



## SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

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Meeting to be held in Civic Hall, 1st Floor West, LS1 1UR on  
Wednesday, 2nd November, 2022 at 10.30 am

There will be a pre-meeting for members of the Scrutiny Board at 10.15am.

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### MEMBERSHIP

Cllr P Alderson	– Guiseley & Rawdon
Cllr N Buckley	– Alwoodley
Cllr M Foster	– Ardsley & Robin Hood
Cllr J Garvani	– Horsforth
Cllr S Hamilton	– Moortown
Cllr A Hussain	– Gipton & Harehills
Cllr W Kidger	– Morley South
Cllr S Lay	– Otley & Yeadon
Cllr J Lennox	– Crossgates & Whinmoor
Cllr M Shahzad	– Moortown
Cllr N Sharpe	– Temple Newsam
Cllr P Truswell (Chair)	– Middleton Park
Cllr I Wilson	– Weetwood

**To Note:** Please do not attend the meeting in person if you have symptoms of Covid-19 and please follow current public health advice to avoid passing the virus onto other people.

**Note to observers of the meeting:** We strive to ensure our public committee meetings are inclusive and accessible for all. If you are intending to observe a public meeting in-person, please advise us in advance of any specific access requirements that we need to take into account by email ([FacilitiesManagement@leeds.gov.uk](mailto:FacilitiesManagement@leeds.gov.uk)). Please state the name, date and start time of the committee meeting you will be observing and include your full name and contact details.

To remotely observe this meeting, please click on the 'To View Meeting' link which will feature on the meeting's webpage (linked below) ahead of the meeting. The webcast will become available at the commencement of the meeting.

[Scrutiny Board \(Infrastructure, Investment & Inclusive Growth\): 2 November 2022](#)

# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED –</b> That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	

4

## **DECLARATIONS OF INTERESTS**

To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.

5

## **APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES**

To receive any apologies for absence and notification of substitutes.

6

## **MINUTES - 28 SEPTEMBER 2022**

5 - 10

To approve as a correct record the minutes of the meeting held on 28 September 2022.

7

## **ADVANCING BUS SERVICE PROVISION**

11 -  
44

To receive an update report from the West Yorkshire Combined Authority Director (Transport and Property Services) about on-going activities to advance bus provision across West Yorkshire.

8

## **WORK SCHEDULE**

45 -  
68

To consider the Scrutiny Board's work schedule for the 2022/23 municipal year.

9

## **DATE AND TIME OF NEXT MEETING**

The next meeting of the Scrutiny Board (Infrastructure, Investment & Inclusive Growth) will take place on 8 December at 10.30am. There will be a pre-meeting for all Scrutiny Board members at 10.15am.

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# Public Document Pack Agenda Item 6

## SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

WEDNESDAY, 28TH SEPTEMBER, 2022

**PRESENT:** Councillor P Truswell in the Chair

Councillors P Alderson, N Buckley,  
M Foster, J Garvani, S Hamilton,  
A Hussain, S Lay, M Shahzad, N Sharpe  
and I Wilson

### 25 **APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS**

There were no appeals against refusals of inspection of documents.

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

There were no items excluded from the public domain.

### 27 **Late Items**

There were no late items.

### 28 **Declarations of Interests**

There were no declarations of interest.

### 29 **Apologies for Absence and Notification of Substitutes**

Apologies were received from the following Board Members:

- Cllr J Lennox
- Cllr W Kidger

### 30 **Minutes - 13 July 2022**

Updates were requested via the Principal Scrutiny Advisor in relation to minute 20 and 22.

### **RESOLVED:**

That the minutes be noted.

### 31 **Leeds Public Transport Investment Programme (LPTIP) Closure Report**

Individuals present for this item were:

Cllr Helen Hayden – Executive Member  
Gary Bartlett – Chief Officer Transportation & Highways  
Sabby Khaira – Programme Executive LPTIP

Draft minutes to be approved at the meeting  
to be held on Wednesday, 2nd November, 2022

Gary Bartlett introduced the item, providing an update on progress with the Leeds Public Transport Investment Programme (LPTIP) since the last scrutiny update in September 2020.

The Board noted the short time frame in which works had to be completed in line with DFT requirements and the enormous pressure that created for the team. Recent challenges included the Covid-19 pandemic and inflationary pressures affecting the construction industry.

Congratulations were extended to the team for several awards for the LPTIP scheme, including Team of the Year from the Chartered Institute of Highways and Transportation.

Gary outlined the context for the programme, noting that schemes were informed by the city Transport Conversation, which highlighted walking, cycling and public transport as priorities. He also noted that due to the timeframes determined by the grant funding the team adopted an 'overprogramming' approach.

The actual and forecast spend for the programme were discussed, along with levels of additional external funding secured by the programme team.

Members welcomed the social value delivered via LPTIP, noting the numbers of apprenticeships for people in Leeds and local people employed. Members sought information about the learning that could be used to inform future infrastructure schemes, particularly regarding training and skills.

It was suggested that it would be useful to secure more detailed information about those involved in future schemes – e.g. to understand how many people from the most disadvantaged communities have been helped into work, and the number of people from communities traditionally underrepresented in sectors such as construction.

Additional matters considered by the Scrutiny Board included:

- Progress towards Alwoodley Park and Ride Scheme
- Plans to improve transport infrastructure in outer areas of the city
- Delivery of new buses

It was noted that the next meeting of the Scrutiny Board will focus on advancing bus provision in the city and there will be opportunity to consider issues such as levels of bus patronage post-pandemic.

It was agreed that a ward member briefing would be provided to Ardsley and Robin Hood councillors about the Leeds Road bus priority scheme.

Gary Bartlett agreed to refer concerns to WYCA about the development of a new White Rose station and access from Ardsley to Outwood Station. It was noted that the location of the White Rose station has been determined by Network Rail as opposed to the Council.

Members were asked to note the ambitions set out in the Transport Strategy, which was agreed by Executive Board in October 2021.

Clarification was sought as to how 'pedestrian experience' of LPTIP schemes has been assessed, and how the learning from that experience will inform future transport schemes.

The timescales for evaluating the impact of LPTIP were outlined.

Members welcomed the positive improvements to the city centre and the increased priority for pedestrians, cyclists and buses.

Gary Bartlett provided further information about the rationale for restricting access to certain routes in the city for private hire vehicles prior to 10pm.

Members queried whether a graphic could be provided to members in east Leeds that could be shared to encourage people to return to the Temple Green Park and Ride post pandemic.

An update was requested about the Leeds/Bradford parkway station.

#### **RESOLVED:**

It was agreed that:

- The report be noted.
- Gary Bartlett will ensure Ardsley and Robin Hood members receive a briefing regarding the development of the Leeds Road bus priority scheme and will refer concerns about the White Rose station and access to Outwood station to WYCA.
- Consideration will be given as to how more detailed information about the social value of infrastructure schemes could be captured in future.
- Options for a graphic to encourage the use of Temple Green Park and Ride will be considered.

#### **32 Future Talent Plan**

Individuals in attendance for this item were:

Eve Roodhouse - Chief Officer Culture & Economy  
Fiona Bolam - Head of Economic Policy

Eve Roodhouse outlined the development of the Future Talent Plan since the Executive Board approved of the plan and the delivery approach in March 2022.

Eve set out the vision reflected in the plan and the ambition to take a partnership approach to improving talent and skills in Leeds.

Given the economic context, the need to be agile and outward facing in approach was noted. The Scrutiny Board welcomed the visible links to the inclusive growth agenda on the website.

The Scrutiny Board was updated on achievements to date including the Leeds Digital Festival, which aimed to attract a diverse range of people to digital opportunities in Leeds.

Further information was provided about activity with key partners including Leeds City College and Leeds Trinity University. Members considered the impact of the P-TECH programme, which offers the opportunity for students to develop skills and competencies for STEM careers.

The Board explored some of the ways in which partnerships are helping to ensure that some of the 'hardest to reach' young people can access opportunities to develop their skills. Eve also outlined how the Council can help connect those with particular skills to meet gaps in the local economy – for example, connecting illustrators with employers in the gaming industry.

Board members discussed the first SEND careers festival, which was held at Leeds Arena in September 2022 and the potential legacy of Leeds 2023 for creative industries.

Members sought clarification about activity to support those needing to reskill, change careers or re-enter the labour market after a period of economic inactivity.

Concern was expressed about those unable to work due to long-term ill health. Eve highlighted the ongoing work with the Leeds inclusive Anchors Network to collectively promote and support the wellbeing of almost 60k employees. Eve agreed to explore whether there is scope to secure more data about those unable to work due to long term illness.

Other matters raised by the Scrutiny Board included:

- Support for young people who do not have access to the internet or personal devices at home.
- Community engagement with 100% Digital Leeds team.
- Engagement with local broadcasters including Chanel 4 and Screen Yorkshire to encourage the development of digital and specialist craft skills.

The Scrutiny Board requested a breakdown of universal credit claimants by ward.

Members considered the challenges associated with measuring the impact of some initiatives and noted that some of the quantitative information available will feed into performance monitoring through the Best City Ambition KPIs.

**RESOLVED:**

That the report be noted.

*Cllr Lay left the meeting after this item.*

**33 Work Schedule**

**RESOLVED:**

That the work schedule for 2022/23 be noted.

**34 Date and Time of Next Meeting**

**RESOLVED:**

The next meeting of the Scrutiny Board (Infrastructure, Investment & Inclusive Growth) will take place on **Wednesday 2 November at 10.30am**. There will be a pre-meeting for all members of the Board at **10.15am**.

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## Advancing Bus Provision

Date: 2 November 2022

Report of: Head of Democratic Services

Report to: Scrutiny Board (Infrastructure, Investment & Inclusive Growth)

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### What is this report about?

#### Including how it contributes to the city's and council's ambitions

- An inquiry into Advancing Bus Service Provision was undertaken by the Scrutiny Board (City Development) in 2016/17. Successor Scrutiny Boards continued to track the progress of the 2017 recommendations until November 2021. For information the 2021 recommendation tracking report can be found here: [24 November 2021 IIG Scrutiny Board Agenda](#)
- Since that original 2017 inquiry, the local and national policy context for these discussions has evolved significantly. This includes the election of the first West Yorkshire Mayor in May 2021, whose devolved powers include significant transport functions such as easier access to bus franchising.
- In February 2021, the Government produced its National Bus Strategy and required all Local Transport Authorities to set out plans for bus services in a Bus Services Improvement Plan (BSIP). In October 2021 the West Yorkshire Combined Authority published its Bus Service Improvement Plan, which was developed through close working with bus operators. This is attached at **Appendix 3**. In April 2022 the Department for Transport advised WYCA of its success in securing an indicative settlement to support delivery of the BSIP.
- Given the national and local developments in the sector since 2017, the attached update report has also evolved from its previous format to reflect a broader range of current issues.
- Consideration of bus provision within the Board's work schedule reflects an ongoing interest from members in improving connectivity to better link communities with education, training and employment opportunities, supporting wider inclusive growth ambitions and contributing to the Council's response to the declared climate emergency.
- Separately, the Scrutiny Board received an update on the progress of schemes within the Connecting Leeds, [Leeds Public Transport Investment Programme](#) (LPTIP) between April 2017 and completion on site in July 2022.

### Recommendations

- a) Members are asked to note and comment upon the attached appendices.

## Why is the proposal being put forward?

- 1 At the request of the Scrutiny Board the attached report from the WYCA Director (Transport and Property Services) provides an update about on-going activities by West Yorkshire Combined Authority to advance bus provision across the region.
- 2 The report summarises some of the key issues reported to meetings of West Yorkshire Combined Authority and its Transport Committees with links provided to further reports.

## What impact will this proposal have?

### Wards affected:

Have ward members been consulted?

Yes

No

- 3 The development of more sustainable city-wide transport infrastructure, of which improved bus service provision is a part, will impact upon residents throughout Leeds. Engagement with this agenda remains a key priority for the Scrutiny Board.

## What consultation and engagement has taken place?

- 4 The attached appendices set out the ongoing engagement with stakeholders about bus provision across the city.

## What are the resource implications?

- 5 Any resource implications are set out in the attached appendices.

