
Report to: Transport Committee

Date: 26 May 2023

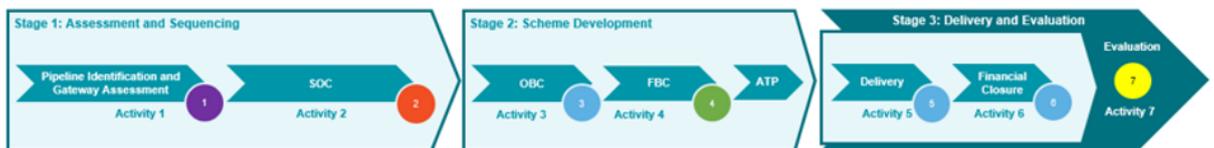
Subject: Project Approvals

Director: Melanie Corcoran, Director of Transport Policy and Delivery

Author: Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority’s assurance process.



- 1.2 The Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.

- 1.3 The recommendations can be found in Section 12 of this report.

2 Report

- 2.1 This report presents proposals for the progression of schemes through the Combined Authority’s assurance process in line with the Combined Authority’s Assurance Framework. Further details on the schemes summarised below can be found as part of this report.
- 2.2 For more detail on the Combined Authority’s Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

3 Investment Priority 5 (IP5) - Delivering Sustainable, Inclusive and Affordable Transport

3.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.

3.2 Investment Priority 5 will deliver a range of programmes and schemes which focus on:

- Creating an affordable, simple, integrated, and accessible system for people to travel anywhere by public transport.
- Increasing passenger numbers on bus, rail, and future transport networks.
- Improving air quality and reduction in car dominance.
- Ensuring that people are enabled to make sustainable travel choices from housing and employment sites.
- Transforming access for communities of persistent poverty, where households have prolonged experiences of poverty, to employment opportunities and skills centres.
- Enhancements in ticketing and travel information.
- Buses being an effective and affordable mode of transport.
- Enhancing customer satisfaction with public transport.

Scheme Summaries

<p>Bus Service Improvement Plan – Network Enhancement and Enhanced Bus Services</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>This scheme will expand the core network of bus services and routes in West Yorkshire. This will include more frequent services, more bus routes and longer service hours. The scheme contributes to ongoing improvements to the region's bus services and is part of the Bus Service Improvement Plan (BSIP) Programme.</p> <p>This scheme is funded by the Department for Transport's Bus Service Improvement Plan fund, which is part of the National Bus Strategy.</p> <p><u>Impact</u></p> <p>The scheme seeks to increase bus passenger numbers by making bus travel more attractive and better suited to the travel needs of the people of West Yorkshire. It will provide greater accessibility to education, employment, and housing, by bus, and help facilitate a switch from car travel and therefore reduce greenhouse gas emissions.</p> <p>A value for money assessment will be carried out alongside further development of the scheme scope and design at Outline Business Case.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 3 (Outline Business Case)</p> <p>Total value of the scheme - £29,700,000</p> <p>Total value of Combined Authority funding - £29,700,000</p> <p>Funding recommendation sought - £6,228,434</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Combined Services and Assets Database (CoSA)

West Yorkshire

Scheme description

This scheme will procure and implement a replacement for the Combined Services and Assets (CoSA) system. This system will provide public transport information and support management of the public transport network, which is a statutory obligation for the West Yorkshire Combined Authority. The new system will enable the Combined Authority to continue to create and manage bus timetables, manage and plan public transport, provide journey planning tools for the public and provide scheduling of taxi transport for young people with special educational needs, enabling access to education and training.

The scheme is to be funded by the City Region Sustainable Transport Settlement (CRSTS) fund.

Impact

The new system will support the delivery of an inclusive, efficient and integrated public transport services, which in turn supports the provision of a viable transport alternative to the private car.

It is not possible to establish the benefit cost ratio or value for money position of this scheme.

Decision sought

Approval to proceed through decision point 2 to 4 (business justification case) and work commences on activity 5 (Delivery).

Total value of the scheme – £615,000

Total value of Combined Authority funding - £615,000

Funding recommendation sought - £565,000.

A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

<p>Leeds City Bikes</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>This scheme will introduce an electric bikes (e-bikes) share/hire scheme in Leeds city centre and surrounding areas.</p> <p>The scheme is to be delivered through the Transforming Cities Fund (TCF) Carbon Mitigation Measures Fund.</p> <p><u>Impact</u></p> <p>The scheme will provide improved sustainable transport options for short trips, increasing convenience and options for travel, whilst contributing to reducing greenhouse gas emissions produced by the local transport network and improving connectivity to education, employment and housing as well as improving health and wellbeing for users.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 6.2:1. This is categorised as 'Very High' value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery)</p> <p>Total value of the scheme - £2,861,369</p> <p>Total value of Combined Authority funding - £2,000,000</p> <p>Funding recommendation sought - £1,700,000</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Bus Service Improvement Plan – Clear and simple fares ‘Mayor’s Fares’</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>This scheme is a West Yorkshire initiative that caps the region’s bus fares for the multi-operator MCard Day Saver ticket at £4.50 and the adult single ticket at £2.</p> <p>This proposal was developed in response to the Government’s National Bus Strategy which encouraged Local Transport Authorities to explore cheaper fares offers with local bus operators, as part of a package of measures to encourage more people to use the bus.</p> <p><u>Impact</u></p> <p>The scheme is expected to increase bus patronage and benefit deprived communities, young people, job seekers and people in education as well as reducing greenhouse gas emissions.</p> <p>The value for money position for the scheme has not yet been calculated, but this will be covered in the Full Business Case submission.</p> <p><u>Decision sought</u></p> <p>Approval of the change request to provide an additional £11,728,590 of funding.</p> <p>Total value of the scheme - £33,974,070.</p> <p>Total value of Combined Authority funding - £33,974,070.</p> <p>Funding recommendation sought - £11,728,590</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Thorpe Park Rail Station</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Thorpe Park rail station scheme will deliver a new rail station at Thorpe Park on the Leeds to York section of the Trans-Pennine railway.</p> <p>The scheme is being funded by the West Yorkshire plus Transport Fund (WY+TF), and the New Stations Fund 3 (NSF3). The scheme has previously received funding from the Leeds Public Transport Investment Programme (LPTIP)</p> <p><u>Impact</u></p> <p>The new rail station will help to unlock development at Thorpe Park by improving the connectivity of the city’s workforce to this strategic employment site, and additionally provide improved sustainable and affordable travel opportunities for those on lower incomes to education, retail, and housing, supporting principles of Inclusive Growth.</p> <p>The value for money assessment will be determined following further business case development.</p> <p><u>Decision sought</u></p> <p>Approval of the change request for the Thorpe Park rail station scheme to increase the Combined Authority’s contribution to the scheme to £20,900,000 (the Combined Authority has recently been awarded £7,000,000 from the Department for Transport’s New Stations Fund 3 (NSF3) - this does not increase the total project costs), release of £7,000,000 funding to support business case development and early works and to extend the delivery timescale to July 2025.</p> <p>Total value of the scheme - £31,642,000</p> <p>Total value of Combined Authority funding - £20,900,000</p> <p>Funding recommendation sought - £7,000,000</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Halifax Bus Station</p> <p>Calderdale</p>	<p><u>Scheme description</u></p> <p>This scheme will redevelop Halifax bus station in its existing location north of Halifax town centre. It will deliver a modern, fit for purpose and environmentally friendly bus station through improvements that will include a new fully enclosed concourse, enhanced access for pedestrians and cyclists, real time travel information, bicycle parking and improvements to the station's energy efficiency.</p> <p>The scheme is to be funded through the Transforming Cities Fund (TCF) with a contribution from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><u>Impact</u></p> <p>This scheme supports inclusive growth by delivering a modern bus station which will enhance public safety and user experience, improve travel by bus, rail, walking and cycling to employment, education, housing, and retail, reducing private vehicle use and improving air quality.</p> <p>The value for money assessment reflects a core Benefit Cost Ratio (BCR) of 2.11:1, judging the scheme as high value for money when assessed against the Department for Transport's value for money criteria.</p> <p><u>Decision sought</u></p> <p>Approval to the change request to increase the funding by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023.</p> <p>Total value of the scheme - £20,500,000</p> <p>Total value of Combined Authority funding - £20,500,000</p> <p>Funding recommendation sought - £2,800,000.</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Other Decisions Relevant to the Transport Committee

- 3.3 Since project approvals were last reported to the Transport Committee on 10 March 2023, the following decisions have been made which are relevant to the Transport Committee.

Decisions Made by the Combined Authority on 16 March 2023

- 3.4 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority.
- 3.5 The full agenda and papers for the meeting can be found on the [Combined Authority website here.](#)

Castleford Growth Corridor Wakefield	Approval of the change request to increase the Combined Authority contribution funding to £11,519,000 and to increase the scheme outputs. The total scheme value will increase from £9,491,000 to £11,740,000 Funding approved - £577,473 Total indicative value of the scheme - £11,740,000 Total indicative value of Combined Authority funding - £11,519,000
CRSTS Programme Region-wide	Approval of the change request to increase the approved programme development costs by £7,000,000 to £10,000,000 and approve delegation to the West Yorkshire Combined Authority's Chief Operating Officer to authorise schemes access to these development costs. Funding approved - £7,000,000 Total indicative value of the scheme - £1,232,000,000 Total indicative value of Combined Authority funding - £830,000,000

- 3.6 Since the Transport Committee's meeting on 10 March 2023, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations to:

Combined Authority's Chief Executive

Corridor Improvement Programme – Holmfirth Town Centre Kirklees	Approval of the full business case and for work to commence on delivery, subject to Approval to Proceed Funding approved - £5,174,000 Total value of the scheme - £7,474,000 Total value of Combined Authority funding - £5,174,000
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TCF: Network Navigation Phase 1 Bradford, Calderdale, Kirklees and Wakefield	Approval of the full business case and for work to commence on delivery, subject to Approval to Proceed Funding approved - £5,259,823 (Phase 1) Total value of the scheme - £5,259,823 Total value of Combined Authority funding - £5,259,823
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- 3.7 Under the delegation £10,433,823 was approved. The decisions were made by the Chief Executive following a recommendation from the Combined Authority's Programme Appraisal Team.

