

Public Document Pack

MEETING:	Cabinet
DATE:	Wednesday, 23 February 2022
TIME:	10.00 am
VENUE:	Council Chamber, Barnsley Town Hall
PUBLIC WEB LINK:	https://barnsley.public-i.tv/core/portal/webcasts

AGENDA

REGISTER TO ATTEND

This meeting will be webcast live and will be available to view via the Council's website.

Please note that in order to ensure that the meeting complies with current Covid-19 restrictions and public health advice, members of the public must pre-register if they wish to attend the meeting in person.

Anyone who wishes to attend should email governance@barnsley.gov.uk no later than 10.00am on Tuesday, 22 February 2022

1. Declaration of pecuniary and non-pecuniary interests
2. Leader - Call-in of Cabinet decisions

Minutes

3. Minutes of the previous meeting held on 9 February 2022 (Cab.23.2.2022/3) (Pages 3 - 8)

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.23.2.2022/4)

Petitions

5. Petitions received under Standing Order 44 (Cab.23.2.2022/5) (Pages 9 - 12)

Items for Decision/Recommendation to Council

Regeneration and Culture Spokesperson

6. Assessment of Bus Franchising Option for South Yorkshire (Cab.23.2.2022/6) (Pages 13 - 52)
RECOMMENDATION TO FULL COUNCIL ON 24 FEBRUARY 2022

To: Chair and Members of Cabinet:-

Councillors Houghton CBE (Chair), Andrews BEM, T. Cave, Cheetham, Gardiner, Howard, Lamb and Platts

Cabinet Support Members:

Councillors Cherryholme, Eastwood, Franklin, Frost, McCarthy and Tattersall

Chair of Overview and Scrutiny Committee

Chair of Audit Committee

Sarah Norman, Chief Executive

Melanie John-Ross, Executive Director Children's Services

Wendy Lowder, Executive Director Adults and Communities

Shokat Lal, Executive Director Core Services

Julia Burrows, Director Public Health

Neil Copley, Service Director Finance (Section 151 Officer)

Martin McCarthy, Service Director Governance, Member and Business Support (Monitoring Officer)

Michael Potter, Service Director Business Improvement and Communications

Katie Rogers, Head of Communications and Marketing

Anna Marshall, Scrutiny Officer

Paul Castle, Service Director Environment and Transport

Kathy McArdle, Service Director Regeneration and Culture

Corporate Communications and Marketing

Please contact Martin McCarthy on email governance@barnsley.gov.uk

Tuesday, 15 February 2022



MEETING:	Cabinet
DATE:	Wednesday, 9 February 2022
TIME:	10.00 am
VENUE:	Council Chamber, Barnsley Town Hall

MINUTES

Present Councillors Houghton CBE (Chair), Andrews BEM, T. Cave, Cheetham, Howard, Lamb and Platts

Members in Attendance: Councillors Cherryholme, Eastwood, Franklin, Frost and Tattersall

Members in Virtual Attendance: Councillor Gardiner

202. Declaration of pecuniary and non-pecuniary interests

The following Councillors declared a non-pecuniary interest:-

- Councillor Tattersall as Berneslai Homes Board Member in respect of Minute 207 (Medium Term Financial Strategy);
- Councillors Lamb and Frost as local ward councillors in respect of Minute Number 210 (Development of Parkside Sports Facility) ; and
- Councillor Houghton as a relative lived in the area in respect of Minute 211 (Dearne Hall Objection Report).

203. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 26 January 2022 had been called in.

204. Minutes of the previous meeting held on 26 January 2022 (Cab.9.2.2022/3)

The minutes of the meeting held on 26 January 2022 were taken as read and signed by the Chair as a correct record.

205. Decisions of Cabinet Spokespersons (Cab.9.2.2022/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 10 December 2021 were noted.

206. Petitions received under Standing Order 44 (Cab.9.2.2022/5)

It was reported that no petitions had been received under Standing Order 44.

207. Medium Term Financial Strategy 2022-25 (Cab.9.2.2022/6)

2022/23 BUDGET RECOMMENDATIONS

1. 2022/23 Revenue Budget, Capital Programme and Council Tax

RESOLVED THAT CABINET RECOMMENDS TO FULL COUNCIL ON 24 FEBRUARY 2022:

- a) that the report of the Service Director Finance (S151 Officer), under Section 25 of the Local Government Act 2003 at **Section 1** be noted, that the 2022/23 budget proposals be agreed and that the Chief Executive and Senior Management Team (SMT), in consultation with Cabinet Spokespersons, submit, for early consideration, detailed plans that ensure the Council's ongoing financial sustainability in 23/24 and beyond.
- b) that the revised Medium Term Financial Strategy (MTFS) and Budget Forecast for 22/23 to 24/25 contained at **Section 3** (supported by the suite of background papers in **Sections 3a – 3d**) be noted and that these are monitored as part of the arrangements for the delivery of the MTFS.
- c) that **£3.8M** of additional one-off funding received in the 2021 Local Government Finance Settlement be set aside pending further assessment of the emerging financial risks identified in the MTFS at **Section 3**.
- d) That provision of £10.7m to cover anticipated demographic and other cost pressures in Children's Social Care, Adult Social Care, Homes to School Transport and Waste Services be approved for inclusion in the budget as identified at **Section 3**.
- e) That additional service investment of £7.4m including Neighbourhood Services (grass cutting and clean up teams), Car Parking and the Glassworks be approved for inclusion in the budget as identified at **Section 3**.
- f) that the proposed efficiency savings in 22/23 highlighted in **Section 3** and detailed at **Section 5a** be approved for implementation and that the 23/24 efficiency savings also contained in **Section 5a** be noted with final approval to take place as part of the 23/24 budget setting process.
- g) that the Council's reserves strategy and updated reserves position at **Section 3b** be noted.
- h) that the proposed changes to the 22/23 fees and charges policy and accompanying schedule of charges set out at **Section 3d** be approved.
- i) to submit to Council for approval the cash limited budgets for each Service with overall net expenditure for 22/23 of £211.4M as highlighted in **Section 6a**.

- j) to consider the budgets for all services and approve, for submission into Council, the 22/23 – 24/25 budget proposals presented at **Sections 6a – 6c**, subject to Cabinet receiving detailed implementation reports where appropriate.
- k) to consider and approve the changes to the schools funding formula including the transfer of funding from the schools block to the high needs block and approve the proposed 22/23 schools block budget as set out at **Section 6d**.
- l) that the capital investment schemes totalling £56.2M (Section 7 Appendix 1), be included within the capital programme and released subject to receiving further detailed business cases where appropriate.
- m) to note the capital investment proposals of £310.8M (Section 7 Appendix 2) which are currently the subject of live external funding bids / specific Government announcements and thereafter to receive regular updates on their progress.
- n) that further detailed feasibility work / business case development be carried out on the capital investment proposals totalling £58.6M at (Section 7 Appendix 3)
- o) that the Chief Executive and SMT, in consultation with Cabinet Spokespersons, be required to submit reports into Cabinet, as a matter of urgency, in relation to the detailed General Fund Revenue Budget for 22/23 on any further action required to achieve an appropriately balanced budget in addition to those proposals set out above.
- p) that the Chief Executive and SMT be responsible for managing their respective budgets including ensuring the implementation of all approved saving proposals.
- q) that the Authority's SMT be charged with ensuring that the budget remains in balance and report regularly into Cabinet on budget / savings monitoring including any action required.
- r) that Cabinet and the Section 151 Officer be authorised to make any necessary technical adjustments to form the 22/23 budget.
- s) that appropriate consultation on the budget proposals takes place with the Trade Unions and representatives of Non-Domestic Ratepayers and that the views of consultees be considered by Cabinet and the Council.
- t) that the budget papers be submitted for the consideration of the full Council.

2. Council Tax 2022/23

RESOLVED:-

- 2.1 That Cabinet note the contents of **Section 3a** (22/23 Council Tax options) and that:
- a) the Council Tax Collection Fund net surplus as at 31st March 2021 relating to BMBC of £3.2M be used to reduce the 22/23 Council Tax requirement, in line with statute.
 - b) the 22/23 Band D Council Tax increase for Barnsley MBC services be set at 3.5% (1.5% for Core Council Services and an additional 2.0% for the Adult Social Care precept).
 - c) the Band D Council Tax for Barnsley MBC's areas be determined following confirmation of the South Yorkshire Police and Crime Commissioner and South Yorkshire Fire Authority precepts for 22/23.
 - d) the Band D Council Tax for areas of the Borough with Parish / Town Councils be determined following confirmation of individual parish precepts for 22/23.
 - e) additional Local Council Tax Support be provided to all eligible working age claimants in the form of a flat rate discount of £125 per claimant, and that all eligible claimants are further protected from any agreed council tax increase for 22/23.

3. Treasury Management Strategy & Policy Statement 2022/23

RESOLVED:-

- 3.1 that Cabinet approve the 22/23 Treasury Management Strategy and Policy Statement (included in the main papers at **Section 3c**) and specifically:
- a) approve the 22/23 Treasury Management Policy Statement (**Section 3c Appendix A**).
 - b) approve the 22/23 Minimum Revenue Provision (MRP) Statement (**Section 3c Appendix B**).
 - c) approve the 22/23 Borrowing Strategy at **Section 3c** including the full suite of Prudential and Treasury Indicators (**Section 3c Appendix C**).
 - d) approve the 22/23 Annual Investment Strategy at **Section 3e**.