## What are the legal implications?

- 6 Any legal implications are set out in the attached appendices.

## What are the key risks and how are they being managed?

- 7 There are no risk management concerns associated with the scrutiny process.

## Does this proposal support the council's three Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 8 The Scrutiny Board's engagement with this matter is reflective of its broader commitment to principles set out in the [Best City Ambition](#).

## Appendices

**Appendix 1:** Update report from the Director (Transport and Property Services) of the West Yorkshire Combined Authority.

**Appendix 2:** Summary of bus infrastructure investment identified within City Region Sustainable Transport Settlement

**Appendix 3:** [WYCA Bus Service Improvement Plan Executive Summary \(2021\)](#)

## Background papers

- 9 [Advancing Bus Provision Inquiry Report \(2017\)](#)

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<b>Report to:</b>	Leeds City Council Scrutiny Board (Infrastructure, Investment and Inclusive Growth)
<b>Date:</b>	17/11/2022
<b>Subject:</b>	<b>Advancing Bus Provision</b>
<b>Director:</b>	Dave Pearson, Director Transport & Property Services
<b>Author:</b>	Viktorija Kiselyte, Bus Policy Assistant

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

## 1. Purpose of this Report

- 1.1. This report provides an update on on-going activities by the Combined Authority to advance bus provision across West Yorkshire.
- 1.2. This report summarises issues reported to meetings of West Yorkshire Combined Authority and its Transport Committee. The most recent reports to the Transport Committee can be viewed on the link below [WYCA - Modern Gov](#)

## 2. Information

### Current Issues Impacting Bus Service Delivery

- 2.1 Bus use reduced significantly during the pandemic lockdown periods and has been slow to recover. Currently bus patronage (and therefore revenue) is at around 80% of pre pandemic demand. As flexible working has become more commonplace it has also become clearer that pre-pandemic travel patterns are unlikely to be repeated. The expectation is that travel demand will be more evenly spread throughout the day/week requiring transport providers to adjust scheduling and ticketing options.
- 2.2 Throughout the pandemic the bus service was sustained by emergency public funding for bus services. This funding was due to end in October 2022 but

after the Mayor and several other Northern leaders wrote to Government urging the continuance of funding DfT announced £130m of extra national funding to run from October to March.

- 2.3 A joint analysis by operators and the CA revealed that 11% of West Yorkshire bus mileage was not economically viable. Whilst the extension of funding postponed many planned service cuts, First and Arriva withdrew some services in early October. Bus service provision is key to economic recovery and the lack of any longer-term funding commitment from the government means that the reliability of future bus service provision remains volatile and unclear. Following the CA Transport Committee on 14 October, Chair of the Committee Cllr Hinchcliffe wrote to the new Secretary of State urging a long term funding settlement for buses.
- 2.4 In addition to the funding gap, labour market shortages have impacted on bus service delivery and all bus operators have faced driver and engineer recruitment difficulties. These challenges together with the revenue shortfall and funding gap have led to bus operators reducing services and a higher level of service cancellations. The CA is working to stabilise service delivery with bus operators through the WY Bus Alliance.
- 2.5 Concerns have been raised at previous meetings regarding the accuracy of the real time information system which displays the predicted time of the next bus at signs on bus stops and online services to mobile phones. This matter has also been raised by the Combined Authority Transport & Infrastructure Committee. The back office to this system has been replaced and work is in progress to ensure the data used by the system is accurate, bus companies are administering the system input correctly and that the timetables held within the system accurately represent traffic conditions.

### **Bus Service Improvement Plan**

- 2.6 The Combined Authority developed its Bus Service Improvement Plan, which sets out a vision for better buses in West Yorkshire, in response to the Government's National Bus Strategy which was published in October 2021. The Plan can be viewed on the link below  
[West Yorkshire Bus Service Improvement Plan \(BSIP\) - West Yorkshire Combined Authority \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/bus-service-improvement-plan)
- 2.7. In April 2022 the Combined Authority was advised by the Department of Transport that it had successfully been awarded an indicative settlement of £69,974,070 revenue funding over three financial years (2022/23, 2023/24, 2024/25) to support delivery of the Plan. The profile for each funding year is set out in the following table:

Financial Year	RDEL (£)
2022/23	£14,104,814
2023/24	£27,929,628
2024/25	£27,939,628
<b>Total</b>	<b>£69,974,070</b>

Outcome	Total revenue spend - 3 years (£000m)
<b>Clear and simple fares</b>	<b>41,900 (60%)</b>
•Fare reduction / simplification	38,900
•Business to customer sales and marketing, including behaviour change	1,000
•Business to business sales (Travel Plan Network, Mobility Credits)	1,000
•Internal capacity to support fare activity	1,000
<b>An enhanced bus network</b>	<b>25,950 (37%)</b>
•New and improved services	13,500
•Superbus – town network enhancements	10,600
•Service Innovation (including DRT, mobility hubs)	1,250
•Internal capacity to support network management	600
<b>Bus Priority</b>	<b>2,050 (3%)</b>
•Linkages between bus and urban traffic management and passenger information	450
•Safer Travel Campaign – shared resource with West Yorkshire Police to support public safety and effective bus operations	1,000
•Internal capacity to support enhanced bus performance management	600

*\*NB Capital elements of BSIP to be funded through CRSTS*

- 2.8 As per DfT guidance, the Combined Authority proposed to prioritise this funding to subsidise fares (driving down the cost of single journey and day tickets / the ‘daily cap’) and invest in new routes and enhanced services, radically improving the local bus network and delivering significant improvements for local passengers.
- 2.9 The “Mayor’s Fares” were introduced on 4 September 2022 and capped all single fares at a maximum of £2 and the maximum price anyone will pay for a day’s bus travel in the region at £4.50 (the MCard Day Saver available on any bus in the region). This represents the first step towards standardising bus fares across all bus company services. The fare setting process, wider ticket range and subsidy methodology has been prescribed within the Enhanced Partnership scheme following detailed discussions with bus companies and the West Yorkshire Ticketing Company. The maximum fares will be reviewed each year based upon inflation indices. Early indications would suggest adult bus travel has increased by 4-5% in the first weeks of the scheme.
- 2.10 Other prioritised investments included improvements to network travel information, shared training for all customer facing staff, initiatives to support safer travel, and marketing and communications to promote and maximise the benefits / passenger uptake of these Bus Service Improvement Plan (BSIP) interventions.

- 2.11 On the 8<sup>th</sup> August 2022 the Combined Authority received a letter setting out that the £69,974,070 of funding was confirmed subject to a successful statutory consultation on the Bus Service Improvement Plan Enhanced Partnership scheme, which is due to conclude at the end of October 2022. The Enhanced Partnership is a statutory agreement between bus operators and the Combined Authority that explains how the West Yorkshire Bus Alliance will work together to implement interventions for improvement. The Combined Authority approved the Enhanced Partnership scheme for consultation at its meeting in July 2022. This statutory consultation will enable key stakeholders and local interest groups to share their feedback and views on the proposed scheme to ensure that we are working to improve bus services in ways that benefit the people of West Yorkshire.
- 2.12 The Combined Authority is also currently developing a five-year bus network plan in detail. This plan will ultimately help the Combined Authority to understand its aspirations for the regional bus network. It will also help us shape how it invests the approx. £31m BSIP funding allocated (over three financial years) to transform the network and the annual tendered services budget, as well as respond to potential service cuts by commercial operators when Bus Recovery Grant funding ends in 2023.

### **The Mayor's Big Bus Chat**

- 2.14 The purpose of this engagement was to understand the current attitudes of local residents towards bus services and whether the proposals set out within the BSIP are responding appropriately to these views.
- 2.15 The survey was centred around BSIP themes and questions were formulated on travel habits; general views on buses; the local bus network; bus fares and tickets; customer service, support and safety (including accessibility); environmentally friendly travel, and congestion and bus priority.
- 2.16 The engagement ran from 11<sup>th</sup> July to 18<sup>th</sup> September 2022 and collected 1799 responses from the public. The feedback from this engagement is currently being analysed, after which a report on the findings will be formulated and will be used to inform revisions of the BSIP and the EP. The survey results will be reported to the CA Transport Committee.

### **Developing the Franchising Assessment**

- 2.17 The Combined Authority published a Notice of Intent to conduct a Franchising Assessment in June 2021. Bus franchising is one of the three options available to local authorities when working with bus operators and is a situation where the deregulated bus market is suspended, and bus operators are only able to provide services under contract to the local transport authority. This would change the way that bus services are organised in the region, enabling local contracts to be awarded to run services based on the needs of local people and not private companies. It would allow much greater control over fares, routes,

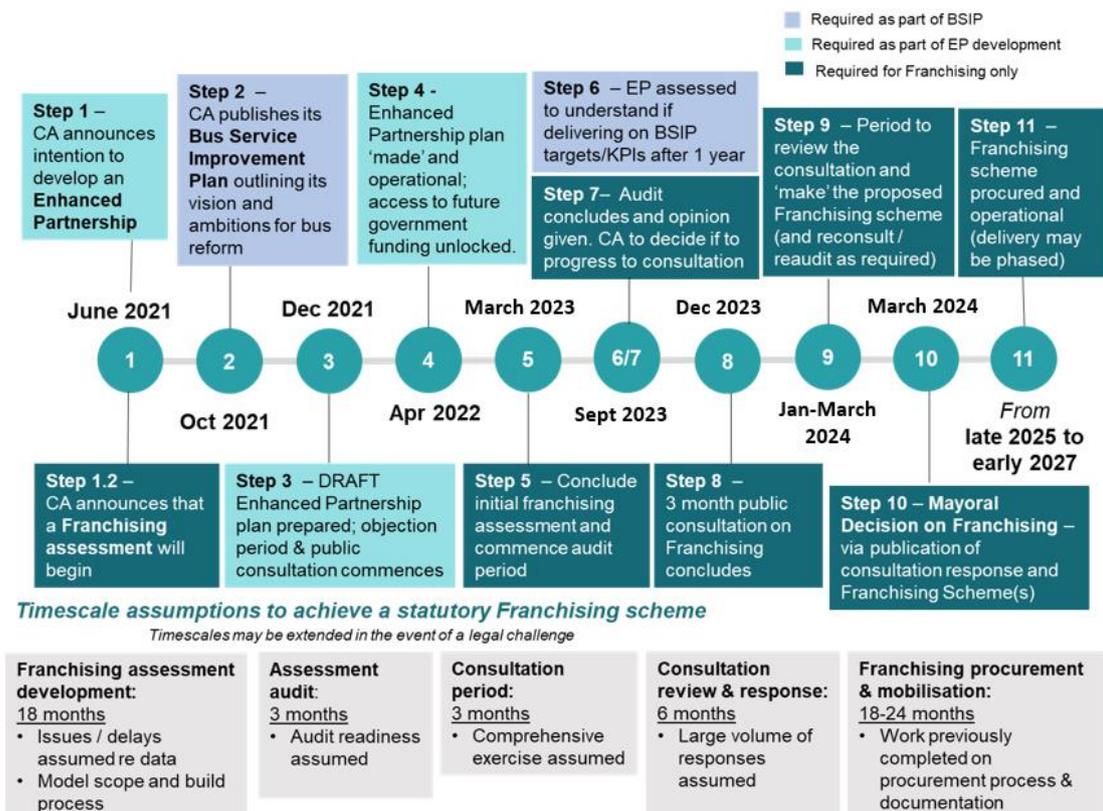
ticketing arrangements and timetables, making the system more responsive to the needs of the people of West Yorkshire.

2.18 An internal Bus Reform programme has been established to manage the franchising assessment, in alignment with the legal process set out under the Bus Services Act (2017)

2.19 The required outputs of initial key activities, including the Case for Change, Objectives and Options have all been approved by the Combined Authority’s Transport Committee.

2.20 The programme is now in the “assessment period” of and the Combined Authority have procured external assessment support to support development of an Outline Business Case that compares the various governance mechanisms – including franchising and an Enhanced Partnership – to understand what form provides the preferred option service provision in West Yorkshire.