Combined Authority's Chief Operating Officer

A6110 Leeds Outer Ring Road Leeds	Approval of the change request to increase the development funding allocation from £596,000 to £821,000 from the West Yorkshire plus Transport Fund Funding approved - £225,000 Total indicative value of the scheme - £8,761,000 Total indicative value of Combined Authority funding - £7,000,000
Castleford Station Gateway Wakefield	Approval of the change request for an additional £71,732 to undertake outstanding work before scheme completion Funding approved - £71,732 Total value of the scheme - £2,907,732 Total value of Combined Authority funding - £2,907,732

- 3.8 Under the delegation £296,732 was approved. The decisions were made by the Combined Authority's Chief Operating Officer, following a recommendation from the Combined Authority's Programme Appraisal Team.

4 Information

- 4.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:
- The progression of a scheme through a decision point to the next activity.
 - Indicative or full approval to the total value of the scheme funding requested.
 - The Combined Authority's entry into a funding agreement with the scheme's promoter.
 - The assurance pathway and approval route for future decision points.
 - The scheme's approval tolerances.
- 4.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

Project Title	Bus Network Plan and Enhanced Bus Services
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

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

Background

- 4.3 This scheme will be funded by the Department for Transport (DfT) through the Bus Service Improvement Plan (BSIP). This is a £69,974,070 fund covering West Yorkshire. The objectives of the BSIP programme are to dramatically improve bus services outside of London through greater local leadership, reverse the recent shift away from public transport and to encourage passengers back onto buses. The Bus Service Improvement Plan funding is part of DfT's National Bus Strategy (NBS).
- 4.4 This scheme will deliver two elements in West Yorkshire comprising:
- Network Enhancements including new and enhanced bus services which will:
 - expand the frequency of some services to run every 15 minutes or quicker
 - extend the times that services run to start earlier in the morning and to continue later into the evenings
 - improve the regularity of less frequent services
 - improve provision of services in more rural and economically disadvantaged areas
 - “Enhanced Bus Services” – network enhancements which will include:
 - Interventions on specific travel routes which will facilitate increased frequency of bus services alongside bus priority measures that will improve journey times.
- 4.5 The scheme is split into four tranches, summarised below, with funding for Tranche 1 and the first year of the Enhanced Bus Services proposals being sought now:

- Tranche 1 - network protection and 'quick win' enhancements
 - Tranche 2 - new connections and further enhancements
 - Tranche 3 - development pot for currently undeveloped suggestions
 - Tranche 4 – Enhanced Bus Services
- 4.6 At the Transport committee on 18 November 2022, the BSIP received programme level approval at decision point 2, strategic outline case (SOC), with indicative approval to the overall programme costs of £69,974,070.

4.7 The objectives of the scheme are to:

- Expand the core bus network
- Increase frequency of services on more routes
- Increase the number of bus routes
- Increase service time coverage (i.e. earlier and later services)
- Reduce carbon emissions
- Increase the attractiveness of public transport to support access and connectivity to employment, education, housing and key travel destinations

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

Tackling the Climate Emergency Implications

4.9 A Stage 1 carbon impact assessment of the scheme has been undertaken. This highlighted positive changes in terms of air quality and greenhouse gas emissions as a result of the new and enhanced services encouraging people to travel by bus rather than private car. On going and more detailed assessments will be undertaken throughout the development of this scheme and will be included at decision point 4 full business case (FBC).

4.10 The scheme aims to contribute to tackling the climate emergency by creating improved and more attractive bus services to encourage more people to travel by bus more often, rather than private car to help reduce carbon emissions.

Outputs and Benefits

4.11 The scheme outputs and benefits include:

- Increase bus patronage (to support the BSIP target of 15% by 2025 and 30% by 2030).
- Increase passenger satisfaction with the local bus network (to support the BSIP target of 7.5/10 by 2025 and 8/10 by 2030).
- Stabilise and grow the local bus network (increased mileage and reduced service cuts year on year).

- Improved housing accessibility via the core bus network (to support the BSIP target of 55% by 2025, 65% by 2030).
- Improved employment accessibility via the core bus network (to support the BSIP target of 60% by 2025, 70% by 2030).
- Deliver new bus services, which includes enhanced bus service routes.
- Deliver enhancements to existing bus services, which includes enhanced bus service routes.
- Reinstate previously withdrawn bus routes where possible.

Inclusive Growth Implications

- 4.12 The scheme will support inclusive growth by providing new, integrated bus services which aim to provide a service that meets the needs of everyone, particularly for economically and socially deprived communities. This will enable more people with better access to good, high quality employment opportunities
- 4.13 Better bus accessibility and connectivity will also enable more people to access education and training opportunities, especially for younger people and those on low incomes, contributing to enhancing productivity for the region. An increased number of bus services and/or buses running for greater durations of the day will also contribute to enabling the creation of more jobs locally.
- 4.14 The scheme will particularly benefit those without access to a car, as it will provide an improved travel option to access homes, places of employment, education, training, leisure and other social value opportunities that are available.

Equality and Diversity Implications

- 4.15 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. It was noted that the following groups with Protected Characteristics will experience a positive impact from the scheme:
- Age - positive impact on older and younger people who tend to use public transport more than other age groups. Improved connectivity of services throughout the day and in evenings and weekends will be particularly beneficial to those age groups too.
 - Disability - this group, generally, has an increased reliance on public transport so the improvements are likely to have positive benefits including reducing the impacts of loneliness and opening up access to employment, leisure facilities and health appointments.
 - Race – minority ethnic groups are more likely to live in neighbourhoods that are classed as deprived and, on average, make more trips by bus. As such improvements are likely to have positive benefits.

- Sex/Gender – women are statistically, more likely to use public transport than men, as such this group will be more positively impacted by the scheme.

4.16 The scheme aims to create a safe and inclusive bus service through the introduction of network enhancements to better serve more excluded and disadvantaged groups and cater for journeys outside the main commuter peak times.

Risks

4.17 The key scheme risks and mitigations include:

- Uncertainty of the ongoing availability of funding availability. The BSIP funding has not yet been received past the first year. This is to be mitigated by providing evidence and regular analysis of what is achievable within budget and regular communication with DfT to give confidence on delivery.
- Lack of capacity in the Bus Policy project team to support further analysis and prioritisation of routes. This is being mitigated by increasing the capacity within the team with the necessary data analysis skills, and collaboration with other internal teams that can support analysis work as required.
- Financial challenges facing the bus system, including increased costs as a result of inflation, and reduced passenger numbers since Covid that have led to service cuts reduces the achievable impact within the programme's budget. To mitigate this some BSIP funding has been allocated to protecting the current levels of service on the bus network to ensure there is a better foundation for the improvements set out in this programme (although it is noted in the business case that funding should not be used to support existing service levels and patterns).
- Planned interventions fail to drive increase passenger numbers since the Covid pandemic. This will be mitigated by ongoing engagement with passengers to understand their priorities and needs combined with working with the Combined Authority's research team to understand and respond to recovery trends.

Costs

4.18 The total scheme cost, for all four tranches of delivery is £29,700,000.

4.19 Approval is now sought for £6,228,434, taking the total approval to £7,998,434 for delivery of Tranche 1 and the first year of the Enhanced Bus Services proposal.

4.20 At decision point 1 (strategic assessment) £1,000,000 of development costs was approved to develop the Strategic Outline Cases for the BSIP programme. The BSIP programme SOC that was subsequently developed obtained approval to the development costs of £2,200,000 for the programme, of which a total of £770,000 was specified for the New and Improved Services element of the BSIP programme.

- 4.21 The scheme will be funded entirely through the Bus Service Improvement Plan Revenue funding (£69,974,070) which was awarded by the Department for Transport to the Combined Authority on 8 August 2022.
- 4.22 The Combined Authority will need to enter into a funding agreement with the bus operators involved in delivering the route improvements for expenditure of up to £7,998,434 from the Bus Service Improvement Plan Revenue funding.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	03/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2025

Other Key Timescales

- 4.23 Other key timescales are:
- Tendering of bus service contracts for Tranche 1 and Enhanced Bus Services Proposals – June 2023
 - Tendering of bus service contracts for Tranche 2 – December 2023
 - Consultancy support to further develop Tranche 3 route suggestions and business case support – November 2023
 - Tendering of bus service contracts for Tranche 3 – December 2024

Assurance Tolerances

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

Appraisal Summary

- 4.24 The overarching strategic importance of the scheme's potential is highlighted in the business case, in that it can improve the accessibility and connectivity of public bus services to employment, education and social value opportunities.

The scheme can also help facilitate a shift away from private car trips to contribute to the decarbonisation of transport. The scheme therefore aligns with several national, regional and local policies and strategies.