208. Review of Peer Challenge Activity Across the Council (Cab.9.2.2022/7)

RESOLVED:-

1. The response to the 2019 Corporate Peer Challenge and the positive programme of peer reviews that have taken place across the Council since, was noted;
2. The proposed timeline for the next Corporate Peer Challenge and the suggested future programme of peer reviews was agreed;
3. The adoption of a centralised system for monitoring peer review activity and final reports was endorsed; and
4. It was agreed that the report would go to the Audit and Governance Committee for information and comments.

209. School Term Times and Holiday Dates for Community and Voluntary Controlled Schools (2023-24) (Cab.9.2.2022/8)

RESOLVED that the draft proposed term times and holiday dates for 2023-2024 be approved as outlined in Appendix 1 to the report.

210. Development of Parkside Sports Facility (Cab.9.2.2022/9)

RESOLVED that Cabinet approves:-

1. The release of £1.160M to front fund the construction of a new pavilion in compensation for loss of facilities at Rockingham Sports ground due to the development of land identified in the local plan and the construction of the new Hermes facility;
2. Approves the design and construction of the Parkside scheme to commence in 2022/23 financial year; and
3. Approves the submission of a joint bid with the Forge Partnership to the Football Foundation for the provision of an artificial grass pitch and the acceptance of the grant if successful. This is expected to be in the region of £0.700M.

211. Dearne Hall Road, Dearne Hall Lane and its side roads junctions of Millers View, Millers Grove and Dearne Hall Park, Barugh Green, Barnsley - 'No Waiting at Any Time Restrictions' Objection Report (Cab.9.2.2022/10)

Resolved that:-

1. The objections received are rejected for the reasons set out in this report and the objectors are informed accordingly;

2. The proposal to enact a Traffic Regulation Order (TRO) to introduce 'No Waiting at Any Time' restrictions on parts of Dearne Hall Road, Dearne Hall Lane and its side road junctions as shown on Appendix 1 of the report submitted is approved; and
3. The Head of Highways and Engineering and the Legal Service Director and Solicitor to the Council be authorised to make and implement the Traffic Regulation Order.

212. Exclusion of Public and Press

RESOLVED it was reported that Appendix B to the report at item number 213 (Glass Works and Town Centre Update) was not available to the public and press because it contained exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended), relating to the financial or business affairs of any particular person.

Accordingly, if the content of the appendix was to be discussed, the public and press would be excluded from the meeting.

213. Glass Works and Town Centre Update (Cab.9.2.2022/12)

RESOLVED that:-

1. The progress on the overall Glass Works scheme be noted;
2. The progress made in relation to the Glassworks leasing strategy be noted;
3. The revised budget envelope for the Glass Works scheme and the wider town centre redevelopment at a total capital cost of £210.6M, an increase of £0.6M, [noting that this increase will be contained within the total budget allocated to the scheme including resources set aside to operate the development on a day to day basis] be approved; and
4. The Council's capital programme be updated accordingly in line with Financial Regulations.

.....
Chair

BARNSELY METROPOLITAN BOROUGH COUNCIL

Report of the Chief Executive

Petitions received under Standing Order 44

1. Purpose of Report

To consider action in respect of petitions received by the Chief Executive under Standing Order 44.

2. Recommendations

- 2.1 That Cabinet agree the action to be taken in response to the petitions referred to in the report in line with the Council's Petitions Scheme.**

3. Background

- 3.1 The Council's Standing Order 44 requires that "All petitions relating to a matter over which the Council ... has authority or which affects the Borough shall be presented to the Chief Executive who shall refer them to the relevant officer for investigation."
- 3.2 The Petitions Scheme, which was revised in April, 2013, requires petitions to be reported into Cabinet. This report sets out recent petitions received and the recommended response.
- 3.3 Whilst the report of petitions to Cabinet fulfils this duty requirement, Cabinet may wish to consider further action, such as referring any petition to the relevant Area Council.

4. Details of Petitions Received

- 4.1 Details of the petitions received up to this meeting of Cabinet are set out in the appendix attached, including a recommendation of the action to be taken for consideration. Members should note that individual petitions will not be the subject of further reports to Cabinet unless this is specifically requested at the meeting when the petition is reported.

5. List of Appendices

- 5.1 Details of Petitions received.

6. Background Papers

Petitions presented to the Chief Executive. Available for inspection in the Council Governance Unit, Town Hall, Barnsley, except where the petitions contain Exempt Information.

Officer Contact: Martin McCarthy **Email:** governance@barnsley.gov.uk **Date:** February 2022

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Petitions received under Standing Order 44 - Cabinet – 23 February 2022

Issue	No. of Signatories	Date Received	Action recommended under the Petitions Scheme
<p>Pedestrian Crossing on Racecommon Road in Kingstone Ward, Barnsley</p>	<p>655 signatories (comprising 477 addresses within the Borough and 178 outside)</p>	<p>04/01/2022</p>	<p>We will always investigate any road safety concerns raised by residents, and as a member of the South Yorkshire Safer Roads Partnership, we work with agencies such as the local police and fire service to make our roads safer.</p> <p>Any new pedestrian crossing is required to meet the national assessment criteria, as set out in Traffic Signs Manual Chapter 6 – Traffic Control. The criteria take into account a number of factors, including:</p> <ul style="list-style-type: none"> ▪ traffic speed and volume ▪ how difficult it is for pedestrians to cross the road ▪ the number and nature of personal injury accidents, particularly those involving pedestrians ▪ the volume of traffic throughout a given day compared to the number of pedestrians crossing the road within a specific area – frequency of use ▪ site conditions/nature of the road and constraints ▪ funding and available resources <p>The traffic team will undertake an assessment of the location before the end of April, in line with the above, to determine whether it meets the criteria.</p>

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BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR PLACE TO CABINET ON 23 FEBRUARY 2022

Assessment of Bus Franchising Option for South Yorkshire

1. PURPOSE OF REPORT

- 1.1 To update Members on the bus franchising option being explored by SYMCA and to request their support for SYMCA to issue the notice of intention to prepare a formal Assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000.
- 1.2 This notice must be published before the formal assessment can be prepared. Following issue of the notice, SYMCA will be able to require operators to provide certain relevant information about the local services they operate to help develop its assessment.

2. RECOMMENDATIONS

- 2.1 Cabinet is asked to recommend to the meeting of full Council on 24 February 2022, that the proposal for SYMCA to issue the notice of intention to prepare a formal Assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000 be supported; and
- 2.2 To request that the Council are granted a formal opportunity by SYMCA to influence and shape what the assessment considers, either specifically within the prescribed requirements or have "other matters" included.
- 2.3 That the Council reserves the right to formally withdraw from the process at any stage if appropriate funding solutions cannot be found.
- 2.4 To request that, in parallel, SYMCA carry out a detailed projected cost of the current Bus Partnership model over a three and five year period to help facilitate side-by-side comparisons with future franchise costs.

3. INTRODUCTION

- 3.1 Work has been ongoing with the SYMCA (which now includes SYPTE) to develop a bus service for Barnsley and South Yorkshire that will:
 - Keep the wheels of the regional economy moving. Well-designed bus networks can enhance people's access to employment and other opportunities, ensuring that the benefits of economic growth can be more fairly distributed.

- Help the transition towards a zero-carbon future. By reducing the need for individual car use, overall CO2 emissions are lower in places where public transport ridership is higher.
- Provide opportunities for people. In rural areas they can provide an essential lifeline. Everywhere, they connect communities and promote social interaction.

3.2 National Bus Strategy: Bus Back Better (March 2021)

The National Bus Strategy (NBS, launched in March 2021, required every local transport authority in England to develop a Bus Service Improvement Plan (BSIP) and implement this through either a statutory enhanced partnership plan and scheme or a franchising scheme.

The Bus Back Better Strategy also specified that in order that bus services would continue to receive recovery funding, SYMCA had to agree to “commit to” entering into an Enhanced Partnership by June 2021 and to prepare a BSIP and submit to the Department for Transport by the end of October 2021.

3.3 Enhanced Partnership and Bus Franchising Models

These two models operate as follows:

Enhanced Partnership

An EP is a non-compulsory agreement between willing operators and local transport authorities. It extends what existing Bus Quality Partnerships can cover (e.g. the colour of buses, frequencies on certain routes, multi-operator ticket pricing) and gives more flexibility.

An Enhanced Partnership is underpinned by an EP Plan (EPP) and Scheme (EPS). Together these documents form a legally binding agreement between SYMCA and local bus operators. The agreement should give SYMCA a way to deliver the actions set out in the SY Bus Service Improvement Plan (BSIP), subject to funding availability.

If bus operators running 75 per cent of local bus services support an EPS, the scheme is compulsory for other bus operators. Authorities also become the traffic commissioner, responsible for the registration of bus services.

Franchising.

Franchising, sometimes referred to as local control, gives combined authority mayors similar powers to the Mayor of London over buses. On-the-road competition ends and this is effectively a commissioning model. Mayors, working with their local cabinets, specify the bus service in their region — the routes, fares, frequencies and quality of bus services. This is based on data from operators on ridership and profitability of the existing network. Operators bid to run services in return for a fixed fee paid by the Combined authority. Fares are set and collected by the CA.

