



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

## **OVERVIEW & SCRUTINY COMMITTEE**

**Date: Monday, 28 November 2022**

**Democratic Services**

Edwina Adefehinti  
Chief Officer Legal and Governance  
Monitoring Officer

**11:00 AM**

72 Market Street  
Ely  
Cambridgeshire  
CB7 4LS

**Civic Suite, Pathfinder House, St Mary's Street, Huntingdon  
PE29 3TN**

**[Venue Address]**

## **AGENDA**

**Open to Public and Press**

**1 Apologies for Absence**

**2 Declarations of Interest**

At this point Members must declare whether they have a disclosable pecuniary interest, or other interest, in any of the items on the agenda, unless it is already entered in the register of members' interests.

**3 Minutes of the Previous Meeting and Action Log**

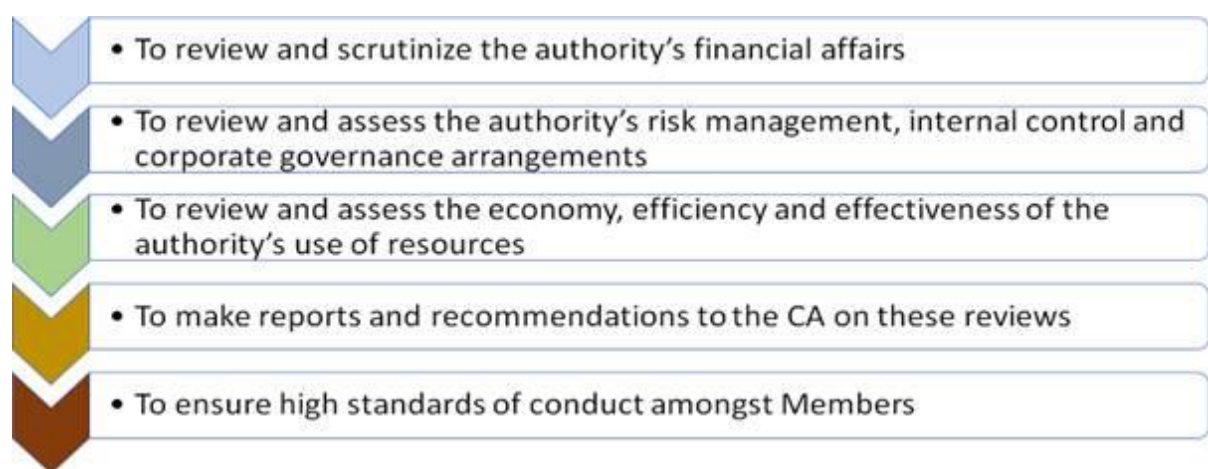
To approve the minutes of the meeting held on 17 October 2022 and to note the Action Log.

	<b>O&amp;S Draft Minutes 17.10.22</b>	<b>5 - 12</b>
<b>4</b>	<b>Public Questions</b> Arrangements for asking a public question can be viewed here - <a href="https://cambridgeshirepeterborough-ca.gov.uk/public-questions">Public Questions - Cambridgeshire &amp; Peterborough Combined Authority (cambridgeshirepeterborough-ca.gov.uk)</a>	
<b>5</b>	<b>Improvement Framework</b> To undertake pre-scrutiny of the Improvement Framework report going to the CA Board meeting on 30 November 2022. <b>Improvement Framework Report - OSC Nov</b>	<b>13 - 16</b>
<b>6</b>	<b>Budget Scrutiny</b>  <b>CPCA Draft Budget 202122 and MTFP</b>	<b>17 - 22</b>
<b>7</b>	<b>Draft Bus Strategy</b> To review and comment on the draft Bus Strategy <b>Draft Bus Strategy Report</b>	<b>23 - 40</b>
<b>8</b>	<b>Climate Action Plan Update</b> To note and comment on the report. <b>Climate Action Plan Update</b>	<b>41 - 44</b>
<b>9</b>	<b>Combined Authority Forward Plan</b> Members allocated to monitor the activities of the Combined Authority to provide a verbal update to the Committee on any areas of interest. The Forward Plan can be viewed on the website here: <a href="#">Forward Plan</a>	
<b>10</b>	<b>Combined Authority Board Agenda: 30 November 2022</b> To consider questions to the Combined Authority Board for its meeting on Wednesday, 30 November 2022. The agenda will be published on Tuesday 22 November and can be found on the website here: <a href="#">CA Board Agenda</a>	
<b>11</b>	<b>Overview and Scrutiny Work Programme</b> i) To receive work programme recommendations from the Lead Members ii) To comment on the status of the current Work Programme <b>Overview and Scrutiny Work Programme</b>	<b>45 - 50</b>
<b>12</b>	<b>Date of next meeting:</b> Monday, 23rd January 2023 at 11.00 am.	