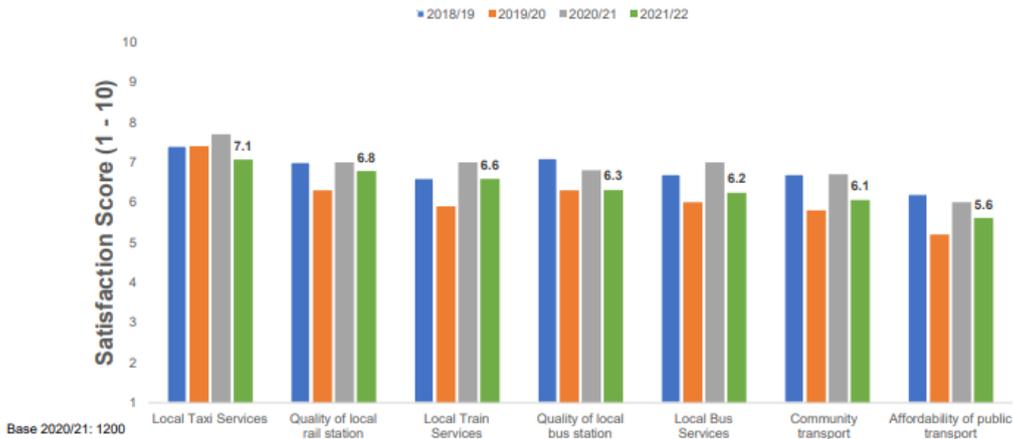
2.21 The programme is working towards enabling the Mayor to make a decision on franchising by March 2024. A roadmap including key dates and milestones can be seen below:



## Evidence of Customer Satisfaction

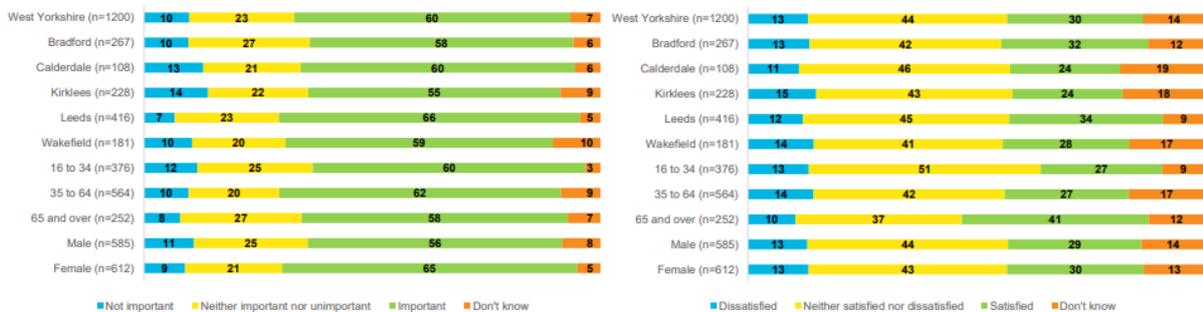
2.22 Satisfaction with West Yorkshire’s public transport is higher than in 2019/20, the year prior to the COVID-19 pandemic, but lower than the previous wave in 2020/21.

2.23 Affordability of public transport is, as previous years, the asset with the lowest mean satisfaction score.



13

2.24 The below table denotes the importance of and satisfaction with local bus services in West Yorkshire



• Note, from 1 to 10: Dissatisfied and not important rating of 1 to 3; neither dissatisfied nor important rating 4 to 7 and satisfied and important rating of 8 to 10

2.25 The West Yorkshire mean average weighting for importance is 7.64 and for satisfaction is 6.24

## Progress on Delivering Air Quality Improvements From Buses

2.26 Supporting the transition of the bus fleet to zero emissions is a key aspiration of the Climate and Environment Plan as well as the Bus Service Improvement Plan. Although only around 2% of the current West Yorkshire bus fleet is zero emission, we have a number of funded schemes planned which will help to increase this to up to between 14% and 19%. The West Yorkshire Zero Emission Bus Programme, which was approved as Combined Authority on 23<sup>rd</sup> June 2022, will introduce between 179 and 245 zero emission electric buses and the

necessary support infrastructure into use in the West Yorkshire region. The scheme will be delivered in three parts:

- Phase 1 is a £56.2million programme to introduce 111 zero emission buses and associated infrastructure on routes in Bradford, Leeds, and Wakefield districts. In Leeds this involves equipping the Bramley depot with charging equipment and converting the Airport network of services to electric operation
- Phase 2 is a £4 million project to introduce 8 zero emission buses and associated infrastructure to routes in Calderdale and Kirklees. There will be a specific focus on exploring the impact of hilly landscape on the running of electric buses, and how the Combined Authority can work with smaller operators running tendered services to encourage a switch to zero emission buses.
- Phase 3 is a £21million project to introduce between 60 and 126 additional zero emission buses and associated infrastructure across the region (location and delivery model feasibility work underway).

2.27 The West Yorkshire Zero Emission Bus Regional Area (ZEBRA) is part of this wider programme and is a £56m scheme funded by DfT and operators to deliver 111 electric, zero-emission buses and associated infrastructure across Bradford, Leeds and Wakefield. The Combined Authority was successful in receiving over £24m of funding from DfT (matched by £33m funding from local bus operators), and will now be able to increase the fleet of zero-emission buses in West Yorkshire to over 10%.

2.28 Further work is planned to develop a strategy to transition the remaining West Yorkshire bus fleet with zero emission to meet the target set in the Bus Service Improvement Plan of having a fully zero emission bus fleet by 2036.

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

3.1. A key aim of advancing the bus network is to enable and encourage people to travel by sustainable models of transport to tackle the climate emergency.

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

4.1. The interventions described in this report seek to protect services for communities, particularly in areas of high deprivation, in order to support the region's inclusive growth ambitions.

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

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

### **6. Financial Implications**

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

**7. Legal Implications**

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

**8. Staffing Implications**

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

**9. External Consultees**

9.1. No external consultations have been undertaken.

**10. Recommendations**

10.1. That the Scrutiny Committee notes the current position regarding Advancing Bus Provision

**11. Background Documents**

Members of the Scrutiny Committee can access full papers on this topic through the Combined Authority website

[WYCA - Modern Gov](#)

**12. Appendices**

None.

## Appendix 2: Bus Infrastructure Investment Identified within City Region Sustainable Transport Settlement

Transforming Cities Fund Programme		Indicative Scheme Cost
A64 Bus, Cycle and Walking Improvements and bus P&R	The scheme will improve bus journey times through creation of continuous bus priority along the A64 and provide enhancements to existing cycle infrastructure, with additional connections to the existing cycle superhighway. The scheme will also link to a future park and ride site to provide more attractive bus journeys.	£22,000,000
A61 Bus, Cycle and Walking Improvements	Enhanced bus priority and new, targeted, high quality cycle infrastructure. New and improved crossings for pedestrians and cyclists at key locations. New bus lanes / priority at locations in Leeds and Wakefield to improve bus journey times.	£11,570,000
A639 Bus, Cycle and Walking Improvements	Enhanced bus priority and new, targeted, high quality cycle infrastructure. New and improved crossings for pedestrians and cyclists at key locations. New bus lanes / priority at locations in Leeds and Wakefield to improve bus journey times.	£10,860,000
Transformational Schemes		
A660 bus priority & cycle corridor incl. Lawnswood roundabout	Bus priority and cycle provision along key corridor in north Leeds, providing bus priority and segregated cycle provision on the corridor, including improvements to Lawnswood roundabout to address cycling safety issues	£9,200,000
Beckett Street, Leeds – transformational bus priority scheme	Bus priority scheme combining bus lane and junction upgrades and active travel improvements to link the city centre to St James Hospital and north-east Leeds. The scheme will provide continuous bus priority, segregated cycle infrastructure, and improved pedestrian provision, to improve bus journey times and reliability and provide safe walking and cycling provision	£15,000,000
Leeds City Centre bus priority, network efficiency, parking management, place making and active travel	Package of schemes that builds on the success of city centres schemes being delivered through other funding programmes (TCF, LP TIP , and the Transport Fund) to enhance the sustainable transport offer in the core city centre by re-allocating existing carriageway to more sustainable modes, in accordance with LTN 1/20 and the National Bus Strategy.	£4,600,000
A61 (N) multi modal corridor improvements - Scott Hall Road bus lane	This scheme delivers 1km of outbound bus lane to remove the source of significant bus delay on this important corridor. It will also re-prioritise traffic at two large, congested junctions to prioritise bus services, resulting in faster and more reliable bus journey times. There are also associated cycling and walking improvements.	£14,000,000
A660 - Northern/University Gateway inclusive of the Headrow to St Marks Road	The scheme addresses bus delay through improvements in the City Centre up to the Inner Ring Road. From there, the scheme will remove general traffic from Blenheim Terrace in both directions, creating a bus, cycle and walking only environment, facilitated through the provision of bus gates and complementing	£20,500,000
Elland Road South/Churwell Hill (from A6110 package)	The scheme will introduce a bus bypass lane to allow buses to avoid queuing traffic at a busy junction onto the ring road, and improve bus waiting facilities. The scheme also provides new cycling facilities with bi-directional cycleways and controlled crossing facilities to all arms of the junction	£8,500,000
Thirsk Row Bus gate	The scheme enables an existing one-way street to be two-way for buses (remaining one way for general traffic) along with a new bus gate enabling buses to bypass current delay and avoid unnecessary and highly congested movement in the city centre. It will also enable a wider footway and an extension of the existing bi-directional cycle track.	£1,600,000

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# West Yorkshire Bus Service Improvement Plan



October 2021



Tracy Brabin  
Mayor  
of West Yorkshire

West  
Yorkshire  
Combined  
Authority

# Our ambition for better buses in West Yorkshire

Tracy Brabin, Mayor of West Yorkshire

“

When I was elected Mayor of West Yorkshire in May 2021, I pledged to bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses. Central to my pledges was also inclusive growth and improving outcomes for women and girls. The West Yorkshire Combined Authority's Bus Service Improvement Plan is a major step in working towards achieving these commitments.

Buses are an essential public service and should serve all our citizens. We want buses to be the first choice for travel in West Yorkshire – not because you don't have a car, but because buses are more affordable, convenient to use, and better for the environment.

Our plan is ambitious but simple in its focus on the needs of people across West Yorkshire and the experience they should expect when they get on a bus, regardless of who is delivering the service. Importantly, this plan is also about more than just getting the customer from A to B – it is about ensuring that bus is able to meet the need of all customers even when they are making more complex multi-leg journeys. Our plan will also ensure that buses in West Yorkshire support our wider objectives by enabling the trips that people need to make.

Unfortunately, our existing bus system does not serve everyone across our region's cities, towns and villages like it needs to. As we look to support its recovery from the impact of the Covid-19 pandemic, it is vital that we seize the opportunity to reimagine what it can be. Fundamentally our buses need to take people where they want to go. Our system must offer a viable service for the early morning or late evening shift workers; the caregivers who need to make numerous journeys on any given day; the elderly and socially isolated; job seekers, students and the young people who are looking to embrace everything a life in West Yorkshire can offer them. Recent work has highlighted the gender imbalances that can exist in traditional bus networks – this plan will tackle this and other social inequalities. This plan seeks to address that through our commitment to creating a truly inclusive and accessible bus system that works for everyone across all our many diverse communities.

I want to see change quickly. Key to this will be working in greater partnership with operators through the West Yorkshire Bus Alliance – which is already delivering improvements to the day-to-day journeys of customers across the region and provides a solid foundation for delivering on the ambition of this plan. I am determined that this Bus Service Improvement will be a live, working document that pushes us to



deliver the ambitions set out within it. I want to continue to listen to the public – the people who live and work across West Yorkshire and rely on our local public transport system – to make sure the plan is working for them and delivering the change to buses that they want to see. We will review the Bus Service Improvement Plan regularly to ensure it is delivering on its targets, meeting expectations from the public and to hold all members of our Bus Alliance to account.

A handwritten signature in black ink that reads "Tracy Brabin".

A handwritten signature in black ink that reads "Tim Swift".

**Cllr Tim Swift MBE**  
Leader, Calderdale Council

A handwritten signature in black ink that reads "Shabir Pandor".

**Cllr Shabir Pandor**  
Leader, Kirklees Council

A handwritten signature in black ink that reads "Susan Hinchcliffe".