- 4.25 The business case summarises the market failure in the bus industry in West Yorkshire, highlighting the perception of the bus being unattractive, certain areas having poor/no accessibility to the bus network and low frequency of services which has contributed to declining bus patronage. The reduced patronage impacts the commercial viability of services. These issues have been exacerbated by the Covid-19 pandemic and patronage is currently around 85% of pre-pandemic levels. The Case for Change identifies three broad areas to improve the bus offer (which the BSIP Programme is based on) to facilitate a recovery of bus usage, these are to provide faster and more reliable services, cheaper fares and ticketing, and easier to understand services.
- 4.26 The options presented in the business case, were very high-level so it is difficult to understand exactly how they will address the market failures stated and the differentiation between the scale of impact between options. The optioneering that informed the business case was not undertaken in a clear and robust manner, with limited detail of the assessment provided to the appraisers. However a separate appraisal is underway to consider the routes and enhancements that could be provided on the network and a recommendation has been requested for delegation to the chair of the Transport Committee.
- 4.27 The cost summary provided within the business case set out a scheme cost of £29,700,000 for all tranches of network improvements and the Enhanced Bus Services proposal. All of the options presented in the financial case had the same cost, even though the options represent a range and mix of measures within them. The promoter has stated that the costs would remain the same regardless of the options identified and proposals would reflect the available funding. It was stated that the Enhanced Bus Services proposals will be partially funded by BSIP, with agreements made with operators that Years 4 and 5 will be financially supported by them. This does not appear to be formalised and it is not clear as to the reassurances DfT will need that funding is spent in accordance with its guidelines. Clarity around available funding previously approved for the BSIP programme as a whole was also required to understand what can be used for development and delivery of this scheme.
- 4.28 The financial risks that are highlighted relate to funding being limited, delayed or viability of services impacting delivery. These risks are proposed to be mitigated by regular engagement with stakeholders, careful monitoring of inflation forecasts and spending, reviews of programme scope, and management of public communications.
- 4.29 The Commercial Case highlights that the procurement activities are likely to follow a 'business as usual' route, which typically uses an open tender or three quote process approach in an attempt to maximise competition in a relatively limited bus market. This and the stabilisation of the network element in particular, however, would likely involve a direct award to existing operators and so this would need to ensure the funding is used for that purpose and

routes are not cancelled/reduced. There was a lack of clarity around how the procurement could be done to ensure public value, furthermore it is not clear whether 'stabilising' the network is a legitimate use of the funding provided by the Department for Transport.

- 4.30 In terms of management of the project, a high level governance structure has been provided and a brief summary of roles and responsibilities is included. It is noted that recruitment for resources required to develop and deliver the scheme has been approved and is due to commence soon.
- 4.31 It is highlighted that there has been stakeholder involvement in the development of the SOC and feedback from wider transport related consultations suggest support for the principle of the interventions being suggested. Further engagement with operators and key stakeholders is planned regarding specific route enhancements.

Recommendations

- 4.32 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The Bus Network Plan & Enhanced Bus Services (previously Superbus) scheme proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 3 (Outline Business Case).
 - (ii) An indicative approval to the Combined Authority costs of up to £29,700,000 is given. The total scheme cost is £29,700,000.
 - (iii) Approval to the development and initial delivery costs of up to £6,228,434 is given, subject to discharge of Condition 3, taking the total approval to £7,998,434. This comprises up to £770,000 for development costs, £3,000,000 for Tranche 1: 'Network Protection and Quick Win Enhancements and up to £4,228,434 for Enhanced Bus Services (Year 1).
 - (iv) The Combined Authority provides funding to bus operators for Network Protection, Quick Win Enhancements and for Enhanced Bus Services (Year 1), by using existing compensation arrangements, subject to the discharge of Condition 3. The amount of funding allocated to each bus operator is delegated to the Director of Transport Policy and Delivery.
 - (v) The discharge of Condition 3 is delegated to the chair of the Transport Committee, in consultation with portfolio holders.
 - (vi) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

- 4.33 The following conditions have been set by PAT to gain approval to commence activity 3 (Outline Business Case):

- (i)** Evidence the key stakeholder engagement carried out as part of identifying and agreeing routes.
- (ii)** Update logic map with clearer and quantified outputs.
- (iii)** Details, including provision and costs, of the services to be protected and enhanced is provided to clarify what the funding allocation is to be used for, for Tranche 1 (Network Protection and Quick Win Enhancements) and Tranche 4 (Enhanced Bus Services).
- (iv)** A robust cost assessment for the different options is undertaken.

Project Title	Combined Services and Assets Database (CoSA) replacement
Stage	1 (assessment and sequencing) and 2 (project development)
Decision Point	2 to 4 (business justification)

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

Background

- 4.34 This scheme will be funded from the City Region Sustainable Transport Settlement Fund (CRSTS) which is a £5.7 billion investment in local transport networks. It provides consolidated, long-term capital funding to eight city regions across England through 5-year settlements from tax year 2022/23 to 2026/27. The objectives of the CRSTS fund are:
- Driving growth and productivity
 - Decarbonising transport
 - Levelling up services and areas
- 4.35 The Combined Services and Assets Database (CoSA) system provides public transport information and network management capabilities, which are statutory duties for the West Yorkshire Combined Authority as defined in the Transport Act 2000 and Bus Services Act 2017. To fulfil this obligation, the Combined Authority has been using an original bespoke system (CoSA) since 1999, with it being designed in 1998. The contract with the current supplier expires on 31st March 2024.
- 4.36 A more up to date replacement system is needed. A modern IT solution will have better functionality to manage and plan public transport, offering intelligent reporting for decision makers and better journey planning options for the public. The current CoSA system also does not align to modern IT, MCA Digital, security or GDPR requirements and/or policies.
- 4.37 Renewing the existing contract for the CoSA system with the current supplier is not an option, as the contract has already been extended multiple times and cannot be further extended. An assessment of the current software solutions indicates that a better option will be available to fulfil this requirement.

4.38 A new public transport information and network management system will meet modern IT, MCA Digital and GDPR policies and will provide:

- The procurement and implementation of a software solution that will replace CoSA.
- Applications to be based on a modern web architecture, using a cloud-based solution which is in line with the Corporate Technology Strategy.
- The effective scheduling of bus services.
- Provision of timetable information across the CA and third-party outputs, such as Google, that will enable the public to navigate public transport to access employment and training.
- The scheduling of taxi transport for young people with special educational needs, enabling access to education and training.
- The provision of open data to continue to enable third parties such as Google, Citymapper and Moovit, who are revolutionising the way information is provided to customers.

4.39 A modern system would also mean improved security and alignment to relevant policies, procedures, and strategies. A new system would contribute towards the:

- West Yorkshire Connectivity Strategy 2040
- West Yorkshire Bus Strategy 2040
- Bus Information Strategy 2019-2040
- Strategic Economic Framework 2016
- Net Zero Strategy
- Mayoral pledges of Tackling the Climate emergency and Championing the Local Economy

4.40 The design and implementation of a new system is expected to cost approximately £615,000, with an ongoing revenue cost (in line with current spend) of £150,000 per annum, totalling £1,500,000 over the ten-year life of the project.

4.41 Development costs of £50,000 were previously approved to provide a dedicated consultant resource to develop the Business Justification Case. The consultant supported the team to explore the options to replace the current CoSA system, determine the technical requirements of the preferred suppliers model, the design of the new systems architectures and interfaces and to determine indicative costs, resource requirements and a draft implementation plan.

4.42 Without a replacement system the Combined Authority would be in breach of its statutory obligation for the provision of public transport information and network management, as defined in the Transport Act 2000 and Bus Services Act 2017. If a new system is not in place with time to transfer data from the old CoSA system, this data would be lost, and this could have significant consequences for the Combined Authority.

4.43 A summary of the scheme's business case is included in Appendix 3.

Tackling the Climate Emergency Implications

4.44 The scheme will support the objective of tackling climate emergency by the following:

- The new system will continue to provide the functionality that enables the provision of information management of assets on the bus network and the scheduling of bus services.
- This will support the delivery of efficient and integrated public transport services, which in turn supports the provision of a viable transport alternative to the single occupancy car use, attracting people to use the bus and to reduce car use.
- The provision of timetable information across the Combined Authority and third-party outputs, such as Google, will enable the public to navigate public transport and encourage the use of sustainable modes of travel rather than the car.

4.45 A Stage 1 qualitative Carbon Impact Assessment has been included as part of the Phase 2 BJC submission. This qualitative assessment indicates a small positive benefit in relation to the Carbon Impact of the scheme.

Outputs and Benefits

4.46 The outputs and benefits are:

- Implementation of a system that replicates and enhances the current public transport information and network management system by March 2024.
- Implementation of the Asset & Infrastructure Management Module via the CI Anywhere platform by September 2023.
- Implementation of the Education SEN and Home to School transport module via the 365 flexiroute platform by December 2023.
- Implementation of the scheduled bus services module by February 2023.
- Provision of an integrated testing and training programme for users by December 2023.
- The Combined Authority will be able to continue to meet its statutory obligations in the provision of public transport information, scheduling of services and management of the assets on the public transport network.
- The provision of a set of integrated systems/software solutions that will assist in the transition to a franchised public transport network if the CA decide to pursue that route.
- The smooth delivery of Bus improvement schemes that will require a core public transport management system to support delivery.

- The continued roll-out of the Network Navigation scheme across West Yorkshire which improves wayfinding for passengers.
- The maintenance of 14,000+ bus stops/shelters fully managed through the new system.
- Improved passenger information, network management and management of assets.
- Support for the increased usage of online journey planners and mobile applications by improving accuracy of real time information.
- Continued access to education and training through the scheduling of taxi transport for young people with special educational needs.
- Improved efficiency of the maintenance and management of the street infrastructure by improving response times, reducing costs, and increasing accountability.
- Improvements to visibility and accessibility of passenger information and successful operation and management of CCTV cameras that improve customer safety.
- More effective routing and scheduling of buses capable of improving punctuality and reliability.

