



Name of meeting: Economy and Neighborhoods Scrutiny Panel

Date: 18 October 2022

Title of report: Progress Update on Huddersfield, Heckmondwike and Dewsbury Bus Station Projects (Transforming Cities Fund Programme)

Purpose of report: To provide an update on each of these projects and next steps.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Not Applicable
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u>	No Private Report/Private Appendix – No
The Decision - Is it eligible for call in by Scrutiny?	Not Applicable
Date signed off by <u>Strategic Director</u> & name	David Shepherd – 6 October 2022
Is it also signed off by the Service Director for Finance?	No decision is being sought which has financial implications at this stage.
Is it also signed off by the Service Director for Legal Governance and Commissioning?	No decision is being sought which has legal/governance implications at this stage.
Cabinet member <u>portfolio</u>	Cllr Firth and Cllr Turner

Electoral wards affected: Newsome, Heckmondwike and Dewsbury East (indirect implications for bus services for other Kirklees wards)

Ward councillors consulted: Newsome, Heckmondwike and Dewsbury East Ward Councillors

Public or private: Public

Has GDPR been considered? Yes – this report does not contain any personal data

1. Summary

- 1.1- The Transforming Cities Fund (TCF) is a national sustainable transport fund administered by the Department for Transport (DfT) for delivery of sustainable transport projects. Kirklees Council has worked with West Yorkshire Combined Authority (WYCA) and other partners to develop a TCF Bid for Leeds City Region. The original bid was submitted to government in November 2019 by WYCA. To date the Combined Authority has indicatively approved over £75m of sustainable transport initiatives including bus station improvements and active travel schemes across Kirklees district. Kirklees Council are responsible for the delivery of the majority of these schemes, however the Combined Authority is leading the delivery of schemes at Dewsbury and Huddersfield bus stations as they own and operate these facilities.

- 1.2- From 22/23 the West Yorkshire elements of Transforming Cities Fund have been incorporated into the Government's City Region Sustainable Transport Settlement, which is a five- year settlement from Government. This means that the timescales for delivery of the projects and programme have been eased from the original deadline of March 2023. However, there is still an expectation that the TCF projects will be delivered early in the 5-year settlement to demonstrate effective and efficient delivery to Government, and projects should continue to progress as per their approved programmes. WY leaders have also committed to progressing the "higher scenario" of schemes making the overall funding for the programme across the region £457m and enabling the prospect of the schemes have greater transformational benefits (<https://westyorkshire.moderngov.co.uk/documents/s25608/Item%207%20-%20TCF%20Programme%20Review.pdf>)

- 1.3- The Leeds City Region Vision and Objectives for the TCF Programme are shown below (next page):

Leeds City Region TCF Vision

"Connecting people to economic and education opportunities through affordable, sustainable transport, boosting productivity and helping to create cleaner, healthier and happier communities for the future"

Objective	Description
Enabling inclusive growth 	To enable as many people as possible to contribute to and benefit from economic growth, and contribute to improved health and wellbeing of our residents.
Boosting productivity 	Working with our businesses and universities to close the productivity gap, create thousands of jobs and add substantially to our economy.
Supporting clean growth 	Achieving our target for a net zero carbon economy by 2038 through lowering carbon emissions and taking advantage of new innovations to create jobs and growth.
Delivering 21st century transport 	Creating a transport system which addresses the challenges we face around capacity, connectivity, sustainability and air quality.

1.4- What the Transforming Cities Fund means for West Yorkshire:

- More accessible, affordable, and attractive greener transport options
- Supporting sustainable and inclusive growth
- Connecting people to economic and education opportunities
- Happier and healthier communities for the future
- A reduction in transport-based carbon emissions

1.5- Developing a 21st Century transport system is central to the West Yorkshire Combined Authority's vision of building a strong, successful, zero carbon economy that provides a great quality of life for everyone who lives and works in the region. Providing an accessible, attractive, and cleaner alternative to car journeys is at the heart of the Leeds City Region Transforming Cities Fund (TCF).

1.6- Communities across Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, and York are set to benefit from the schemes, which include new or improved bus and rail stations, cycling and walking infrastructure, and new Park and Rides. The programme is focused on connecting people in the communities of greatest economic need with job and training opportunities. This will, in turn, help boost productivity, living

standards and air quality, creating happier, healthier communities for the future.

- 1.7- Across the Leeds City Region, it is estimated 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.
- 1.8- WYCA conducted a comprehensive process of determining how and which projects might be funded across the Leeds City Region, recognising that there would be more projects than the Government funding could cover. District partners were asked to submit long lists of potential projects and the programme was signed off by each of the Council Leaders, as well as members of the Combined Authority's Transport Committee. Information on how WYCA prioritised and finally agreed the projects for the bid can be found on their website (<https://www.westyorks-ca.gov.uk/projects/transforming-cities-fund/faqs/>).
- 1.9- In the Kirklees context, there are eight projects which are funded by TCF via WYCA (three bus station projects and five active travel and bus priority schemes). This update focuses on the three bus station projects at the request of the Chair of Scrutiny – these are Huddersfield Bus Station, Heckmondwike Bus Station and Dewsbury Bus Station.
- 1.10- More recently the Combined Authority has developed a Bus Service Improvement Plan (BSIP) which is published here <https://www.westyorks-ca.gov.uk/improving-transport/bsip/> . Along with setting out objectives to enhance the bus network, simplify fares, provide bus priority and improve the vehicle fleet there is an objective to improve the passenger experience. Issues around poor quality of the waiting environment and perceptions of safety at bus stations are noted. The schemes within the TCF programme will help to deliver against this plan and the new and refurbished bus stations at Heckmondwike, Dewsbury and Huddersfield detailed within this report are cited as key schemes within the BSIP along with others schemes across the district that will deliver bus priority measures on bus corridors.
- 1.11- For each of the bus station projects, there is a strong strategic alignment with the CA Strategic Economic Framework and Mayoral pledges. The central role of the projects is to increase confidence and investment by businesses in the town centres and wider City Region. The presence of deprivation in areas of Kirklees, and particularly around the locations of Huddersfield, Dewsbury and Heckmondwike Bus Stations, is well evidenced along with the need for access to better jobs and education both within towns and wider City Region through improved transport connections. These projects aim to contribute to ambitions in the City Region to boost bus patronage and capitalise on opportunities to boost connectivity and economic potential. They also support national policies on Levelling Up and the Net Zero Strategy of Build Back Greener from the Department for Business Economy and Industrial Strategy.

- 1.12- Each of these projects through the Combined Authority business case appraisal process have been recognised as having strong strategic cases. This is particularly important in the context as schemes of this nature do not always generate strong Benefit Cost Ratio's (BCR's) through the methods applied to assessing benefits via the Economic Case, which tend to place greater value schemes that reduce journey times for general traffic. However, the need for investment is well established in order to provide modern, safer, cleaner and more accessible waiting environments for users. This will bring these key transport hubs up to 21st century standards and reduce the risk of building conditions deteriorating further and negatively impacting the customer experience and bus usage.
- 1.13- Each project will be delivering carbon friendly measures such as solar panels, air source heat pumps and green walls/roofs (where possible) amongst other items, support improved accessibility for all users (in line with national mobility guidance) as well as providing cycling storage facilities and public realm improvements contributing to wider ambitions for walking and cycling connectivity in town centres. Changing places facilities and safe spaces are key considerations in these bus station projects. The refurbishments will also enhance retail opportunities within the bus stations in Huddersfield and Dewsbury.
- 1.14- The proposed measures at each location will contribute to the BSIP (as noted earlier) and it is also evidenced in other comparable bus station refurbishments (see below for Castleford Bus Station) that works of this type contribute positively to bus patronage, access to employment and education, CO2 emission savings, and customer satisfaction. It is important to highlight that this is in the context of post-Covid 19 expected growth scenarios, as Bus Station and general bus usage has seen a decline as a result of the pandemic.
- 1.15- The One Year After End Project Report for the Castleford Bus Station Project found that there had been a 19% increase in footfall at that bus station 6 months after its reconstruction and a 21% increase after one year. The same report found that bus travel had increased by 3% after one year according to Arriva data. This indicates that improved bus stations can result in increased footfall and bus use.
- 1.16- Responsibility for the bus station projects is split between WYCA and Kirklees Council. WYCA are leading on Huddersfield Bus Station transformation and Dewsbury Bus Station. Kirklees Council is leading on Heckmondwike Bus Station and the canopy, cycle hub & public realm improvements and car park access to Huddersfield Bus Station. It is worth noting that the split in responsibilities is primarily due to asset ownership and ongoing operational responsibilities for the bus stations.
- 1.17- A report was brought before this Scrutiny Committee on 8 April 2022 regarding the bus station projects funded by the Transforming Cities Fund (now part of the City Region Sustainable Transport Settlement). All of these projects have progressed to some degree over the last six months but all

the projects are still going through project development stages give the size, scale and complexity of such infrastructure schemes.