The Overview & Scrutiny Committee comprises the following members:

*For more information about this meeting, including access arrangements and facilities for people with disabilities, please contact*

### **The Audit and Governance Committee Role.**



The Combined Authority is committed to open government and members of the public are welcome to attend Committee meetings. It supports the principle of transparency and encourages filming, recording and taking photographs at meetings that are open to the public. It also welcomes the use of social networking and micro-blogging websites (such as Twitter and Facebook) to communicate with people about what is happening, as it happens.

Councillor Michael Atkins

Councillor Andy Coles

Councillor Doug Dew

Councillor Lorna Dupre

Councillor Mark Goldsack

Cllr Geoff Harvey

Councillor Martin Hassall

Councillor Anne Hay

Councillor Amjad Iqbal

Councillor Alex Miscandlon

Councillor Richard Robertson

Councillor Alan Sharp

Cllr Simon Smith

Councillor Aidan Van de Weyer

Clerk Name:	Anne Gardiner
Clerk Telephone:	
Clerk Email:	anne.gardiner@cambridgeshirepeterborough-ca.gov.uk



**CAMBRIDGESHIRE  
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# **CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY – OVERVIEW AND SCRUTINY COMMITTEE**

## **DRAFT MINUTES**

**Date:** Monday, 17 October 2022

**Time:** 10.30

**Location:** Sand Martin House, Peterborough

### **Members:**

Cllr L Dupre (Chair)	East Cambridgeshire District Council
Cllr A Sharp (Vice-Chair)	East Cambridgeshire District Council
Cllr D Dew	Huntingdonshire District Council
Cllr M Hassall	Huntingdonshire District Council
Cllr P Coutts	Cambridgeshire County Council
Cllr M Goldsack	Cambridgeshire County Council
Cllr R Robertson	Cambridge City Council
Cllr S Smith	Cambridge City Council
Cllr G Harvey	South Cambridgeshire District Council
Cllr P Fane	South Cambridgeshire District Council

### **Also Present:**

The Mayor, Dr Nik Johnson

### **Officers:**

Gordon Mitchell	Interim Chief Executive Officer
Jodie Townsend*	Interim Head of Democratic Services
Jon Alsop*	Chief Finance Officer
Rob Emery*	Business Board S151 & Dept.S73 Combined Authority
Reena Roojam*	Lawyer, Combined Authority
Anne Gardiner	Governance Manager, Combined Authority
Joanna Morley	Interim Governance Officer, Combined Authority

\*denotes attendance via Zoom

## **1. Apologies for absence**

- 1.1 Apologies were received from Cllr Coles, Cllr Iqbal, Cllr Hay, Cllr Miscandlon, Cllr Atkins, Cllr Baigent and Cllr Van de Weyer. Cllr Coutts, Cllr Smith and Cllr Fane

attended as substitutes for Cllr Atkins, Cllr Baigent and Cllr Van de Weyer respectively.

## **2. Declarations of Interest**

- 2.1 No declarations of interest were made.

## **3. Improvement Framework**

- 3.1 Gordon Mitchell, Interim Chief Executive, introduced the report which outlined the next steps of the Improvement Framework and proposed report going to the CPCA Board meeting on 19 October.

During discussion the following points were noted:

- a. The cancellation of the Board meeting in September, due to the official mourning period for her Majesty the Queen, had allowed for more informal discussions and a workshop session with Board members who hopefully would be reassured by the robustness of the improvement work and the next steps set out in the report due to go to the CA Board at their meeting being held on 19 October 2022.
- b. The strategic aims of the Review of Governance, that had been approved at the Board meeting in July, had been fed into the Improvement Plan.
- c. The Chief Executive had regular and open conversations with the Department for Business, Energy and Industrial Strategy (BEIS) and the Department for Housing, Levelling Up and Communities (DHLUC). The two areas that DHLUC was particularly interested in were how the scale of the issues and interest in moving forward was debated at Board and how progress was made over the next couple of weeks.
- d. The improvement journey was always much better if the Authority itself took responsibility for it.
- e. The organisation used a large number of interims but there had been some progress on the move to more permanent staff with a number of interviews already conducted.
- f. Although the Mayor was the only one directly elected it was the Board that made decisions. Although the Mayor did have power it was a soft power and the balance between the Mayor and the Board needed to be reset.
- g. By developing and strengthening the Overview and Scrutiny function, the Committee could play a significant role in the future improvement of the Combined Authority.
- h. New systems and processes, such as pre-meets before the Board meeting and fewer agenda items, could affect a change in the organisation's culture.
- i. The external auditor saw everything he had expected to see in the Improvement Plan but had said that delivery would be the real test.

