. The referral must be in writing to the Statutory Scrutiny Officer. The Committee must then consider and discuss the referral and respond to the referrer explaining whether or not it will consider the matter further and why.
- 2.5 There are no formal referrals for this committee to consider.

Key decisions and call in

- 2.6 Scrutiny members may call in any decision of the Mayor, Combined Authority, a decision-making committee, and any key decisions taken by an officer (with the exception of urgent decisions). Key decisions are defined as any decision incurring a financial cost or saving of £1 million or more, or a decision likely to have a significant effect on two or more wards.
- 2.7 Decision-makers have two days to publish notice of a decision, at which point scrutiny members have five working days to call in the decision, delaying its implementation, and formally requiring the decision maker to reconsider.
- 2.8 Any five members of a scrutiny Committee – including at least one member from two different constituent councils (West Yorkshire) – may call-in a decision by notifying the Statutory Scrutiny Officer in writing by 4.00 pm on the fifth working day following publication of a decision notice. The relevant scrutiny committee then has 14 days to scrutinise the decision and make recommendations. Further information is set out in Scrutiny Standing Order 14.
- 2.9 The latest key decisions and forward plans of key decisions are published and available for viewing on the [key decisions section of the Combined Authority's website](#).

Actions for the Statutory Scrutiny Officer

- 2.10 As outlined in Scrutiny Standing Order 17, the statutory scrutiny officer provides support to a scrutiny committee's work programme and all scrutiny members in exercising their scrutiny duties and fulfilling their objectives.

3. Tackling the Climate Emergency Implications

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

4. Inclusive Growth Implications

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

5. Financial Implications

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

6. Legal Implications

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

7. Staffing Implications

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

8. External Consultees

8.1 No external consultations have been undertaken.

9. Recommendations

9.1 That the Committee discusses and agrees the Transport & Infrastructure Scrutiny Work Programme for 2023/24.

10. Background Documents

10.1 None.

11. Appendices

11.1 Appendix 1 – Transport & Infrastructure Scrutiny Work Programme.

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Transport & Infrastructure Scrutiny Committee

| Topic | Sub-topics/focuses | Date |
|-------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Bus reform and improvement | <p>Overview of long-term bus reform plans (Franchising) and short-term efforts to improve bus services in the meantime (BSIP, etc)</p> <p>Long term reforms – Bus reform:</p> <ul style="list-style-type: none"> • Background and update on bus franchising and upcoming consultation (<i>to be approved at 28 Sept CA meeting, held the day before TSC</i>) <p>Short term improvements – BSIP update and performance:</p> <ul style="list-style-type: none"> • Update/changes in BSIP since 2021/22 (<i>when the committee last looked at it</i>) • Most updated quarterly report and KPIs – including update on RTI accuracy (<i>considered by committee last Sept</i>). • Bus network performance and passenger experience data <p>Areas of interest:</p> <ul style="list-style-type: none"> - Current bus service / operator performance issues - Effects of service cuts and possible solutions - Public engagement, customer service quality re complaints, consultations, and service changes | <p>20 September 2023 – Overview, background, and update (ahead of bus reform consultation)</p> <p>26 January 2024 – Further update on franchising consultation and BSIP</p> <p>TBC – look at consultation report and results before March 2024 final approval</p> |
| Mass Transit | <p>Overview of the background to the scheme, level of funding, short term and long-term timelines, main challenges, legal questions, type of systems being considered, whether it is future proof, public consultation, level of connectivity</p> | <p>26 January 2024</p> <p>Any further update based on timelines</p> |
| Overview and Monitoring – transport services and projects/schemes | <ul style="list-style-type: none"> • KPI, projects, objectives – performance and achievement. • Understand transport schemes, funding/bidding, strategic and ROI criteria, impact assessments on non-transport areas. | <p>29 September 2023 – buses/passenger experience</p> <p>26 January 2024</p> |
| Strategy/policy and Local Transport Plan 4 | <ul style="list-style-type: none"> • Decarbonisation (and government assessment methodology) • Behaviour Change and Active Travel (including bikes, e-bikes, e-scooters, and motorbikes) • Freight and waterways as a resource | <p>22 March 2024</p> <p>(LTP4 consultation expected nin Summer</p> |

| | | |
|---------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|
| | <ul style="list-style-type: none"> • Current and future transport trends; the pandemic and beyond (bus/rail footfall, homeworking positives vs rise in deliveries) • Infrastructure, energy and sustainability challenges and opportunities of future proof transport system (electricity demand vs sources, lithium dependency and mining, effect on other industries and sectors)] • Pollution, health and clean air zones | 2024, for adoption in 2025) |
| Housing | <ul style="list-style-type: none"> • Definitions of 'affordable' and 'sustainable' • Challenges and solutions (target vs need in region) • Available funding and what it is being spent on | TBC |
| Projects: Flexi Bus | Review July Transport Cttee report and reason for non-viability and early termination, and circumstances of decision | TBC – workshop |