3.4 Bus Service Improvement Plan (October 2021)

The SY BSIP was submitted to DfT at the end of October, setting out our vision for South Yorkshire’s Bus system. It was a major contribution to the Mayoral Transport

Strategy's vision to "build a transport system that works for everyone, connecting people to the places they want to go within the city region....and will be safe, reliable, clean, green and affordable'.

3.5 Enhanced Bus Partnership (Nov 2021)

The BSIP formed the basis of the SY Enhanced Partnership. This was approved as a course of action by SYMCA on 15 Nov and by BMBC Cabinet on 17 November 2021.

A formal notice was issued to our bus operators to inform them of our intention to enter into a Statutory Enhanced Partnership and to consult them on our Enhanced Partnership Plan (EPP) and Scheme (EPS) in November.

The Plan and Scheme are statutory documents which require consultation by law under the Transport Act 2000, section 138F. To ensure the public's views continue to inform the development of bus services in South Yorkshire, SYMCA are seeking feedback on the Enhanced Partnership Plan and Scheme in a [public consultation](#) which is running from Friday 7 January until Sunday 20 February 2022.

3.6 Exploring options for Bus franchising

In the BSIP, the MCA also committed to undertake a review of potential future delivery models for the South Yorkshire bus network. In the Plan, it was made clear that, whilst the Enhanced Partnership that would follow from the submission of this initial BSIP was the first delivery model that would be employed, other models could be more appropriate, or necessary, in the future to achieve all that is required to transform bus travel in SY. The other future alternative option to the EP was the franchising model.

To explore the benefits of franchising versus the Enhanced Partnership model SYMCA commissioned DLA Piper to produce a report which analysed how each could deliver the 40 bus improvement measures mapped out in the BSIP.

3.7 DLA Piper Report

The DLA Piper report, commissioned by SYMCA, advised that, whilst in theory a Partnership can deliver the BSIP ambitions, the operators always have the right to object and veto any aspect that they do not agree with. The report stated that, in their view, a franchise gives the control to deliver what is required at a cost and with risks. Consideration of the DLA Piper report and its findings by the MCA board has led to the proposal from SYMCA below.

4. PROPOSAL AND JUSTIFICATION

4.1 The proposal from SYMCA is laid out in the report which went to the MCA Board on 24 January (Appendix B) setting out the process to formally assess bus franchising as an option to deliver the Bus Service Improvement Plan (BSIP). It requested that the constituent Local Authorities consider the matter ahead of an additional MCA meeting on 25 March to determine whether to issue the notice of intention to prepare an assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000.

4.2 The proposal from SYMCA to prepare an assessment of a proposed franchising scheme

will analyse whether a franchising scheme could deliver additional benefits over an Enhanced Partnership and the resources required to realise these benefits. This would enable the MCA (and its constituent local authorities) to make an informed decision on the best model for future governance of bus services in South Yorkshire (noting that getting to a point of implementing franchising could take 4 years at the very least and more likely considerably longer. It should also be noted that the franchising process can technically be stopped at each of the stages of the overall process.

4.3 The DLA Piper Report laid out the various steps, potential timescales and estimated costs that SYMCA would need to work through to make a bus franchise scheme.

It should be noted that the entire process could take anywhere between 4 and 10 years (with significant risks of delays making it likely that a four-year timeframe is not achievable or realistic)

Step 1 covers the DLA Piper Report already presented to MCA Board.

This report supports the recommendation to the Council that Step 2 be entered into, i.e. notice of Intention to proceed, which would lead to Step 3, the preparation of a formal assessment of a proposed bus franchising scheme.

Step	Likely timescale (likely range)	Cost (likely)	Notes
1 - Initial Technical, Legal and Financial Evaluation	6 months (3 -12 months)	£150,000	DLA Piper have already carried out this initial evaluation, the findings from which are reflected in this paper.
2 - Notice of Intention to Proceed	1 month	N/A	This notice must be published before the assessment referred to in Step 3 can be prepared. Following issue of the notice, SYMCA will be able to require operators to provide certain relevant information about the local services they operate to help develop its assessment.
3 - Prepare Assessment of Proposed Franchising Scheme	12 months (9 -24 months)	£2,500,000	The 12 month estimated timescale is based on the assumption that SYMCA plan their approach to this as part of Step 1, and that information requests from operators can potentially be accelerated materially. There is now also Traffic Commissioner precedent for what information can be released, and much of the information required should now either be provided by operators anyway as open data or be

			<p>information that operators had to provide for the purposes of CBSSG.</p> <p>The key constraint on this step will be modelling required for the economic and financial cases – if SYMCA need to build or significantly adapt new models for the purposes of producing the business case, then this will extend the timescale.</p>
4 - Independent Audit of the Proposed Franchising Scheme	4 months (3 - 9 months)	£400,000	This timescale relies upon work to procure the auditor being carried out so that they are in a position to commence when assessment is complete.
5 - Formal Consultation on the Proposed Franchising Scheme	3 months (3 – 6 months)	£250,000	Longer period would assume a need to reconsult on certain aspects of the assessment/scheme. Section 123E(4) of the Transport Act 2000 lists statutory consultees (see section 3.5(a)(iii) below). Although there is not strictly speaking a requirement to consult with all of the public under the statute, it is likely that given the potentially significant impact of a decision to franchise on the public (and in particular users of public transport) either the public will be included within the statutory consultation or a parallel public consultation will be run.
6 - Consideration of Consultation Responses and Mayoral Decision	3 months (1 – 12 months)	£350,000	This will be dependent upon level of consultation responses. This assumes that a full public consultation is carried out, rather than purely consultation with express statutory consultees.
7 - Making the Franchising Scheme	1 month	N/A	Assumed period to reflect need to align with approvals
8 - Mobilisation and Implementation planning	18 months (12 – 48 months)	£500,000	This makes some assumptions including that there will be only a 6-9 month mobilisation and planning period (6 month minimum required by law), and that SYMCA will be in a position to commence procurement shortly after the decision is made with only a couple of months to complete document development.

			<p>This will mean that most document development will either have been done, or can be done using SYMCA/SYPTE existing templates.</p> <p>Note that any decision to break the procurement process down into staggered tranches etc. to aid mobilisation and the development of a procurement plan will lengthen time until all franchised services introduced.</p>
TOTAL	<p>48 months (4 years)</p> <p>Range of 33 - 113 months (3.75 – 9.4 years)</p>	£4,150,000	

- 4.4** Note that these figures assume that SYMCA has the organisational structure to manage the transition to franchising at different stages (as will need to be set out in the commercial case under any assessment). To the extent that additional resource is required within the organisation to manage this (either during the assessment period, or once a scheme has been made), this will increase costs.
- 4.5** Given these potential increases, it is likely the total cost of assessing and consulting on the franchising model for South Yorkshire, including provision for inflation and contingency, would be in the region of c £5 million over the proposed period.
- 4.6** This £5m estimated cost would simply be incurred in doing the development work to implement franchising and does not cover the eventual running and operating costs of any future franchising scheme.
- 4.7** Of more significance, there are likely to be further substantial costs associated with moving to a franchising model including transition costs [costs of transitioning to a franchising delivery model over a 5 or more year period], planned improvements to bus services / infrastructure which are currently unfunded and significant additional costs associated with maintaining existing bus services as a consequence of declining patronage and other factors.
- 4.8** Based on figures from the Transport for Greater Manchester [TfGM] franchising scheme and other local estimates these costs could be in the region of £200+ million over the period of the development / transition phases. These would have potentially huge consequences for the Council's budgets, council tax levels and services moving forwards [see the financial implications at Section 7 and the summary provided at paragraphs 7.11 to 7.13.

- 4.9 Currently Greater Manchester MCA are dealing with a legal challenge to franchising from the bus operators. This Judicial Review in the High Court has come about from bus operators Stagecoach and Rotala claiming that GMCA was ‘unlawful’ in relying on an assessment of the ‘cataclysmic’ impact of Covid-19 on its bus franchising proposals. While the costs of JR are not currently known, they will be substantial and in addition to the costs of assessing and delivering a bus franchising scheme
- 4.10 From a legal perspective, SYMCA may decide not to pursue the introduction of a franchising scheme at any point up until Step 7, when the Combined Authority would decide to make the franchising scheme and it is published. If SYMCA did not want to implement the franchising scheme after Step 7, the scheme would need to be revoked in accordance with the legislation provided that the statutory requirements for revocation were met.
- 4.11 Section 123N(2) of the Transport Act 2000 states: “(2) The authority or authorities may revoke the scheme only if they are satisfied that— (a) local services in the area to which the scheme relates are likely to be better if the scheme did not apply, (b) the continued operation of the scheme is likely to cause financial difficulties for the authority or any of the authorities, or (c) the burdens of continuing with the scheme are likely to outweigh the benefits of doing so.”
- 4.12 Should Cabinet agree to support the proposal from SYMCA to commission an assessment of the Bus Franchising operating model (per recommendation 2.1) the MCA will need to undertake extensive financial modelling and risk analysis activities as part of that assessment. This will need to include wider consideration/modelling of what that is likely to mean in terms of impact on the four constituent SY Local Authorities.
- 4.13 It should also be noted that all the extra costs that are set out above are only to provide the existing service and that any service improvements will require significant additional funding. The funding of the Bus Service Improvement Plan and subsequent failed bid to the Levelling Up fund will be considerable (LU bid was valued at £50Million to simply improve existing infrastructure and significantly more would be required to develop a fit-for-purpose infrastructure. This will be the case for either scenario – Enhanced Partnership or franchising. Both require significant investment to deliver the bus network and improvements required.