Inclusive Growth Implications

- 4.47 The scheme will support inclusive growth through its support of reliable and affordable public transport which helps in the reduction of inequalities. The bus provides access to education, employment, training and leisure and is available to all. The system will continue to enable the scheduling provision of bus information and management of network assets across the bus network in support in the operation of bus services.

Equality and Diversity Implications

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

- 4.49 The scheme equality and diversity implications are:

- The replacement of the core system will enable the continuation and improvement of this information to ensure all of those with protected characteristics are provided with information that enables them to use public transport effectively.
- The new system will improve accessibility for bus users. For example, by providing translated information for those where English is not a first language.
- A new improved system will make it easier for those with additional needs or disabilities to book taxi transport, such as SEN students from schools.
-

Risks

4.50 The scheme risks and mitigations include:

- Failure to implement a new system in time - The replacement system(s) cannot be fully delivered and operational in time for the expiration of the existing contract support for CoSA. If this was to happen there would be substantial disruption to internal processes and the Combined Authority would be in breach of its statutory obligations (defined in the Transport Act 2000 and Bus Services Act 2017). To mitigate this risk a recruitment exercise is underway to recruit an ICT project manager and a contingency plan looking to extend existing contractual support is being produced.
- Internal staff resourcing – There are resource limitations within the Combined Authority which will result in challenges to delivery within the required timeframe and may result in a lower quality product than would have otherwise been realised. To mitigate this risk a recruitment exercise is underway to bring in an ICT project manager, resource support has been identified in Transport Services and the Project Exec and Senior User are aware and engaged in project development and delivery.
- Complex data transfer – Complex transfer to new system resulting in inaccurate or missing information. This risk will be mitigated by ensuring robust processes are in place for the data transfer.

Costs

4.51 The total scheme costs are £615,000.

4.52 The Combined Authority's contribution is £615,000 from the CRSTS fund.

4.53 There will also be an annual revenue cost of £150,000 to support the replacement system, this will total £1,500,000 over the 10-year period of the project. The revenue budget is to be provided from an existing budget source which currently supports the CoSA system.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Strategic Assessment Priority (SAP) Group Decision: Director of strategy, Communications and Policing and Director of Delivery	14/09/2022
2 (Business Justification Case Phase 1)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	08/12/2022

3 and 4 (Business Justification Case Phase 2)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
5 (delivery closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/06/2024

Other Key Timescales

Milestone	Date
Approval of ATP	23/06/2023
Start of Delivery	01/07/2023
Introduce new systems Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	September 2023 December 2023 February 2023
Testing Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	Jul/Aug 2023 ongoing Nov/Dec 2023
Training Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	Aug/Sep 2023 Oct/Nov 2023 Dec 2023 to Jan 2024
New system in place – Go Live	12/03/2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +15% of those outlined in this report Delivery (DP5) timescales remain those outlined in this report.

Appraisal Summary

- 4.54 It is stated that the scheme should be considered as low risk, however the top three risks all relate to the tight timeframe of the project and potential resource constraints. As this project is to ensure the CA fulfils a Statutory Obligation, and the new system would need to be in place by October 2023, it would seem that the project may deserve to be considered as a medium or even high-risk project.

- 4.55 Additional work is required to illustrate how the new system would provide additional benefits over the current system; however it is clear that it will support other activity of the CA such as CRSTS and BSIP Programmes.
- 4.56 Although the options appraisal does not accord with a standard Green Book assessment, there has been a significant level of consideration of different system needs and solutions, and this has been informed by specialist consultant support. However, it is difficult to ascertain whether the preferred option will present best value for money as the appraiser is unable to compare the options as they contain no detailed information on risks, benefits, or costs.
- 4.57 The preferred option is that the Combined Authority should move to a multi-supplier environment using best-in-class software to achieve identified outcomes. A number of CoSA functions have already migrated to other software, and further functions are to be migrated to, or delivered, via software which the CA is already using. The project group have determined that certain functions will be provided by existing software suppliers such as CiaAnywhere and 365 flexiroute, this then reduces the modules or elements where open procurement will be required. Work is ongoing to identify how services from CiAnywhere and 365 Flexiroute will be contracted.
- 4.58 The financial profile does not include any specified allocation for risk, contingency or inflation therefore it is uncertain how overspends against the allocated budget could be mitigated. For a project at this stage, which is moving into delivery, the BJC should provide confirmed costs from the procurement exercise rather than estimated costs. It is therefore not possible at this stage to understand if the total costs of the project are correct or if the funding envelope is sufficient.

Recommendations

- 4.59 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The Combined Services and Assets Database replacement scheme proceeds through decision point 2 to 4 (Business Justification Case) and work commences on activity 5 (Delivery).
 - (ii) Approval to the Combined Authority's delivery costs of £615,000. The total scheme value is £615,000.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Scheme development

Project Title	Leeds City Bikes
Stage	2 (scheme development)
Decision Point	4 (full business case)

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

Background

- 4.60 This scheme will be funded from the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 4.61 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities. The TCF programme also includes a separate fund for carbon mitigation. This was developed to provide investment into low carbon measures to enhance the TCF fund to support in the transition to sustainable transport options. This scheme is to be funded from the TCF Carbon Mitigation Measures Fund element of the programme.
- 4.62 Leeds City Council has developed a shared electric bike (e-bike) scheme, known as 'Leeds City Bikes'. E-bikes are bicycles that are equipped with a rechargeable electric motor to assist with peddling, making them a more viable option than traditional bicycles for many journeys. The assistance provided by the motor makes these bicycles more accessible for many people with physical restrictions for whom more active modes of travel would not be an option. This will help to facilitate the switch from short distance car trips, made by residents, students, workers and visitors, to travel using e-bikes which are more environmentally friendly and encourage an active lifestyle.

- 4.63 The scheme will provide the infrastructure for a network of maintained e-bikes within strategically selected areas of Leeds. This will consist of approximately 116 docking stations combined with up to 10 active mobility hubs where the e-bikes will be available for public. 515 e-bikes and 80 docking stations are funded by the Combined Authority and 140 e-bikes and 36 docking stations will be funded and owned by the operator. The e-bikes will be available for public use – hired via an app or SMS, 24 hours a day for 365 days per year, across Leeds city centre and the surrounding area.
- 4.64 The bikes will be operated and maintained by the appointed operator. The bike's batteries will be charged at a separate facility, rather than at the docking stations, with batteries being swapped when required. This will enable the docking stations to be more flexible in terms of location and reduces costs and risks with implementation as they do not need electrical connections or significant excavation for installation.
- 4.65 As part of this initial roll out, 10 (electric) trikes will be piloted. These will be owned by the operator and a pre-booking system will enable users to arrange for the trikes to be delivered to, and collected from, specified locations.
- 4.66 The scheme supports the Mayoral Pledge to tackle the climate emergency and protect the environment in addition to the Combined Authority's Strategic Economic Framework's Investment Priority 5: Future Transport.
- 4.67 A summary of the scheme's business case is included in Appendix 4.

Tackling the Climate Emergency Implications

- 4.68 The scheme aims to contribute to tackling the climate emergency by creating improved access to sustainable forms of transport for residents, students, workers and visitors in Leeds. The scheme is anticipated to facilitate a switch from relatively short car trips, as well as other forms of transport, to bike trips to help reduce carbon emissions.
- 4.69 A carbon impact assessment of the scheme has been undertaken which calculated a potential net carbon saving of 173 tonnes of carbon emissions (or the calculated carbon equivalent) (CO₂e) over a ten-year appraisal period.
- 4.70 It is estimated that there will be 80 tonnes of CO₂e produced as a result of setting up the scheme, including the production and shipping of the e-bikes and docking stations and set up. The operational carbon emissions related to maintenance, operational emissions (relating to reduced car kilometres travelled) and battery charging and replacement, would represent an estimated saving of 253 tonnes of CO₂e, when compared to a without scheme situation. Overall, this equates to an expected net saving of 173 tonnes of CO₂e, due to the reduced volume of short car journeys.

Outputs and Benefits

- 4.71 The scheme outputs and benefits include:
- Provision of up to 655 e-bikes.

- Installation of up to 116 docking stations.
- Delivery of up to 10 Active Mobility Hubs across a service area covering inner Leeds and adjoining area.
- A software system to manage app-based bike hire, and payments from the users (managed by an external operator).
- Introduction of a new form of public transport to improve access to employment, education, housing and key travel destinations.
- Increase in cycling and the number of short-distance trips made by bikes (estimates suggest there will be over 478,000 trips per year using the e-bikes, with each bike having an average of 2 trips per day), contribution to making cycling a normal part of traveling in Leeds.
- Reduction in carbon emissions due to a net carbon saving of 173 tonnes of carbon emissions (or the calculated carbon equivalent) over a ten-year appraisal period.
- Improved health and wellbeing for users of the system through increased physical activity of the e-bike users, combined with wider benefits of improved air quality as a result of reduced car use within the city centre.
- Improved access to other forms of transport, through use of e-bikes to travel between bus stops and train stations.
- The scheme will create employment and training opportunities through the supplier, who has committed to employing and training local people for service operation.

4.72 A benefit cost ratio (BCR) of 6.2:1, which is 'Very High' value for money

Inclusive Growth Implications

4.73 The scheme supports inclusive growth by improving accessibility to employment, education, housing and other social value opportunities via a sustainable form of public transport for a wide range of people. The electric assist provided by the bikes means that cycling is less physically demanding on joints and muscles, which can enable people to ride for longer distances and durations and over steeper gradients. This assistance can help cycling appeal to a wider audience, of ages, abilities and fitness levels, attracting people who may otherwise be less active or confident, as well as making it a more viable travel option for a wide range of uses.