Report to: Transport & Infrastructure Scrutiny Committee

Date: 29 September 2023

Subject: **Bus Reform and Improvement**

Director: Simon Warburton, Executive Director of Transport

Author: Michael Oberreuter, Programme Development Lead

1. Purpose of this report

1.1 The purpose of this report is to update Transport & Infrastructure Scrutiny Committee on the most recent Bus Passenger Experience Update and Short-term improvements. These include updates on the delivery of the West Yorkshire Bus Service Improvement Plan (BSIP), Monitoring and Evaluation and related Key Performance Indicators as well as an update on Real Time Passenger Information. In addition, this report provides an update on Bus Reform.

2. Background

2.1 The Bus Network – which is primarily run on a commercial basis by operators and supported with services contracted by the Combined Authority on non-profitable routes – is still recovering from the impact of the Covid-19 Pandemic.

2.2 Through the pandemic and beyond, the bus network has been financially supported by central Government, first by Covid Bus Service Support Grant (CBSSG) and then the Bus Recovery Grant (BRG). These short-term funding settlements have helped protect the network to some extent, but a review conducted by the Combined Authority and operators in 2022 found that up to 11% of the network (measured by mileage) was not generating sufficient revenue to continue to operate on a commercial basis when this funding ended in 2023.

2.3 On 18 May 2023, Government announced replacement of Bus Recovery Grant through a different funding method – grants to Local Transport Authorities (LTAs), and operators, across two financial years through a mechanism called BSIP Plus.

- 2.4 Through its Bus Service Improvement Plan (BSIP), the Combined Authority -in close cooperation- with districts and bus operators has launched a comprehensive series of interventions focusing on reduced fare prices and bus service enhancements to support the Bus Network. The latter concentrate on expanding the bus core network, increasing frequency of bus services, better evening and weekend services and new routes that serve identified priorities such as employment sites.
- 2.5 In addition, through BSIP+, the Combined Authority will aim to protect and restore bus services in close consultation with bus operators and districts.
- 2.6 The following sections of this report will provide further information on the current state of play of the bus network, the experience and perceptions of bus passengers in West Yorkshire and Real Time Information accuracy, as well as provide insight into short- and long-term interventions in the Bus Network including the Combined Authority's Bus Network Improvement Plan and BSIP+ as well as Bus Reform.

Bus Passenger Experience Update

- 2.7 This section of the report contains an overview of the following:
- Bus network passenger trends
 - Bus network service changes – recent and proposed
 - Bus network performance/reliability
 - Passenger satisfaction and attitudes

Bus Network

- 2.8 Data from First and Transdev shows that weekday bus patronage at the start of this year's school summer holidays was at approximately 66% compared to the pre-pandemic baseline week (March 2020), shown in **Appendix 1**. This is similar to the overall level at the start of the 2022 school summer holidays.
- 2.9 In late July 2023, use of adult tickets was 76% of baseline (March 2020) levels compared with 71% at the same point in 2022. In contrast, use of senior passes was 67% of baseline in late July 2023, compared to 67% in 2022. Ticket machine data shows that bus use peaked at 87% overall and 84% for adult tickets in May 2023. The observed fall in bus use since then appears to be largely seasonal, noting that transport to education sites reduces through June and July.
- 2.10 Service reliability continues to be impacted by traffic congestion and reduced availability of bus drivers and engineers; however, bus operators are advising that staff shortages are easing.