Further reports will be submitted to Cabinet to explore and evaluate these impacts should the proposal to commence the assessment of the franchising proposal be approved.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 The following alternative approaches have been considered:

Do nothing: The NBS effectively removed the choice of either retaining the status quo/doing nothing and forced the hands of Combined authority to adopt either the EP or the bus franchising route.

Retain the EBP and not explore franchising as an option: The EP has already been set up and will run the buses from April 2022 onwards. However, towards the

end of 2021, DfT advised SYMCA that the national BSIP funding available (to replace Covid Bus Service Support grant SSG) would be much less sizeable than originally suggested. This would have an impact on the viability of delivering the key measures mapped out in the BSIP. In November, the Spending Review informed SYMCA that the Levelling Up Fund bid (totalling £50 million) to support Bus Infrastructure improvements bid was not successful. This led to significant and late revisions in the early delivery commitments under the BSIP. It is likely that SYMCA will resubmit the BSIP improvements scheme under Levelling Up Round 2, should it be announced in budget process in March 2022. The BP will continue to operate from April 2022 onwards.

Further explore the franchising option: This proposal enables the MCA and Local authorities to gather detailed information and analysis on the benefits and disadvantages of a franchising model, as well as understanding the full financial and legal implications of the model. The preparation of a franchising assessment will determine whether the full suite of benefits in the BSIP can be delivered through a franchising model and will also model the costs. It is essential to consider this as an alternative to the BP model which will operate from April 2022.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 The vision for the bus network in SY was mapped out in the BSIP and would mean a transport network which would:

- Meeting the customers' fundamental transport needs
- Providing a reliable and attractive alternative to the car
- Offering value for money
- Supporting inclusive and sustainable economic growth
- Being accessible, integrated, simple and efficient
- Leading to a Net Zero system
- Using technology and data to improve connectivity, quality, and resilience
- Positively attitudes towards
- Grow patronage a financially and stable Learn Give buses Mechanism to achieve it

6.2 The BSIP also mapped out 40 measures required to deliver the vision for bus travel in South Yorkshire to ensure buses work for local places and people.

Potential Benefits if the BSIP was to be delivered would be:

- Greater stability of the bus network;
- Better transport connectivity, especially to rural and employment areas;
- Greater accessibility for disabled, young people, apprentices and the elderly;
- Less congestion on highway;
- Improved punctuality and reliability of services, with better frequencies;
- Improved and simplified Passenger Information;
- Expansion of the Travel Master Ticket;
- More Low Emission Buses;
- Maximum Fares for given routes or services.

- 6.3** It should be noted that most of the 40 measures within the BSIP can be delivered through an Enhanced Partnership, without the need for Franchising. The DLA Piper report highlighted the 40 measures and RAG-rated them to determine which would be capable of implementation under each model in order to compare them. Eight of the measures for the Enhanced Partnership are rated yellow where there are minor deliverability concerns; 6 are rated Amber; where elements of the activity can be delivered but there is a material risk of non-delivery of elements of the activity. It should be noted that there are no red ratings.
- 6.4** The DLA Piper report also states “The key point to note that there are none of the BSIP Prioritised Activities which we believe are wholly unable to be implemented under either option. However, there are several areas where partnership does not deliver as much and/or have as much certainty of delivery as franchising, and only limited areas where franchising would not be capable of delivering the BSIP with greater certainty.”

“The ability of franchising to be able to deliver more BSIP Prioritised Activities and/or deliver them better, needs to be balanced against the extent to which such delivery could be delayed or paused by legal challenge risk, as well as the long timescale for initial implementation which arises from the statutory process that is required to be followed”

7. FINANCIAL IMPLICATIONS

- 7.1** Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2** There are no direct financial asks of the Council arising from the specific recommendations included in this report – with the estimated £5M cost of developing a bus franchising model / undertaking a formal assessment to be funded by the MCA.
- 7.3** The detailed assessment will identify the potential short and long-term financial implications for the MCA / constituent authorities of moving to a bus franchising model [as compared to maintaining an Enhanced Bus Partnership].
- 7.4** However, Members should be aware that within the current context of bus service operations across South Yorkshire [e.g., declining patronage at al] and the basic principle that both control and risk of running bus services will transfer to the MCA under a franchising model, then it follows that there is a significantly increased financial risk to both the MCA / constituent authorities of doing so.
- 7.5** The not insignificant financial risk is summarised at paragraphs 7.10 to 7.12 with further background and context provided below.

Context

- 7.6** The Council currently pays the MCA a transport levy of £9.5M per annum [including an amount to pay for bus tendered services [commercially unviable routes].
- 7.7** There is an expectation that regardless of the adoption of a franchising model that the levy will need to increase in future years to address current and ongoing issues in delivering bus services:

- Likely reduction / ending of Government financial support to address operator revenue shortfalls due to the impact of COVID.
- Uncertainty as to whether passenger numbers will recover to pre-pandemic levels and the long-term impact of declining patronage on the financial viability of routes / services.
- Insufficient CRSTS / BSIP funding allocations to improve bus services.
- Significant cost inflation pressures within the bus system (salaries, fuel, fare rises, etc).
- Problems in maintaining current levels of service provision, noting that local operators are currently expressing their intent to begin rationalising existing services.

7.8 Indeed, if there is no continuation of Government financial support in the current financial year, it is likely that the MCA will need to provide additional financial assistance [perhaps in the region of £25 Million + in the next financial year], to prevent a widespread diminution in bus services across South Yorkshire.

Franchising Option

7.9 Under a franchising scheme, overall control, and balance of financial risk for bus services will transfer to the MCA [constituent authorities]. This is particularly important within the context of the current risks and issues facing bus services as outlined at paragraph 7.7.

7.10 Once complete the detailed assessment will set out the key cost and financial risks to the MCA of moving to a bus franchising model. In the meantime, the key areas of risk are as follows:

i) Scheme Development costs

The cost of developing a franchising model is estimated at £5M and will be funded from resources set aside within the MCA's financial plans. There is no immediate cost implication for the Council, although any escalation in that cost could result in a funding ask from district councils and / or more likely the opportunity cost foregone of diverting additional MCA resources from other investment opportunities.

ii) Transition Phase

Franchising models are complex, can take several years to develop and consequently may involve significant costs to transition from existing delivery models.

For example, implementing a franchising model at Transport for Greater Manchester involved costs of £134M+ to support their transition activities, including a £17.8M contribution from their 10 constituent local authorities.

Any transition costs will be determined by the detailed assessment of the model proposed for South Yorkshire, though it is possible that this will create a significant cost implication for the MCA / constituent authorities [see paragraph 7.11 – 7.13].

iii) Scheme Delivery

Under a franchising model routes, route frequencies, and the setting of fares become the responsibility of the MCA. Therefore, the ability of the scheme to raise sufficient farebox income to pay for commissioned services becomes a direct financial risk to the MCA.

Under a franchising scheme, shortfalls in farebox income and the potential impact on bus services would need to be addressed by the MCA from a combination of:

- a possible reduction in the size of the network / service frequency – which effectively means that any such decisions rest with the MCA / elected representatives rather than with commercial operators.
- Increased fares – again, this would effectively be a decision of the MCA rather than commercial operators.
- Increasing the level of public subsidy to operators to maintain services – would become an increased financial risk to the MCA and, within the context of declining patronage and other issues, could lead to significant additional financial pressure for the MCA / constituent authorities in the future.

iv) Capital Infrastructure Improvements / Bus Services Improvement Plan

The Bus Service Improvement Plan included over 40 measures to improve bus services / infrastructure across South Yorkshire with the initial programme of work estimated to cost circa £56 Million, this being the subject of an unsuccessful Levelling Up Fund bid:

<u>Programme Area</u>	Base Cost (£000's, Q1 2021 prices)
	£M
Travel Corridor Enhancement Programme	£22.8
Passenger Journey Improvement Programme	£29.1
Sustainable Transport Programme	£3.9
TOTAL	£55.8

Summary: Overall Financial Risk and Funding Issues

7.11 The following table outlines the scale of the potential financial implications of moving to a franchising model [based on estimates from TfGM / elsewhere and used in advance of more precise costs which will be determined as part of the detailed assessment stage]:

Step	Est. Rev Cost (£M)	Est. Cap Cost (£M)	Notes
Scheme Development	£5M	n/a	Estimated cost of developing a franchising model [to be funded from MCA earmarked reserves]
Transition Costs	* £134M	<i>NB: capital costs included within the overall £134M.</i>	* Estimate based on Transport for Greater Manchester to cover all revenue & capital expenditure, for example, [a] operating surplus / deficit over the 5-year transition period [b] risk provision [c] assets [including depots and other company assets] [d] implementation and technology e.g., bus equipment & branding, electronic ticket machines and operational staffing / transition team resources.
Bus Service Improvements / Capital Infrastructure		£56M	Initial phase of infrastructure improvement measures [does not provide for the full investment required to cover the cost of all 40 improvement measures].
Maintaining Existing Service Delivery	£25M+		Based on estimate of current funding shortfall to maintain existing services in 22/23.
TOTAL	£184M	£56M	

7.12 Funding for the above broad estimate of cost would need to be identified and, in the absence of a devo deal along the lines of the one seen in TfGM, is likely to have far reaching consequences for both the MCA and SY councils.