1.18- The Scrutiny Committee resolved the following matters at the meeting on 8 April 2022:

- A more detailed update be provided to the Panel in the new municipal year which included the details of the scheme's economic appraisals and demonstrated the benefits of the scheme's vs the costs
- Project processes and the assessment criteria be added to the Panel's work programme for 2022/23
- Work be undertaken to continue to improve consultation/engagement and to obtain a high number of meaningful responses from a diverse range of users.
- The West Yorkshire Assurance Framework be added to the Panel's work programme for 2022/23 and that a consistent appendix be attached to all future reports.
- Bus Service Improvement Plans and future Bus patronage be added to the Panel's Work programme for 2022/23.
- More information on budgets for the schemes and increasing costs be added to the Panels work programme for 2022/23
- Understanding and demonstrating the key benefits of the scheme was important, particularly in relation to encouraging uptake in active travel and climate change initiatives.
- Clear, consistent, and measurable metrics that show the current area demographic (number of current bus users/ number of anticipated users) and which demonstrate the benefits of the scheme (i.e.- carbon savings, increased uptake in bus travel) should be provided to a future meeting of the Panel.
- Accessibility, future proofing the interchanges, safety and gender neutrality were all also key priorities to be considered during the development of each scheme.
- Improving connectivity of active travel routes to the bus stations was important, and the details of plans relating to wider connectivity should be provided to a future meeting of the Panel.
- It was important to focus on maximizing Community benefit in the development of the scheme as well as retail opportunities.
- A response be made to Cllr Bolt to clarify information about the locations of

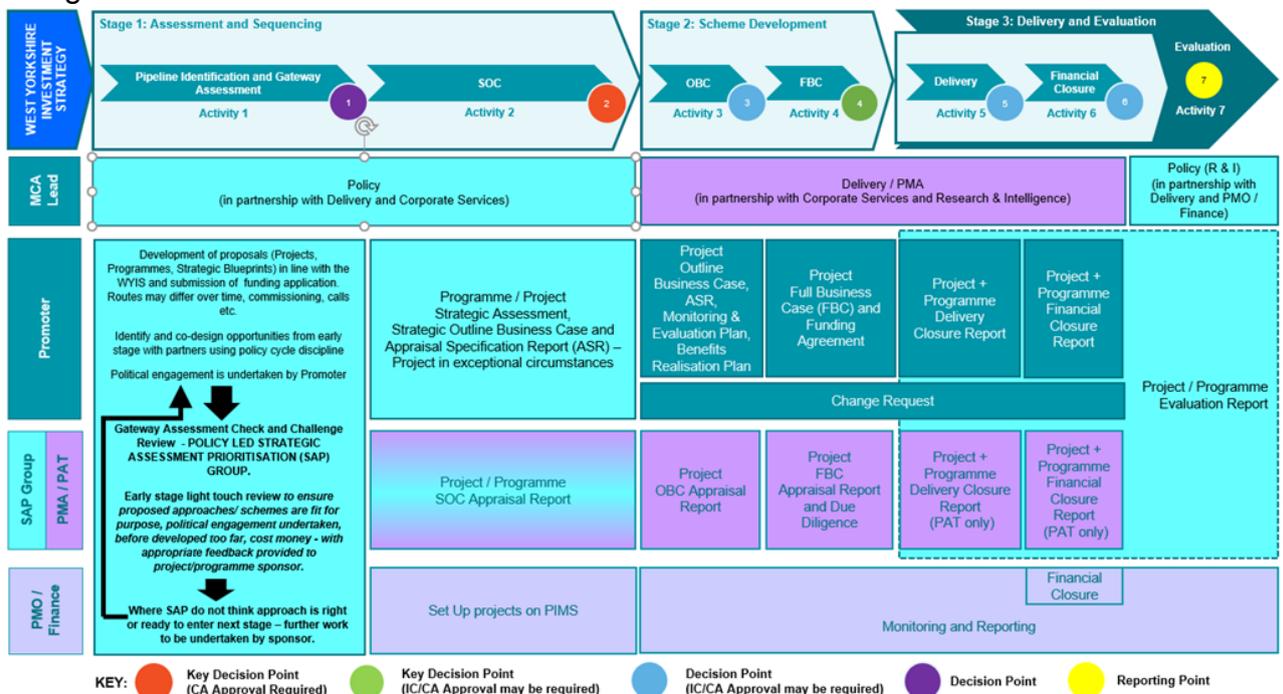
the proposed bus lanes in Huddersfield Town Centre.

1.19- Assurance Framework

1.20- All projects managed and/or funded through the Combined Authority and Leeds City Region Enterprise Partnership (LEP) are required to follow the Combined Authority’s Assurance Framework. Initially established in 2015, and reviewed annually thereafter, the Assurance Framework is a staged process for project assessment, appraisal, and approval. A link to the latest version is included in the Background Papers section of this report. The Assurance Framework has been judged by central Government as ‘Exemplar’. The Assurance Framework ensures that the necessary systems and processes are in place to manage funding effectively and that decisions over how funding is spent are proper, transparent, deliver value for money and deliver against the regions Strategic Economic Framework (SEF) ambitions. Framework (SEF) ambitions.

1.21- The Assurance Framework is based upon the Government’s Green Book and projects are required to develop business cases that align to the Five Case model. Governance and decision-making processes are detailed including the roles and responsibilities of elected member Committees along with parameters for delegated decision making by officers. Investment decisions are taken in accordance with the assurance process stages and activities and must be taken by the Combined Authority (made up of the Mayor and West Yorkshire Leaders) initially, with delegation for future decisions usually put in place thereafter.

Figure 1:



1.22- The Framework is structured around a 7 stage process for project development, delivery and evaluation, with ‘Decision Points’ between each of the stages as set out in Figure 1 above. In practical terms this means that a project's Business case is reviewed, updated and appraised

at several points from initial concept through to delivery of the scheme against the five cases as defined by the Green Book:

- Strategic Case - strategic fit and alignment to core objectives
- Economic Case - value for money as assessed using national guidance and methodologies such as the Department for Transport's Transport Analysis Guidance (TAG)
- Commercial Case - commercial viability and procurement strategy,
- Financial case - financial viability and funding strategy and
- Management case - deliverability, risk and approach to managing the scheme

1.23- Project Appraisers (independent to the project management and development delivery teams) appraise a project at each decision point and provide a report to the Combined Authority's Programme Appraisal Team who then make a recommendation to the relevant decision-making body. The assessment is based upon all of the five cases and, in-line with the revised Green Book in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met. This is partly in recognition that the benefits of some schemes are wider than those that can easily be monetarized using established methodologies, such as those delivered by the bus station refurbishment schemes that are providing an enhanced customer experience.

1.24- In addition, from October 2022 all schemes will be required to submit an assessment of their impact on Carbon emissions. A new assessment toolkit has been developed by the Combined Authority to ensure a consistent methodology across all the projects it funds. The three bus station schemes will be undertaking this assessment at the Full Business Case stage.

2. Project information and updates

2.1.1- Heckmondwike Bus Station

2.1.2- Project Description

The Heckmondwike Bus Station project lies at the heart of the A638 corridor between Dewsbury and Bradford. The scheme, worth £4.97m, sets out to transform the sustainable travel offer within Heckmondwike Town Centre, through the creation of a full bus station on the site of the current bus hub.