Summary of Network Changes

Bus Network

- 2.11 Bus services had been sustained throughout the pandemic by a combination of Government and local government funding. In June 2023 the Government withdrew the Bus Recovery Grant (BRG) funding, which has reduced the overall amount of support for bus services in the region. This is partially offset by BSIP+ funding that is expected to come directly to the Authority over the next two financial years. BSIP+ funding is focussed on protection and reinstatement of the bus network. There is still an overall reduction in funding, meaning operators continue to review and adapt their networks in line with new passenger demands.
- 2.12 The Combined Authority have already stepped into retain several services / journeys including through the BSIP interventions and will continue to do so. Whilst the bus network has reduced over the last decade in West Yorkshire to 79% of previous levels, as a result of the collaboration that has taken place with bus operators and districts, the size of the network has not reduced by as much as the majority of other major conurbations (South Yorkshire 73%, Merseyside 70% and Greater Manchester 68%).
- 2.13 From 3 September 2023 service enhancements were introduced to the Keighley network and Aireline service (between Shipley and Leeds) as part of the enhanced bus services scheme. In Wakefield new services for the City Fields development are being planned which will create new links to Wakefield, Eastmoor and Pinderfields Hospital.
- 2.14 Bus service punctuality and reliability continues to be impacted by congestion. Operators are constantly reviewing timetables and have brought in several punctuality improvements from the start of September.
- 2.15 A full summary of all the latest bus service changes can be found at following links:
- [public-transport-changes-23-july-2023-14102.pdf \(wymetro.com\)](#) (from 23 July)
 - [public-transport-changes-2-sept-2023-14203.pdf \(wymetro.com\)](#) (from 3 September).

Passenger Network Performance

Bus Network

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

| Month | Reliability | Punctuality (from the first stop) | Punctuality (stops along the way) |
|------------|-------------|--------------------------------------|--------------------------------------|
| April 2023 | 96.8% | 89.8% | 81.3% |
| May 2023 | 97.2% | 88.0% | 78.3% |
| June 2023 | 97.4% | 88.7% | 79.8% |

- 2.17 The bus industry target is for 99.5% of registered bus service mileage to be operated (reliability) and 95% of buses to run no more than 1 minute early or 5 minutes late (punctuality). The above results show performance significantly less than the target over the full period. The results are currently aggregated over all operators at all times of the week and the passenger experience at busier times may be worse than this in some places.
- 2.18 Transport Committee members have asked for a more detailed analysis of these results by area. There are a number of data issues to resolve to enable this and it is hoped to offer greater detail in this regard later in 2023.

Passenger Satisfaction and Attitudes

West Yorkshire Public Perceptions of Transport Survey (March 2023)

- 2.19 The Annual West Yorkshire Public Perceptions of Transport Survey provides a long-running measure of views and attitudes towards transport and infrastructure in the region. Many of the questions have remained constant over the years, whilst some have evolved to address the priorities of the time. The latest survey uses a mixed methods approach (predominantly via telephone with a smaller sample from an online panel) of 1,800 West Yorkshire residents aged over 16 which is statistically representative of the population.
- 2.20 A number of questions in the survey form key indicators for the 2040 Transport Strategy and the State of the Region indicator suite, as well as indicators for the City Region Sustainable Transport Settlement (CRSTS) and the Bus Service Improvement Plan (BSIP) such as satisfaction with local bus services and affordability of public transport. In addition, the results also provide context to support the development of our bus strategy and the bus information strategy. The survey also contains questions relating to perceptions of safety on public transport in response to the Mayor's pledge on the safety of women and girls.
- 2.21 The key headlines from the survey include:
- **Satisfaction with the affordability of public transport has increased** (from an average score of 5.6 to 6.2 out of 10), whilst simultaneously satisfaction with the affordability of motoring has fallen.
 - **Satisfaction levels with local bus services have declined to the lowest levels since the survey began** (with an average score of 5.9 out of 10 this year).

- **The importance of local bus services remains strong**; with an average score of 7.8 out of 10. **Women, residents aged over 65, ethnic minorities, residents living in the most deprived neighbourhoods, residents in full time education and regular bus users** (defined as those who use the bus at least once a week) all reported higher score for the importance of bus than their counterparts.
- **The share of people who use the bus regularly** (at least weekly) remains lower than pre pandemic levels; concessionary pass holders reported a 12% point decline in regular bus use.
- **Confidence purchasing the best value bus ticket has increased**; 69% of people (excluding those who have a bus pass) reported being confident purchasing the best value bus ticket. This rises to 85% for regular bus users (use the bus at least weekly).
- **Satisfaction with the ease of purchasing a bus ticket increased to the highest levels since this question was introduced** (with an average score of 8.4 out of 10 in the latest survey).
- When asked about awareness of travel information sources, **bus RTI displays, operator websites, the Metro website and timetable leaflets all increased**, whilst awareness of MetroLine and Metro Messenger decreased.
- **Confidence in personal safety when travelling on public transport has fallen since last year**. There are clear gender differences in safety perceptions on public transport with females seeing a larger confidence decline than males. Confidence decreased at night more than during the day. Those aged 65+, people who use the bus infrequently and people who are disabled have low confidence in personal safety on bus in the dark.