7.13 The funding shortfall would need to be met from a combination of:

Potential Funding Source	Possible impact on MCA	Possible impact on SY councils	Notes
MCA			
Mayoral Precept / Tax	Income to be raised via the levying of a new South Yorkshire wide council tax precept.	None directly though would likely be a significant increase in local Council Tax Bills – which could impact local collection rates.	
Increasing fares	Potentially increased income subject to demand forecasts.	None directly though social and economic impact of increased local fares.	
Reductions in Bus Services	Possible cost savings but social, economic, and reputational impact.	Social, economic, and reputational impact.	Reduction in routes, frequency, services, planned improvements.
Diverting other MCA resources	Reduction in resource to meet other MCA / district priorities	Reduction in resource to meet other council priorities.	
DISTRICTS			
Increased PTE Levy / Council Contributions	Income from additional contributions from District Councils	Likely impact: <ol style="list-style-type: none"> 1. Significant increase in PTE levy / local contributions 2. Local Council Tax rises 3. Cuts to local services 4. Reduction in reserves 5. Combination of above. 	In the absence of a TfGM devo deal there is the potential for a significant additional ask from SY councils e.g., £78 million of the £134m transition costs in TfGM came from the devo deal [£18m came from constituent authorities during the transition phase].

8. EMPLOYEE IMPLICATIONS

8.1 There are no direct employee implications from this proposal

9. LEGAL IMPLICATIONS

- 9.1 Section 123B requires the authority (in this case SYMCA) that proposes to make a franchising scheme covering the whole or any part of their area to prepare an assessment of the proposed scheme. Before it can undertake an assessment that authority must publish, in such manner as they consider appropriate, a notice stating that they intend to prepare such an assessment. In undertaking the assessment, the authority would have to comply with the provisions of s.123B and any statutory guidance issued.
- 9.2 If the Council does agree to support SYMCA in preparing an assessment under s123B that assessment must look at several prescribed matters, but other matters can also be included (see s123b extract below):

Section 123B...

(2) The assessment must—

(a) describe the effects that the proposed scheme is likely to produce, and
(b) compare making the proposed scheme to one or more other courses of action.

(3) The assessment must also include consideration of—

(a) whether the proposed scheme would contribute to the implementation of—

- (i) the authority's or authorities' policies under [section 108\(1\)\(a\)](#), [i.e. [local transport plan](#)] and
(ii) other policies affecting local services that the authority or authorities have adopted and published,

(b) whether the proposed scheme would contribute to the implementation by neighbouring relevant local authorities of—

- (i) those authorities' policies under [section 108\(1\)\(a\)](#), and
(ii) other policies affecting local services that those authorities have adopted and published,

(c) how the authority or authorities would make and operate the proposed scheme,

(d) whether the authority or authorities would be able to afford to make and operate the scheme,

(e) whether the proposed scheme would represent value for money, and

(f) the extent to which the authority or authorities are likely to be able to secure that local services are operated under local service contracts.

(4) Subsections (2) and (3) do not prevent inclusion of other matters.

- 9.3 Should the Council agree to SYMCA preparing an assessment under s123B, it is recommended that the Council have the opportunity to influence what the assessment considers, either specifically within the prescribed requirements or have “other matters” included. Recommendation 2.3 requests of SYMCA that BRNSLEY Council be formally consulted on the scope and terms of the assessment.
- 9.4 The initial proposal from SYMCA is for the formal assessment process to start by serving the legal notice under section 123C of the Transport act 2000. This does not categorically commit the Council/mayoral authority to a franchise model, only the first stage - formal assessment of the franchise model for South Yorkshire’s BSIP. The costs (and time) of the formal assessment would be saved if a decision not to proceed was taken at this stage. However, proceeding to undertake a formal assessment would give a greater detail about the costs and benefits as a whole which would make for a more informed decision on the impacts for Barnsley, including any legal impacts. If SYMCA do proceed the franchise model could still be ruled out at various later points in the process e.g., once the assessment report has been considered.
- 9.5 The proposed timescales seem potentially optimistic. GM first resolved to serve the assessment notice (what the Council is being asked to do in this report) in June 2017. It announced the decision to franchise this year and expects its first services to start in 2023 and be fully operational in 2024/5. This doesn’t take into account any further delay that may arise following the outcome of the current judicial review court proceedings.
- 9.6 There is a greater risk of legal challenge with a decision to franchise since bus contracts whose terms may be dictated by SYMCA in a franchise model may be more unfavourable to operators than the enhanced partnership model, where plans have to be agreed with certain percentages of operators – there may be a greater incentive for operators to challenge. The GM decision to franchise is currently the subject of a judicial review. This may increase costs, delay, and certainty of delivery
- 9.7 Given that SYMCA have committed to a statutory Enhanced Partnership in their decision in November 2021 there does not appear to be a risk to funding if a decision to start the franchise assessment process is delayed for further consideration. Nor does there appear to be a legal imperative to make the decision to start the formal assessment in the timescale the MCA has set.
- 9.8 It is recommended that the Council takes its own independent detailed legal advice on the initial assessment made by DLA Piper and the consequent proposal to franchise. Should this recommendation be adopted, it is suggested that external lawyers should be procured for this work since public transport is not an area the Council’s legal services have expertise in
- 9.9 To ensure any legal advice is focused, it would be important to identify in the Brief the particular areas of concern and objectives for the council. E.g., are there particular priorities for the Council amongst the BSIP priorities; are we most concerned about speed of implementation, flexibility to change terms according to market /policy changes, reducing costs to the authority SYMCA to maximise gainshare; effect on Glassworks and town centre; potential impacts on principal

towns; level of control over buses; legal and commercial risks and consequences of failure of franchise; decision making processes.

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 The BSIP has been drafted to map out how bus services to customers across SY could be improved and enhanced. This assessment will begin a process to determine how these improvements can be best delivered – either through the Enhanced partnership or the franchising model. Customers need to be at the heart of this assessment.
- 10.2 Should a Smart Ticketing option be introduced either through BP or Franchise model, this would require new hard and soft digital infrastructure. This would need to be funded by SYMCA and the bus operators themselves.

11. COMMUNICATIONS IMPLICATIONS

- 11.1 Bus franchising is a significant political issue for Mayoral Combined authorities and is a subject of political debate and lobbying in the Mayoral election on 5 May 2022. To take the decision to make a franchise involves a complex set of considerations and the purpose of the assessment will not be universally understood by the public, so a carefully measured communications plan would need to be developed around this with the SYMCA, with an eye to the wider political environment in South Yorkshire. This has been flagged with our Communications team and initial discussions around the handling of this have commenced.

12. CONSULTATIONS

- 12.1 No consultations are proposed at this stage.
- 12.2 If a decision is made to audit the franchising assessment and make a Franchising Scheme, there will be a period of public consultation in late 2023 or early 2024 following a period of statutory consultation with bus operators, which will require the support of the SYMCA and Local authority Communication and Marketing teams.

Further resource would be required by SYMCA to support the public consultation phase of the activity to drive engagement and participation

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 13.1 The commissioning of this assessment would potentially move South Yorkshire towards an improved bus service with better connectivity between our principal towns, town centre and the cities of Leeds and Sheffield. If franchising were determined to be the suitable delivery model, a well-managed scheme could contribute to Barnsley being a 'place of possibilities', support our Barnsley 2030 vision and a more equitable and inclusive economy, giving more people access to opportunities across the borough and in the region.

As there are seven steps in the franchising process and it can be halted at any of the stages, it is unlikely that the process would be completed within the timeframe of the current corporate plan, so the Council would need to adopt a long-term view of

this process. However, an excellent bus service and improved, affordable connectivity would support our key outcomes for B2030, including:

Healthy Barnsley:

- People can access the right support, at the right time and place and are able to tackle problems early.

Learning Barnsley:

- Children and young people aim high and achieve their full potential with improved educational achievement and attainment.
- Everyone has the opportunity to create wider social connections and enjoy cultural experiences.
- Lifelong learning is promoted and encouraged, with an increase in opportunities that will enable people get into, progress at and stay in work.
- Everyone fulfils their learning potential, with more people completing higher-level skills studies than ever before.

Growing Barnsley:

- Local businesses are thriving through early-stage support and opportunities to grow.

Barnsley is known as a great place to invest, where businesses and organisations provide diverse and secure employment opportunities, contributing to an economy that benefits everyone.

Sustainable Barnsley:

- People live in sustainable communities with reduced carbon emissions and increased access to affordable and sustainable energy sources.
- People can get around in Barnsley easier than ever, with an increase in cycle routes and better connections across the borough

14. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 14.1 A full EIA would need to be carried out as part of the Franchise assessment process. However, a well-designed affordable bus network and infrastructure across the borough would likely begin to address geographical exclusion and transport poverty.

15. TACKLING THE IMPACT OF POVERTY

- 15.1 Improved bus services would enable SYMCA to tackle transport poverty. This proposed assessment will enable the SYMCA to explore the optimal operating model to do this and the potential impacts on Barnsley.