2.1.3- The step change in infrastructure includes an upgrade from 4 bus shelters to 6 bus stands and a layover bay, a new building including offices, Changing Places and an accessible WC and a waiting area. These interventions are

complemented by measures which contribute to the Council's Climate Emergency, such as a green roof, green wall, sustainable urban drainage, and a solar panel system. A drawing showing the initial proposals is included in Appendix 1.

2.1.4- Scheme Justification and Benefits

The scheme has several strategic drivers for investment. The scheme aligns with local and national policy such as Kirklees Local Plan, West Yorkshire Transport Strategy 2040 and Bus Back Better. The project enables inclusive growth and delivers 21st century transport for the people of Heckmondwike whilst tackling high car ownership and unsustainable travel patterns and their impacts on both air quality and productivity.

2.1.5- Heckmondwike Bus Station went through a rigorous optioneering process at the Outline Business Case stage which brought the scheme from a long list of 5 options, into a short list of 3 options and eventually into a preferred option through a 'multi-criteria appraisal tool'.

2.1.6- The outcomes of the scheme will be to increase capacity at the bus interchange in Heckmondwike, to induce modal shift from private vehicles and improve experience for bus users. Moreover, users of the bus station (including the drivers of the buses) will have increased satisfaction due to better facilities and there will be added value to local communities, with a focus on welfare and safety.

2.1.7- In turn, there will be increased bus patronage and a transformation of the bus offer in this area of Kirklees. The aspirations of the Local Plan will be supported through facilitation of employment and housing growth, and public health will be improved due to an improvement of air quality in the surrounding area. The increased capacity at the interchange will also reducing queuing time on the highway for buses – improving journey times and reliability.

2.1.8- Consultations, What People Said and What we are Doing

A full public consultation period took place on the project between 13th July and 17th August 2021. The project launched with the A638 Dewsbury- Cleckheaton Sustainable Travel Corridor project as 'Helping you travel between Dewsbury and Cleckheaton'. The bus station element of the consultation received 133 survey completions, with a significant majority in favour of the scheme. There was significant outreach through a number of means such as press releases, online portal, social media, letter drops, leaflets, signage, and real-time information on the bus network.

2.1.9- The primary bus operator running through the current hub, Arriva, is an integral stakeholder to the project. The working relationship between Arriva and the Council is strong, demonstrated by a letter of support to accompany the scheme's Outline Business Case. Arriva is set to run and manage the bus station facility following previous agreement with WYCA and Kirklees, and this is to be set out in a Memorandum of Understanding.

- 2.1.10- The project team undertook significant engagement with statutory stakeholders (including emergency services, government agencies and utility companies), interested parties (including community groups, civic societies, and local charities) and seldom heard groups (including the elderly, domestic abuse survivors and LGBTQ+ groups). This resulted in valuable feedback which was fed into project development. An accessibility workshop was held during the public consultation period and designs were adjusted significantly during concept design stage to reflect this; wayfinding and colour contrasting fixtures for example. The feedback has also been instrumental in the project team now looking at WC/changing places facilities.
- 2.1.11- Subsequent to this, a public engagement has taken place between 3rd August 2022 and 7th September 2022. The public engagement was in the format of “you said, we did” to ensure public and stakeholders understood how they fed into the design process.
- 2.1.12- This engagement was successful, providing the opportunity on the site itself for people to discuss plans. This improved the understanding of the scheme, and the public were generally supportive of the investment. The neighbour representations on the planning portal were in majority support. A consultation report will be published by WYCA shortly to enable a comparison with the other bus station projects in terms of consultation and engagement.
- 2.1.13- Apart from the planning consultation (ongoing/concluding with statutory stakeholders), and the formal Traffic Regulation Order consultation, this is the final round of public engagement and consultation for the project prior to delivery. Political and stakeholder engagement will continue throughout the project’s lifecycle.

2.2. Dewsbury Bus Station

2.2.1- Project Description

The scheme will fully refurbish and upgrade Dewsbury Bus Station making it safer and more accessible. The scheme has been developed in response to a range of challenges associated with people feeling unsafe because of anti- social behaviour, poor access to the bus station and to the facilities inside, road safety and limitations in the current quality of customer facilities. The scheme will modernise the existing building making it more attractive, welcoming, and feel safer to encourage people to use the bus station and travel by bus, rather than private car, reducing vehicle carbon emissions. Many of the current facilities are at the end of their useful life and require replacing. Safety and security for passengers will be improved through improvements to CCTV and lighting, which will help to deter antisocial behaviour and crime.

The scheme will install new seating, lighting, flooring and an information point in the concourse, and new signs will help people navigate in and around the bus station. New real time information boards will also be installed providing passengers with live bus and rail information. The

scheme will also include a new roof with solar panels, cycle parking facilities, a Changing Places facility with a fully accessible toilet and generous space and equipment, and improvements to staff areas. Retail units, which have been underoccupied for a number of years, will benefit from an improved frontage and refurbished shell, which will help to attract prospective retailers to further enhance the bus station's offering.

Outside the bus station there will be additional bus layover bays and improvements to make it easier and safer to walk around the bus station and landscaping and planting to make the area greener and more attractive. The scheme supports wider regeneration in the town centre, leading to economic growth, attracting businesses, and improved access to educational opportunities in the town and the rest of Kirklees. Total scheme cost (approved at OBC) is £14,337,600. A drawing showing the initial proposals is included in Appendix 2.

2.2.2- Scheme Justification and Benefits

2.2.3- Dewsbury Bus Station was rebuilt in 1994 and is owned by the Combined Authority. Approximately 20,000 people use the bus station daily (although this number has dropped significantly due to the impact of the COVID19 pandemic) and is close to the town's retail and employment areas. Dewsbury Train Station is situated close by, to the north. The existing bus station has challenges including concerns around personal safety, accessibility, road safety and a lack of quality services. The scheme will create a more welcoming and attractive bus station, where people feel safe, which is accessible and has better facilities and has the potential to attract more visitors to the town. This will support economic growth in the town centre, by attracting businesses, and making it easier for people to access training and educational opportunities in Dewsbury and the wider City Region. The proposed scheme at Dewsbury Bus Station will help reduce reliance on cars and promote buses as a convenient alternative. The scheme complements wider investment in bus priority and walking and cycling within Dewsbury town centre as well as along key corridors connecting the town.

2.2.4- Consultations, What People Said and What we are Doing

Public consultation was carried out between 22nd July and 12th September 2021. Feedback was sought on initial early-design proposals for the bus station and will help shape the development of more detailed plans. 1,406 people visited the consultation webpage, 432 accessed further information on the site and 138 responded to the consultation. Two online webinars were hosted by the Combined Authority which included a presentation of the proposals followed by a Q&A session. These provided interactive sessions with the public considering COVID19 precautions at the time restricted face to face contact.

2.2.5- Stakeholder mapping was carried out prior to consultation and emails were sent to a large list of stakeholders in the Dewsbury area who may have links to the bus station or who would be able to help promote the online consultation. Groups contacted included elected members, bus operators, businesses and

services, education providers, transport providers, community groups, attractions in Dewsbury and other statutory stakeholders. Targeted mapping and engagement were also carried out to ensure the consultation was inclusive for 'seldom heard' groups.

- 2.2.6- A workshop with groups representing people with disabilities was held prior to public consultation, to ensure that their feedback on early ideas could be incorporated into the proposals. The workshop included representatives and members of Accessible Calderdale Disability Access Forum, Experience Community, Kirklees Council Independent Travel Trainers, Kirklees Education, Kirklees Visual Impairment Network, Royal National Institute of Blind People and Visits Unlimited.
- 2.2.7- Other stakeholders connected with Dewsbury were engaged with prior to public consultation to provide local insight and input into the design of potential measures to improve the facilities. A workshop with bus operators was organised and briefings were attended by political figures including cabinet members, local ward councillors, and members of the Combined Authority's Transport Committee. Proposals were also shared with the Dewsbury Town Centre Board, and the Mayor of West Yorkshire, prior to the public consultation. Top reasons given by consultation respondents for not using the bus station were 'I don't find the waiting facilities comfortable', 'I don't think the bus station is an attractive building to use' and 'I don't feel safe using the bus station (e.g., antisocial behaviour)'. These points are continuing to be addressed in the scheme's development. 54% of respondents were not satisfied with the current bus station facilities. Feedback on the initial proposals for Dewsbury Bus Station was generally positive (51.4% of respondents rated them as 'very good' or 'good'). 45.6% of respondents said the proposals would encourage them to use the bus station more, and 28.5% of respondents said they would be more likely to walk or cycle to and from the bus station after the project is complete.
- 2.2.8- Additional engagement activities looking at the updated design is due to take place before the planning application is submitted. These will include workshops with seldom heard groups, that is groups with protected characteristics under the Equality Act, and pop-up engagement events at the bus station to gather responses from bus station users.
- 2.2.9- WYCA have produced a full Consultation Report for the Dewsbury Bus Station project which can be found on the YourVoice website (<https://www.yourvoice.westyorks-ca.gov.uk/dewsbury/widgets/39510/documents>).