Transport Focus Surveys (August 2023)

- 2.22 Throughout the pandemic, Transport Focus conducted nationally representative research around travel use. The latest iteration of this research surveys 2,000 people nationally representative of the population of Great Britain every other weekend, who are screened to create separate survey reports for bus and rail use. These explore the journey purpose and satisfaction of those who used buses outside London or made a rail journey excluding London Underground in the last seven days, with weightings applied to the varying base numbers to make the results nationally representative. Reports are now published monthly.
- 2.23 The latest insights from surveys published on 11 August 2023 were:
- 83% of bus passengers were satisfied with their journey overall, compared to 84% in the previous report.

- For both bus and rail, satisfaction broadly increases with age, with a dip in the 35-54 cohort for bus.
- Compared to rail passengers, bus passengers reported higher levels of satisfaction with value for money (73% for bus vs 56% for rail) and crowding (87% for bus vs 71% for rail). Rail reported higher levels of satisfaction with journey time (85% for rail vs 81% on bus), punctuality (78% for rail vs 71% for bus) and frequency of service (70% for rail vs 65% for bus).

2.24 Transport Focus published research in July 2023 to explore why older and disabled free bus pass holders appear not to be going back to bus use following the pandemic. Based on an online survey, headline findings show:

- Of the 68% of concessionary pass users who reduced bus use during the pandemic, 33% have continued using the bus less than before the pandemic or reduced it further.
- Of those using the bus less frequently during the pandemic, 69% made fewer journeys for days out or leisure trips.
- 41% of those who reduced bus use in the pandemic, and then did not increase over the last year, say that this is because they are still making few or fewer trips for leisure reasons.
- 32% and 31% respectively say their bus use has not increased in the last year due to service reduction or reliability decline.
- Among those whose bus use increased over the last year, after falling in frequency during the pandemic, 41% say this is because they are making more shopping trips. 7% say that this is due to using the £2 flat fare scheme in England (outside of London) to make journeys before 9.30am.

2.25 Transport Focus undertook research in March 2022 and again in March 2023 to understand how the pandemic, cost of living crisis, bus service changes and other contemporary factors have influenced bus use. Headline findings show:

- Despite recent improvements, overall bus patronage has been lost through the pandemic.
- Preference towards car use will be hard to overcome.
- Network and reliability improvements are clear needs.
- Capped fare schemes provide value for money and encourage use.
- Promoting bus services could encourage lapsed and non-users to return.

Department for Transport Research

2.26 DfT published an updated research report to explore how national travel patterns have changed following the pandemic. Headline findings are:

- The proportion travelling by public transport has fallen: 48% travelled by bus and 43% by train in November 2022 compared with 63% by bus and 63% by train in the pre-pandemic period.
- The proportions walking (68%) and cycling (26%) in November 2022 remained slightly below the levels reported for the pre-pandemic period (79% and 31%).
- However, the proportions who travelled by car as driver (71%) and by car as a passenger (77%) in November 2022 were similar to those in the three months before the pandemic (71% and 80%).
- A similar proportion of employed people travelled to a place of work at least once a week in November 2022 (78%) as immediately before the pandemic (January-March 2020) (82%). However, the frequency of travelling to work had fallen: 32% of employed people travelled to a place of work five days a week or more often in November 2022 compared with 47% immediately before the pandemic.
- Follow up interviews found participants had settled into new working patterns with little motivation to increase how frequently they travelled to workplaces due to increased flexibility, reduced commuting time and costs, and improved work-life balance.
- When respondents in November 2022 were asked what would encourage them to use public transport more, financial incentives were most commonly mentioned, with more frequent and punctual services.
- In response to the cost-of-living crisis, people's most reported way of saving money on transport was walking more: this was reported by 57% of people. Additionally, just under half (46%) said they had reduced the number of journeys they were making.

2.27 DfT commissioned research to explore what factors would increase bus usage at a national level through strategies and policies designed to drive behaviour change. Headline findings are:

- Bus usage is low due to car dominance.
- Buses underperform on key metrics including reliability and punctuality.
- Buses appeal most to existing users with particular demographic characteristics in age, ethnicity and location.

Short term improvements - BSIP funding and delivery

West Yorkshire Bus Service Improvement Plan

2.28 The West Yorkshire BSIP of October 2022 set out a plan of interventions across five key delivery areas, which work towards:

- An enhanced, fully inclusive and more cohesive bus network – which takes people where they need to go, when they need to go, and caters

for the complexity of modern travel patterns and different passengers' needs.