### **RESOLVED:**

The Committee:

1. Noted the presentation on the next steps of the Improvement Framework and proposed report going to the 19 October CPCA Board meeting
2. Welcomed the proposal to being an Improvement Framework Highlight Report to future Committee meetings.

3. Agreed that a virtual briefing be held to further discuss the Review of Governance recommendations and the role of the Overview and Scrutiny function, and to consider what needs to be included in the Committee's 2022/23 work programme regarding the improvement framework.

#### **4 Questions to the Mayor from Members of the Committee**

- 4.1 Questions from members of the Committee had been sent to the Mayor in advance of the meeting and written responses had been supplied. These were added as a supplementary item to the agenda pack and also appended to the minutes.
- 4.2 During the question and answer session in which the Mayor expanded on his written responses, and supplementary questions were asked, the following points were noted:
  - a. The Ting bus trial had been deemed a success. A new bus operator had been identified and the Authority would be going back to central Government to ask for the scheme to be extended to all areas of the CPCA
  - b. The ambition to deliver on active travel was high on the agenda and the Mayor could see a real avenue for collaborative working with the ICS and HWB boards to improve public health.
  - c. Ultimately, the Mayor believed that franchising of the bus system was the future, but the finances had to be thoroughly explored.
  - d. The Mayor identified three areas he hoped his vision for the Authority would deliver on. These were an improved bus network, an increased sense of place and identity with the region becoming a county of culture, and progression of works that improved public health with better air quality and more active travel.
  - e. In his closing remarks the Mayor wished to put on record his thanks to the Interim Chief Executive for the difference his arrival had made in tackling the challenges that both the organisation and he faced.
  - f. The Chair thanked the Mayor for attending the meeting and answering the Committee's questions.

#### **5. Minutes of the previous meeting and Action Log**

##### RESOLVED

That the minutes of the meeting held on 25 July 2022 be approved as a correct record and that the Action Log be noted.

#### **6. Budget Scrutiny**

- 6.1 Jon Alsop, Chief Finance Officer and Rob Emery, Chief Accountant responded to the Committee's comments and questions following a presentation which provided an update on the budget planning process for the 2023/2.

During discussion the following points were noted:

- a. The transport levy was a charge on Peterborough City Council (PCC) and Cambridgeshire County Council (CCC) that was paid by them to the Combined Authority (CA), much like the district authorities paid the county council an element of the business rates and council tax that they collected.

- b. The business rate supplement was an extra charge on all rate paying buildings which the companies that owned and worked in those businesses paid for. The Combined Authority had the power to increase the rate by 2p for every pound paid and that would come directly to them.
- c. The Improvement Plan was not looking at large scale changes to the existing portfolio of projects and last year's approved budget, so in the shorter term would affect the core operating costs of the Authority but not the wider project portfolio.
- d. Going forward the MTFP would be developed in accordance with the strategic direction of the Combined Authority. Understanding the overarching strategic direction of the CA would inform the future projects and funding that the Authority pursued. One of the elements of the Improvement Plan was to look at a sustainable future funding model for the Authority and as there was a move away from single pot funding to bidding for funds, this would mean adapting and looking at different financial freedoms, other mechanisms for delivery, and different ways in which Government could be lobbied.
- e. The CA, as the local transport authority, had a few statutory duties relating to passenger transport which were around the national concessionary fares service ie paying for people with concessionary fare passes to travel. There were very few requirements on the CA in terms of supporting the bus network itself as it was predominantly privately operated although this would change if franchising was taken forward. The CA currently had a choice whether to cut services or increase funding.
- f. From September 2022 the CA had the power to increase the transport levy by the Office of National Statistics (ONS) measure of inflation; expected to be circa 10%. This would require the CA board to vote in favour of setting the levy. If the CA wanted to increase the levy by more than the ONS level, specific assent by both councils (PCC and CCC) would be required.
- g. Bid on funds would continue to be the standard operating model from Government.

**RESOLVED:**

The Committee noted the update on the budget planning process for the 2023-24 budget and MTFP

**7/8 Lead Members' Updates and Combined Authority Forward Plan**

- 7.1 Lead members were not present at the meeting so there were no updates given on areas of interest included in the Forward Plan.

**9. Combined Authority Board Agenda**

- 9.1 Members did not put forward any questions to be asked at the CA Board meeting on 19 October 2022.

**10. Overview and Scrutiny Work Programme**

Following a brief discussion, the items for the next meeting were agreed:

**RESOLVED:**

- 1. That an update on the Improvement Plan would be a standing item going forwards.