2.3. Huddersfield Bus Station

2.3.1- Project Description

Huddersfield Bus Station TCF scheme comprises a comprehensive suite of measures that will transform the user experience of the bus station, making bus travel more accessible and desirable for both existing and new customers. The scheme will encourage increased uptake of sustainable modes, reducing private car dependency and thus reducing vehicle carbon emissions. In addition, there has been a key focus on improving station accessibility,

particularly for those who find the current bus station difficult to use and navigate due to disability or other impairments.

2.3.2- The scheme also addresses safety and security concerns to ensure the bus station can be seen as a safe and secure environment for passengers and staff. The project will create a safer, higher-quality passenger environment that is accessible to all. The canopy also seeks to address overcrowding issues by extending the waiting area outside and providing a covered walkway to the taxi rank whilst also uplifting the environment with enhanced customer urban realm underneath and provision of a new cycle hub. Improvements to the car park access stairs are also incorporated.

2.3.3- The scheme will boost economic productivity by improving accessibility, connectivity and labour mobility, giving more people greater access to employment and educational opportunities that are both within Huddersfield and across the wider city region by bus. In addition, there has been a key focus on improving station accessibility, particularly for those with mobility impairments and cognitive disabilities that are challenged by the existing bus station. Specifically, the scheme consists of the following key interventions:

- New transformational canopy along the length of the building
- Cycle storage hub (sheltered and secure)
- New planters and seating under the new canopy
- Better landscaping and more greenery, including under the carpark access ramps
- Full refurbishment of the bus concourse with new seating, floor, wall finishes and signage, a fully accessible Changing Places room, better baby change and disabled toilets
- Upgraded and modernised travel centre
- New and improved staff facilities including WC & shower room
- Quiet space / contemplation room
- Improved shop fronts and appearance of the bus station
- Refurbished Henry Street entrance and alighting building with new entrance canopy
- Improvements to bus operational area to improve staff safety
- Safety improvements to the alighting lane off Henry Street
- Environmentally friendly improvements, including solar PV glazing panels, an air source heat pump and sections of green roof on the proposed canopy at Macauley Square.
- Improved wayfinding and more space for people with accessibility requirements
- Coach bays relocated to the opposite end of the station to reduce congestion within the station
- New and improved real time information (RTI) and inclusion of rail RTI to help facilitate multi-modal interchange
- Measures to improve accessibility including re-graded floors in Henry Street building and Drive In Reverse Out (DIRO) bay realignment.
- Refurbishment of the internal car park staircase.

2.3.4- The outline business case has been submitted and appraised and is due before the CA Committee on 21st October 2022 for a decision. A drawing showing the initial proposals is included in Appendix 3. A value engineering exercise has been carried out on the project to reduce its costs, ensure value for money and prioritise important elements of the project's scope.

2.3.5- Scheme Justification and Benefits

There are numerous local and national strategic drivers for investment that the scheme aligns with including the WYCA Strategic Economic Framework, Kirklees Local Plan, West Yorkshire Transport Strategy 2040, The Huddersfield Blueprint and Bus Back Better.

2.3.6- The scheme aligns with the TCF programme objectives by providing 21st century transport facilities to the region, this enabling and supporting inclusive, clean growth and boosting local productivity. It also aligns with the key Mayoral Pledges.

2.3.7- The Economic Case of the OBC showed that the project's Benefit Cost Ratio represents medium value for money, but it should be noted that the appraisal of the business case is based on the five cases model recommended by the Treasury not just on the Benefit Cost Ratio. The project brings about wider benefits namely an enhanced customer experience throughout the bus station and improves the sense of place providing a gateway experience. Improved connectivity and accessibility for all users will enable inclusive growth and provide integration with other sustainable transport modes including rail real time information. The external areas of the bus station will be improved, which will improve the safety and security of users both inside and outside the bus station which is a key driver in reaching the objectives of increased patronage by creating a family friendly environment. Further to this the proposed use of renewable energy and carbon mitigation measures in the facility will be improved to help tackle the climate emergency.

2.3.8- The project includes a cycle hub, including secure and sheltered cycle parking, which provides significant transport and active travel benefits. These include improved journey quality for cyclists and health benefits to new cyclists switching from cars and taxis. The improved facilities for cyclists also contribute to the decongestion benefits the project will bring. The cycle hub also had strong support with 55% of consultation respondents supporting the provision of cycle parking under the canopy.

2.3.9- The accessibility of Huddersfield Bus Station will be improved through the installation of a changing places toilet and wayfinding lines. The existing accessible toilet and baby changing room will be replaced with new facilities. A contemplation room will be added to the bus station. Accessibility will also be improved by regrading sloping floor inside the bus station to make them compliant with the Department for Transport's Inclusive Mobility Guidance. The Project Team is currently working with the Strategic Development Partner to

investigate ways that the bus stands at Huddersfield Bus Station could also be made more accessible.

2.3.10- The scheme also aims to reduce vehicle and pedestrian infringements with works proposed adjacent to Henry Street and within the external bus operational areas to improve safety.

2.3.11- The strategic development partner has completed a carbon assessment as part of the outline business case. The new Combined Authority carbon toolkit will be used at the next stage during the full business case to assess carbon impact however the deliver partners initial assessment predicated significant savings in operational carbon resulting from the projects incorporation of carbon mitigation measures including solar panels, an air source heat pump, low energy fittings & increased landscaping.

2.3.12- The scheme is proposed to include replacement of shop fronts and the improved quality of the environment and covered area is anticipated to strengthen the retail offer. Opportunities to increase the retail offer / community benefit are being investigated by Kirklees Council.

2.3.13- Consultations, What People Said and What we are Doing

As part of the project development process, the project team launched a public consultation to gauge public support for the project and to invite comments and suggestions from the public. This survey covered all aspects of the Huddersfield Bus station project including the WYCA led elements and the Kirklees Council elements.

2.3.14- The consultation ran from 29th July to 13th September and included online webinars. No in person events were able to be held due to ongoing COVID 19 restrictions. 2143 people visited the consultation web page over the 6-week period. The consultation ran from 29th July to 13th September and included online webinars. No in person events were held due to ongoing COVID 19 restrictions.

2.3.15- The Huddersfield Bus Station consultation information boards were downloaded 635 times off the WYCA Your Voice consultation platform. 274 survey submissions were made and 6 asking direct questions. Most respondents, 209, actively used the buses, with 218 respondents living in Huddersfield.

2.3.16- Feedback on the proposals was positive with 64.3% of public consultation responses rating them as 'very good' or 'good'. The majority of responses confirmed the proposals would encourage them to use the bus station more & more than a third advised they would be more likely to walk or cycle to the bus station.

2.3.17- Many respondents, 43%, agreed that they did not feel safe using the bus station and a large majority, 72%, don't find the waiting facilities comfortable. Further to this 72% also agreed that they did not think the bus station was attractive.

2.3.18- Respondents were asked directly whether they supported the inclusion of a canopy structure over the area outside and surrounding the main entrance. The response to this was overwhelmingly positive with most respondents, 76%, replying positively.