**Cllr Susan Hinchcliffe**  
Leader, City of Bradford  
Metropolitan District Council

A handwritten signature in black ink that reads "James Lewis".

**Cllr James Lewis**  
Leader, Leeds City Council

A handwritten signature in black ink that reads "Denise Jeffrey".

**Cllr Denise Jeffrey**  
Leader, Wakefield Council

What our region needs

# Our strategic case

Our Bus Service Improvement Plan provides the opportunity to transform the local bus service for the people of West Yorkshire.

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## A safe and inclusive bus system

This means getting the basics right including all our buses and related passenger services are fully accessible for those with physical disabilities and other health and social needs. More broadly, we need to reimagine how we design services and attract passengers to our bus system so that it better serves more people than just the traditional urban commuter, for example those who are vulnerable or have caring responsibilities. This includes providing new services that operate for longer periods of the day, offer more flexibility, and are easier to understand and use. It is imperative that our buses are safe, and everyone feels safe when they travel by bus. We will deliver initiatives that support women and girls – and other vulnerable groups – to feel empowered to travel by bus when they want to, without the fear of intimidation or anti-social behaviour.

## Better connected communities

West Yorkshire is a large region with multiple different urban centres, as well as many towns and villages. Our bus network needs to connect these different communities – particularly areas of high deprivation and rural areas – to ensure the people living in them have fair access to all the employment, education and leisure opportunities that our region has to offer. The solutions to provide this – shaped by existing and potential passenger demand – will not be the same everywhere. However, it is crucial that buses provide a relevant and reliable way to get to the places that matter to our communities such as health facilities, high-street shops, out-of-town employment sites and retail parks, education, parks,

and other places of cultural and community interest. We will build on our current record of delivering different models of public transport such as the successful Park & Ride schemes and the new demand responsive transport service in East Leeds. We also need to extend the hours of the day that buses serve these communities and aim for a better frequency and regularity of services throughout the week so that bus routes and timetables are not responsible for leaving communities of West Yorkshire cut off from the thriving region around them.

## Decarbonisation and integrated, sustainable travel

In 2019 the West Yorkshire Combined Authority declared a climate emergency. As part of our response to this, we committed to becoming a net-zero carbon economy by 2038. Supporting bus travel can, and must, play a major role in achieving this. Currently transport emits the most carbon of any key sector in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling modal shift and more journeys by bus will be integral to reducing this. We have already started delivering on our roadmap to a zero carbon transport network across West Yorkshire, embedding this as a key principle in all new projects. But we must go further, faster. Currently just 1% of all buses operating in West Yorkshire are zero emission which must be improved as a priority. Buses must also be better integrated as part of a multimodal public transport offer so that alongside rail travel, cycling and walking passengers are able to make sustainable journeys from door to door.



# Why we can deliver better buses in West Yorkshire

This BSIP's ambition builds upon the Combined Authority's strong track record of delivering innovative, impactful projects that have meaningfully improved bus services for local people. This puts West Yorkshire in a prime position to lead the bus industry's national transformation, in line with the National Bus Strategy's vision. Key strengths include:

We have already started delivering passenger-focused bus improvements jointly with operators through the successful West Yorkshire Bus Alliance

We have experience operating one of the largest, multi-operator, multi-modal smart ticketing schemes outside of London – the MCard – and have a mature joint governance structure with bus and rail operators

We have a bold, clear vision for a region-wide sustainable transport infrastructure offer that connects bus to other modes including rail, walking, cycling and a new mass transit system

We have the learning obtained by piloting initiatives funded through the Leeds Public Transport Investment Programme, including the 'Network Navigation' colour coded network maps and the electric East Leeds 'FlexiBus' service



## The West Yorkshire Bus Alliance

Formed in 2019, the Alliance is the existing partnership between the Combined Authority and local bus operators – including First, Arriva and Transdev.

The Alliance works together to keep buses moving on a day-to-day basis, as well as deliver improvements to the region's bus system.

### Together we have achieved:

- The introduction of an Under 19 fares deal to provide cheaper travel for young people travelling on any service in the region.
- Secured funding and managed the delivery of over 400 retrofitted buses to make local buses cleaner and greener.
- Collaborative working through the Covid-19 pandemic which ensured services ran for essential travel and supported passengers to stay safe – including through the publication of new bus crowdedness information.

In 2022, we will be looking to use the Alliance as the basis for an Enhanced Partnership to start delivering on the ambitions set out in this plan.



## Case study

# Network navigation

Our Network Navigation project is making it easier for customers to plan and take bus journeys through the creation of a user-friendly and accessible set of maps and colour coded bus stop flags, shelters, on-street infrastructure and in bus stations that link to bus lines across on the high-frequency core network. The line names are also represented on the bus destination blinds to provide seamless integration from the bus stop to on-bus.

The roll-out of the Leeds phase of the project will conclude in November 2021, and the rest of West Yorkshire in 2023.

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## Case study

# Leeds City Region Transforming Cities Fund (TCF)



**Our TCF programme is comprised of 34 schemes. Those with a key focus on bus include:**

- **A638 corridor improvements**
  - which aim to prioritise buses and improve punctuality, reliability and journey times on 6-mile stretch of road between Dewsbury, Heckmondwike and Cleckheaton. It will also better integrate cycle lanes and walkways.
- **Heckmondwike Bus Hub scheme**
  - which will upgrade the town centre's existing four stand bus hub to a larger bus station with a new indoor waiting area for passengers, increased vehicle capacity and sheltered cycle parking. This will improve both operational efficiency and the customer experience at the Hub and make bus a more realistic option for travel around the local area.

This is a major ongoing £450m programme of transport infrastructure investment benefiting communities across our region and beyond. We estimate TCF schemes will improve journeys by bus, rail, bike and on foot for up to 1.5 million people, take up to 12 million car trips per year off our roads and reduce CO2 emissions from car travel by up to 15,000 tonnes by 2036.



## Case study

# Stourton Park & Ride



Launched in September 2021 – in partnership between the Combined Authority, Leeds City Council and First West Yorkshire – Stourton is the region's latest Park & Ride scheme.

Stourton Park & Ride is a fully solar powered site, served by zero-emission electric buses which operate every 10 minutes along dedicated bus lanes and take just 15 minutes to travel to Leeds City

Centre. The site has capacity for 1,200 vehicles including 26 electric car charging points, secure cycle storage and dedicated disabled, family and motorcycle bays.

Park & Ride schemes have proved popular in West Yorkshire with the existing Elland Road and Temple Green schemes having an estimated usage of 1.1million passengers in 2019.

## Case study

# East Leeds 'FlexiBus' pilot

East Leeds 'FlexiBus' is the region's first Demand Responsive Transport service. FlexiBus provides a pre-bookable service that picks people up within a 3-minute walk of their location (200m) and connects them to local places within East Leeds. Trips cost a flat £2 fare, are bookable via a dedicated FlexiBus app and are paid for via contactless payments onboard. All 7 vehicles are fully accessible and electric.

The pilot, funded primarily through the Leeds Public Transport Investment Programme, was launched in October 2021 in partnership between the Combined Authority, Leeds City Council and First West Yorkshire. We will closely analyse passenger response to the service to understand the model's potential wider application to provide connectivity in areas where a traditional bus service is less appropriate.



# Current challenges

Despite some improvements, our own research and passenger insight shows customer satisfaction with the bus system in West Yorkshire has generally been in decline across a number of years.<sup>1</sup> There are several challenges we need to overcome:

## A network that is difficult to use and not meeting travel needs

Our existing commercially determined network, is designed around historic travel patterns. This provides an unequal level of provision across the region's five district areas that can be confusing and difficult for passengers to use. Analysis shows that while the percentage of addresses within 400 metres of a bus stop is largely consistent throughout the region, there are disparities in frequency available to communities. Access to the high frequency services (the Core Network), ranges from 60% in Kirklees to 79% in Leeds.<sup>2</sup> In many cases, it is areas of high deprivation – particularly those outside our major urban centres including Southeast Wakefield and parts of Calderdale – that are poorly served by this network. The Combined Authority currently spends approximately £16million per year to commission socially necessary services. While existing provision has been shaped by historic demand patterns, 60% of bus routes in our region still require some level of financial support from public funds.

## A perception of poor value for money

Like everywhere, the cost of bus travel has risen in West Yorkshire at a rate faster than other general living costs – research shows that nationally there has been a 56% increase in bus fares over the past 20 years, after adjusting for inflation.<sup>3</sup> This means bus travel is currently too expensive and unaffordable for many – our own passenger

research from before the pandemic shows nearly 1/6 highlighted cost as the reason they do not use buses more often.<sup>4</sup> Furthermore, research from Transport Focus shows passengers are less satisfied with the value for money of bus travel in West Yorkshire than in any other major urban region in the country.<sup>5</sup> Even for those who can afford it, nearly 50% of local bus users in West Yorkshire are still not confident about purchasing the best value bus ticket for their journey.<sup>6</sup>



## A network which is not consistently reliable

Customers need to rely on buses turning up and running on time, but our analysis of local real time information confirms that buses across the region have consistently underperformed against targets. Traffic congestion is a significant factor in bus reliability together with operational resilience. Furthermore, research shows that across West Yorkshire districts there is variability in the standard and design of bus priority measures and enforcement which is adding to these poor outcomes for customers.<sup>7</sup>

These challenges have resulted in declining patronage, made worse by the Covid-19 pandemic. The number of annual bus trips in our region fell from around 170 million trips in 2009 to around 144 million in 2019, with journeys per person declining even faster than the national average. Like everywhere else, bus patronage was severely impacted during the pandemic but as we look to regrow passenger numbers, our most recent research shows greater hesitancy about using public transport compared to the car.<sup>8</sup> The pandemic is changing travel behaviours and challenging the assumptions that our current bus network is based on. Urgent transformation of local buses is required to tackle this.

<sup>1</sup> West Yorkshire Combined Authority Public Perceptions of Transport Survey, April 2020

<sup>2</sup> West Yorkshire Strategic Bus Network Review, 2019-20

<sup>3</sup> Urban Transport Group, What scope for boosting bus use? An analysis of the Intrinsic Bus Potential of Local Authority Areas in England

<sup>4</sup> West Yorkshire Combined Authority, Public Perceptions of Transport Survey, April 2020

<sup>5</sup> Transport Focus - Bus Passenger Survey Autumn 2019 - Summary of key results in England

<sup>6</sup> West Yorkshire Combined Authority, Customer Public Perceptions of Transport Survey, April 2020

<sup>7</sup> AECOM, West Yorkshire Bus Lane Best Practice Study, 2016

<sup>8</sup> West Yorkshire Combined Authority, Public Perceptions of Transport Survey, April 2021



# Vision and objectives

## What our Bus Service Improvement Plan aims to achieve

Our Bus Service Improvement Plan builds on the ambitions set out in the West Yorkshire Transport Strategy (2040), the West Yorkshire Bus Strategy (2017) and the West Yorkshire Connectivity Infrastructure Plan (2021) which put connectivity and sustainable travel at heart of a thriving and inclusive regional economy where everyone can build great businesses, careers and lives.

To support our vision for West Yorkshire, the Bus Service Improvement Plan must:

- Be inclusive of all groups in society.
- Support inclusive growth and social well-being ambitions of West Yorkshire.
- Contribute to improved economic productivity in West Yorkshire.
- Provide cleaner, greener buses supporting sustainable travel and contributing to the environmental targets of West Yorkshire.
- Be as competitive as possible against private car use in urban areas.



## To achieve this, the objectives of the Bus Service Improvement Plan are to:

- Establish bus as a key mode of choice for travel in West Yorkshire.
- Establish a financially sustainable bus service.
- Improve operational delivery to provide the passenger with a service they can feel confident in using.
- Improve connectivity for communities facing deprivation, inequality, and exclusion.
- Ensure the bus service is integrated to deliver sustainable connectivity.

# What will a bus journey be like?

1

## Before travel

The passenger can log on to the app or website of their choice and find up-to-date, accurate and consistent information - detailing everything from route options, time and cost - which helps them easily plan a journey by bus.