4.74 The scheme will particularly benefit those without access to a car, or do not have good access to public transport or a bicycle, as it will provide a new travel option to access places where employment, education, and leisure opportunities are available.

Equality and Diversity Implications

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

- 4.76 Whilst e-bikes are more inclusive than standard bikes, and it is acknowledged by Leeds City Council that bicycles are not fully inclusive by design, and there will be some members of the community who will not be able to use the standard e-bikes.
- 4.77 A pilot of 10 e-bike/trikes will be piloted at the outset of the project. The supplier will engage with partners (including community groups and complementary projects) to promote the trikes and identify users for the pilot. Using the suppliers booking systems, trikes will be available for delivery and collection from locations in the city. All staff working on the scheme will be appropriately trained, to ensure users are supported to access the service. Monitoring of the effectiveness of this service will be undertaken and used for future planning.
- 4.78 It is highlighted that the scheme will provide a positive impact in terms of age, as e-bikes provide easier cycling options for older people who may not otherwise consider cycling as an accessible form of transport. It is noted that the supplier will work with Leeds Older People's Forum on the Travel Connections Programme to deliver training and cycling proficiency sessions.
- 4.79 The mobile app and the website to be used for accessing the e-bike service will be compliant with Web Content Accessibility Guidelines (WCAG). The operator has also confirmed that alternative payment options, which include supporting the use of pre-payment cash cards will be available and also that the service will utilise SMS unlocking for customers who do not have access to a smartphone.
- 4.80 The location of docking stations is yet to be confirmed but it is envisaged this will be done in consultation with a wide range of groups. It is noted that some docking stations will be sited on footways and areas that are publicly accessible and so careful consideration of these is needed to ensure that they are easy to navigate around for blind and partially sighted people. Docking stations are also to be targeted in areas of deprivation to ensure inclusive access to the scheme is available.

Risks

- 4.81 The scheme risks include:
- Risk of low demand and uptake of the e-bikes, which would have an impact on the outputs and benefits listed in this document. This is to be mitigated by undertaking marketing/promotion, discounted tariff options to attract users and installing the docking stations near high quality routes.
 - Risk of insufficient revenue generated by the scheme, impacting the viability of the scheme. This is being mitigated by the revenue shortfall being entirely covered by the supplier, who will fund any operating deficit without seeking any additional revenue support from Leeds City Council or the Combined Authority.
 - Risk of issues with the supply chain, affecting the ability to source bikes and docking stations in time for delivery. This is mitigated by the

supplier carrying out the bulk of the manufacturing and assembly of the e-bikes and infrastructure in the UK to help limit global supply chain delays/issues. The supplier has already sourced 25% of the required fleet.

- Risk of inflation affecting the cost and the ability to implement the scheme. This has been mitigated by agreeing a fixed price for a specified service level with the supplier via the procurement process, subject to contract signing.
- Issues in identifying preferred docking locations and securing the required permissions, impacting scheme delivery. This is being mitigated by prioritising siting of docks on publicly owned land, or on third party land where support has already been achieved. The supplier's experience and good practice in delivering docking stations will also be utilised.
- Risk of vandalism or theft, resulting in additional costs and loss of assets. This will be mitigated by ensuring the supplier guarantees to replace stolen or 'lost' bikes, by locating the docks in areas of good surveillance, and by having a payment system which requires the return of the bike to stop fees accruing for the user.

4.82 Risk workshops are to be held on a quarterly basis to review the risk register, to monitor existing risks and identify any new risks that may have occurred. Risk reduction activities will continue to be undertaken to mitigate and eliminate risks that may impact on the deliverability of the project.

Costs

4.83 The scheme costs are:

- The total scheme costs are £2,861,369.
- The Combined Authority's contribution is £2,000,000 from the Transforming Cities Fund's Carbon Mitigation Measures Fund sub-programme.
- The remaining funding is £861,369 from the supplier.
- The Combined Authority will enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.
- A funding approval of £1,700,000 is being sought now, as £150,000 was approved for scheme development at the Combined Authority Committee meeting in June 2021. Plus, an additional £150,000 development cost was approved by the Combined Authority's Managing Director via a Change Request in February 2022.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	24/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2024

Other Key Timescales

4.84 Other key timescales are:

- September 2023 – launch of initial scheme in priority areas.
- March 2024 – completion of all docking station installations, all bicycles available for hire.
- December 2027 – end of formal contract (five years from date of contract signing - contract extensions may be available).

Assurance Tolerances

Assurance tolerances
<p>Combined Authority costs remain within 0% of those outlined in this report</p> <p>Delivery (DP5) timescales remain within 3 months of those outlined in this report.</p> <p>Outputs remain within -10% of those outlined in this report</p>

Appraisal Summary

- 4.85 The scheme aims to support inclusivity, accessibility and to help tackle the climate emergency, through provision of a publicly accessible sustainable travel option. The shared e-bike scheme will enable people to undertake short bike trips and better connect to other forms of public transport for longer journeys to access education, employment and leisure opportunities, as well as reducing the reliance on the car for those trips. It can also facilitate active forms of travel for those who currently do not own or have access to a bike, removing the issue and cost of ownership, which will be particularly beneficial for those on lower incomes.
- 4.86 The transport sector, in Leeds, contributes high levels of emissions due to the high dependence on car travel. Reducing car dependence and its associated carbon emissions is a key local and regional priority. Increasing the proportion of trips made by cycling is a key contribution towards this aim.

- 4.87 Leeds City Council has procured an experienced supplier to deliver, operate and manage the scheme on its behalf. The key commercial risk of the scheme relates to revenue generation. If demand is lower than forecast then there would be a revenue shortfall and the benefits stated would not be materialised. The revenue risk, however, is being covered entirely by the supplier for the duration of the contract. If the scheme is profitable, Leeds City Council will receive 25% of the profit share and has committed to using this to further enhance the scheme. At the end of the contract all infrastructure purchased using the Combined Authority contribution would be returned to Leeds City Council. The supplier will retain the infrastructure and application software it has provided.
- 4.88 The business case highlights the ability for the scheme to provide very high value for money due to the revenue and associated user benefits in terms of journey times and health benefits.
- 4.89 The delivery of the scheme is not dependant on any other schemes, aiding its ability to be implemented relatively quickly. However, its overall success is dependent on other linked initiatives, in particular the provision of high quality cycle infrastructure within Leeds (such as those being developed through Transforming Cities Fund and City Region Sustainable Transport Settlement Programmes). The tariff will also likely determine success. The proposed pay as you go tariff will include a £1.50 charge to unlock the bike and then a charge of 10p per minute; therefore a 15 minute cycle (which could cover around 3 miles) would cost £3.00. Options for purchasing of bundles reduces this cost, and special offers for low income, health & social prescribing will be developed.
- 4.90 This compares with the current bus fares being a maximum of £2 across West Yorkshire. Other, comparable e-bike cycle hire schemes elsewhere in the country are summarised below:

Location	Unlock Fee	Tariff	Cost for 15 minute hire	Additional
London (TfL/Santander)	-	£3.30 for single rides up to 30 minutes	£3.30	£3.30 for additional 30 minutes
Greater Manchester (Beryl)	£1.00	10p per minute	£2.50	Minute bundles available for reduced cost
Bournemouth Christchurch Poole (Beryl)	£1.50	12p per minute	£3.30	Minute bundles available for reduced cost
West Midlands (Beryl)	£1.50	10p per minute	£3.00	Minute bundles available for reduced cost

<i>Leeds City Bikes (Beryl)</i>	<i>£1.50</i>	<i>10p per minute</i>	<i>£3.00</i>	<i>Minute bundles available for reduced cost</i>
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4.91 Monitoring and evaluation is an important aspect of the scheme, to ensure the success of the scheme can be identified and lessons learnt. This is critical to establish whether expansion of the scheme in Leeds or for provision elsewhere in West Yorkshire is a possibility. Therefore appropriate resource and funding is required for this.

Recommendations

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

- (i)** The Leeds City Bikes scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
- (ii)** Approval to the Combined Authority's contribution of £1,700,000 is given, taking the total approval to £2,000,000. The total scheme cost is £2,861,369.
- (iii)** The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.
- (iv)** Future approvals are made in accordance with the assurance pathway and approval route outlined in this report subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Bus Service Improvement Plan - Mayor's Fares
Stage	2 (scheme development)
Decision Point	Change request (activity 4)

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

Background

- 4.93 This scheme will be funded by the Department for Transport (DfT) funding for the Bus Service Improvement Plan (BSIP). This is a £69,974,070 fund covering West Yorkshire. The objectives of the BSIP programme are to dramatically improve bus services outside of London through greater local leadership, reverse the recent shift away from public transport and to encourage passengers back onto buses. The Bus Service Improvement Plan funding is part of DfT's National Bus Strategy (NBS).
- 4.94 'Mayor's Fares' is a key part of the region's Bus Service Improvement Plan and will make travel by bus more accessible by reducing the costs to passengers. This is achieved through funding for the capping the MCard Day Saver ticket at £4.50 and the adult single ticket at £2. MCard tickets are accepted by all the bus operators in the West Yorkshire region which allows passengers to select the buses that are most convenient for them, regardless of operator. This scheme will complement the already introduced Young Person's Fares, which are capped at 60p for short single journeys, £1.20 for journeys of up to 5 miles, and £1.80 for journeys of over 5 miles.
- 4.95 The introduction of cheaper and simpler fares was included in the Mayor's 2021 election manifesto. In conjunction with the Government's National Bus Strategy, this proposal was developed as part of a package of measures to encourage more people to use the bus.
- 4.96 Due to the current cost of living crisis, the decision was taken to introduce the cheaper fares as early as possible, and so the scheme was launched at risk on 4 September 2022, prior to committee approval. The Transport committee on the 18 November 2022 approved £11,893,176 of funding from the overall budget of £33,974,070, with the funding required until the end of May 2023 whilst work continued on the full business case (FBC).