2. That the Bus and Transport lead members bring a report on the Bus Review to the next meeting

**ACTIONS:**

1. Officers to schedule a date for a virtual briefing session to further discuss the Review of Governance recommendations and the role of the Overview and Scrutiny function, *and* to consider what needs to be included in the Committee's 2022/23 work programme regarding the improvement framework.
2. The Chair, Vice-Chair, and the Bus and Transport lead members to meet with officers in preparation for the update report on the Bus Review coming to the November meeting.

**11. Date of next meeting**

- 11.1 Monday 28 November 2022 at 11am. Venue: Pathfinder House, Huntingdon.

Meeting Closed: 1.00pm





## Overview and Scrutiny Committee Action Log

Purpose: The action log records actions recorded in the minutes of Overview and Scrutiny Committee meetings and provides an update on officer responses to those outstanding.

### Minutes of the meeting 17 October 2022

Item	Report title	Lead officer	Action	Response	Status
10	Overview & Scrutiny Work Programme	Jodie Townsend  Anne Gardiner	1. Officers to schedule a date for a virtual briefing session to further discuss the Review of Governance recommendations and the role of the Overview and Scrutiny function, <i>and</i> to consider what needs to be included in the Committee's 2022/23 work programme regarding the improvement framework.	A virtual briefing session has been scheduled for 21.11.22	Closed
			2. The Chair, Vice-Chair, and the Bus and Transport lead members to meet with officers in preparation for the update report on the Bus Review coming to the November meeting.	Discussions had in preparation for the Draft Bus Strategy agenda item at the meeting on 28.11.22	Closed





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Agenda Item No: 5

## **Improvement Framework**

To:	OVERVIEW & SCRUTINY COMMITTEE
Meeting Date:	28 November 2022
Public report:	Yes
Lead Member:	Mayor Dr Nik Johnson
From:	Gordon Mitchell, Interim Chief Executive Officer
Key decision:	No
Forward Plan ref:	N/A
Recommendations:	<p>The Overview and Scrutiny is recommended to:</p> <p>Consider the Improvement Framework report going to the Combined Authority Board on 30 November 2022.</p>
Voting arrangements:	A simple majority of all Members present and voting

### **1. Purpose**

- 1.1 The purpose of the agenda item is to provide the Overview & Scrutiny Committee with an opportunity to undertake pre-scrutiny of the Improvement Framework report going to Board on the 30 November 2022.
- 1.2 The purpose of the improvement report going to the Board is to provide an update on the progress made against identified actions set out in the Improvement Plan agreed by Board in October 2022.
- 1.3 The report to Board will also update Board on the development of arrangements for the Independent Improvement Board agreed in October 2022.

## **2. Background**

- 2.1 The Board in October agreed the Improvement Plan to address the Chief Executive's diagnosis assessment of the Cambridgeshire and Peterborough Combined Authority.
- 2.2 The assessment set out key deliverables over a three month period and what might be different as a result of the proposed activity.

## **3. 28 November – Overview & Scrutiny Committee meeting**

- 3.1 The Overview & Scrutiny Committee has an opportunity to undertake pre-scrutiny of the Improvement Framework report going to the Board on 30 November, any comments from the Committee will subsequently be fed back to Board to assist them in their considerations.
- 3.2 Pre-Scrutiny is an important tool in the armoury of the Overview & Scrutiny function. Looking at decisions before they are made provides an important means to influence those decisions, and to improve them. It gives scrutineers an opportunity to challenge assumptions that may have been made as the decision was developed; it also gives them the chance to consider how decision-makers have considered what risks might arise from the implementation of the decision, and how those risks might be mitigated.
- 3.3 Overview & Scrutiny can bring a different perspective to the decision-making process than that provided by Board members or officers, which can help decisions to be more robust. Looking at a decision before it is made can often be seen as a more effective means of scrutiny than looking at a decision after it is made (for example, through the call-in process), when the opportunity to influence and change that decision is quite limited. Of course, post-decision scrutiny can help to influence future policy changes in the medium to long-term.
- 3.4 The Improvement Framework report to Board will be published on the 22 November, it will be accessible via this link: [CMIS > Meetings](#)
- 3.5 The Overview & Scrutiny Committee will have an opportunity to question the Improvement Programme Lead on the Improvement Framework report.

### Significant Implications

## **4. Financial Implications**

- 4.1 At the Combined Authority Board in July £750,000 was approved to support the scope, development and delivery of work relating to improvement activity.

## **5. Legal Implications**

- 5.1 There is a legal requirement to have a fully functioning Overview and Scrutiny Committee within the CA framework. The Overview and Scrutiny Committee should act as an independent scrutineer for Council activities.
- 5.2 Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities provides that "Ensuring early and regular engagement between the executive and scrutiny –

authorities should ensure early and regular discussion takes place between scrutiny and the executive, especially regarding the latter's future work programme. Authorities should, though, be mindful of their distinct roles".