2

## At the bus stop

The passenger easily finds their way to the correct bus stop thanks to the recognisable branding and colour coded flags which instantly let them know they're on the right route. The stop has printed information to reassure them they are at the right stop while they wait before the bus arrives quickly and on time. Busier stops will have an electronic display showing the time until the next bus. On all stops, customers can scan a QR code and obtain this information on their phone.



3

## Boarding and paying

All buses are low floor and accessible. When the passenger boards the bus, they know they have different options for how to pay. They may have already bought their ticket using a mobile phone app but can also turn up pay the best price fare for the journey or - easier still - just 'tap on' and go with their contactless bank card or mobile and know they'll be charged, at most, a capped fare at the end of the day.



4

## Onboard

The passenger takes a seat in comfy and clean chairs and enjoys the free Wi-Fi while they travel. Both the buses' audio-visual information and their mobile journey planning app help to keep them up to date as they travel and let them know about any potential journey disruptions. The bus is modern easy to access and welcoming, clean, sanitised, litter free, and the journey is smooth and enjoyable.

5

## Completing the journey

To get to their destination, the passenger may need to change to a different service. Coordinated wayfinding information and network planning ensures making a connection is simple and hassle free with no long delays or too short layovers. Whether on to another bus or train, their ticket is also still valid, or they can just tap and go once again. When the passenger gets off at the bus stop, which is not far from their destination, they are still supported on the final leg of their journey through safe, convenient, and integrated cycling and walking links - ensuring sustainable travel door-to-door.

6

## After the journey

Back at home, the passenger relaxes knowing they'll be charged appropriately for their day's travel and any service queries will be resolved quickly via the coordinated travel helpline.

7

## Retaining and attracting new passengers

Potential passengers are encouraged to travel by bus thanks effective, engaging marketing that presents it as a viable, attractive option for travel.

# The Passenger Charter: *our promise to customers*

Our Bus Service Improvement Plan is focused on delivering for the passenger. In our new West Yorkshire Bus Passenger Charter, we will set out the high standard of customer service that can be expected when travelling on any bus in the region. It also includes guarantees about what passengers can do if they have a query or complaint.

## Key elements of our service commitment are:

- **Journey satisfaction guarantee** – if you're not happy with the standard of service provided, we will give you your money back or next journey for free.
- **Last journey promise** – if the last bus service of the day on your route is late or cancelled, we will pay for a taxi to get you where you need to go.

## Supporting Key Customers

**Our Bus Service Improvement Plan aims to put passengers first** – but we want to develop a deeper understanding of the different types of passengers and better tailor our solutions to support them.

- **Under 19s** – many young people use the bus to travel to school and college, we want to make sure they have a good experience to carry the bus habit with them in later life. In 2021, we introduced a Fare Deal including the range of My Day / Week / Month multi operator tickets which have reduced the cost of travel for many.
  - **Under 25s** – apprentices, students and young adults will have access to discounted tickets to make the bus an attractive alternative to car travel.
  - **Jobseekers** – we will continue to work with JobCentre Plus to provide travel tickets for jobseekers using the MCard Mobile app.
  - **Commuters** – our Travel Plan Network will work with employers to implement sustainable travel plans and to enable employees to buy discounted season tickets through salary deduction.
  - **Personal Safety** – people need to feel safe waiting for and travelling on the bus, we will adopt a multi-agency approach to addressing the safety concerns of passengers especially women and girls.
- **A fully inclusive bus network** – buses need to serve many different journey purposes and customer needs, not simply to provide radial routes to 9 to 5 jobs in city / town centres. We need to develop a greater understanding of people's journey needs and adapt them.



# Listening to passengers and communities

Our Enhanced Partnership between the Combined Authority, local Councils and bus operators will include commitments to listen and respond to people through:

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1

Market research and face to face sessions to listen to what people say. This will build upon our rich experience of gathering passenger insight and intelligence through our annual Public Perceptions of Transport Survey, the Covid-19 Transport Survey, State of the Region and other reports.



2

Targeted engagement with key customer groups including women, young people, and people of protected characteristics, to ensure we understand the diverse and specific needs of different demographics – and that we are not just serving certain groups.



3

Formal and informal sessions with elected members and community groups to ensure we are always responsive to the needs and issues of local people.



4

Formal public consultation to meet statutory requirements of delivery of services.



5

Monitoring of KPIs to ensure our investment is improving customer satisfaction.



6

Ongoing partnership working with the independent watchdog, Transport Focus, to help us to understand and evidence the priorities of bus users at both a local and national level.

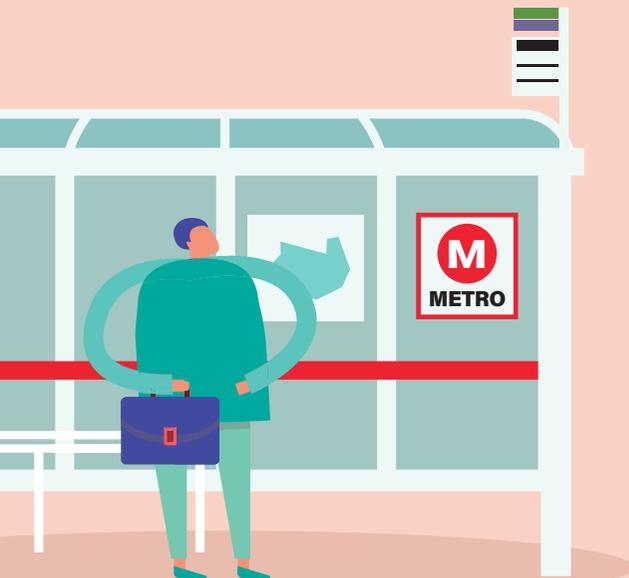


Our vision for buses in West Yorkshire

# What we will deliver

Our Bus Service Improvement Plan sets out our strategy and key initiatives we want to deliver to achieve our ambitious vision for better buses in West Yorkshire.

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

1. We will develop and deliver a 5-year plan of improvements to our network which will aim to reduce social isolation and enable better access to jobs, especially those not in our main town and city centres.
2. Expand the number of services and routes so that more people can access a bus that runs every 15 minutes or quicker.
  - Ensure buses running on our less frequent networks are more consistent and regular so they can still be relied upon for travel.
  - Ensure service frequencies extend throughout the day from early morning until evening and are designed to serve the particular needs of families with children, shift workers and those working in the night time economy.
  - Improve the provision of services in more rural and economically deprived areas which are currently underserved by bus.
3. Pilot schemes across the region which will incentivise people to travel by bus in particular areas through improved frequency, bus priority measures and fare offers.
4. More 'FlexiBus' Demand Responsive Transport schemes and Mobility Hubs to give people access to integrated, sustainable travel options built around their individual needs.



## Clear and simple fares – to make paying for bus travel more affordable, easier, convenient and flexible

- We will establish a common framework for bus fares in West Yorkshire ensuring consistency of application and an accountable way of ensuring they are reviewed in line with the cost of living.
- We will use and develop the MCard branded multi operator tickets as the way in which travel on more than one bus company services can be purchased.
- We would reduce the maximum price for a day's bus travel in West Yorkshire – the MCard Day Saver or 'daily cap' – to a more affordable level. Initial estimates would suggest that £4.50 would bring fares into a more affordable range. This would also mean people in West Yorkshire would never pay more for a day's travel than those in London (subject to funding).
- We will reduce the daily cap and the fares beneath it to encourage more people to use the bus (subject to funding).
- We will introduce a multi operator "tap and go" capping system by 2023 which will mean passengers are charged the best price for their journey and never more than the daily cap.
- Customers will still be able to buy travel in advance at discounted rates using mobile phone apps.
- We will trial a new form of mobile phone ticket which provides for travel over the next 90 minutes which will help people making two leg journeys using different company's buses.



## Improved, more inclusive customer service and support – so passengers have the tools to travel with confidence and help they need if their journey does not go to plan

- We will make the MCard Mobile ticketing App the "go too" app for planning journeys, buying tickets in advance, tracking the bus and receiving information about disruption.
- We will increase the number of "next bus" screens at bus stops and more buses will be equipped with on board information systems. We will enhance the training of all our customer facing staff, including bus drivers and our customer service teams to ensure the highest quality service is always provided to the passengers.
- A new coordinated system to deal with customer queries and complaints across all operators – guaranteeing a response at the point of contact within X number of days.

## Priority for buses on our road – so journeys by bus are quicker, with less time spent stuck in traffic, and are a viable alternative to the private car

- Deliver more bus priority across West Yorkshire that is consistent and enforced effectively to make bus journeys quicker and more reliable.
- Improve the management of our roads and streets to improve bus journeys.

## More green and better vehicles – to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire

- A commitment to a carbon-zero bus fleet by 2036.
- All vehicles to be EURO VI emission standard or better by 2026 so buses support cleaner air for the benefit of everyone living in West Yorkshire.

# Our Bus Service Improvement Plan funding bid

To deliver on the ambition of our Bus Service Improvement Plan and level up our local bus system, we need appropriate funding from central Government.

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Package	Revenue cost (£000) BSIP funding ask Total 5 years	Capital cost (£000) BSIP funding ask Total 5 years	Total capital cost – inc. CRSTS (£000) Total 5 years
Bus priority infrastructure	0	23,400	679,877
Other infrastructure and assets	28,750	2,910	2,910
Fares support	40,540	0	0
Ticketing reform	990	2,543	2,543
Bus service support	88,384	39,000	39,000
Marketing, promotions and communications	2,650	100	100
Enhanced Partnership and Franchising delivery	550	0	0
Zero emission buses	0	120,000	176,500
Customer service and information	4,436	42,889	42,889
Monitoring and evaluation	2,480	0	0
<b>TOTAL</b>	<b>168,780</b>	<b>230,842</b>	<b>943,819</b>

## Other funding streams

In addition to BSIP funding, we will utilise other funding sources to support transformational change to local buses including:

- £1bn West Yorkshire Transport Fund
- £830m City Region Sustainable Transport Settlement (CRSTS) of which £317m is Transforming Cities Fund
- £58m Zero Emission Bus Regional Area (ZEBRA) bid
- £25m annual contracted services budget
- £55m annual concessionary fares budget
- £30m annual bus operator investment in fleet replacement (before zero carbon uplift)
- Section 106 funding
- Increased fares revenue obtained through passenger growth

## Measuring success

# Targets and KPIs

We want to measure the success of our Bus Service Improvement Plan and ensure it is delivering on our ambitious vision for change. The table sets out our headline targets and key performance indicators.

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To support our ambitions for an accessible and inclusive local bus system, we will also look to develop new data sets that enable us to understand the demographic breakdown of bus users – including by gender and other measures of diversity – and measure the success in delivering improvements for people across our region's diverse population.

Key Performance Indicator	Baseline		Targets	
	March 2019	March 2021	2025	2030
ALL THEMES				
Increased bus patronage	10,801,487	4,483,340	2019 levels + 15%	2019 levels + 30%
Increased customer satisfaction with local bus services (score 1-10)	6.7	6.9	7.5	8
Weekday mode share on radial routes into district centres moved from car to bus	Bus 18%, Car 61% (2018/19)	N/A	Increase bus share by 5%	Increase bus share by 10%
SAFE AND INCLUSIVE BUS NETWORK				
Improved service provision (bus miles) for those travelling in the early morning and evening	226,749	197,800	2.5% increase	5% increase
Improved satisfaction with personal security while on the bus	81%	N/A	85%	90%
Improved satisfaction with personal safety at the bus stop for female passengers making complex journeys	80% (autumn 2019)	N/A	85%	90%
Improved passenger satisfaction with value for money	62%	N/A	70%	75%
Improved satisfaction with information provided in the bus for passengers with disabilities	63% (autumn 2019)	N/A	70%	85%
BETTER CONNECTED COMMUNITIES				
Improved journey times (mins/mile)	4.72	4.36	10% reduction	15% reduction
Improved punctuality	88%	90%	95%	99.5%
Improved reliability	98%	99%	99.5%	99.5%
Improved housing accessibility via the core bus network	48%	51%	55%	65%
Improved employment accessibility via the core bus network	56%	N/A	60%	70%
DECARBONISATION AND INTEGRATED, SUSTAINABLE TRAVEL				
Improved environmental performance and reduced carbon emissions of the bus network	39% Euro VI, 0% zero emission (Q3 19/20)	59% Euro VI, 1% zero emission	100% Euro VI fleet 10% zero emissions fleet	50% zero emissions fleet

# Our plan on a page for better buses

Subject to funding, our plan will deliver improvements now and into the future as we work towards our ambitions for better buses.