- 4.97 Since the launch of the Mayor's Fares, it has been determined that at least one full year of delivery is necessary to fully analyse the scheme's benefits, including the impact on bus passenger numbers. This longer time period will also provide a solid basis to calculate an effective operator payment mechanism, which needs to take account of decreases in the level of subsidy required as the numbers of passengers choosing to travel by bus increases.
- 4.98 To continue to fund the Mayor's Fares during this period of analysis and to ensure sufficient time for developing the full business case and seeking approval, the scheme is requesting a further £11,728,590 to fund the necessary fare subsidy until 31 March 2024. At this time a full business case will be brought to the Transport Committee for full financial approval.
- 4.99 The scheme aligns with the Combined Authority's Strategic Investment Framework investment priority 5: Future Transport. This also supports the Mayoral Pledges to introduce simpler fares, tackle the climate emergency and protect our environment.

Tackling the Climate Emergency Implications

- 4.100 The scheme aims to increase the number of passengers travelling by bus by making it more affordable. This will involve a reduction in the number of journey's taken by private cars, contribution to a reduction in the emission of carbon and other pollutants caused by car use.
- 4.101 More detailed assessment of the environmental impacts of this scheme will be included in the assessments taken at the end of the first year and will be included in the full business case (FBC).

Outputs and Benefits

- 4.102 The scheme outputs and benefits include:
- Increased bus patronage through more affordable fares
 - Shift from car use to public transport
 - Reduced emissions from transport
 - Increased disposable income for bus users.

Inclusive Growth Implications

- 4.103 The scheme inclusive growth implications include:
- Enabling priority passenger groups such as young people, jobs seekers and people in education to more easily afford the costs of travelling to education, employment and leisure opportunities.
 - Reduced fares will benefit those that do not own or have regular access to private cars, communities with lower incomes and those who are economically disadvantaged. The benefits of lower fares will support all passengers, especially at this time of high inflation.

Equality and Diversity Implications

- 4.104 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. This process will continue throughout the analysis of the first year's impacts and in development of the full business case.
- 4.105 Cheaper fares help to support individuals and families with lower incomes, who are disproportionately made up of people that belong to groups with protected characteristics, and who may be significantly affected by the current cost of living crisis.

Risks

- 4.106 The scheme risks include:
- The scheme fails to significantly increase bus passenger numbers. It is difficult to directly attribute passenger number developments to the Mayor's Fares initiative and so to mitigate, a dedicated passenger survey on the scheme will be carried out as part of the development of the full business case (FBC). Based on feedback from the survey, adjustments to the scheme to increase passenger numbers may be made as appropriate.
 - Financial risk / Value for money – there is a contractual commitment to maintain the scheme for the first full year of operation and at least 2 months notice is required to be given to the bus operators if the scheme is discontinued. The ongoing impact of Year 1 of Mayor's Fares on patronage and customer satisfaction is still being determined. This will inform the price of the fare cap and operator repayment mechanism for years 2 and 3 of the scheme. Goals of the scheme not only focus on patronage increase but also on increasing disposable income for households through more affordable fares and increasing customer satisfaction through simplified fares. Regular dialogue with bus operators, gathering of passenger feedback and an effective subsidy payment mechanism aim to ensure that financial risks are kept to a minimum and scheme delivery continues in an effective and economic manner. A Value for Money assessment will be carried out as part of the FBC development to determine the scheme's effectiveness in implementing its goals.

Costs

- 4.107 The total scheme costs are £33,974,070, which is expected to deliver a 3-year programme.
- 4.108 The Combined Authority's contribution is £33,974,070 from the Bus Service Improvement Plan (BSIP).
- 4.109 At its meeting on 18 November 2022, the Transport Committee approved £11,893,176 for delivery of the Mayor's Fares scheme, from its launch on 4 September 2022 through to May 2023.

4.110 Approval is sought for an additional £11,728,590 in costs to continue delivery from June 2023 through to March 2024. This brings the total approved funds to £23,621,766.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/01/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2025

Other Key Timescales

4.111 Other key timescales are:

- As part of the FBC development, a passenger survey will be carried out in September 2023.

Assurance Tolerances

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

Appraisal Summary

4.112 The change request submission does not provide any greater levels of assurance than those which were contained in the original Bus Service Improvement Plan (BSIP) Strategic Outline Case (SOC) submission.

4.113 The appraisal of the BSIP SOC raised a number of concerns and some of these are relevant to the Mayor's Fares initiative. These included concerns regarding the value for money offered by the initiative.

4.114 It should be noted that no analysis has been provided in the submission on whether the initiative has directly affected passenger numbers since its inception in September 2022.

- 4.115 The promoter points to a 6% increase in passenger numbers up to December, but it is unclear whether any of this is due to the Mayor's Fares Initiative, as the increase reflects wider trends across the country.
- 4.116 There was no specific condition applied at the previous decision point regarding calculation of the value for money offered by the Mayors Fares scheme, so a condition has been recommended as part of this change request approval.
- 4.117 A condition has also been recommended for a robust evaluation of the impact of the scheme on bus patronage to be provided in the FBC submission.
- 4.118 It has been confirmed that there is political and contractual commitment to maintain the scheme for the first year of operation.
- 4.119 The FBC is now expected to be submitted in November 2023, which will mean that allowing time for appraisal of the business case, a committee decision on continuing the scheme could be expected in January 2024. To take account of any slippage in the FBC it is accepted that providing sufficient funding to continue the scheme until the end of March 2024 would be the most prudent approach.
- 4.120 It is felt reasonable to recommend approval of the change request.

Recommendations

- 4.121 The Transport committee, approves that:
- (i) The change request to the BSIP Mayors Fares scheme to increase the funding allocation to continue the scheme until the end of March 2024 is approved.
 - (ii) £11,728,590 of additional funding is allocated from BSIP to the Mayor's Fares scheme, taking the total scheme approval to £23,621,766.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Thorpe Park Rail Station
Stage	2 (scheme development)
Decision Point	Change request (activity 3)

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

Background

- 4.122 The Thorpe Park rail station scheme is being developed for delivery through the West Yorkshire plus Transport Fund (WY+TF), supported by a funding allocation secured from the Leeds Public Transport Investment Programme (LPTIP) and the New Stations Fund 3 (NSF3).
- 4.123 The Thorpe Park rail station scheme will deliver a new rail station at Thorpe Park on the Leeds to York section of the Trans-Pennine railway. The station would be situated immediately southwest of the junction between Manston Lane and the newly constructed southern section of the East Leeds Orbital Route (ELOR), with highway access taken from Manston Lane (to the north) and pedestrian access for existing and new residents.
- 4.124 The new rail station will include:
- Two platforms with 4 railway tracks, capable of accommodating six-car trains, connected with a covered footbridge.
 - A station building with waiting areas, ticketing facilities, information point and staff facilities.
 - Cycle facilities and bus drop-off points.
 - Car parking with circa 500 spaces and electric vehicle charging points.
- 4.125 This scheme will be jointly delivered by Network Rail and the Combined Authority. Network Rail will be responsible for the delivery of the railway station and associated infrastructure. The delivery of the car park will be the responsibility of the Combined Authority in partnership with a private developer.
- 4.126 The scheme progressed through decision point 3 (outline business case) at the West Yorkshire and York Investment Committee on 03 February 2021.

Since this design and planning work have progressed and the scheme is now at the end of the Governance for Railway Investment Projects (GRIP) framework GRIP3 outline design stage. This framework has been developed by Network Rail to manage and control rail investments that enhance or renew the rail network.

- 4.127 During the process of design and options evaluation a number of changes to the initial scope of this scheme have been identified that will improve the service that the new railway station will deliver. The scheme now seeks to deliver a 4-track station in line with the separate Trans Pennine Route Upgrade (TRU) programme and to change aspects of the car park location and design. The full details will come forward at decision point 4, full business case (FBC). Additional elements that are required to facilitate the Trans Pennine Route Upgrade will be funded by the TRU programme.
- 4.128 In May 2021 the Combined Authority was awarded £7,000,000 from the Department for Transport's New Stations Fund 3 (NSF3) to be used for the scheme. This funding is subject to conditions set by the Department for Transport (DfT). Most significantly, the funding needs to be committed by the end of March 2024, or it will need to be returned to government. If this occurred it would increase the current funding pressure on the project / impact on the affordability of the current scheme. For this reason, the scheme seeks release of the £7,000,000 of NSF3 funding to continue to progress development of the business case, continue design works, starting with GRIP stage 4, begin early site enabling works and to purchase construction equipment. Work is ongoing to bridge the now £10,000,000 funding shortfall and will be addressed at full business case. Please note, that this does not increase the total project costs which remain at £31,642,000.
- 4.129 The scheme also requests approval to extend delivery timescales to the end of 2025.

Tackling the Climate Emergency Implications

- 4.130 The new Thorpe Park rail station will improve access to rail for communities within the surroundings areas, and for those employed at Thorpe Park Business Park. The large parking provision and electric vehicle charging facilities will offer an attractive alternative to driving into the city. This will enable more journeys to be taken by more sustainable public transport, reduce the private car use and contribute to a reduction in the emissions of carbon and other harmful emissions caused by car use.
- 4.131 At full business case, a detailed Carbon Impact Assessment will be submitted to show the whole life carbon impacts for the scheme, and how they will be addressed.

Outputs and Benefits

- 4.132 The scheme outputs and benefits are:
- Two platforms with 4 railway tracks, capable of accommodating six-car trains, connected with a covered footbridge.