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

BSIP Funding award and BSIP Plus

- 2.29 In April 2022 the Combined Authority was advised that it had successfully been awarded an indicative settlement of £69,974,070 revenue funding in three tranches over three financial years (2022/23, 2023/24, 2024/25) to support delivery.
- 2.30 Over the course of the BSIP Programme, the Combined Authority will invest approximately £29.55m in bus service support as well as £34.97m in fares support. Other schemes include passenger safety, Demand Responsive Transport and internal capacity.
- 2.31 However, DfT funding was not received until September 2022. This has led to the delay in the delivery of some BSIP schemes, including the Bus Network Plan and Enhanced Bus Services which are also bound by bus service change timeframes. As a result, the Combined Authority has submitted a Project Adjustment Request to extend the programme by one financial year to March 2026.
- 2.32 In addition, DfT have confirmed approximately £7.75m of BSIP+ funding which is to be spent on the protection and reinstatement of bus services. The Combined Authority compiled a list of services in close consultation with districts and bus operators, which was submitted to DfT for approval on 30 August 2023.

BSIP scheme updates

| Scheme | Value | Key comments |
|--------------------------------------|-------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Mayor's Fares | £33,974,070 | <p>The Mayor's Fares scheme was launched on 4 September 2022 to coincide with the return to school. The scheme encompasses fare caps of a maximum of £2 for a single ticket, £4 for a return and £4.50 for a day saver, which is a unique offer of the Combined Authority.</p> <ul style="list-style-type: none"> - The data collected by the Combined Authority monitors general developments in the bus network, such as passenger numbers. It thus does not explicitly capture the impact of individual interventions like the Mayor's Fares. In this context, direct engagement with bus users and non-users is required. - Dedicated passenger surveys will determine impact of the Mayor's Fares on cost of living and to what extent bus users and non-users have been incentivised by the Mayor's Fares to use the bus more. |
| New and Enhanced Bus Services | £18,500,000 | <ul style="list-style-type: none"> - This scheme seeks to improve the existing bus system, by looking to expand the core network by delivering more frequent services on more routes and across service hours and making the supporting networks with less frequent services more regular and consistent. This includes better evening and weekend services and new routes that serve identified priorities such as employment sites. - Commencing in early 2024, the scheme will be rolled out in three Tranches on the basis of three-year contracts with bus operators. The Combined Authority remains in close consultation with bus operators and districts which include dedicated outputs in line with the BSIP Key Performance Indicators, such as increased bus patronage and improved passenger satisfaction. |

| | | |
|------------------------------------------|-------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Superbus | £10,600,000 | <ul style="list-style-type: none"> - Interventions on a total of four specific schemes which implement higher frequency services on networks alongside bus priority measures over a contracted period of three years. Bus operators will fund these services for an additional two years leading to a five-year delivery period. - Two schemes have already started as of September 2023 in the Keighley area and on the Shipley to Leeds Aireline bus route. The Keighley scheme includes a £1 flat fare pilot. Another service on the Huddersfield to Halifax corridor will be rolled-out in due course. - The Combined Authority remains in close consultation with bus operators and districts which include dedicated outputs in line with the BSIP Key Performance Indicators, such as increased bus patronage and improved passenger satisfaction. |
| Enhanced Safer Travel Partnership | £1,000,000 | <ul style="list-style-type: none"> - From October 2023, full-time PCSOs will commence patrolling bus stations and bus services, deploy knife arches and will also visit schools to raise awareness of safety. - The scheme has also financed additional patrols to tackle ASB were carried out by WY Police in all Combined Authority districts over July and August, including Ossett Bus Station. |
| Travel Plan Network | £500,000 | <ul style="list-style-type: none"> - After prioritising engagement of SMEs, the Travel Plan Network is now focusing on the engagement of bigger businesses in West Yorkshire who may be moving to hybrid working and providing them with information on relevant products. |
| Mobility Hubs | £250,000 | <ul style="list-style-type: none"> - This funding has been earmarked to fund maintenance of mobility hubs across the West Yorkshire districts. Their objective is to encourage more people to make first/last mile and shorter journeys by more sustainable modes. The scheme is currently still in development. |