- 5.3 CFGS guidance recommends that scrutiny should happen a decent time before the decision comes to be made – not a matter of a couple of weeks. Effective CA forward planning should allow for scrutiny to be forewarned months in advance of particularly critical decisions; such forward planning also helps with fitting this form of scrutiny into the committee cycle. Again, the way that such matters are identified will need to relate closely to scrutiny's role.

## **6. Public Health implications**

- 6.1 No Public Health implications are directly identified within this report at this stage.

## **7. Environmental and Climate Change Implications**

- 7.1 No Environmental and Climate Change implications are identified within this report at this stage.

## **8. Other Significant Implications**

- 8.1 The External Auditor and DLUHC have set out clearly the expected focus for improvement. It is important that the CA can demonstrate its commitment to improve and also the progress it is making on this journey so more formal interventions are not put in place; the unfreezing of future funding is dependent on this.

## **9. Appendices**

- 9.1 Appendix A – Report to Combined Authority Board: [CMIS > Meetings](#)

## **10. Background Papers**

- October CA Board Report – Improvement Framework
- July CA Board Report - Improvement Assessment
- Governance review
- External Auditors letter







**CAMBRIDGESHIRE  
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Agenda Item No: **X**

## 2023/24 Budget and Medium-Term Financial Plan

To: OVERVIEW & SCRUTINY COMMITTEE

Meeting Date: 28 November 2022

Public report: Yes

Lead Member: Deputy Mayor Anna Smith

From: Jon Alsop, Head of Finance and Section 73 Officer

Key decision: No

Forward Plan ref: -

Recommendations: The Overview and Scrutiny is recommended to:

- A Note the principles and approach behind the development of the draft budget for 2023/24 and the Medium-Term Financial Plan for the period 2023/24 to 2026/27**
- B Note the significant pressure on passenger transport forecast from 2023-24.**

Voting arrangements: A simple majority of all Members present and voting

### 1.0 Purpose

- 1.1. This paper presents the principles and approach behind the development of the Combined Authority's draft Budget for 2023/24 and Medium-Term Financial Plan (MTFP) for the period 2023/24 to 2026/27.
- 1.2. The paper also sets out the proposed timetable for the consultation and approval for the budget and MTFP along with the significant un-funded pressure from supported bus services forecast from 2023-24.

- 1.3. This paper also provides the opportunity for the Overview and Scrutiny committee to ask questions relating to the draft budget to be presented to the Combined Authority Board on the 30<sup>th</sup> November. As the papers for that meeting are not published until a few days after those for the Overview and Scrutiny Committee they are not included in the Committee's papers directly but the draft budget will be available on the Combined Authority website from the 23<sup>rd</sup> November and a link is provided in the background papers section of this report.

## **2.0 Background**

- 2.1 According to the Constitution, functions reserved to the Combined Authority Board include the adoption of the non-mayoral Combined Authority budgets, the Medium-Term Financial Plan and the Capital Programme.
- 2.2 The process of the approval of the Mayoral budget is set out in the 'The Combined Authorities (Finance) Order 2017'
- 2.3 As reported to the Combined Authority Board, Stagecoach have withdrawn from a raft of supported bus services forcing a rapid re-procurement to ensure the continuation of these vital services. Following these retenders the costs of supported bus services for the final 5 months of the year are expected to have increased by £1.7m, a 50% overspend on a £3.4m annual budget.

### **Budget Preparation Principals**

- 2.4 The overarching objective is to set an affordable and balanced budget that supports delivery of the ambitions and priorities of the Mayor and the Combined Authority.
- 2.5 Other objectives and principals adopted in the development of the proposed draft budget and MTFP are as follows:
- Budget preparation has taken account of the level of reserves brought forward from previous financial years, and of expected annual funding streams from 2023/24 onwards to ensure that spending plans continue to be affordable.
  - The 2023/24 Budget and MTFP provides a clear presentation of capital and revenue budgets. This is still based on the historic Directorate basis. While the new Directorate structure was formally adopted by the CA Board in October there is ongoing strategy and governance work which will result in revised roles and responsibilities for Committees which will not complete until early 2023. Once this is approved the Combined Authority's budget will be re-mapped to match. This will not change the approved budgets and projects but will change the headings against which each budget is reported.
  - The staffing structure and budgets will continue to be managed at a corporate level by the Chief Executive as Head of Paid Service.
  - The Budget and MTFP identifies staffing costs and other contributions to 'overheads' associated with grant funded programmes and these are recharged to the relevant directorate budget line.
  - The Budget and MTFP provides a clear presentation of projects where budget lines have already been approved by the Board, and of those projects which are 'Subject to Approval'.
  - The Budget takes a prudent approach to funding – new funding sources are not recognised until funding agreements have been received from Government.