- A station building with waiting areas, ticketing facilities, information point and staff facilities.
- Cycle facilities and bus drop-off points.
- Car parking with circa 500 spaces and electric vehicle charging points.
- Attracting new users to the rail market, improving access to labour markets for employers, reducing congestion, and improving air quality on Leeds's arterial roads – with over 900,000 road vehicle-kilometre savings per annum.
- Supporting housing growth by providing access to employment and leisure opportunities in the West Yorkshire urban centres – with up to 200,000 additional rail journeys per annum.
- Improved access to the strategic / long distance rail market for residents and business in the east of the Leeds City Region – with over 13,000 new-to-rail users on these routes per annum.

Inclusive Growth Implications

- 4.133 The Leeds Inclusive Growth Strategy 2018-23 is centred on 12 'big ideas', which in turn focus on people, place, and productivity. Of note to the proposed Thorpe Park station is idea #7: "Building A Federal Economy - Creating Jobs Close to Communities". This identifies the need to strengthen transport links to enable sustainable and affordable access to jobs. It specifically refers to Thorpe Park as an economic hub which requires investment to support growth.
- 4.134 The proposed station would help to unlock development at Thorpe Park by improving the connectivity of the city's workforce to this strategic employment site, and additionally providing improved sustainable and more affordable travel opportunities when compared to the overall cost of travelling by car for those on lower incomes to education, retail, and housing.

Equality and Diversity Implications

- 4.135 An Equality Impact Assessment (EQIA) has been carried out, and measures identified within it will enhance accessibility and mitigate against potential negative impacts to users because of the design, construction, and operation of the scheme. The EQIA will be revisited at full business case and the following considerations will be made:
- Engaging with Protected Characteristic Groups at detailed design stage to ensure issues are designed out and accessibility and safety opportunities maximised, including additional means of escape for less mobile station users, enhancements to the drop off area to allow for pick up, and the design elements of public spaces at the station.
 - Ensuring a clear communication and engagement strategy is in place during construction and upon station opening, as a two-way forum between constructors and communities to best ensure station services and routes are accessible as possible.

Risks

4.136 The scheme risks include:

- That the scheme is not affordable, due to the current funding shortfall of £10,740,000. Mitigations are being explored by the project team, with a number of options including private investments and revenue from commercial developments. This will be further addressed when the scheme returns at decision point 4, full business case (FBC).
- The scheme's current funding gap is increased if the NSF3 funding of £7,000,000 cannot be fully committed by the DfT's deadline of March 2024. This is being mitigated through this request for release of funds for design, development and early works and carefully planning and commitment of funds alongside ongoing dialogue with DfT.
- The Combined Authority is responsible for at least 3 years of operation of the completed station, risking that generated revenue does not fully cover the site's total operational costs. This will be mitigated by carrying out a robust assessment of rail timetables, rail fares, and forecast passenger demand alongside work to reduce operational costs at full business case.
- Interdependency with the Trans Pennine Route Upgrade risks causing delay to the construction programme. This will be mitigated by working closely with Network Rail at each step of the construction programme and planning accordingly.
- Risks that planning consent and other required approvals are not given. This will be mitigated by early and ongoing proactive engagement with Planning officers and Network Rail.

Costs

4.137 The scheme gained approval for decision point 3 (outline business case) at the Combined Authority on 04 February 2021. Indicative approval was given to the Combined Authority's contribution of £13,900,000, with £3,800,000 from the Leeds Public Transport Investment Programme (LPTIP) and £10,100,000 from the West Yorkshire plus Transport Fund (WY+TF). Total scheme costs of £31,642,000 were indicatively approved.

4.138 Development funding of £3,800,000 was approved from LPTIP fund and £936,000 from the WY+TF. £500,000 in development funding had previously been approved.

4.139 In May 2021 the Combined Authority was awarded £7,000,000 from the Department for Transport's New Stations Fund 3 (NSF3) to be used for the Thorpe Park Rail Station scheme. This increases the Combined Authority's contribution to £20,900,000.

4.140 The scheme has a funding shortfall of £10,740,000 which will be addressed at decision point 4 (full business case).

4.141 The Combined Authority will enter into a Funding Agreement with Network Rail for expenditure up to £7,000,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	10/07/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	28/08/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/07/2025

Other Key Timescales

- May 2023: Public Consultation & Planning submission
- July 2023: Completion of ES4/ES5 Tender process and contract award (design and build)
- July 2025: Construction completion (decision point 5)

Assurance Tolerances

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

Appraisal Summary

4.142 The Thorpe Park rail station scheme seeks approval to the release of £7,000,000 from the New Stations Fund 3 (NSF3) programme to fund project development and early work costs by March 2024. DfT made this award to the Combined Authority in May 2021.

4.143 It is acknowledged that commitment of this funding will ensure it can be utilised to best support the scheme, especially alongside the scheme exploring and determining the final commercial arrangements with Network Rail and The

Scarborough Group on developing the car park and bridging the affordability gap.

4.144 As the business case is progressed, it will be critical to ensure that the Combined Authority's Commercial and Legal team is engaged with at all times to ensure the most effective commercial and financial package is determined and agreed with all parties, to ultimately ensure a new rail station can be delivered at Thorpe Park to benefit the City Region.

Recommendations

4.145 The Transport Committee approves that:

- (i)** The change request for the Thorpe Park Rail Station scheme to:
 - Indicatively approve the increase of the Combined Authority's contribution to £20,900,000, an increase of £7,000,000.
 - The release of additional development funding of £7,000,000 to continue to progress the scheme and carry out early works, bringing the total approved development costs to £12,236,000.
 - The delivery timescale (decision point 5) is extended to 30 July 2025.
- (ii)** The Combined Authority enters into a Funding Agreement with Network Rail for expenditure up to £7,000,000.
- (iii)** Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

Projects in Stage 3: Delivery and Evaluation

Project Title	TCF Halifax Bus Station
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 5)

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

Background

- 4.146 The Halifax Bus Station scheme is primarily funded through the Department for Transport's (DfT) Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received DfT approval in March 2020.
- 4.147 The project received development funding from the West Yorkshire plus Transport Fund (WY+TF).
- 4.148 This scheme will redevelop Halifax Bus Station into a modern, fit for purpose bus station. This will serve as a public transport gateway into Halifax town centre for residents and visitors to Calderdale. The scheme will contribute to the Halifax Town Centre Delivery Plan by providing essential travel infrastructure to serve as a catalyst to growth. Other complementing schemes being delivered through the Halifax TCF package and the WY+TF include the A629 phase 2 Halifax town centre scheme and the North and West Halifax Improved Streets for People scheme.
- 4.149 The completed bus station will include environmentally friendly building design, a new fully enclosed level concourse facility with a customer information point, toilets, and retail units. Benefits to travellers will include smoother integration between bus and rail travel, cycling and walking through enhanced cycle parking and better travel information through links to rail real time information. The scheme's benefits will be further enhanced by bus route

improvements that will be delivered by the WY+TF A629 Phase 2 Halifax town centre scheme including key destinations in Halifax town centre such as Wool Shops, the Piece Hall, Dean Clough, and new Trinity Sixth Form College.

4.150 The scheme received full approval to progress to delivery in July 2021, and works started in September 2021. The construction programme has been split into four distinct phases:

- (i)** Demolition of the existing station building and putting in place new bus stand allocations for the remaining bus services within the bus station, using the existing bus stands at the top of the site.
- (ii)** Construction of a large and deep flood attenuation tank under the bottom of the site and construction of a new temporary 6 stand bus station at the bottom of the site, with a bus station managers office, travel centre, and bus operator mess room
- (iii)** Construction of the new passenger concourse at the top of the site (with 10 of the 19 bus stands becoming open to the public as part of the final construction phase), works to the existing listed buildings, and completion to public highway works.
- (iv)** Complete works to the existing listed buildings, demolition of the temporary bus station, and complete construction of the bus apron, bus layover bays, and final 9 bus stands at the new passenger concourse.

4.151 Despite the complexity of the build, construction has progressed well with phases 1 to 3 now complete, and work is about to start on phase 4. Several unforeseen costs have arisen, which have increased the overall costs for this scheme. This includes but is not limited to:

- The need for additional physical measures to improve the health and safety provisions in place at the temporary bus station. These will provide improved safeguards for bus station staff, passengers and pedestrians and include measures such as separation of paths and areas of bus traffic on and around the site.
- Additional design works are needed for the existing listed buildings. This was due to a lack accurate records due to age of the buildings, and reduced ability to carry out pre-survey investigations due to the building's listed status prior to the initial design work.
- Unforeseen groundworks are needed after historic human remains were unearthed. In addition, asbestos has been uncovered which will need to be dealt with safely.
- Costs have also been incurred as a result of delays in diverting utilities by utility providers. Additional compensation costs to Calderdale Council are needed to accommodate the additional capacity at existing bus stops within the town centre which involved suspending several parking bays for a longer period as part of executing the Bus Disruption Plan during the works.

- 4.152 A detailed lessons learned has been carried out for the work that has been completed to date, and appropriate adjustments to the planning of the remaining works have been made. As a result, additional approval is sought to increase the risk allowance for the final phase of the construction programme in addition to the additional costs that have arisen.
- 4.153 The scheme now brings forward a change request seeking approval to increase the total budget by £2,800,000, taking the total scheme cost from the previously approved £17,700,000 to £20,500,000. The additional cost will be funded from the TCF programme contingency fund.
- 4.154 Additionally, the scheme requests to revise the delivery completion date from the end of July 2023 to 31 October 2023.