## Quick wins (2022)



- ✓ Maintenance of existing network connectivity and early service enhancements
- ✓ Expansion of MCard mobile app to link ticket sales, journey planning and in-journey information
- ✓ Reintroduction of printed timetable information at bus stop
- ✓ Rollout of new colour coded bus stop maps and flags across West Yorkshire's core bus network (Network Navigation)
- ✓ Continue to ensure enhanced cleaning standards are maintained
- ✓ Enhanced Safer Travel Partnership with West Yorkshire Police
- ✓ Trial 90-minute multi journey mobile tickets
- ✓ Consult and agree on the Passenger Charter
- ✓ More marketing and promotional campaigns to attract people back to bus
- ✓ Develop techniques to better understand demographics and travel behaviours of the regions bus passengers

## Short term (2022-2024)



- ✓ Introduction of multi-operator contactless capping
- ✓ Cheaper and simpler multi-operator fares including reduction in the cost of the MCard Day Saver / daily cap
- ✓ More 'Your Next Bus' screens
- ✓ A more cohesively presented bus network including more Metro branding
- ✓ New and improved bus stops and stations – with better safety and accessibility support
- ✓ Begin rollout of audio-visual technology and other new accessible information.
- ✓ Improvements to management of network disruptions
- ✓ New AccessBus fleet
- ✓ Improved system for dealing with passenger queries and complaints
- ✓ Growth of the bus network – new routes and more frequent services
- ✓ Pilot town based 'Superbus' service enhancements
- ✓ Delivery of existing infrastructure programmes – including more bus priority on our roads
- ✓ Improved customer service standards – delivery of the Passenger Charter

## Medium to longer term (2024+)



- ✓ A reimagined, fully inclusive, and more cohesive bus network with more frequent services and better connectivity for all
- ✓ Cheaper and simpler fare structure
- ✓ Audio visual information on all buses
- ✓ Over 120 new electric buses by 2024, and a carbon zero bus fleet by 2036
- ✓ All buses Euro VI clean air zone compliant by 2026
- ✓ Stable, inclusive and resilient workforce
- ✓ Better integration with rail and mass transit
- ✓ More Park and Ride
- ✓ More 'FlexiBus' Demand Response Transport schemes
- ✓ New Mobility Hubs across West Yorkshire
- ✓ Unifed communications and marketing into a single 'voice' for bus
- ✓ Delivery of an ongoing pipeline of bus priority schemes

## Supporting Documents

Bus Service Improvement Plan

### Appendix

- A. Case for Change
- B. Bus18 Youth Voice report
- C. Safety of Women at Night Fund bid
- D. Key Performance Indicators
- E. Mobility hubs long list
- F. Bus network review and delivery plan report
- G. Highways infrastructure report
- H. Equality Impact Assessment
- I. BSIP logic map
- J. Draft BSIP programme plan
- K. Letters of support

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## Background Information

[West Yorkshire Transport Strategy](#)

[West Yorkshire Bus Strategy](#)

[West Yorkshire Connectivity Infrastructure Plan](#)

[West Yorkshire Strategic Bus Network Review](#)

For further information, please contact

**Dave Pearson**

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**Tracy Brabin**  
**Mayor**  
of West Yorkshire

**West**  
**Yorkshire**  
Combined  
Authority

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## Work Schedule

Date: 2 November 2022

Report of: Head of Democratic Services

Report to: Scrutiny Board (Infrastructure, Investment & Inclusive Growth)

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### What is this report about?

Including how it contributes to the city's and council's ambitions

- All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. In doing so, the work schedule should not be considered a fixed and rigid schedule, it should be recognised as a document that can be adapted and changed to reflect any new and emerging issues throughout the year; and also reflect any timetable issues that might occur from time to time.
- The Scrutiny Board Procedure Rules also state that, where appropriate, all terms of reference for work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.
- Reflecting on the information in this report alongside information presented as part of other agenda items at today's meeting, Members are requested to consider and discuss the Board's work schedule for this municipal year.

### Recommendations

Members are requested to consider and discuss the Scrutiny Board's work schedule for the 2022/23 municipal year.

### Why is the proposal being put forward?

1. A draft work schedule for the Infrastructure, Investment & Inclusive Growth Scrutiny Board is presented at Appendix 1 for consideration and discussion. Reflected in the work schedule are known items of scrutiny activity, including performance and budget monitoring, identified Budget and Policy Framework items and recommendation tracking.
2. The latest Executive Board minutes from the meeting held on 19 October 2022 are also attached as Appendix 2. The Scrutiny Board is asked to consider and note the Executive Board minutes, insofar as they relate to the remit of the Scrutiny Board; and consider any matter where specific scrutiny activity may also be warranted.

## What impact will this proposal have?

**Wards affected: All**

Have ward members been consulted?

Yes

No

3. All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year.
4. The draft work schedule is reflective of the views of the former Infrastructure, Investment and Inclusive Growth Scrutiny Board.

### **Budget Consultation**

5. Members of the Scrutiny Board are asked to note that an invitation has now been issued for a remote working group on **14 December at 10.30am** at which the initial budget proposals will be discussed, so far as they relate the remit of the Scrutiny Board.
6. Each of the five Scrutiny Boards will have opportunity to discuss the initial proposals informally in December. Members will then have further opportunity to discuss the formal proposals (as agreed at December's Executive Board meeting) during the January cycle of public Scrutiny Board meetings. A composite statement summarising the views of the five Boards will be submitted for consideration by the Executive Board in February.

## What consultation and engagement has taken place?

7. To enable Scrutiny to focus on strategic areas of priority, it is recognised that each Scrutiny Board needs to maintain dialogue with the Directors and Executive Board Members holding the relevant portfolios. The Vision for Scrutiny also states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources prior to agreeing items of work.

## What are the resource implications?

8. Experience has shown that the Scrutiny process is more effective and adds greater value if the Board seeks to minimise the number of substantial inquiries running at one time and focus its resources on one key issue at a time.
9. The Vision for Scrutiny, agreed by full Council also recognises that like all other Council functions, resources to support the Scrutiny function are under considerable pressure and that requests from Scrutiny Boards cannot always be met.
10. Consequently, when establishing their work programmes Scrutiny Boards should:
  - Seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources;
  - Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue;
  - Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.

### **What are the legal implications?**

11. This report has no specific legal implications.

### **What are the key risks and how are they being managed?**

12. There are no risk management implications relevant to this report.

### **Does this proposal support the council's three Key Pillars?**

Inclusive Growth

Health and Wellbeing

Climate Emergency

13. The terms of reference of the Scrutiny Boards promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

### **Appendices**

14. Appendix 1 – Draft work schedule of the Infrastructure, Investment & Inclusive Growth Scrutiny Board for the 2022/23 municipal year.

15. Appendix 2 – Minutes of the Executive Board meeting held on 19 October 2022.

### **Background papers**

16. None.

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# Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

## Work Schedule for 2022/23 Municipal Year

June	July	August
<u><a href="#">Agenda for Wednesday 15 June 10.30am</a></u>	<u><a href="#">Agenda for Wednesday 13 July 10.00 am.</a></u>	No Scrutiny Board meeting scheduled.
Performance report  Flood Risk Management – Cllr Illingworth request for scrutiny  Annual reports: - Sources of Work - Terms of Reference - Co-opted members	Green Economy (Scoping - Inclusive Growth)  IDS update via LT, to update the Board on the work previously badged as “Smart Cities”  Prevention of Deaths and Serious Injury on our Roads Inquiry – Formal Approval & Response	
<b>Working Group Meetings</b>		
<b>Site Visits</b>		

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### Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

### Inclusive Growth Strategy

**PEOPLE**, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**



# Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

## Work Schedule for 2022/23 Municipal Year

September	October	November
<a href="#">Agenda for Wednesday 28 September 10.30am.</a>	No meeting	<a href="#">Agenda for Wednesday 2 November 10.30am</a>
Future Talent Review LPTIP Closure report		Advancing Bus Service Provision
5/9/22 – Affordable Housing Growth Partnership Action Plan		
<b>Site Visits</b>		

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### Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

### Inclusive Growth Strategy

**PEOPLE**, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**



# Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

## Work Schedule for 2022/23 Municipal Year

December	January	February
<a href="#"><u>Agenda for Thursday 8 December at 10.30am</u></a>	<a href="#"><u>Agenda for Wednesday 11 January 10.30 am.</u></a>	No meetings
Connecting Leeds Transport Strategy Annual Update  Local Plan Update 1  Hydrogen Infrastructure Update [TBC]	Performance Monitoring & Best City Ambition Update  Financial Health Monitoring  Initial Budget Proposals	
<b>Working Group Meetings</b>		
14/12/22 – Budget Consultation (remote)		
<b>Site Visits</b>		

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### Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

### Inclusive Growth Strategy

**PEOPLE**, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**



## Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

### Work Schedule for 2022/23 Municipal Year

March	April	Notes
<a href="#"><u>Agenda for Wednesday 1 March at 10.30am</u></a>	<a href="#"><u>Agenda for Wednesday 5 April at 10.30am</u></a>	
Inclusive Growth update	100% Digital	
Flood Risk Management	Green Economy update – (part two)	
Housing Mix Update	End of Year Summary Statement	
<b>Working Group Meetings</b>		
<b>Site Visits</b>		

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**Scrutiny Work Items Key:**

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

**Inclusive Growth Strategy**

**PEOPLE**, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**

## EXECUTIVE BOARD

WEDNESDAY, 19TH OCTOBER, 2022

**PRESENT:** Councillor J Lewis in the Chair

Councillors S Arif, D Coupar, S Golton,  
H Hayden, J Pryor, M Rafique and  
F Venner

**APOLOGIES:** Councillors A Carter and M Harland

**SUBSTITUTE MEMBER:** Councillor R Stephenson

### 57 **Substitute Member**

Under the provisions of Executive and Decision Making Procedure Rule 3.2.6, Councillor R Stephenson was invited to attend the meeting in a non-voting capacity on behalf of Councillor A Carter, who had submitted his apologies for absence from the meeting.

At this point in the meeting, the Board also noted Councillor Harland's apologies for absence from the meeting.

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

**RESOLVED** – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt from publication on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (A) That appendix A to the report entitled, 'Core Business Transformation Programme', referred to in Minute No. 65 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 and considered in private on the grounds that this appendix contains commercially sensitive information and as such, the public interest in maintaining the exemption in relation to the appendix is deemed to outweigh the public interest in disclosing the information and financial details within it, as if disclosed it would adversely affect the business of the Council.

### 59 **Late Items**

There were no late items of business submitted to the meeting for consideration.

**60 Declaration of Interests**

There were no interests declared at this stage of the meeting, however, during the consideration of agenda item 16 (Leeds Food Strategy and Food Procurement Guidelines), Councillor Golton drew to the Board's attention the fact that he was Vice President of Leeds Allotment Federation. (Minute No. 72 refers).

**61 Minutes**

**RESOLVED** – That the minutes of the previous meeting held on 21<sup>st</sup> September 2022 be approved as a correct record.

**RESOURCES**

**62 Financial Health Monitoring 2022/23 - Period 5 (August)**

The Chief Officer (Financial Services) submitted a report presenting an update on the financial health of the Authority in respect of both the General Fund revenue budget and also the Housing Revenue Account, as at Month 5 of the 2022/23 financial year.

In presenting the report, the Executive Member for Resources provided an overview of the key information within it, which included reference to the fact that an overspend of £20.4m was projected for the Authority's General Fund services, as at month 5 of 2022/23.

In response to an enquiry about the proposals responding to financial pressures on the Little Owls nursery provision, it was noted that further detail on such proposals would be presented to the Board in the coming months.

Members welcomed the approach being taken to present savings proposals to the Board, as detailed within the submitted report, and also welcomed the cross-directorate working that continued to be undertaken in looking to address the financial pressures across the Council.