## Budget Development Timetable

- 2.6 According to the Constitution, “The draft Budget shall be submitted to the Combined Authority Board for consideration and approval for consultation purposes only, before the end of December each year. The Combined Authority Board will also agree the timetable for consultation and those to be consulted. The consultation period shall not be less than four weeks, and the consultees shall include Constituent Authorities, the Business Board (as the Local Enterprise Partnership) and the Overview and Scrutiny Committee.”
- 2.7 The proposed timetable for approving the budget and MTFP is set out below and is in accordance with the key dates and statutory deadlines set out in the Constitution (Budget Framework) and the Finance Order. A more detailed timeline is included as Appendix 1.

Proposed Statement and Budget Setting Timetable	Day	Date
CPCA Board Meeting (to receive and approve the draft Budget and MTFP for consultation)	Wed	30/11/22
Draft Budget Consultation Period Starts	Thu	1/12/22
Overview and Scrutiny Committee Meeting (Consultation)	Tbc	tbc
Consultation Ends	Fri	13/01/23
Overview and Scrutiny Committee Meeting	tbc	tbc
CPCA Board Meeting to Approve the 2022/23 Budget and MTFP	Wed	25/01/23

## Significant Budgetary Pressures – Passenger Transport

- 2.8 In previous years the Combined Authority has been able to set a balanced budget while delivering on its strategic objectives. However, the unprecedented pressures arising from supported bus routes has resulted in a potential impact which cannot be met within the existing resources while maintaining a balanced position over the medium term.
- 2.9 Following the withdrawal of the incumbent operator from a raft of supported bus services, citing unmanageable increases in costs from fuel and petrol alongside cuts in government grant funds, the Combined Authority had to undertake an emergency re-procurement of these routes to avoid significant hardship on residents who rely on them to engage with society. Following these retenders the costs of supported bus services for the final 5 months of the year are expected to have increased by £1.7m, a 50% overspend on a £3.4m annual budget.
- 2.10 To deliver the existing network for the whole of 2023-24 would cost an estimated £7m, double the planned budget of £3.5m. However this is subject to significant uncertainty both from a funding side, as Central Government grants and policy is as-yet unconfirmed, and in terms of costs, as increased high inflation means there is the prospect of potential further withdrawal of routes by existing operators.
- 2.11 On the 30<sup>th</sup> November the Combined Authority Board will be agreeing what to include in it's budget consultation, including options to react to this un-funded pressure.
- 2.12 The Committee are asked to note this unfunded pressure impacting the 2023-24 budget.

## Significant Implications

### 3. Financial Implications

3.1 There are no direct financial implications of this report

### 4. Legal Implications

4.1 The Budget Framework Procedure Rules are set out within the CPCA Constitution.

### 5. Public Health implications

5.1 No Public Health implications are directly identified within this report.

### 6. Environmental and Climate Change Implications

6.1 No Environmental and Climate Change implications are identified within this report.

### 7. Other Significant Implications

7.1 There are no other significant implications within this report.

### 8. Appendices

8.1 Appendix 1 – Detailed budget setting timetable 2023/24

### 9. Background Papers

9.1 [30<sup>th</sup> November 2022 Combined Authority Board budget paper](#)

## Appendix 1 – Detailed budget setting timetable 2023/24

<b>Date</b>	<b>Activity</b>
Friday 30 <sup>th</sup> December 2022	Deadline for Draft CA budget to the CA for consideration and approval for consultation (Budget Framework).
Not less than 4 weeks Duration	Consultation period (Budget Framework)
Tuesday 31 <sup>st</sup> January 2023	Deadline for the Mayor to notify the CA of the Mayor's draft budget for 2023/24 (Finance Order)
Tuesday 31 <sup>st</sup> January 2023	Deadline for proposed CA budget to be submitted to the CA Board, including consultation responses and the Mayor's budget (Budget Framework)
Within five working days of above	CA Board shall meet to consider the budget and may agree a report (Budget Framework)
At least five working days of report published if amendments to the Mayor's Budget are proposed	CA Board shall meet to re-consider the budget (Budget Framework)
Tuesday 7 <sup>th</sup> February 2023	Deadline for CA to report on the Mayor's draft budget (Finance Order)
At least five days from receipt of report	Deadline for the Mayor to respond to the CA report (Finance Order)
5 Days after end of deadline period above	Deadline CA to veto or approve Mayor's draft budget (Finance Order)
Tuesday 14 <sup>th</sup> February 2023 (tbc)	Deadline for issuing the Transport Levy to Peterborough City Council and Cambridgeshire County Council