16. TACKLING HEALTH INEQUALITIES

- 16.1 Improved bus services would have a positive impact on health inequalities. A full Health Impact Assessment would be required as part of the franchising Assessment

17. REDUCTION OF CRIME AND DISORDER

- 17.1 A well-managed bus service and bus infrastructure is essential to maintaining safe bus routes and travel for residents. The SYMCA assessment will go some way to

determining whether the Bus Service Improvement Plans proposed 40 improvement measures can be best delivered.

18. RISK MANAGEMENT ISSUES

18.1 Key risks attached to a bus franchising scheme are as follows:

- **Duration:** Any decision taken to enter into franchising is subject to a 'Five stage' Green Book assessment process which can take a significant period of time. In GM the proposed timescale was 3 years which was accelerated by the Mayor to 2 years, which many feel is not deliverable in the timescale. The delivery timescale for London was 9 years, although the complexity and scale of the network was a contributory factor in this instance.

- **Initial Implementation timescale:**

One of the key risks associated with franchising relate to the initial implementation of a franchising scheme. The DLA Piper report spells this out as follows:

“In particular, the statutory process required to make a franchising scheme, and the timescales then required to implement franchise contracts means that initial delivery of benefits under franchising scheme will take a number of years, and during this period the MCA would be dependent upon its existing partnerships to deliver benefits. The risk of transition continues through the introduction of franchising, and how this risk is managed may affect the outcomes. Finally, once in a franchise scheme, formal variation processes apply to services which means that whilst overall the MCA will have greater control over services, there may not be the same flexibility over more rapid service changes due to the need to follow consultation processes to effect change. Provided that this is implemented effectively however, this may be aligned with the BSIP requirements, in particular around limiting change.”...

“Any decision to introduce franchising will therefore need to take into account how to manage the transition period both in terms of cost and service impact, and whether the benefits of the end state in terms of more effective and certain delivery of a number of requirements of the BSIP outweigh the immediate implementation risks.”...

- **Delay:**

There is the possibility that bus operators can challenge decisions taken around franchising via requesting a Judicial Review. The Mayor of Greater Manchester with his cabinet approved a franchising scheme for Greater Manchester in March 2021, but Bus operators Stagecoach and Rotala are challenging the decision-making behind the £134.5m scheme in a judicial review hearing at the High Court. The bus companies claim the GMCA 'conducted an unlawful process and a flawed consultation' which failed to properly account for 'fundamental changes' brought about by the pandemic. The outcome of this JR is yet to be determined and has inevitably caused a delay in the process.

- **Transfer of Risk:**

An overarching risk to the MCA in pursuing franchising is the revenue risk transfer from commercial operators to the public sector. For example, if it is not possible to grow patronage or reduce operating costs to make the system sustainable, decisions

around changes in the level of service provision and associated policies become those of the MCA Board.

- **Continued decline of Bus Patronage and Super Tram:**

There is also a risk that as the bus market and Super Tram patronage continues to decline during the statutory process and transition period, which could mean that the subsidy cost at the point of making the franchising scheme is higher than anticipated at the start of the statutory process.

- **Political Risk:**

Given that any significant changes to the operation of the network are decided through a formal process via the SYMCA under a franchising model, this effectively makes Local Authority Leaders responsible for any changes to the network. Given the unpredictability of bus patronage in the next three years post-pandemic, it is possible that unpalatable decisions (such as reduction in bus routes, increase in parking charges to discourage car use, increase in Council Tax) may need to be made around local bus provision exposing political leaders to political fallout from local residents.

18.2 It could be argued that carrying out a full Assessment of the viability of Bus franchising for South Yorkshire would enable BMBC to have a full overview of the full range of risks and mitigations if Bus Franchising were to be adopted.

18.3 The 'Five-Stage' process for franchising would also support a measured approach to Risk

18.4 The Council would also develop its own Risk Register for franchising, which would detail all risks and mitigations for the Council

19. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

19.1 Connectivity between people and places supports positive mental health and wellbeing, so the outcome of the assessment could potentially have an impact on health inequalities. A full Health Impacts Assessment would need to be carried out on both the EP and Franchising models by SYMCA, with due regard to the Health and Wellbeing strategies of the constituent local authorities.

20. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

20.1 Not applicable in this instance

21. CONSERVATION OF BIODIVERSITY

21.1 The use of electric buses in the fleet as laid out in the BSIP would have a positive impact on air quality and increase biodiversity levels across the Borough

22. GLOSSARY

Not applicable

23. LIST OF APPENDICES

Appendix A: Transition example to Bus franchising - costs

Appendix B: SYMCA paper presented to MCA Board 24 Jan 2022

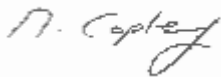
24. BACKGROUND PAPERS

- Timeline for Bus Improvements in South Yorkshire
- DLA Piper report (currently confidential)
- South Yorkshire Bus Review, 2020
- 'Bus Even Better' National Bus Strategy, March 2021
- South Yorkshire Route Analysis report (Mott Mc Donald), Summer 2021
- Bus Improvement Plan for South Yorkshire, October 2021
- Enhanced Bus Partnership Plan, Nov 2021
- Enhanced Bus Partnership Scheme, Nov 2021
- Bus Service Improvement Plan paper approved by Cabinet, 25 November 2021
- DfT refreshed Guidance to Enhanced Bus Partnership - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1002507/national-bus-strategy.pdf

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report author: Kathy McArdle, Service Director Regeneration and Culture

Financial Implications/Consultation



.....
(To be signed by senior Financial Services officer
where no financial implications)

Financial Implications:

Please Note: *This analysis has been provided in advance of any details being released by SYMCA regarding the options for delivering a sustainable franchising model other than scheme development costs. The financial risks/potential asks highlighted in this section are therefore largely generic to the bus franchising model.*

Clearly a much more extensive risk analysis including a detailed financial review of proposals will need to be undertaken should the Mayor and Leaders move to formally agree to the preparation of a franchising scheme assessment.

Assignment of Risk

Under a franchising scheme, the overall accountability and balance of financial risk for bus service delivery will transfer from private sector bus operators to SYMCA.

By association this is considered likely to have significant implications for the constituent SY Local Authorities in terms of, for example, local accountability relating to the continuation of those bus routes that may be commercial unviable but remain locally significant/desirable and accompanying that accountability the need to provide additional resources to support those routes. Transport levy increases to support delivery of the scheme are also considered a likely consequence of bus franchising.

This section of the report seeks to consider the associated financial risks/resource implications that could potentially impact on Council finances, dependent on the shape of any eventual scheme.

Strategic Context: Current Operational Challenges

The timing of the proposal is clearly not ideal given current market volatilities and the fact that bus patronage along with the financial sustainability of operations has been in decline for several years now. At present bus service provision is facing several significant challenges, including:

- Likely reductions/ending of government support for COVID related revenue shortfalls.
- Lack of confirmation / formalisation from the DfT of CRSTS or BSIP funding allocations.
- Uncertainty re passenger recovery to pre-COVID levels – the expectation that recovery may take several years.
- Significant cost inflation pressures within the bus system (salaries, fuel, fare rises, etc).
- Sustainability pressure on service provision, noting that local operators are currently expressing their intent to begin rationalising existing services.

The recent briefing note to MCA briefing note to the Mayor/SY Leaders acknowledges this, indicating that:

“These issues will start to impact bus services from early 2022 and will make maintenance of the current level of service provision challenging and constrain the delivery of the ambitious improvements set out in the BSIP.”

It is considered likely therefore that each above will, to varying degrees, exert additional financial pressures on bus services – services that are presently widely struggling to operate on a sustainable basis. These are issues that clearly need to be factored in when considering not only franchising but also the Enhanced Partnership model and more specifically the future impact on the transport levy paid by the Council.

It should be noted that currently the Council pays the MCA a transport levy of £9.5m per annum – there is an expectation that regardless of the adoption of a franchising model this will need to increase post-2022/23 to ensure sustainable transport strategies can be adopted.

Key Financial Risks/Asks Linked to the Stages of Bus Franchising Scheme Delivery

Delivery of the franchising scheme can be split into the following three distinct elements each of which may have potential cost implications for the Council:

1. **Scheme Development costs** – DL Piper have produced an initial desktop estimate of £5m, to be utilised over a 4-year period, for the MCA to develop a franchising scheme.

The report to be tabled at the 24 January 2022 MCA indicates that:

“Should the Board wish to proceed with the assessment exercise the (est. £5m) costs would, in the first instance, need to be underwritten from reserves. Allocating reserves to the activity would reduce the MCA’s financial resilience in the context of known risks and pressures that are likely to crystallise in the new financial year”.

***Potential Financial Impact on BMBC:** Whilst initially, the inference from the DL Piper report was that there may be a cost to the Council of supporting scheme development, either directly via a transport levy increase or indirectly via a reduction in the value of gainshare available to support local authority led schemes it now looks like the MCA are proposing the use of reserves to fund development costs – although it is suggested that possibility of a request for funding support from the Council is not entirely ruled out at this stage.*

Whilst the suggested use of MCA reserves has no direct financial impact on the Council if those reserves are used as the MCA report to be tabled on 24/01/22 indicates “Allocating reserves to the activity would reduce the MCA’s financial resilience in the context of known risks and pressures that are likely to crystallise in the new financial year.” Could this again potentially result in an ask to local authorities to restore the MCA’s financial resilience? Are these funds that could be more usefully and effectively deployed elsewhere?