| | | |
|--------------------------------------------------------------------------|------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Demand Responsive Transport | £1,000,000 | <ul style="list-style-type: none"> - Options to address gaps in the network are currently being assessed and to what extent DRT can offer suitable solutions to tackle related issues. Work on the Strategic Assessment is ongoing. |
| Mobility Credits | £500,000 | <ul style="list-style-type: none"> - Enhancement to the existing MCard app to enable organisations to issue free tickets direct to people's phones (e.g. charities for vulnerable people, colleges for students, employers for staff etc.) |
| Bus, urban traffic management and passenger information interface | £450,000 | <ul style="list-style-type: none"> - Improvements to coordination and linkages between bus, urban traffic and passenger information |
| Internal Capacity | £2,200,000 | <ul style="list-style-type: none"> - This funding line covers the recruitment or regrading of 16 posts as well as to commission external resource to support the BSIP programme implementation in the areas of: <ul style="list-style-type: none"> ○ Communications ○ Fares & ticketing ○ Bus network delivery, development & procurement ○ Bus priority and safety - As of September 2023, recruitment is almost completed. |

BSIP Monitoring and Evaluation

- 2.33 A BSIP M&E strategy is currently being developed based on the BSIP logic model, including enhanced ticketing offers, passenger satisfaction, patronage numbers and bus service reliability.

Key Performance Indicators

- 2.34 Bus operators are in the process of adapting their reporting mechanisms and technology to accommodate for the BSIP KPI needs. Further updates will be provided when available. An overview of the BSIP KPIs is provided below:

| Key theme | Key Performance Indicator | Baseline | | Targets | |
|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------|------------------------------------------|-------------------------------|------------------------------------------------|---------------------------|
| | | Mar 2019 | Mar 2021 | 2025 | 2030 |
| All three themes | Increased bus patronage | 10,801,487 | 4,483,340 | 2019 levels + 15% | 2019 levels + 30% |
| | Increased customer satisfaction with local bus services (score 1-10) | 6.7 | 6.9 | 7.5 | 8 |
| | Weekday mode share on radial routes into district centres moved from car to bus | Bus 18%, Car 61% (2018/19) | N/A | Increase bus share by 5% | Increase bus share by 10% |
| Safe and inclusive bus network | Improved service provision (bus miles) for those travelling in the early morning and evening | 226,749 | 197,800 | 2.5% increase | 5% increase |
| | Improved satisfaction with personal security while on the bus | 81% (autumn 2019) | N/A | 85% | 90% |
| | Improved satisfaction with personal safety at the bus stop for female passengers making complex journeys | 80% (autumn 2019) | N/A | 85% | 90% |
| | Improved passenger satisfaction with value for money | 62% (autumn 2019) | N/A | 70% | 85% |
| | Improved satisfaction with information provided on the bus for passengers with disabilities | 63% (autumn 2019) | N/A | 70% | 85% |
| Better connected communities | Improved journey times (mins/mile) | 4.72 | 4.36 | 10% reduction | 15% reduction |
| | Improved punctuality | 88% | 90% | 95% | 99.5% |
| | Improved reliability | 98% | 99% | 99.5% | 99.5% |
| | Improved housing accessibility via the core bus network | 48% | 51% | 55% | 65% |
| | Improved employment accessibility via the core bus network | 56% | N/A | 60% | 70% |
| Decarbonisation and integrated, sustainable travel | Improved environmental performance and reduced carbon emissions of the bus network | 39% Euro VI, 0% zero emission (Q3 19/20) | 59% Euro VI, 1% zero emission | 100% Euro VI fleet 10% zero emissions fleet | 50% zero emissions fleet |