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Agenda Item No: 7

## Report title: Draft Bus Strategy

To: Overview and Scrutiny Committee

Meeting Date: 28<sup>th</sup> November 2022

Public report: Yes

From: Oliver Howarth

Recommendations: The Overview and Scrutiny Committee is recommended to:

- a) Review the draft Bus Strategy (Appendix A) and covering report published with the Transport and Infrastructure (T&I) Committee papers and provide comment.
- b) Note the timeline provided by officers in the report

### 1. Purpose

- 1.1 To provide the Committee with the opportunity to comment on the draft Bus Strategy which was presented to the T&I Committee at their meeting on 16<sup>th</sup> November 2022; the report can be found here: [Transport and Infrastructure Committee Agenda](#)
- 1.2 This report provides the Committee with further information regarding the timeline for the BSIP (Bus Service Improvement Plan) and Bus Strategy moving forward.
- 1.3 Committee members were invited to submit questions to officers in relation to the draft Bus Strategy; the questions, and answers will follow as a supplementary item to the report.

### 2. BSIP and Bus Strategy Submission and Approval Timeline

#### **Bus Strategy – draft outline:**

- Recommended by Transport and Infrastructure Committee on 16th November that the CA Board approves the Bus Strategy

- CA Board (30th November) – approval sought for a 6–8 week consultation (to be determined, due to festive period)
- Transport and Infrastructure Committee (18th January) and CA Board (25th January) – emerging and/or initial feedback on consultation
- March Transport and Infrastructure Committee (15th March) and CA Board (22nd March)– feedback on Bus Strategy consultation and updated document

## **BSIP**

- Review document for DfT (30th November) that will include the draft Bus Strategy and sets out the process on which you have embarked, including new BSIP doc in early 2023
- Draft BSIP document to be discussed with bus operators (16th December)

## 3. Financial Implications

3.1 None.

## 4. Legal Implications

4.1 None.

## 5. Public Health Implications

5.1 As part of the LTCP suite of documents, the Bus Strategy will need to consider the objectives of the Plan. Fundamental to this is the consideration of health and safety and therefore it is imperative that the Bus Strategy demonstrates the golden thread with these objectives. The Bus Strategy will demonstrate how the deliverables will ensure better outcomes for the Combined Authority and partners in relation to public health at the local and more region-wide levels.

## 6. Environmental and Climate Change Implications

6.1 As part of the LTCP suite of documents, the Bus Strategy will need to consider the environmental and climate objectives – how it will provide a positive benefit for the area. The Bus Strategy will aim to improve the local and regional improvements in relation to the environment and climate. The Bus Strategy will demonstrate how the deliverables will ensure better outcomes for the Combined Authority and partners in relation to these implications at the local and more region-wide levels.

## 7. Other Significant Implications

7.1 None

## 8. Appendices

8.1 Appendix A – Draft Bus Strategy





# Bus Strategy

October 2022

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# Introduction

Cambridgeshire and Peterborough are an economically successful, innovative, and desirable area to live and work. However, our success and recent growth brings challenges, including pressure on our transport network, a need to tackle emissions locally, and contribute to the wider climate challenge response. And, in some parts of our area, people feel disconnected from the opportunities that exist in the wider region.

Public consultations show that people want to see good public transport services, as these will benefit them personally and their communities. Whilst the Covid-19 pandemic has changed travel behaviour, we know that the bus offers the opportunity to make an important contribution to the way the region functions.

Local partners have acknowledged a climate change emergency and we need to reduce carbon emissions, tackle traffic congestion and improve air quality. An Independent Commission on Climate highlighted the need to reduce car miles in our region by 15% by 2030, advocating a switch to using public transport, walking and cycling. The Cambridgeshire and Peterborough Combined Authority has agreed this target.

Local authorities are making pledges to become carbon neutral. Promoting zero carbon transport means rethinking our transport systems and how we travel, with greater emphasis on buses, pedestrians and cyclists. We need to transform public transport, making it more attractive, such that it provides a real alternative to the car.