2. **Transition Phase** – based TfGM experience this can take several years and is likely to be dependent on existing bus partnerships to deliver benefits via the transition period.

To provide an insight into the components of transition costs attached at Appendix A is a table showing the latest costs estimates for transition from TfGM.

Whilst at this stage details around transition for any future SYMCA scheme have yet to be formed it’s worth noting that transition will likely come with a significant cost i.e., based on the experience of the TfGM. Accepting that not directly comparable in scale to the SYMCA, TfGM **have produced a funding package totalling £134m+** to support their transition activities. This estimate includes a £17.8m contribution from their 10 constituent local authorities. The table below is provided to illustrate the type of funding elements TfGM intends using to support transition activities.

TfGM – Estimated Franchising Transition Costs

- £78.0m of Mayoral earn-back funds (part of TfGM’s Devo Agreement)
- £11.0m of precept raised as part of the Mayor’s 2019/20 budget for bus reform
- *£17.8m of contributions by local authorities as a proposed one-off increase in the statutory contribution in 2020/21 – to be deferred to the end of the (to approximately 2025/26) in the event the Proposed Franchising Scheme were to be introduced.*
- £5m of existing and forecast business rates pooling receipts held by TfGM.
- £22.7m of mayoral precept required from future years’ budgets

Potential Financial Impact on BMBC: *Whilst transition costs will clearly be dependent on scheme progression the potential exists for requests for contributions to support transition activities to come to the Council from the MCA – based on the TfGM experience where an average contribution of £1.78m was sought from each of their 10 constituent authorities.*

It is worth noting that the funding package proposed by TfGM contains funding sources not currently available to the SYMCA (for example business rates pooling receipts and mayoral precept income). Therefore, any decision to move the scheme to a transition stage would likely require a (yet to be determined) very different mix of funding.

3. Ongoing Scheme Delivery

Issues around local accountability and financial risk in relation to bus franchising comes via the ability of the Scheme to raise sufficient farebox income to support franchised services. The inherently sensitive/variable nature of this income stream introduces a significant element of uncertainty to franchising – as illustrated during the pandemic and the resultant changes (long term/short term?) in customer behaviour.

Under a franchising scheme, shortfalls in farebox income would most likely result in a reduction in the size of the network and/or increase fares or by the MCA seeking to introduce more funding to support the services. The former requiring political consideration locally and the latter creating financial pressure and uncertainty.

Should “more funding” be required, the key question is where would it come from? TfGM in their Assessment of funding options suggested a Mayoral precept, resetting the statutory contribution baseline provided by the local authorities and central government.

Potential Financial Impact on BMBC: *The inference above being that LA’s may be required increase the amount of funding they contribute via their levy/concessionary fares contributions to cover off shortfalls in farebox income.*

Any increase in contributions from the Council to support franchising activities would naturally draw finite resources away from other priority areas, causing pressure elsewhere in Council budgets. This is particularly pertinent at a time when there is widespread uncertainty around local government finance and increasing pressures emerging around for example social care provision.

It is worth noting that under the TfGM consultation on franchising some of the constituent authorities were clear that, despite being generally supportive of the Proposed Franchising Scheme

this support was conditional on there being no further funding requirements from the local authorities.

For example, Bolton Council, in its consultation response, made support for the Proposed TfGM Franchising Scheme conditional upon not resulting in extra financial burden on local authorities: “The most significant risk to the scheme will be how it is funded. We appreciate that at this stage that farebox risks are anticipated to sit with TfGM, however we have concerns with regards to shortfalls in funding and ongoing Council Tax precepts on residents.

However, it is important to stress and make it conditional that the franchising option must not lead to increasing and ongoing extra financial burden on the ten councils.”

It also highlighted that: “... it has to be said that a strongest possible case needs be made to the Government to make good the stark difference that exists between the subsidy towards public transport in Greater London compared to North West; with figures of nearly £2,000 and £500 a head respectively. In other words, Greater Manchester cannot hope to have London style transport without substantial increase in funding from the Government; otherwise, a disproportionate burden would fall on local taxpayers, which is not possible because of other budget pressures. We have real concerns over the level of additional precept on council tax over the coming years and cost for residents at the time of uncertainty as many seek to recover economically in a post- COVID world.”

*A further point to consider is around **the funding of infrastructure** to support the scheme and the implications that this may have for the Council. Further work will be required to determine infrastructure implications. Interestingly however reference to the TfGM seems to indicate that from their perspective the decision to implement a franchising scheme remains separate to their infrastructure plans, per below.:*

“Implementing the Proposed Franchising Scheme would not distract attention from developing infrastructure and other measures – this work is ongoing as set out in GMCA’s Five Year Transport Delivery Plan 2021-2026 (Jan-21), which includes, amongst other interventions to support bus, proposals for Quality Bus Transit corridors across GM trips and measures to tackle bus pinch points to improve the reliability of bus journeys, starting with the funding of £22 million from the Transforming Cities Fund announced by GMCA in January 2021 – and would not be advanced by a decision not to implement to Proposed Franchising Scheme.”

Appendix A

TfGM – Estimated Bus Franchising Transition Costs

(Extract taken from GMCA “Covid-19 Impact on bus franchising report)

<https://greatermanchester-ca.gov.uk/media/4016/tfgm-covid-19-impact-on-bus-franchising-report-final-191120-1936-amended-060121.pdf>

FRANCHISING - NOMINAL NET INCOME AND COSTS:	FY 19/20	FY 20/21	FY 21/22	FY 22/23	FY 23/24	FY 24/25	TOTAL
	£ms	£ms	£ms	£ms	£ms	£ms	£ms
Operating Account							
Operating surplus / (deficit)	-	(0.0)	(2.8)	(5.6)	5.0	15.2	11.8
Quantified Risk							
P80 Quantified Risk Allowance	(0.9)	(5.5)	(7.4)	(5.5)	(8.4)	(8.5)	(36.2)
Assets							
Depot repayment and financing costs net of rental income	-	(0.0)	(0.4)	(1.1)	(3.3)	(4.4)	(9.2)
Implementation and technology							
Transition resource costs	(2.0)	(8.0)	(5.9)	(4.1)	(0.6)	-	(20.6)
Incremental resources (Staff, IS and other)	-	(1.5)	(4.8)	(6.7)	(6.9)	(5.7)	(25.6)
Information systems	(0.7)	(8.0)	(7.3)	(1.2)	(1.1)	(1.3)	(19.6)
On bus equipment and branding- Wi-Fi, driver radio, telematics, CCTV	-	-	(2.3)	(2.1)	(3.4)	0.1	(7.7)
Electronic Ticket Machines and AVL (ITS)	-	-	(5.2)	(4.4)	(6.3)	1.0	(14.9)
Subtotal: Implementation costs	(2.7)	(17.5)	(25.5)	(18.5)	(18.3)	(5.9)	(88.4)
NET FUNDING REQUIREMENT	(3.6)	(23.0)	(36.1)	(30.7)	(25.0)	(3.6)	(122.0)

Table excludes a further provision of £12.5m related to escalated concessionary fare costs

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Friday, 14 January 2022

To: Members of the MCA - Mayoral Combined Authority Board and Appropriate Officers

NOTICE OF MEETING

You are hereby summoned to a meeting of the South Yorkshire Mayoral Combined Authority to be held at **South Yorkshire Mayoral Combined Authority, 11 Broad Street West, Sheffield S1 2BQ**, on: **Monday, 24 January 2022 at 10.00 am** for the purpose of transacting the business set out in the agenda.



Dr Dave Smith
Chief Executive

Webcasting Notice

This meeting will be streamed live or subsequent broadcast via the Mayoral Combined Authority's website.

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By entering the meeting room, you are consenting to be filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.



You can view the agenda and papers at www.sheffieldcityregion.org.uk or use a smart phone camera and scan the QR code:

Member Distribution

Mayor Dan Jarvis MBE (Chair)
Councillor Chris Read (Vice-Chair)
Councillor Terry Fox
Councillor Sir Steve Houghton CBE
Mayor Ros Jones CBE
Councillor Alex Dale
Councillor Steve Fritchley
Councillor Tricia Gilby
Councillor Simon Greaves
Councillor Garry Purdy

SCR Mayoral Combined Authority
Rotherham MBC
Sheffield City Council
Barnsley MBC
Doncaster MBC
NE Derbyshire DC
Bolsover DC
Chesterfield BC
Bassetlaw DC
Derbyshire Dales DC

MCA - Mayoral Combined Authority Board

Monday, 24 January 2022 at 10.00 am

Venue: South Yorkshire Mayoral Combined Authority,
Broad Street West, Sheffield S1 2BQ



Agenda

Agenda Ref No	Subject	Lead	Page
1.	Welcome and Apologies	Mayor Dan Jarvis	
2.	Announcements	Mayor Dan Jarvis	
3.	Urgent Items To determine whether there are any additional items of business which by reason of special circumstances the Chair is of the opinion should be considered at the meeting; the reason(s) for such urgency to be stated.	Mayor Dan Jarvis	
4.	Items to be Considered in the Absence of Public and Press To identify where resolutions may be moved to exclude the public and press. (For items marked * the public and press may be excluded from the meeting.)	Mayor Dan Jarvis	
5.	Voting Rights for Non-constituent Members To identify whether there are any items of business that apply only to the South Yorkshire Members of the Mayoral Combined Authority, ie, where it would not be appropriate for non-SY Members to have voting rights.	Mayor Dan Jarvis	
6.	Declarations of Interest by individual Members in relation to any item of business on the agenda	Mayor Dan Jarvis	
7.	Reports from and questions by members	Mayor Dan Jarvis	
8.	Receipt of Petitions	Mayor Dan Jarvis	