Real Time Passenger Information accuracy

- 2.35 The Combined Authority recognises the current shortcomings in the accuracy of real time information and is working with bus operators to minimise the problems experienced by customers. Inaccuracies are largely due to the information entered, or not entered, into the system. In this context, a ghost bus refers to a bus journey that either (a) is running but disappears from a Real Time Passenger Information (RTPI) system before it arrives, or (b) is not running but is nevertheless reported as running by RTPI.
- 2.36 The result in Scenario (a) is that passengers will not be aware that a bus is running and therefore may leave the stop to find alternative travel arrangements.
- 2.37 The result in Scenario (b) is that passengers could be waiting for a bus at a stop that appears to be coming, but in fact does not arrive.
- 2.38 The issue most often occurs where bus journeys are not formally cancelled when they should be. Improved procedures and resourcing arrangements are currently being reviewed on the operator side to ensure that cancellations are consistently and promptly reported via the back-office system, regardless of the time of day or night, when the cancellation is first identified.
- 2.39 In some cases, the issue is caused by data errors or faults from the on-board ticket machines. The updating of fleet lists for each operator depot would resolve this in some but not all cases. The related issue of late-running buses could be partially addressed by timetables being updated to reflect current realistic travel times.
- 2.40 Ghost buses have been an issue in West Yorkshire since the roll-out of RTPI in the early 2000s. There is currently a lack of clarity on the scale of the problem, which is under investigation. However, the scale will have increased over the last few years due to the industry-wide issue of bus driver shortages, as well as higher driver sickness levels during Covid. This did result in a higher level of bus journey cancellations compared to pre-Covid, and in turn a higher number of ghost buses.
- 2.41 For example, if a bus is withdrawn from service, the system will report it as still running unless the bus company promptly uses the facility in the system to cancel a journey.
- 2.42 The Combined Authority has convened a working group with bus company technical officers which had two meetings in early 2023 to address the issues, conduct the necessary research, identify solutions and track progress towards agreed actions. This includes ensuring that bus cancellation and punctuality information is input into the system quickly, to ensure that customers are kept up to date with real time information. Subsequent work has taken place outside of meetings. Related future outputs will include a performance dashboard to monitor overall performance and the procurement of independent data analysis to provide additional perspectives on the issue.

DfT quarterly reporting

- 2.43 The Combined Authority is required to provide quarterly reports to the Department for Transport, including an annual update on BSIP finance. As part of the latest report of July 2023, the Combined Authority contributed to a DfT capacity and capability mapping exercise, which will support the development of the Bus Centre of Excellence.

Bus Reform Update

- 2.44 A Notice of Intent to conduct an assessment of a Franchising scheme was issued by the Combined Authority in June 2021 in accordance with 123C of the Transport Services Act 2000, as amended by the Bus Services Act 2017 (the 'Act'), which sets out the statutory process authorities must follow. Furthermore, an internal Bus Reform programme was established to manage this process following indicative approval of an £7m budget by the Finance, Resources and Corporate Committee in [January 2022](#). The programme has since been completing an assessment in line with 123B of the Act.
- 2.45 In May 2023, following a [report](#) and the provision of a draft version of the Assessment, the Combined Authority indicatively approved the Assessment for audit and delegated finalisation of the Assessment to the Chief Executive. Since indicative approval of the Assessment in May, updates have been made, arising directly from ongoing discussions with local bus operators about what could be achieved under EP+ and clarifications provided by the Auditor on review of the draft assessment.
- 2.46 As the next step in the process, a report to the Combined Authority on 28 September (included as a link under "Background Documents") will ask for the Combined Authority to note the findings of the audit and to consider and decide whether to proceed with the proposed bus franchising scheme, by taking the following next steps in the statutory process by:
- giving notice of the proposed bus franchising scheme, and to make copies of the proposed bus franchising scheme, consultation document, Bus Reform Assessment and Audit Report available for inspection.
 - consulting with all statutory consultees as listed under section 123E(4) of the Transport Act 2000, as well as the general public.

3. Tackling the Climate Emergency Implications

- 3.1 The Bus Service Improvement Plan aims to support decarbonisation of the region's transport network and combat the climate emergency by encouraging more people to travel sustainably on public transport.

4. Inclusive Growth Implications

- 4.1 A key aim of the West Yorkshire Bus Service Improvement Plan is to create a more inclusive, accessible bus service and to better connect communities.

This includes the capping of fare prices and improvements of the bus network with a focus on 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.

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 Transport & Infrastructure Scrutiny Committee notes the report and provides any comments and feedback.

11. Background Documents

[Report: Item 5 \(App 2\), Bus Franchising Assessment Business Case Summary \(Finance, Resources and Corporate Committee, 6 January 2022\)](#)

[Report: Item 5, Bus Reform \(Combined Authority, 25 May 2023\)](#)

[Report: Item 5, Bus Reform \(Combined Authority, 28 September 2023 – to be published on 20 Sept\)](#)