Tackling the Climate Emergency Implications

- 4.155 The scheme supports delivery of the Leeds City Region's 'net carbon neutral target for transport by 2038' by delivering an energy efficient, modern bus station, improving its operational efficiency and environmental performance through design features such as installation of heat pumps, the provision of Photo-Voltaic solar panels (for energy generation), and a green roof, which will also deliver biodiversity benefits.
- 4.156 By improving connectivity between bus, rail, walking & cycling, the redeveloped bus station will make it easier to travel by more sustainable forms of transport. enabling and encourage a shift from car travel. The final bus station will also include the infrastructure required for the future provision of electric charge points and the operation of electric buses at the station, further supporting ambitions of Clean Growth and a low emission sustainable transport system.

Outputs and Benefits

- 4.157 The scheme outputs and benefits include:
- A new fully enclosed level concourse facility including customer information point, toilets, and retail.
 - Enhanced entry and access for pedestrians and cyclists with better links to key destinations in Halifax town centre.
 - 5% increase in the number of people using the bus station three years after opening.
 - 90% reduction in reported incidents of pedestrians entering the bus operating area one year after the opening.
 - A 50% improvement in customer satisfaction one year after opening to be measured via customer satisfaction surveys undertaken before and after the redevelopment.
 - Reduced bus station operating costs with income from the retail operations of the bus station to increase to £26,000 per annum within five years after opening, based on today's prices.

- Support the Leeds City Region's net carbon neutral target for transport by 2038, with delivery of an energy efficient bus station and inclusion of enabling works (electrical ducting) to support future introduction of charge points and electric buses.
- In conjunction with the A629 phase 2 Halifax Town Centre scheme, passengers will benefit from improved bus journey times and quality, better accessibility and connectivity to education, employment, housing, and retail.
- As a result of the increase to scheme costs, the revised value for money assessment reflects a benefit cost ratio (BCR) of 2.11:1, a reduction from 2.76:1 at full business case. Despite this reduction this BCR is still in High Value for Money classification when assessed against the Department for Transport's value for money criteria.

Inclusive Growth Implications

4.158 The scheme inclusive growth implications include:

- Improving options for public and active forms of transport will especially benefit those that do not have the use of a private car when accessing options for work, education and leisure.
- Improved safety and a better quality station environment will improve access to bus services by making public transport a more attractive and accessible. This will particularly benefit communities that are seldom heard and face additional barriers such as low incomes, and who rely on the bus the most.

Equality and Diversity Implications

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

4.160 The new station has been designed to remove barriers for groups with protected characteristics. Those with disabilities will benefit from an open plan layout with contrasting wayfinding lines, slip resistant floor tiles, and level boarding to enable easy access to bus gates and other services. The bus station also includes a Changing Places facility.

4.161 Safety will be improved in a number of ways including the station being enclosed under one roof, be well-lit, and have CCTV monitoring in place.

Risks

4.162 Following a further quantified risk assessment, the scheme has increased its risk allowance, and continues to work with the Design & Build contractor to manage risks for the remainder of the delivery programme. Scheme risks include:

- Possible further unforeseen works to the existing listed buildings. This is being mitigated on ongoing reviews as works progress to ensure any issues are identified and raised early.
- Risk of further reactive health & safety measures at the temporary bus station. This is being mitigated through clear and consistent signage, clear communications, bus driver training and a staffed security cabin to manage the risks of pedestrians entering the area of bus operations.
- Risk of utility companies' late installation of tenant electricity meters. This is being mitigated by ongoing proactive dialogue with utility providers to manage critical milestones and interdependencies, along with allocation of a risk budget.
- Necessary changes to end user requirements such as upgrading the brush barrier at bus stands due to changes in the models of buses being run by operators, for example smaller buses due to reduction in passenger numbers. This has been mitigated by updates to the barrier requirements and ongoing reviews.

Costs

- 4.163 The scheme received full project approval from the Combined Authority on 29 July 2021 to progress to delivery. Approval was given to total scheme costs of £17,700,000. Of this £17,295,000 is from the Transforming cities Fund (TCF), £405,000 is from the West Yorkshire plus Transport Fund (WY+TF) and £405,000 is contributed by Calderdale Council.
- 4.164 As a result of this change request, the revised total scheme cost will be £20,500,000, an increase of £2,800,000. This is to be funded entirely from the TCF programme contingency fund. This brings the TCF contribution to £20,095,000. There is no change to the Calderdale Council's contribution.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 5)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	29/11/2023

Other Key Timescales

- July 2023 - the new concourse building will be opened to the public for operational services and 10 of the station's 19 bus stands.
- October 2023 – All bus stands will operate from the new bus station concourse.

- October 2023 – forecast construction completion.

Assurance Tolerances

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

Appraisal Summary

- 4.165 A combination of additional design works and unforeseen costs during the construction programme has led to the increase in costs and delay to the delivery timescales.
- 4.166 Further funding to support the increase in scheme cost, which includes funding to pay the additional costs already incurred as well as to increase the risk allowance to support the final phases of the construction programme, has been identified through the TCF programme contingency pot, with endorsement given by the TCF Project Board.
- 4.167 Significant efforts have been taken to minimise increased cost risks associated with unprecedented inflation and energy costs since the start of these works, as well as steps to better understand the cost increase, including a robust Lessons Learnt exercise which recommends mitigations that could be put in place for future station build schemes led by the Combined Authority or its partners that are of similar scope and complexity.
- 4.168 Accepting that the build is complex, and the numerous challenges faced including impact of the Covid19 pandemic, construction has still progressed well, with the scheme now entering the final phases and soon to achieve Practical Completion to benefit bus users in Halifax and the wider City Region.
- 4.169 It is also highlighted that the increase to costs could have been greater if the scheme had not taken proactive steps and carried out robust value engineering exercises alongside the appointed contractor.

Recommendations

- 4.170 The Transport Committee approves that:
- (i) The change request for the Halifax Bus Station scheme to increase the funding approval by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023, is approved.
 - (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

5 Tackling the Climate Emergency implications

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

6 Inclusive Growth implications

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

7 Equality and Diversity implications

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

8 Financial implications

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

9 Legal implications

- 9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

10 Staffing implications

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

11 External consultees

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

12 Recommendations (Summary)

Bus Network Plan and Enhanced Bus Services

- 12.1 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The Bus Network Plan & Enhanced Bus Services (previously Superbus) scheme proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 3 (Outline Business Case).
 - (ii) An indicative approval to the Combined Authority costs of up to £29,700,000 is given. The total scheme cost is £29,700,000.
 - (iii) Approval to the development and initial delivery costs of up to £6,228,434 is given, subject to discharge of Condition 3, taking the total

approval to £7,998,434. This comprises up to £770,000 for development costs, £3,000,000 for Tranche 1: 'Network Protection and Quick Win Enhancements and up to £4,228,434 for Enhanced Bus Services (Year 1).

- (iv) The Combined Authority provides funding to bus operators for Network Protection, Quick Win Enhancements and for Enhanced Bus Services (Year 1), by using existing compensation arrangements, subject to the discharge of Condition 3. The amount of funding allocated to each bus operator is delegated to the Director of Transport Policy and Delivery.
- (v) The discharge of Condition 3 is delegated to the chair of the Transport Committee, in consultation with portfolio holders.
- (vi) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

12.2 The following conditions have been set by PAT to gain approval to commence activity 3 (Outline Business Case):

- (i) Evidence the key stakeholder engagement carried out as part of identifying and agreeing routes.
- (ii) Update logic map with clearer and quantified outputs.
- (iii) Details, including provision and costs, of the services to be protected and enhanced is provided to clarify what the funding allocation is to be used for, for Tranche 1 (Network Protection and Quick Win Enhancements) and Tranche 4 (Enhanced Bus Services).
- (iv) A robust cost assessment for the different options is undertaken.

Combined Services and Assets Database (CoSA) Replacement

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

- (i) The Combined Services and Assets Database replacement scheme proceeds through decision point 2 to 4 (Business Justification Case) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority's delivery costs of £615,000. The total scheme value is £615,000.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Leeds City Bikes

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

- (i) The Leeds City Bikes scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £1,700,000 is given, taking the total approval to £2,000,000. The total scheme cost is £2,861,369.
- (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report subject to the scheme remaining within the tolerances outlined in this report.

Bus Service Improvement Plan - Mayor's Fares

12.5 The Transport committee, approves that:

- (i) The change request to the BSIP Mayors Fares scheme to increase the funding allocation to continue the scheme until the end of March 2024 is approved.
- (ii) £11,728,590 of additional funding is allocated from BSIP to the Mayor's Fares scheme, taking the total scheme approval to £23,621,766.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Thorpe Park Rail Station

12.6 The Transport Committee approves that:

- (i) The change request for the Thorpe Park Rail Station scheme to:
 - Indicatively approve the increase of the Combined Authority's contribution to £20,900,000, an increase of £7,000,000.
 - The release of additional development funding of £7,000,000 to continue to progress the scheme and carry out early works, bringing the total approved development costs to £12,236,000.
 - The delivery timescale (decision point 5) is extended to 30 July 2025.
- (ii) The Combined Authority enters into a Funding Agreement with Network Rail for expenditure up to £7,000,000.

- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

TCF Halifax Bus Station

12.7 The Transport Committee approves that:

- (i) The change request for the Halifax Bus Station scheme to increase the funding approval by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023, is approved.
- (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

13 Background Documents

13.1 None as part of this report.

14 Appendices

Appendix 1 - Assurance Framework

Appendix 2 - Bus Network Plan and Enhanced Bus Services – Business Case Summary

Appendix 3 - Combined Services and Assets Database (CoSA) – Business Case Summary

Appendix 4 – Leeds City Bikes – Business Case Summary