In conclusion, it was reiterated that the financial pressures being felt by the Council, as outlined in the report, were being experienced throughout the sector, with it being noted that work continued with the Local Government Association and other partner organisations to highlight the sector-wide challenges being faced.

**RESOLVED –**

(a) That it be noted that at Month 5 (August) of the financial year, the Authority's General Fund services are forecasting an overspend of £20.4m, and that the Housing Revenue Account is forecasting an overspend of £0.2m, with it also being noted that the General Fund position reduces to £17.98m when account is taken of additional budget actions plans received to date;

(b) That it be noted, that where an overspend is projected, directorates, including the Housing Revenue Account, are required to present action plans to mitigate their reported pressures, in line with the Revenue

Principles agreed by Executive Board in 2019; with it also being noted that proposals received to date are included within the submitted report at Appendix 4, and that further action plans will be received at the November 2022 meeting of Executive Board;

- (c) That it be noted that known increased inflation and known impacts of the rising cost of living, including the 2022/23 pay offer, have been incorporated into this reported financial position, with it also being noted that these pressures will continue to be assessed, with the latest position being incorporated into future reports to be received by Executive Board.

### **63 Revenue Savings Proposals for 2023/24 to 2025/26**

The Chief Officer (Financial Services) submitted a report which presented the Council's financial position for 2023/24 to 2025/26 together with a number of 'Business as Usual' savings proposals in response to that financial position, with the report highlighting the intention for such proposals to be taken by the relevant Director or Chief Officer in accordance with the relevant Officer Delegation Scheme.

The Executive Member for Resources presented the report, highlighting that it provided an overview of the initial directorate savings proposals for the three year period, with it being noted that further proposals were scheduled to be submitted to the December 2022 Board meeting. The collaborative approach being taken with Scrutiny Boards on such matters was highlighted, with the Executive Member emphasising the scale of the financial challenges which were being faced by the Council and the difficult decisions which were required as a result.

Responding to an enquiry, the Board was advised that internal charging levels for services had been reviewed, but it was deemed reasonable that where appropriate, levels were increased to reflect increased delivery costs.

Regarding the proposed savings in the report around street lighting consumption, in response to a question the Board received further information on this, with officers undertaking to provide the Member in question with a more detailed note on such matters.

Responding to an enquiry regarding the financial impact upon the Council as a result of employee absence rates, it was noted that work had been undertaken on such matters, and whilst the Board received further information on this, it was undertaken that officers would provide the Member in question with further detail in terms of the financial and other costs associated with absence rates.

Members discussed the income generating services in the Council and the approach being taken to address financial pressures in these areas whilst also preserving such vital income generation. It was noted that the Council was doing everything it could to strike the correct balance on such matters,

however, the scale of the financial challenges being faced by this Council and the sector as a whole were reiterated.

**RESOLVED –**

- (a) That the Council's financial position for 2023/24 to 2025/26, as outlined within the submitted report, be noted, with it also being noted that further savings are required to deliver a balanced budget position for 2023/24 and contribute towards closing the projected gaps in the years 2024/25 and 2025/26;
- (b) That the 'Business as Usual' savings put forward in the submitted report, be noted, with it also being noted that decisions to give effect to them shall be taken by the relevant Director or Chief Officer in accordance with the Officer Delegation Scheme (Executive functions);
- (c) That it be noted that additional savings proposals will be brought to Executive Board for consideration at its meeting on 14th December 2022.

**64 Leeds City Digital Strategy**

The Director of Resources submitted a report presenting the Leeds City Digital Strategy which provided an overview of the aims and priorities of the strategy, detailed the collaborative approach taken in the development of the strategy and referenced how it aligned to the Best City Ambition and the three pillars within that.

As part of the introduction to the report, the Board received further information on the key principles of the strategy, whilst Members also noted the extensive consultation which had been undertaken as part of its development and the fact that it had been written from a 'whole city' perspective.

Responding to a Member's enquiry, the Board received further information on the range of actions being taken by the Council and partners to ensure that the digital sector and the opportunities arising from it were inclusive and accessible to all.

Members acknowledged the 18-month timeframe for the associated innovation programme.

On the issue of connectivity, a Member suggested that more isolated and harder to reach communities were prioritised during the roll out of the 5G network and also the provision of super-fast broadband. In response, the Board acknowledged the vital importance of quality connectivity in all communities across the city and the challenges faced in some settings, and as such, it was noted that a collaborative approach on such matters would continue.

**RESOLVED –**

- (a) That the approach being outlined in the digital strategy, the digital transformation approach and the innovation programme, as detailed within the submitted report and appendices, be supported;
- (b) That the Leeds City Digital Strategy, as detailed within the submitted report and appendices, be approved, and that agreement be given for the strategy to be published.

**65 Core Business Transformation Programme**

The Director of Resources submitted a report that provided an update on, and proposals regarding the Core Business Transformation (CBT) Programme, which aimed to transform Finance, Procurement, HR and Payroll activities across the Council. Specifically, the report sought approval to progress with phase 1 of the programme's delivery which was to replace the finance system, together with other related approvals to facilitate this.

In considering the report, as presented by the Executive Member for Resources, the Board recognised the need to replace the current finance system, which was phase 1 of the programme, as recommended in the report.

Following consideration of Appendix A to the submitted report designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the public part of the meeting, it was

**RESOLVED –**

- (a) That approval be given for the Core Business Transformation Programme to proceed with phase 1 of delivery, with the required additional Authority to Spend of £9.47m, funded from Capital Receipts, also being approved; with the total cost estimate to deliver Phase 1 being £10.48m;
- (b) That the change for the overall technical requirement from a single Enterprise Resource Planning (ERP) solution to a core technology platform, plus a number of best of breed applications in order to better meet the Council's requirements now and in the future, be noted, with it also being noted that this approach will enable the Council to benefit from the rapidly changing technology market;
- (c) That it be noted that all of the programme costs, whether revenue or capital are included under the banner of transformational change, and as such can be capitalised under the Government's Flexible Use of Capital Receipts Directive; with it also being noted that this funding source cannot be used to cover frontline revenue costs;
- (d) That it be noted that Phase 1 is part of a wider programme of works estimated to cost £18.48m, inclusive of phase 1; with it also being noted that additional approvals will be sought for the subsequent phases;

- (e) That it be noted that the Chief Officer (Financial Services) is the responsible officer for the procurement and implementation of phase 1 of the programme which is focused upon Financial Services; with it also being noted that the cross-Council programme board, chaired by the Chief Officer (Financial Services), will continue to provide oversight and challenge, and that Internal Audit are also reviewing such matters on a 3-monthly cycle and providing recommendations to the programme board.

## **ENVIRONMENT AND HOUSING**

### **66 Future of the Alderton Heights and Gipton Gates high rise and resident rehousing**

The Director of Communities, Housing and Environment submitted a report presenting proposals regarding the three Alderton Heights high rise blocks in Alwoodley, and the two Gipton Gate West and East blocks in Gipton. The report outlined the proposed approach, including the proposal for all residents to be rehoused, with appropriate support being provided, and for subsequent demolition to clear the sites in order to enable the development of new modern housing.

In presenting the report, the Executive Member for Environment and Housing outlined the key aspects of the proposed approach, highlighting the positive resident engagement which had taken place to date.

Responding to a Member's enquiry, the Board received further information on the proposal to award 'Band A' housing priority and direct let status to tenants of the blocks.

Members also received further information on the costings associated with the options considered, and the reasons as to why the option of demolition to clear the sites to enable the development of new modern housing was being proposed.

Regarding the carbon footprint of the proposed approach, it was noted that, should the recommendations in the report be approved, then the intention would be to submit a further report to the Board around proposals for the development of new housing, with it being undertaken that further information regarding the carbon impact could be included within that. In addition, and in response to a Member's specific enquiry, the Board also received further information regarding the number of quality, energy efficient homes that were proposed to be developed, subject to a further report being submitted to the Board.

### **RESOLVED –**

- (a) That the rehousing of residents of secure tenanted flats in the affected blocks, as detailed within the submitted report be approved, and that approval be given for Home Loss and Disturbance payments to be made to qualifying residents, with it being noted that such matters will

be supported by ongoing engagement with residents during implementation;

- (b) That the awarding of 'Band A' housing priority and direct let status to tenants of the blocks, be approved;
- (c) That the affected properties be declared as surplus, and that the suspension of lettings (to the flats and nearby garages), be approved, with any void properties being taken out of charge;
- (d) That approval be given for the negotiation and undertaking of the re-purchase of the leasehold flats, with approval also being given for compulsory purchase to be pursued, if a voluntary approach is unsuccessful;
- (e) That agreement be given that the buildings should be safely demolished, in order to create clear sites for future housing development;
- (f) That in parallel to the resolutions above, agreement be given that activity should be progressed to explore options for developing each site for new modern housing, and that this activity will inform a future report to the Executive Board presenting the revised proposals and the recommended options for the sites;
- (g) That expenditure of £5,339,200 from the Housing Revenue Account Capital Programme to deliver re-housing and building emptying activity, together with the development of design proposals for the redevelopment of the cleared sites for new modern housing, be authorised;
- (h) That it be agreed that Initial Demolition Notices and Final Demolition Notices will be served by the Council at the appropriate time.

(Under the provisions of Council Procedure Rule 16.5, Councillor Golton required it to be recorded that he abstained from voting on the decisions referred to within this Minute)

## **ADULT AND CHILDREN'S SOCIAL CARE AND HEALTH PARTNERSHIPS**

### **67 Implementation of Changes to the Adult Social Care Charging Policy 2022-23**

Further to Minute No. 97, 15<sup>th</sup> December 2021, the Director of Adults and Health submitted a report providing an update on the implementation of the changes to the Leeds City Council Charging Policy for non-residential Adult Social Care, as previously agreed by the Board, and which came into effect in April 2022.

In presenting the report, the Executive Member provided an overview of the key elements, including the current position regarding the income / savings

achieved by the changes made to the charging policy, updated information regarding the number of service users affected and details of support arrangements which had been put in place to accompany the changes.

In response to a Member reiterating concerns previously raised around the changes made to the charging policy, the Board received further detail and assurance around the principle of the changes which had been made.

**RESOLVED –**

- (a) That the successful implementation of the changes to the Charging Policy, as approved by the Board on 15<sup>th</sup> December 2021 (Minute No. 97 refers), be noted;
- (b) That the impacts on affected service users, together with how any risks have and continue to be mitigated, as detailed within the submitted report, be noted;
- (c) That it be noted that the revised expectation for potential income / savings achieved by the changes to the charging policy are £1,687,895 for the current financial year, with a potential full year effect of £2,974,528.

**68 Thriving: The Child Poverty Strategy for Leeds**

Further to Minute No. 141, 20<sup>th</sup> April 2022, the Director of Children and Families submitted a report providing a further overview of '*Thriving: The Child Poverty Strategy for Leeds*', and the ongoing work that sat underneath the strategy, including work that had occurred during and following the Covid pandemic. This report presented an update on each of the workstreams in terms of recent activities, outcomes and next steps, and also considered the impact that the national cost of living crisis continued to have upon local levels of poverty.

In presenting the report the Executive Member highlighted that the submitted report should be read alongside the 'Cost of Living' update report found later in the agenda within the Communities portfolio (Minute No. 73 refers).

As part of the introduction, the estimated scale of child poverty in Leeds was highlighted, together with the links between increased demand for social care support and the rise in the levels of those living in poverty. Further detail was also provided on the range of actions which continued to be taken in response to the issue of child poverty.

In considering the report and acknowledging the scale of the issues raised, a Member highlighted the importance of continuing to deliver preventative measures where possible, in order to support those in need. In response, the Board received assurances around the investment in preventative work which continued.

In response to a Member's enquiry regarding the potential for future reports to reflect upon educational attainment, the Board discussed the challenges that continued to be faced in the area of education provision.

**RESOLVED –**

- (a) That the strategic framework in place to mitigate the impact of child poverty, together with the work being undertaken by the Council and other partners in the key areas of activity, be endorsed;
- (b) That the need to promote the work of the 'Thriving' strategy across the city and in particular in each respective Executive Member's portfolio, in order to highlight the impact of poverty on children and their families, be acknowledged;
- (c) That it be noted that the responsible officer for such matters is the Deputy Director Children and Families.