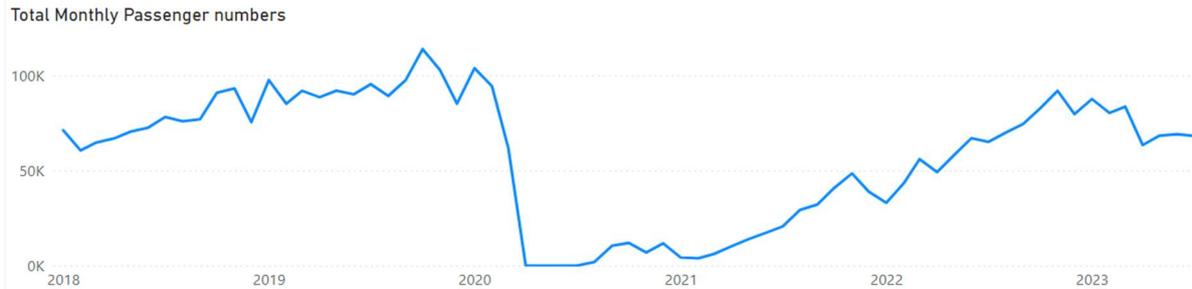
12. Appendices

Appendix 1 – Insights on transport network use

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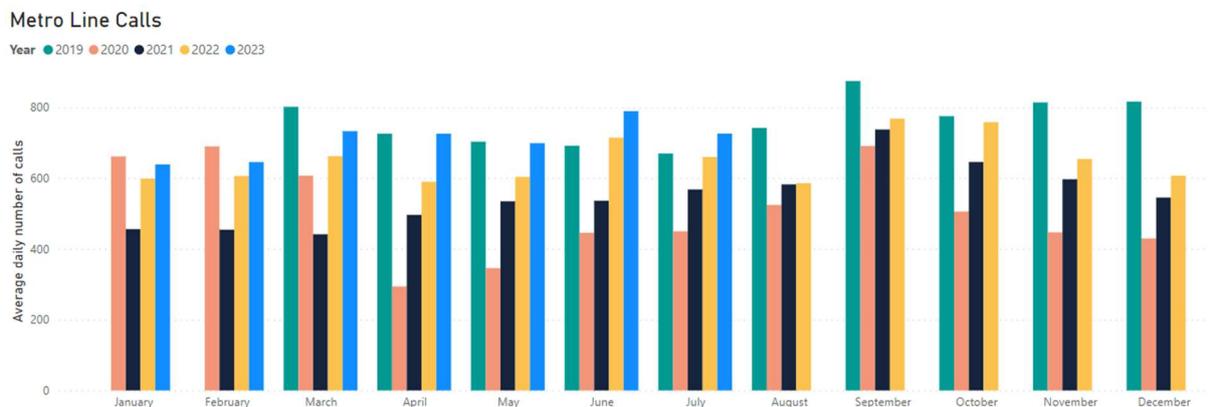
Use of Park and Ride Services

The chart shows the total number of Park and Ride journeys (using both smart and paper tickets) made by month of the year. In July 2023, the number of Park and Ride journeys was 72% of the equivalent number in July 2019 (although its worth noting Stourton Park and Ride wasn't operational in 2019).



MetroLine Calls

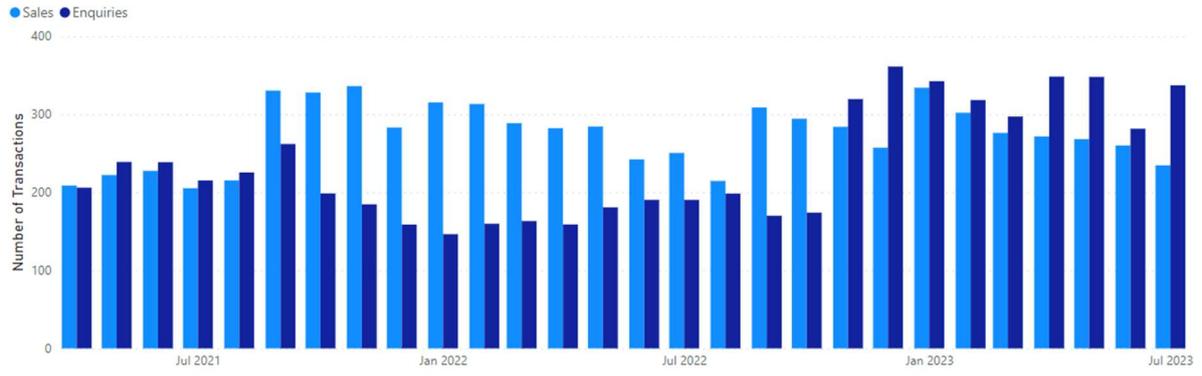
The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month. In July 2023, weekday call centre volumes were 8% higher than the equivalent pre-pandemic month in 2019.



Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at travel centres by month of the year. This information has been collected since April 2021. Customer counting equipment was used before this, but the data is not comparable. July 2023 sales volumes were similar to last July, however the number of enquiries at travel centres was considerably higher.

Metro Travel Centres: Average Daily Transactions



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