2.3.19- In summary:

- Respondents noted that the exterior of the building needs improvement, and it was important that these improvements are included within the scheme
- Safety and security are important improvements that should be included in the scheme
- Environmental improvements are important to respondents and should be included in the development proposals
- There is very strong support for the delivery of the canopy as part of the scheme
- It is important that the canopy should provide improved facilities for users in the form of retail, seating, information points and planting
- The provision of cycle facilities is supported under the canopy with the delivery of hire and maintenance facilities receiving lower levels of support.

2.3.20- WYCA have produced a full Consultation Report for the Huddersfield Bus Station project which can be found on the YourVoice website [here](#).

2.3.21- Since the completion of the consultation a “You Said, We Did” report has been published on the Combined Authority’s “Your Voice” website to inform the public of how their consultation feedback is being taken into account as the project develops. Further stakeholder engagement work is planned, including further engagement meetings with seldom heard groups and pop-up events at the bus station to engage with bus station users. Initial consultation had to be completed during COVID, re-engagement is planned to be carried out before the planning application and will provide the opportunity to host events on site.

2.3.22- Moving forward, the project will be subject to a planning application and its statutory consultation process will run during the determination period.

2.4. Implications for the Council

Working with People

Communications to the public on the submission of the Leeds City Region TCF Bid and the government’s subsequent funding announcement have been made by WYCA and Kirklees Council. Full public consultation exercises on scheme options for each project have been undertaken at each development stage of the projects. An example of the information used for this is set out in Appendix 4 of this report.

As a standard approach to consultation and engagement activity for CA funded schemes, methods of engagement with the public have included a public website (YourVoice) which presented scheme information, designs and visualizations, narrative and wider strategic context, FAQ's and surveys for the public to fill in, as well as contact details to find out any more information.

Methods for promotion of these consultations included press releases, social media, promotional videos, direct mail and flyers, real time information displays at bus shelters as well as posters and vinyl boards.

There have been face to face events where it was permissible due to Covid-19, but to supplement this online presentations and Q and A sessions have been provided where face to face was not permitted. Accessibility workshops and other engagement events have also been held where possible to promote the schemes and receive public feedback. It should be noted that numbers may have been impacted by the Covid-19 pandemic restrictions and changing behaviours, however positives have come out of this approach and future engagements will likely combine face to face and online methods to increase options for people to participate and view information.

The survey responses to all 3 schemes, whilst appearing modest in number, are comparable and within the range of response numbers seen on other consultations both across the programme (and wider) that they have helped to shape and inform the projects in the next development stages.

We see many more visits to the YourVoice page (often around 10 times higher) compared to survey responses. Many people, it would seem, want to access the information but do not necessarily formally respond. This is in line with Consultation Institute guidance highlighting that, while there is no strict formula, participation rates (i.e. those who feel sufficiently emotionally engaged and want to respond) are often much lower than those who simply seek information.

There will be further engagement opportunities through the Huddersfield and Dewsbury schemes for the public to take part in engagement, activities (still to be planned and scheduled) as well as comment formally via the planning applications for each scheme. Heckmondwike has recently undertaken this process and result of the planning application is due in October 2022.

The project teams would welcome the support and suggestions from the committee how to engage wider and ensure the voices of existing and potential customers are heard in the next stages. We are actively planning a series of lessons learned workshops on this topic also.

Working with Partners

The TCF Programme and the TCF projects within Kirklees are being co-developed and appraised by WYCA. WYCA has also procured a consultancy

development partner to assist with the development of projects and project business cases for number of partnering districts, including Kirklees. The council has been working closely with its own specialist consultancies, train and bus operators, road user representative groups, equality access groups, business forums and delivery contractors.

Place Based Working

Development of all TCF projects involves recruiting the services and/or knowledge of local user representative and community groups. Members of the public and ward councillors are consulted on their views on the development of scheme options and designs to achieve the best mix of interventions to deliver the programme objectives and address local needs. Specific place-based consultation events for members of the public form part of the engagement process.

Climate Change and Air Quality

The reduction of carbon emissions is a key objective and driver for the development of TCF schemes. The delivery and promotion of sustainable transport modes that help to reduce adverse transport-derived impacts on communities and public health is also a determinant in development of the schemes. All the TCF projects have recently been reviewed to consider where further carbon mitigation measures can be integrated into scheme scope and designs.

Improving outcomes for children

The TCF Programme does not specifically focus on improving outcomes for children, however, most interventions being considered concern inclusive transport measures and will improve the safety of and provisions for vulnerable road users, which include children. The schemes are being developed with a focus on improving the safety and security of bus stations – which will benefit families with the provision of improved toilet and changing places facilities where possible.

Other (e.g., Legal/Financial or Human Resources) Consultees and their opinions

The council has the power to enter into funding agreements with the West Yorkshire Combined Authority. The council and WYCA also have or will obtain sufficient statutory powers to carry out each of the TCF projects, such as statutory planning processes where planning permission is required. The ongoing development and delivery of the TCF projects requires a number of programme and project management staff, together with design and support service staff.

3. Next steps and timelines

The next steps for each of the projects are set out in this report.

4. Officer recommendations and reasons

It is recommended that the Scrutiny panel acknowledge the progress made on the bus station projects to date and note this update.

5. Cabinet Portfolio Holder's recommendations

None at this point.

6. Contact officer

Richard Hollinson
Head of Major
Projects 01484
221000
richard.hollinson@kirklees.gov.uk

7. Background Papers and History of Decisions

Economy and Neighbourhoods Scrutiny Committee Report – 8 April 2022
<https://democracy.kirklees.gov.uk/documents/s45879/Kirklees%20TCF%20Bus%20Stations%20Update%20-%20Scrutiny%20Report%20V4.pdf>

Cabinet report 'Kirklees Transforming Cities Fund Programme' – 1 Sept 2020
(<https://democracy.kirklees.gov.uk/ieListDocuments.aspx?CId=139&MId=6485&Ver=4>)

Details of all the public consultations carried out in partnership with WYCA can be found at: <https://www.yourvoice.westyorks-ca.gov.uk/>

Report to WYCA Place, Regeneration and Housing Committee – Transforming Cities Programme Review – 7 February 2021
(<https://westyorkshire.moderngov.co.uk/documents/s25608/Item%207%20-%20TCF%20Programme%20Review.pdf>)

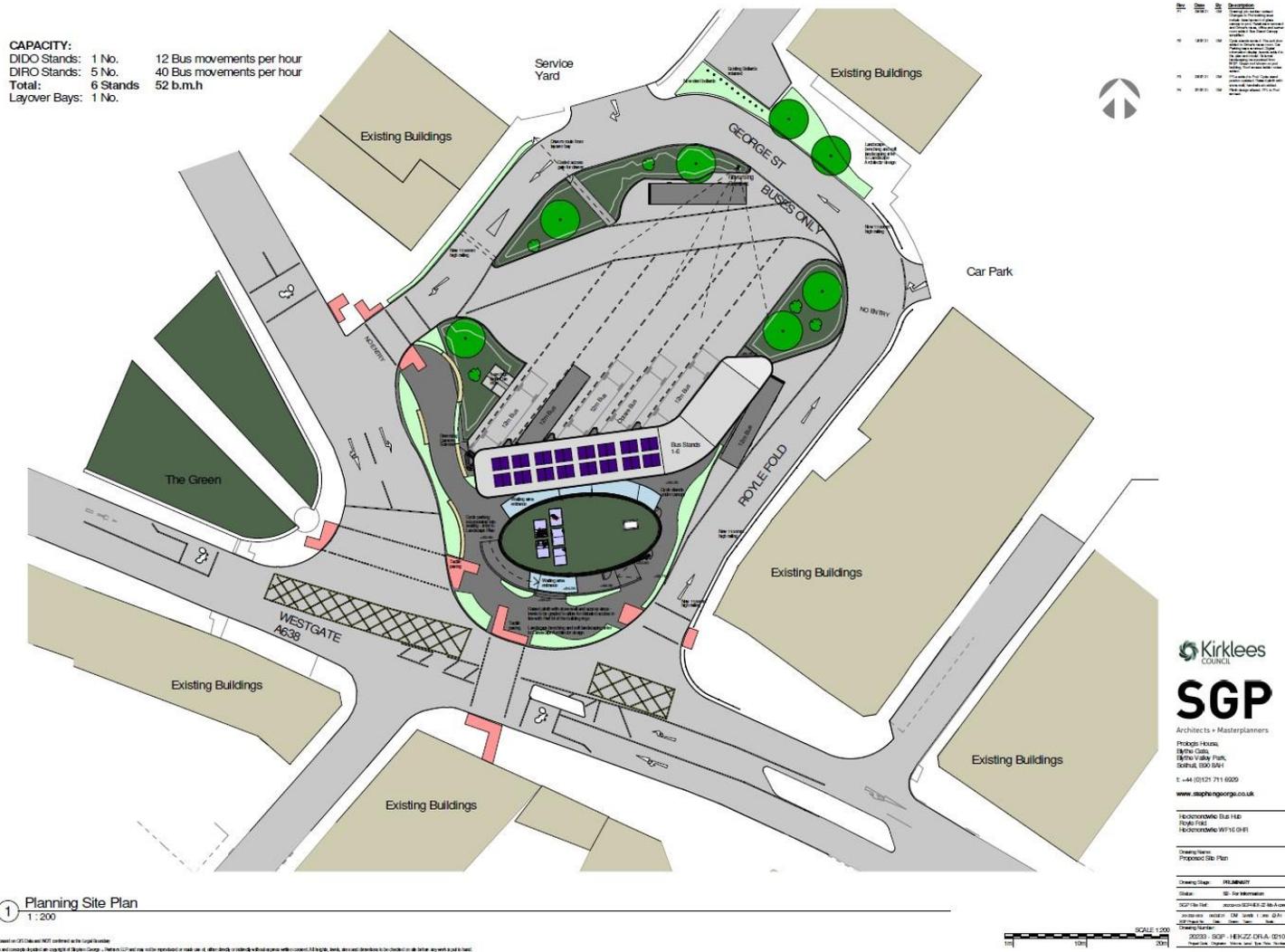
WYCA Assurance Framework – June 2022
<https://westyorkshire.moderngov.co.uk/documents/s27323/AssuranceFramework.pdf>