**69 Recommendation to increase levels of Fee and Maintenance payments to Leeds Foster Carers and implement revised finance policy arrangements**

The Director of Children and Families submitted a report which presented recommendations for providing an uplift in the weekly fees and maintenance allowances paid to Leeds foster carers to ensure that cost-of-living increases did not disadvantage and impact negatively upon Leeds foster carers. The report also set out the proposed amendments and revisions to the foster carers finance policy which had been refreshed to address inequities in payment arrangements and to establish better certainty of payments in different circumstances.

In presenting the key points of the report, the Executive Member highlighted the vital role played by foster carers in Leeds, emphasised the importance of ensuring that the Authority remained competitive in this field to retain and recruit foster carers and noted that such finance arrangements had not been reviewed since 2014. Given the budget pressure that this proposal would create, it was acknowledged that directorate-wide work would continue to identify other budget savings.

In considering the report, the Board discussed a Member's comments regarding the levels of revised fee arrangements proposed to be paid to a foster carer for looking after a third and any subsequent children, and also regarding whether there was potential for such reviews of the finance arrangements to be undertaken more frequently.

In discussing the role of the private sector care providers in this field, and the high costs often associated with them, Members reiterated the crucial role played by the Council's foster carers, and the need to ensure that the Council remained competitive in this field to retain and recruit foster carers.

Responding to a Member's enquiry, clarification was provided on the reasons for the financial pressure which had emerged in relation to costs associated

with in-house foster carer provision, which was due to a change in the mix of skilled carers, when compared to what had been budgeted for. In addition, it was emphasised that all Looked After Children required skilled care, and as such the Authority would always look to encourage carers to continue to develop their skills in this area.

#### **RESOLVED –**

- (a) That the recommendation and associated funding for a 7% increase of maintenance allowances paid to Leeds foster carers, as detailed within the submitted report, be approved, and that approval be given to the uplift being implemented retrospectively, from the 1st April 2022;
- (b) That the recommendation and associated funding for a 5% increase for the fee element paid to Leeds foster carers, to be implemented retrospectively from the 1st April 2022, as detailed within the submitted report, be approved;
- (c) That the costs associated with the implementation of updated finance policies regarding costs associated with caring for Children Looked After by Leeds City Council and also the support arrangements for Leeds foster carers, be approved;
- (d) That it be noted that the associated costs arising from the resolutions above are greater than budgeted, with it also being noted that whilst the Children and Families directorate will draw up action plans to identify other savings to offset this, there is a risk that reserves may need to be used if other savings cannot be identified.

#### **ECONOMY, CULTURE AND EDUCATION**

##### **70 UK Shared Prosperity Fund**

Further to Minute No. 143, 20<sup>th</sup> April 2022, the Director of City Development submitted a report which provided an update regarding the UK Shared Prosperity Fund (UKSPF) and set out proposed high-level priorities for Leeds. The report sought endorsement of those priorities and agreement to delegate necessary authority to the Director of City Development to accept UKSPF funding and also to authorise year 1 delivery.

Responding to a Member's enquiry, the Board received further details on the breakdown of the funding allocation, the levels of funding being received when compared to that of the EU Structural and Investment Funds (ESIF), the timeframes by which such allocations would need to be spent and how the allocation would align to the 3 investment priorities. The Board also received further information on the provision of other complementary funding streams which were available.

In response to an enquiry, the Board received an update on the activity of the MP Engagement Group, in line with the requirement to consult with local MPs.

Members also received further detail on the process by which the added value arising from the investments made via this funding stream would be monitored and assessed.

**RESOLVED –**

- (a) That the high-level UKSPF priorities for Leeds, as detailed within the submitted report, be noted and endorsed;
- (b) That the necessary authority be delegated to the Director of City Development, in order to enable the Director to accept UKSPF funding (including Multiply) and contract with the West Yorkshire Combined Authority, subject to our priorities being accepted by UK Government;
- (c) That the Board authorise procurement and spend for year 1 delivery of the interventions, outputs and outcomes of UKSPF, as set out within the West Yorkshire Local Investment Plan, subject to approval by UK Government.

**71 Destination Marketing and International Relations Plan**

The Director of City Development submitted a report which sought approval to the Destination Marketing and International Relations Plan 2022- 2025: '*Connecting the Local to the Global*'. The report noted that the plan was part of an ongoing programme to reset and renew the work being undertaken in the current challenging economic environment and to reflect changes which had taken place regionally with the election of the first West Yorkshire Mayor in May 2021 and the closure of 'Welcome to Yorkshire' in early 2022.

The Board noted a comment made regarding the need to increase the provision of premium hotels in the city centre in order to enhance Leeds' status as a preferred conference destination, with Members being provided with an update on what had been achieved to date in this area, but with an acknowledgement that there was further work to do.

Responding to a Member's enquiry regarding the marketing of the Yorkshire brand following the closure of 'Welcome to Yorkshire', the Board received an update on the range of actions that continued to be taken collaboratively with partner organisations, with it being noted that active discussions continued on how regional marketing would be delivered in the longer term.

**RESOLVED –**

- (a) That the Destination Marketing and International Relations Plan 2022- 2025: '*Connecting the Local to the Global*', as detailed at Appendix 1 to the submitted report, be approved;
- (b) That the necessary authority be delegated to the Director of City Development, to enable the Director to implement the Plan.

## **INFRASTRUCTURE AND CLIMATE**

### **72 Leeds Food Strategy and Food Procurement Guidelines**

The Director of Resources submitted a report presenting a draft Leeds Food Strategy and which also provided the Food Procurement Guidelines, which had been introduced by the Council. The report highlighted the key themes and aims of the food strategy, noted the development work which had been undertaken to date and sought approval to undertake public consultation on the draft food strategy.

In presenting the report, the Executive Member highlighted the comprehensive consultative work which had been undertaken with stakeholders to help develop the draft strategy.

A Member highlighted the importance of encouraging public engagement in, and awareness of local food production, and in response to a specific enquiry, the Board received clarification on a statistic within the report that 'Leeds produces 49% of the calories it demands', with it being noted that this was purely from a calorific perspective, rather than in terms of the specific food consumed in the city.

#### **RESOLVED –**

- (a) That the draft Leeds Food Strategy, as detailed at appendix A to the submitted report, be approved;
- (b) That a public consultation exercise on the draft Leeds Food Strategy, be approved;
- (c) That the introduction of the food procurement guidelines at Leeds City Council, as presented at Appendix B to the submitted report, be noted.

(During the consideration of this item, Councillor Golton drew to the Board's attention the fact that he was Vice President of Leeds Allotment Federation)

## **COMMUNITIES**

### **73 Cost of living update report**

Further to Minute No. 25, 27<sup>th</sup> July 2022, the Director of Communities, Housing and Environment submitted a report providing an updated position on the Council's response to the cost-of-living situation in Leeds which built upon the report submitted to the Board in July 2022, and which detailed the actions being taken in response to new developments, both local and national, since the consideration of that previous report.

The Executive Member for Economy, Culture and Education introduced the report in the absence of the Executive Member for Communities. In doing so, the significant changes which had been experienced since the previously submitted report in July were highlighted, together with the key actions taken to mitigate against the impact of the cost of living issues being experienced. The scale of the challenges being faced and the levels of demand for relevant

services being experienced across the city were also highlighted. Finally, it was brought to the Board's attention by the Executive Member that due to recent changes in Government policy, sections 10 and 17 of the submitted report were no longer up to date.

In considering issues arising from the report, Members discussed the causes of the current financial challenges being experienced in the UK, whilst concerns were raised regarding the scale of the significant financial difficulties being faced in communities across Leeds. The Board also discussed the Government's current position regarding the Energy Price Guarantee, with a Member highlighting the importance of ensuring that communities were signposted to the support available to them.

The Board highlighted how communities were supporting each other in response to the challenges being faced, with emphasis being placed upon the need to ensure that where such community initiatives were being delivered, the Council looked to play a supportive role.

**RESOLVED –**

- (a) That, subject to acknowledging that sections 10 and 17 of the submitted report were no longer up to date (as referenced above) due to recent changes in Government policy, the contents of the submitted report, be noted, and that the approach being adopted, as detailed, be endorsed;
- (b) That it be noted that the Director of Communities, Housing and Environment will be responsible for overseeing and implementing any actions arising from the submitted report.

**74 Annual update on migration activity in Leeds**

Further to Minute No. 65, 20<sup>th</sup> October 2021, the Director of Communities, Housing and Environment submitted a report which provided a comprehensive update on migration activity in Leeds, including how Leeds, as a welcoming and compassionate city continued to respond to the range of migration issues being experienced through the collaborative work of the Council and its partners.

The Chief Officer, Safer Stronger Communities introduced the report in the absence of the Executive Member for Communities. In doing so, Members were provided with an overview of the key issues within the report, including the implications arising from national policy changes and global events, and the collaborative approach being taken by the Council and its partners in response to such matters.

**RESOLVED –**

- (a) That the contents of the submitted annual update report on migration, together with the full overview and insight, as detailed at Appendix 1, be noted, and that the approach adopted within the Migration in Leeds Strategy, as presented at Appendix 2, be endorsed;

- (b) That the responsibility of the Director of Communities, Housing and Environment for leading this work through the Council's Safer Stronger Communities programme, be noted;
- (c) That the responsibility of the Chief Officer for Safer, Stronger Communities in leading the work of the Leeds Strategic Migration Board which oversees delivery on the strategic, co-ordinated and inclusive approach towards migration in Leeds, be noted, together with the Chief Officer's responsibility for the work of the Council's migration and resettlement team which provides strategic and operational direction for the city;
- (d) That the intention to provide a further annual report in 2023 on migration activity in Leeds, be noted.

## **75 Anti-Muslim Prejudice**

The Director of Communities, Housing and Environment submitted a report which set out a Council and citywide approach towards supporting Muslim communities by addressing anti-Muslim prejudice, and which sought the Board's endorsement to adopt the Leeds definition of anti-Muslim prejudice, as presented within the report.

The Executive Member for Resources introduced the report in the absence of the Executive Member for Communities. In doing so, it was emphasised that a comprehensive and wide-ranging consultation exercise had been undertaken as part of the development of the Leeds definition of anti-Muslim prejudice. It was also noted that whilst the agreement of the definition would be a significant step forward, it was acknowledged that there was much work to do in the tackling such prejudice in society.

Members welcomed the proposals within the report and the work which had been undertaken to date, highlighted that the establishment of such a definition was needed, and looked forward to the work which continued in this area, including the establishment of the associated action plan.

In noting the Council's previous adoption of the International Holocaust Remembrance Alliance's working definition of Antisemitism, together with the work currently being undertaken in relation to anti-Muslim prejudice, it was suggested by a Member that next steps should include consideration of further actions which looked to address prejudice in other faiths and religions.

In considering the work which had been undertaken to develop the definition within the report, Members discussed the differences between the terms Islamophobia and anti-Muslim prejudice and the reasons for the approach being proposed.

In conclusion, Members welcomed the proposals and thanked all those who had contributed to the work in this area to date.

**RESOLVED –**

- (a) That the work of the Council undertaken to better understand the extent and perceptions of Anti-Muslim prejudice in the city, as detailed within the submitted report, be noted;
- (b) That the adoption of the Leeds definition of Anti-Muslim prejudice, as set out in paragraph 15 of the submitted report, be endorsed;
- (c) That it be noted that the Elected Members responsible for this work are the Executive Member for Communities, the Executive Member for Resources, and the Chair of the Hate Crime Strategic Board;
- (d) That the Board's endorsement be given to the Chief Officer, Safer and Stronger Communities to develop and implement an action plan, and report to the appropriate Elected Member led boards and the Director of Communities, Housing and Environment on this matter.

**DATE OF PUBLICATION:** FRIDAY, 21<sup>ST</sup> OCTOBER 2022

**LAST DATE FOR CALL IN  
OF ELIGIBLE DECISIONS:** 5.00 P.M., FRIDAY, 28<sup>TH</sup> OCTOBER 2022

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