9.	Public Questions	Mayor Dan Jarvis	
10.	Minutes of the meeting	Mayor Dan Jarvis	7 - 16
11.	Options to Support the Delivery of the Region's Bus Service Improvement Plan (BSIP)	Stephen Edwards	17 - 24
12.	Gateway East Governance Proposals	Martin Swales	25 - 28
13.	The Yorkshire and Humber Climate Change Plan	Martin Swales	29 - 84
14.	Approval of the South Yorkshire Flood Catchment Plan	Colin Blackburn	85 - 144
15.	ZEBRA Business Case	Pat Beijer	145 - 152
16.	Business Support Funding	Muz Mumtaz	153 - 156
17.	2021/22 Budget Revision 3	Gareth Sutton	157 - 188
18.	Budget and Business Plan Development	Gareth Sutton	189 - 212
19.	South Yorkshire Renewal Fund: Progress Update	Gareth Sutton	213 - 220
20.	Programme Approvals	Gareth Sutton	221 - 274
21.	Appointment of External Auditors	Gareth Sutton	275 - 290
22.	Annual Review of Assurance Framework	Dr Ruth Adams	291 - 356
23.	Delegated Authority Report	Dave Smith	357 - 366

Date of next meeting: Monday, 21 March 2022 at 10.00 am

At: South Yorkshire Mayoral Combined Authority, 11 Broad Street West, Sheffield S1 2BQ

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Mayoral Combined Authority Board

24 January 2022

Options to Support the Delivery of the Region's BSIP

Is the paper exempt from the press and public?	No
Purpose of this report:	Policy Decision
Is this a Key Decision?	Yes
Has it been included on the Forward Plan?	Yes

Director Approving Submission of the Report:
Stephen Edwards, Executive Director (SYPTTE)

Report Author(s):
Pat Beijer
pat.beijer@southyorkshire-ca.gov.uk

Executive Summary

This report sets out the process to formally assess bus franchising as an option to deliver the Bus Service Improvement Plan (BSIP). It recommends that the Constituent Local authorities consider the matter ahead of an additional MCA meeting in early March 2022 to determine whether to issue the notice of intention to prepare an assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000.

What does this mean for businesses, people and places in South Yorkshire?

The process of assessing a franchising scheme would enable the MCA to fully consider whether a bus franchising scheme would be the preferred model to support the delivery of the MCA's ambitions for the bus service network in South Yorkshire, as set out in its Bus Service Improvement Plan.

Given the time required to complete a franchising assessment, the work to establish and implement the Enhanced Partnership between the MCA and bus operators continues, as approved by the MCA on 15 November 2021.

Recommendations

It is recommended that the Board:

- a) Consider the content of this report ahead of an additional MCA meeting in early March 2022, when the Board will determine whether to issue the notice of intention to prepare an assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000.

Consideration by any other Board, Committee, Assurance or Advisory Panel

Mayoral Combined Authority Board
Transport and the Environment Board

15 November 2021
21 October 2021

1. Background

- 1.1 The National Bus Strategy guidance issued by the DfT, set out the requirement for MCAs and Local Authorities (LAs) to enter into an Enhanced Partnership to access BSIP funding.
- 1.2 The MCA submitted an ambitious Bus Services Improvement Plan (BSIP) to the Government on 29 October 2021. The MCA of 15 November 2021 approved the issuing of a notice to operators of the proposal to make an Enhanced Partnership Plan and Scheme and enter into a period of statutory consultation with operators of qualifying local bus services, followed by a period of public consultation.
- 1.3 The initial BSIP submitted to the DfT on 29 October 2021 left consideration of an alternative delivery model of franchising open as an option. It stated:

“The Enhanced Partnership was agreed by the MCA as the most appropriate means of delivering the initial set of activities contained within this Initial BSIP as well as enabling access to future funding. The intention is for the Enhanced Partnership to be in operation for a five year period from April 2022, matching the multi-year funding allocation through the CRSTS, albeit noting that there is a requirement to refresh the BSIP on an annual basis. However, it is not the only delivery model available to the Mayor and the MCA for all of the prioritised activities contained within this Initial BSIP. The prioritised activities within this document will also be used to undertake an initial assessment of the legal, financial and technical aspects of a number of future delivery models, including franchising, so that a clear preference can be identified as to the most appropriate mechanism to secure the required improvements beyond the proposed Enhanced Partnership.”

2. Key Issues

- 2.1 There are significant operational challenges ahead and prior to a franchising assessment and subsequent steps could be completed. These issues are not specific to any particular model of bus governance and will need to be considered whichever approach is taken.
 - Likely reduction/ending of government Covid subsidy support for buses
 - Passenger recovery to pre-COVID levels is expected to take several years
 - Significant cost inflation pressures within the system (salaries, fuel, fare rises, etc)

The combination of these issues is likely to place pressure on the level of services operated in South Yorkshire without additional public funding support. The implications of any changes to services will need to be reflected in the assessment process.

3. Options Considered and Recommended Proposal

3.1 Option 1

Consider the content of this report ahead of an additional MCA meeting in early March 2022, when the Board will determine whether to issue the notice of intention to prepare an assessment of a proposed franchising scheme in accordance with S.123C of the Transport Act 2000.

3.2 Option 1 Risks and Mitigations

This approach will assess whether a franchising scheme could deliver additional benefits over an Enhanced Partnership and the resources required to realise these benefits. This would enable the MCA to make an informed decision on the best model for future governance of bus services in South Yorkshire (noting that getting to a point of implementing franchising could take 4 or 5 years and the franchising process can technically be stopped at each of the stages of the overall process – See Annex A for steps and timelines).

3.3 Recommended Option

Option 1

4. Consultation on Proposal

4.1 The approvals sought here do not give rise to starting a formal consultation process.

5. Timetable and Accountability for Implementing this Decision

5.1 If the MCA decide to progress the assessment of franchising at an additional MCA meeting, the indicative timeline for Issuing a Notice is within 1 month of the decision having been made and it would take around 12 months for the assessment to be completed (see appendix A).

6. Financial and Procurement Implications and Advice

6.1 The costs of the assessment exercise are forecast to be in the region of £3m. These costs are not currently budgeted in-year nor in longer-term forecasts. To complete the franchising activity, it is forecast that a further £2m of resource would be required.

Should the Board wish to proceed with the assessment exercise the costs would, in the first instance, need to be underwritten from reserves. Allocating reserves to the activity would reduce the MCA's financial resilience in the context of known risks and pressures that are likely to crystallise in the new financial year.

7. Legal Implications and Advice

- 7.1 Section 123B requires an authority that proposes to make a franchising scheme covering the whole or any part of their area to prepare an assessment of the proposed scheme. Before it can undertake an assessment that authority must publish, in such manner as they consider appropriate, a notice stating that they intend to prepare such an assessment. In undertaking the assessment, the authority would have to comply with the provisions of s.123B and any statutory guidance issued.

8. Human Resources Implications and Advice

- 8.1 None as a consequence of this report.

9. Equality and Diversity Implications and Advice

- 9.1 None as a consequence of this report.

10. Climate Change Implications and Advice

- 10.1 The Initial BSIP/Enhanced Partnership Plan sets out the scale of change required to meet the region's net zero targets by 2040. Transport represents 39% of the region's carbon footprint as well as being a large contributor to poor air quality in our urban centres, whilst zero emission buses will not on their own meet our reduction targets, a clean and reliable public transport system is vital in achieving the required modal shift from private cars.

At present the region does not have any zero emission buses and the BSIP identifies the trajectory, costs and initial projects that could begin the transition from diesel to alternative fuels – some of these initial projects are included in the initial Enhanced Partnership Scheme and these could be transferred to a Franchising Scheme.

11. Information and Communication Technology Implications and Advice

- 11.1 None as a consequence of this report.

12. Communications and Marketing Implications and Advice

- 12.1 If a decision is made to audit the franchising assessment and make a Franchising Scheme, there will be a period of public consultation in late 2023 or early 2024 following a period of statutory consultation with bus operators, which will require the support of the Communication and Marketing teams.

Further resource will be required to support the public consultation phase of the activity to drive engagement and participation.

List of Appendices Included

- A Steps and likely timeline of the franchising process

Background Papers

South Yorkshire Bus Service Improvement Plan (Initial Version) – October 2021

<https://southyorkshire-ca.gov.uk/explore/transport>

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Appendix A - Steps and likely timeline of the franchising process

Key steps	Date	Likely time (months)
1 - Initial Technical, Legal and Financial Evaluation	Complete	6
2 - Notice of Intention to Proceed		1
3 - Prepare Assessment of Proposed Franchising Scheme		12
4 - Independent Audit of the Proposed Franchising Scheme		4
5 - Formal Consultation on the Proposed Franchising Scheme		3
6 - Consideration of Consultation Responses and Mayoral Decision		3
7 - Making the Franchising Scheme		1
8 – Transition period and implementation		18
OVERALL ESTIMATES		48

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