8. Service Director responsible

Edward Highfield
Service Director for Skills and Regeneration

Appendix 1: Heckmondwike Bus Station

Outline design proposals presented at public consultation; please note the design is subject to ongoing development.







Appendix 2: Dewsbury Bus Station

Outline design proposals presented at public consultation; please note the design is subject to ongoing development.

Transforming Dewsbury Bus Station

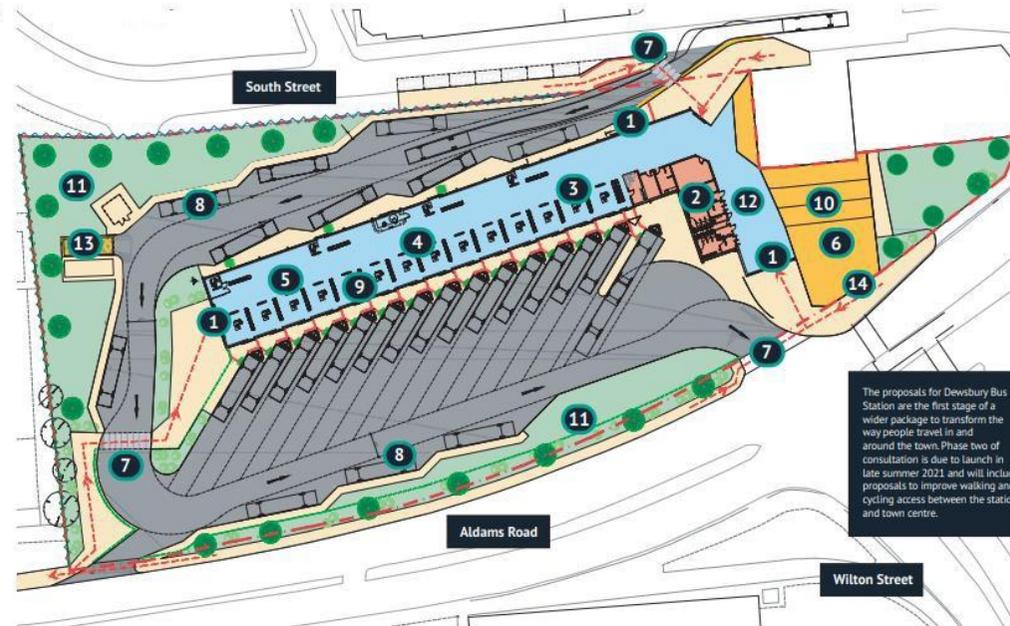
The proposals

Introduction to the consultation and the project:

The West Yorkshire Combined Authority, in partnership with Kirklees Council, is seeking feedback from people on a proposed transformation of the Dewsbury Bus Station building and its surroundings; including an improved interior, better accessibility for all bus station users and upgraded public entrances and exits.

- 1 New and improved entrances
- 2 A new Changing Places facility will provide an additional accessible toilet with extra equipment and space to meet the needs of people with a disability
- 3 Improved wayfinding
- 4 Internal features such as seating, flooring and signage will be replaced
- 5 New real time information screens at bus bays and concourse
- 6 Installation of solar panels to the roof to make the bus station more energy efficient
- 7 Improvements to crossings and kerbs to make walking safer, easier and more accessible
- 8 New bus layover bays created to improve bus station capacity
- 9 Bus stands improved to make boarding buses easier and safer
- 10 Upgraded retail units for an improved experience
- 11 Enhanced landscaping and additional green planting
- 12 A glazed atrium roof between South Street and Aldams Road entrances to allow natural light to enter
- 13 Parking provision for the Yorkshire Ambulance Service
- 14 Design of Aldams Road entrance to reflect position opposite Dewsbury Minster

Staff and tenant parking will be required however the location is subject to review.



The proposals for Dewsbury Bus Station are the first stage of a wider package to transform the way people travel in and around the town. Phase two of consultation is due to launch in late summer 2021 and will include proposals to improve walking and cycling access between the station and town centre.

Key	
	Planted landscaping
	Bus area
	Open public space and pavements
	Bus station concourse
	Public and staff facilities
	Retail units
	Site boundary
	Public access routes

Delivered in partnership by:



 Kirklees COUNCIL

Funded by:  INDUSTRIAL STRATEGY TRANSFORMING CITIES FUND



Proposed western entrance from Aldams Road to Dewsbury Bus Station

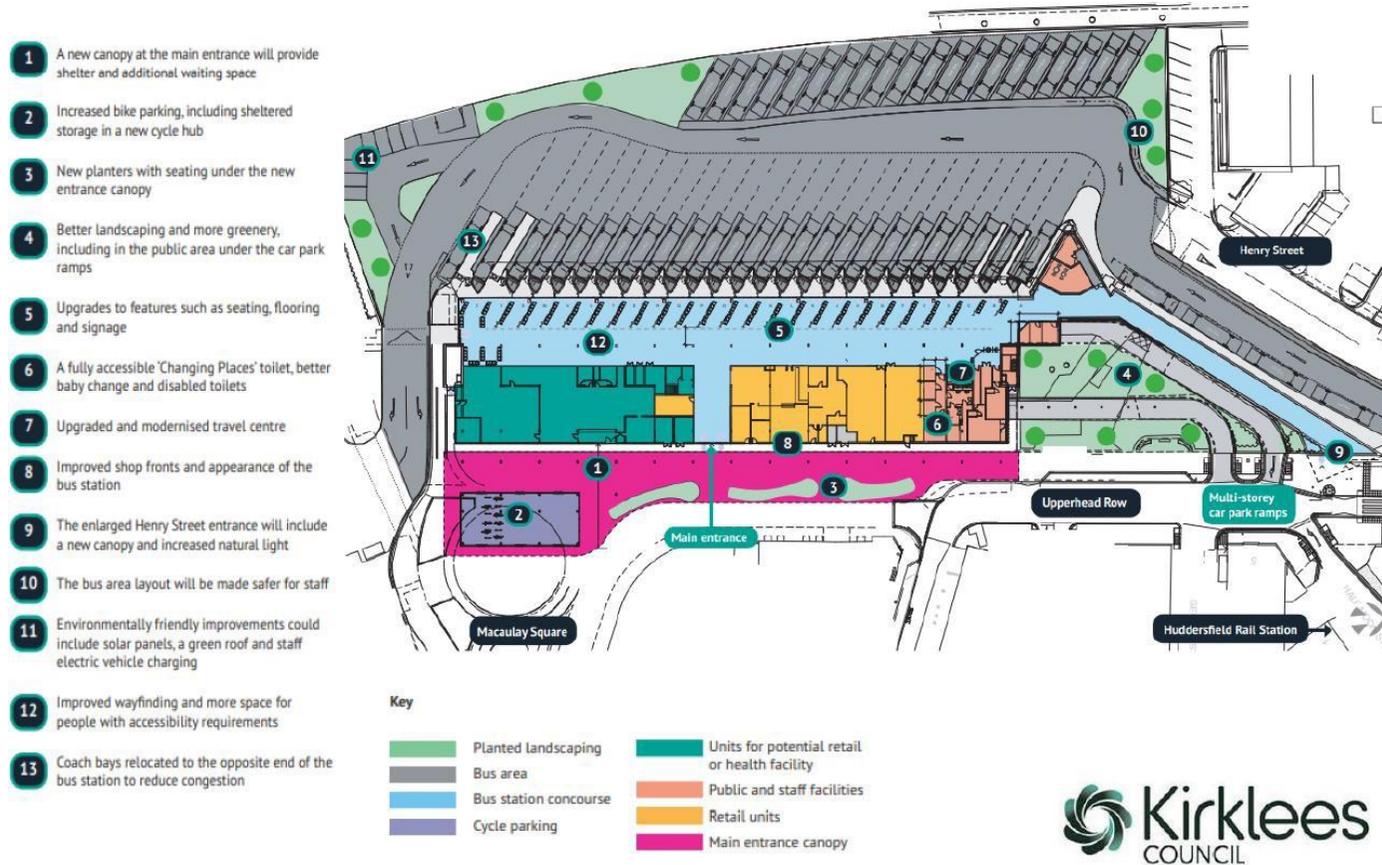


Proposed concourse at Dewsbury Bus Station

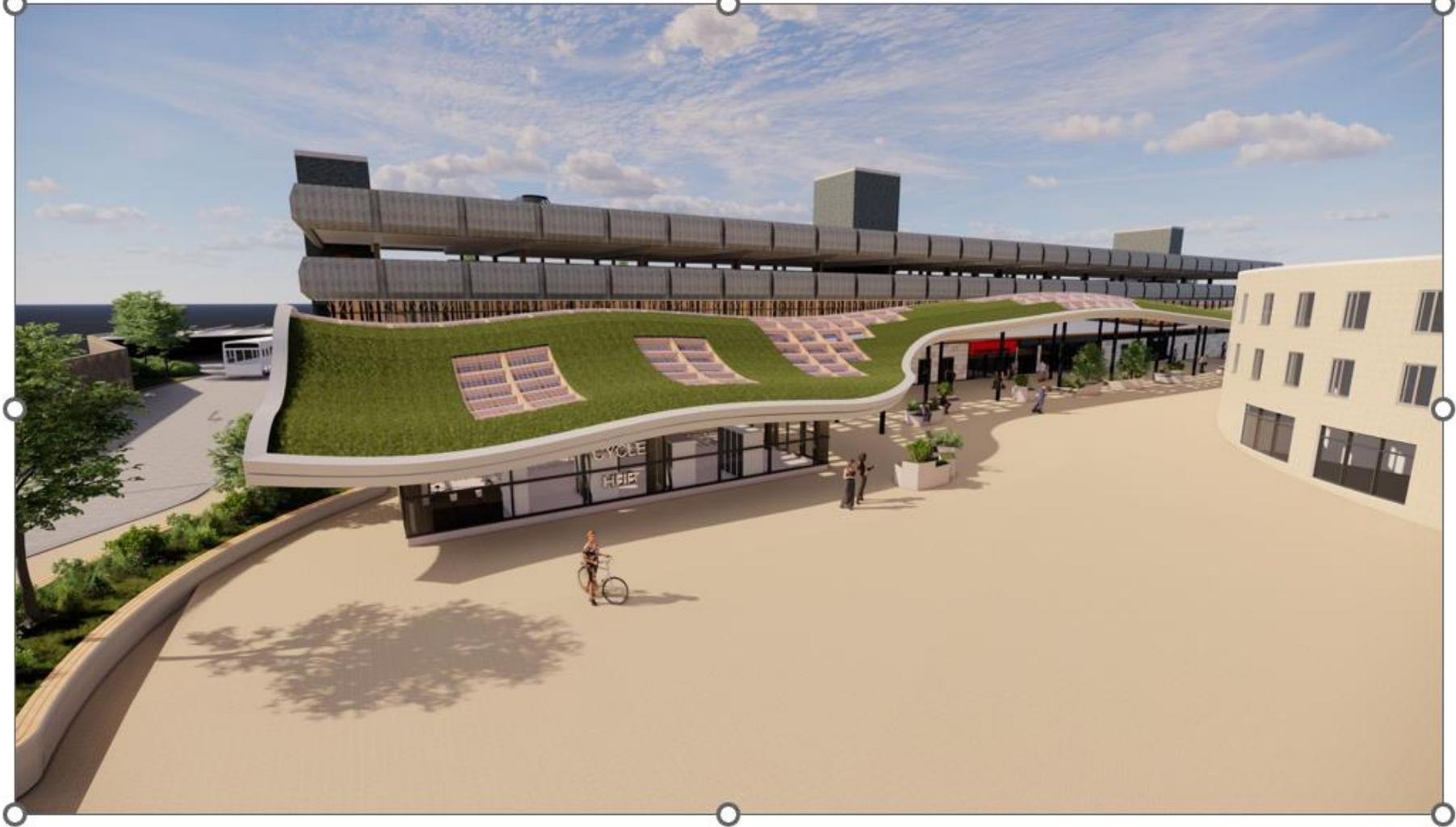
Appendix 3: Huddersfield Bus Station

Outline design proposals presented at public consultation; please note the design is subject to ongoing development.

The Huddersfield Bus Station proposals



The proposals - Canopy



Appendix 4 – Your Voice Example Page



Home » Transforming Dewsbury Bus Station

Transforming Dewsbury Bus Station



Please note that this public consultation has now closed.

Thank you to all those who took part in this consultation. All survey answers, comments and suggestions are being considered in the next phase of designs. Please find the Outcome Report available at the top of this webpage or by clicking the button below.

The information below was presented during the public consultation between Thursday 22 July to Sunday 12 September 2021.

[Click here to view the Outcome Report](#)



The West Yorkshire Combined Authority, in partnership with Kirklees Council, is seeking feedback on a proposed transformation of the Dewsbury Bus Station building and its surroundings; including an improved interior, better accessibility for all bus station users and upgraded public entrances and exits.

In this public consultation we will be seeking feedback on initial proposals for the bus station, which will help shape the development of more detailed plans.

Improvements in Dewsbury Town Centre

The Dewsbury Bus Station proposals are the first stage of a wider package to transform the way people travel in and around the town, including better walking and cycling access between the station and the town centre. There will be a separate consultation regarding the proposed improvements in Dewsbury Town Centre later in the autumn.

Scheme aims

To encourage more people in and around Dewsbury to use public transport, the proposals aim to:

- Transform passenger facilities and enhance customer experience
- Improve accessibility and safety for all bus station users
- Upgrade retail experience at the bus station
- Help regenerate Dewsbury town centre and make it easier for people to travel between the town centre and the station

Consultation Report

[Transforming Dewsbury Bus Station - Consultation Report.pdf \(866 KB\) \(pdf\)](#)

Our Proposals: Information and Visuals

[Dewsbury Bus Station Consultation Boards.pdf \(7.06 MB\) \(pdf\)](#)

Frequently Asked Questions (FAQs)

[About the 'Transforming Dewsbury Bus Station' scheme](#)

[About the Transforming Cities Fund \(TCF\) programme](#)

[Taking part in the consultation](#)

Key Dates

[Public consultation opens](#)
22 July 2021

[Public consultation closes](#)
12 September 2021

[Webinar on Transforming Dewsbury Bus Station](#)
07 September 2021

Appendix 5 - Business Case summary for Heckmondwike Bus Station

Scheme name:	Heckmondwike Bus Station
Scheme promoter:	Kirklees Council
Current business case stage:	Development of Full Business Case
Current total cost:	£4.97m
Committed funding:	£4.97m - Transforming Cities Fund
Risk funding within total cost:	£377,000
Main options considered (bullets):	<p>Least Ambitious – Increase current facility by 1 shelter (No building)</p> <p>Less Ambitious – Increase capacity by 2 stands, provide a layover bay and provide a new building.</p> <p>Preferred Option - Increase capacity by 2 stands, provide a layover bay and provide a new building with high quality materials and aesthetics. Provide green and blue infrastructure and significant urban realm improvements.</p>
Reason for preferred option:	Meets all objectives around transport policy and the climate emergency. Provides a much higher quality facility for the public including Accessible WC and Changing Places facilities.
Benefit-to-Cost Ratio (last calculation):	1.02:1
Operational carbon savings impact:	Where calculated – 2.5 tonnes / CO2 saving per annum. Further calculations may be undertaken for FBC.
Intended construction route:	Competitive tender through YORBuild 3 framework. Traditional approach with Early Contractor Involvement.
Top three Risks:	<ul style="list-style-type: none"> • Unexpected increase to costs due to unforeseen issues at the time of estimation. Response: Mitigate through continual review and surveying of costs. • Not enough capacity in the construction market to

	<p>carry out the scheme within associated timescales. Response: Mitigate through supplier engagement and appoint contractor early to provide ECI.</p> <ul style="list-style-type: none"> • Underground utility diversions will cost more than allowed for in cost plans during planning stages. Response: Mitigate through engagement with utility companies and get cost estimates as quickly as possible.
Planning submission:	Application Submitted 22 nd July 2022
Full Business Case submission:	February 2023
Construction start:	March / April 2023
Construction completion:	April 2024

Appendix 6 - Business Case summary for Dewsbury Bus Station

Scheme name:	Dewsbury Bus Station
Scheme promoter:	West Yorkshire Combined Authority
Current business case stage:	Full Business Case development
Current total cost:	£14,337,600
Committed funding:	£13,920,000 – Transforming Cities Fund
Risk funding within total cost:	£1,139,000
Main options considered (bullets):	<p>Do Minimum – Least Ambitious Redecoration and upgraded passenger facilities with some carbon improvements. No operational changes and no update to the exterior look of the bus station.</p> <p>Do Something - Less Ambitious Refurbishment, improved staff and passenger facilities with some carbon improvements. No operational changes and a less transformational design.</p> <p>Do Maximum – Preferred option Full bus station - transformational refurbishment including apron and site (No operational changes)</p>
Reason for preferred option:	The bus stations in West Yorkshire are seen as critical to the region, with their redevelopment seen as providing transformational change. As a result, the “High” SOC or Do-maximum OBC option have become the preferred option for the scheme. This option better met the scheme’s objectives and is more in line with the Mayor’s pledges, Kirklees Council’s priorities and the TCF funding objectives.
Benefit-to-Cost Ratio (last calculation):	0.89:1
Operational carbon savings impact:	The project has an objective to reduce operational carbon emissions, with a target of a 20% reduction in these emissions, through the installation of an air source heat pump and solar PV panels. It should be noted that this target applies to the bus station itself, not emissions

	caused by buses or other traffic. Further carbon savings will be encouraged through the increased uptake of sustainable modes, such as bus, cycle, and walking, reducing private car dependency and thus reducing vehicle carbon emissions.
Intended construction route:	Design and Build
Top three Risks:	<p>The proposed glazing in the concourse may not be achievable without delivering a new frame or significant strengthening</p> <p>The use of the existing structural frame in the retail units may not be achievable without delivering a new frame or significant strengthening</p> <p>Scope of works may result in programme elongation</p>
Planning Application submission:	February 2023
Full Business Case submission:	1 st July 2023
Construction start:	October 2023
Construction completion:	January 2025

Appendix 7 - Business Case summary for Huddersfield Bus Station

Scheme name:	Huddersfield Bus Station Transformation
Scheme promoter:	West Yorkshire Combined Authority and Kirklees Council
Current business case stage:	Outline Business Case approval
Current total cost:	£19.99m
Proposed funding:	£18.99m – Transforming Cities Fund; £1m – Kirklees Council
Risk funding within total cost:	<p>Allowances</p> <p>Risk, contingency, inflation £2,968,461.16</p> <p>Additional unknowns <u>£1,830,445.61</u></p> <p>Total £4,798,906.77</p> <p>Which equates to 24% of the estimated scheme total cost.</p>
Main options considered (bullets):	<p>Do Minimum - £12.8m</p> <p>Bus Station</p> <ul style="list-style-type: none"> • Essential H&S / security items plus light touch refurb. <p>Canopy</p> <ul style="list-style-type: none"> • Reduced specification and smaller size canopy only • Reduced size cycle hub • Reduced specification stair core refurbishment <p>Do Something – £18.8m</p> <p>Bus Station</p> <ul style="list-style-type: none"> • Full refurbishment with Henry St refurb • DIRO curtain walling retained • Apron patch repaired. <p>Canopy</p> <ul style="list-style-type: none"> • Reduced canopy size in full Glulam timber design retaining transformational elements • Landscaping • Reduced size cycle hub • Reduced specification stair core refurbishment <p>Do Maximum - £19.99m - Preferred Option</p> <p>Bus Station</p> <ul style="list-style-type: none"> • New option quality enhancements to achieve preferred essential requirements • Enhanced finishes to Henry St & enlarged

	<p>entrance</p> <ul style="list-style-type: none"> • New curtain walling throughout with enlarged main concourse • Full apron surfacing <p>Canopy</p> <ul style="list-style-type: none"> • Delivery of transformational Glulam timber entrance canopy and lighting • Internal stairwell access improvements • Public realm under canopy and vehicle access ramp • Full size Cycle hub • HVM measures for canopy • Improvements to external facia of Kirklees retail units
Reason for preferred option:	The full long list of potential options was prioritised and were appraised against Critical Success Factors and scheme objectives to produce a short list of options. Due to rising costs the options were later reviewed in detail as part of a value engineering exercise to reduce costs and produce a final shortlist. The preferred option that has come forward provides the best and most ambitious option to meet the scheme objectives and overcome the issues identified in consultation whilst remaining affordable.
Benefit-to-Cost Ratio (last calculation):	1.91:1
Operational carbon savings impact:	The project has an objective to save carbon emissions and an associated target for a saving of 10% of operational carbon emissions. Note this only includes the emissions of the bus station itself and does not include the emissions of buses or any other traffic.
Intended construction route:	A procurement strategy has been developed for Huddersfield Bus Station to evaluate the best approach to procure the required services, supplies, or works for the scheme. It is proposed to retain two separate projects for the delivery but with the intension of using the same contractor, the final procurement strategy is to be concluded at the next stage. Early contractor involvement and other measures will be adopted to mitigate price increases due to inflation and to ensure affordability is maintained.
Top three Risks:	That there are more underground diversions than expected for electricity, gas, water and telecoms supply

	<p>lines that run near the bus station. If further diversions than expected are needed costs could increase and there might be delays or a change in design of the canopy. To mitigate this risk further detailed surveys will be undertaken during the next design stage.</p> <p>That the building work might be restricted by the railway tunnels. To mitigate this risk the plans and information on the tunnel locations has been given to the designers and an agreement is in place with Network Rail to set down how the construction project will communicate with and manage any impact on the railway tunnels safely.</p> <p>Costs rise through inflation, shortage of materials or the need to change the design to reduce the overall price of the scheme. To mitigate this risk the Combined Authority and Kirklees Council are jointly preparing the full business case and obtaining detailed estimates from a cost consultant and appointing a contractor early to advise on the scheme and costs. Cost will be closely monitored as the scheme develops and any adjustments made are planned to be completed before the work starts on site. A fixed price build contract is proposed to minimise change.</p>
Planning Application submission:	Summer 23
Full Business Case submission:	Winter 23
Construction start:	Summer 24
Construction completion:	Winter 25