Our ambition is to see Cambridgeshire and Peterborough at the forefront of excellent public transport provision. Therefore, we are seeking to transform bus travel – offering high levels of convenience and connectivity – not just in our urban areas, but across the entire region, including rural areas and market towns; something not seen on such a scale anywhere else in the UK. We want to deliver a fully integrated bus network, serving the needs of the Cambridgeshire and Peterborough area. We want

to make journeys quicker, cheaper and more reliable, delivering attractive, environmentally friendly services across our area. To do that, we will need improve the whole journey, ensuring off-bus infrastructure and services complement the on-bus travel experience

The Cambridgeshire and Peterborough Bus Strategy has been prepared by Cambridgeshire and Peterborough Combined Authority (CPCA). Working with its constituent authorities and other partners, and bus operators. It sets out the ways in which we want to make bus travel more convenient, very attractive and easy to use, such that it becomes the obvious way to make a journey. This means improving every aspect of the current service, building on the strong foundations already in place, including the Busway, Cambridge Park & Ride and demand responsive TING service.

This strategy sets out the main principles of how we will achieve our ambition and more than double bus patronage by 2030. More details of how we will deliver and fund this are set out in our Bus Service Improvement Plan (BSIP), reflecting our response to the National Bus Strategy: Bus Back Better, published in 2021. Our Strategy and BSIP will be regularly reviewed to reflect changing circumstances and to push continuous improvement.

The Cambridgeshire and Peterborough Combined Authority is committed to working with Government to deliver on our collective ambition, a London-style network across our geography.

Since 1986, bus operators have decided what services to run, including the routes, timetables and fares charged. Local authorities can pay operators to run other additional services that wouldn't otherwise be provided. Currently, the Combined Authority spends £Mx on the provision of such services across the region. Authorities are also responsible for providing bus priority measures, bus stop infrastructure, Park & Ride sites and the Busway. The Cambridgeshire and Peterborough bus network has generally declined over the period since 1986, although areas of partnership including the Cambridgeshire Busway and Cambridge Park & Ride network have delivered improvements.

The Combined Authority was established to champion sustainable economic growth across our region and the Mayor has additional powers for bus services, including the ability to assume control of the bus network, under certain conditions, through a franchising scheme (similar to the bus operation in London).

CPCA has already consulted on a new Local Transport and Connectivity Plan (LTCP). This Bus Strategy is a supporting document to the LTCP and reflects the ambition to reduce traffic and emissions and provide a much more sustainable transport network that benefits everyone.

We've already taken some positive steps to support bus services in the region. £Mx has been invested in the Busway and Park & Ride provision. Recently, a new demand responsive service, 'TING', was launched in rural West Huntingdonshire.

We need to do much more to improve our bus network and address some key challenges:

- 🌀 Bus services do not offer a practical option for many journeys because they are not available, don't go to the right places at suitable times, or are too infrequent.
- 🌀 They may not be co-ordinated to connect with other services and are perceived as being unreliable and offering no advantage over the private car
- 🌀 Considered expensive by many and not value for money.
- 🌀 The attractiveness of bus travel is hampered by inadequate information, difficult to understand timetables, complex fares and variable standards of services.
- 🌀 Poor reliability – 65% of bus users want to see more reliable bus services, followed by more frequent services and faster bus journey times.
- 🌀 Inconvenience – 58% of non-bus users cited inconvenience as the reason for not using the bus, seeing cars as a faster and cheaper way to travel.

Market research suggests a desire to see bus service improvements, with 80% of survey respondents (bus and non-bus users) showing support.<sup>1</sup> Bus users want to see greater reliability and less disruption on the road network, more frequent services connecting more places and more co-ordination, with services joining up better in terms of service timings, connections and fares. In more rural areas, there is particular desire to see buses linking more places, more often, including evenings and Sundays.<sup>2</sup> Non-bus users support wider range of improvements, including more frequent services, quicker journey times, more services connecting places, greater integration and good value fares.

<sup>1</sup> CPCA survey and market research (on-line and face-to-face with 4300 responses), 2019

<sup>2</sup> ECDC residents' survey (1400 responses), 2020



# Background to the Bus Strategy



## The story so far

In 2018, the Combined Authority commissioned an extensive review of all aspects of bus service delivery, examining the current state of play, drawing on engagement with stakeholders and operators, evidence and data. It took a close look at the different elements of the network, including city services, Park & Ride, Busway, inter-urban and rural services. It highlighted the pressures and constraints on each element and explored potential options and opportunities, including fares and ticketing, information and bus infrastructure.

The review highlighted the underperformance of the bus network and the challenges it faced, particularly declining usage and commercial viability, poor image, unreliability and inconsistent levels of service.

Seeing the need for a new approach, the Combined Authority agreed to use its powers under the Bus Services Act 2017 to consider different options, including the possibility of Bus Franchising. A notice of intent to undertake an assessment of Bus Franchising was published on 9 May 2019. In late 2019, extensive market research and stakeholder engagement took place to get a clear picture of what bus users and non-users wanted from the bus network. There was a desire for improvement, which was translated into a 'Vision for Bus', adopted by the authority in May 2020. This set out a desire for a world class bus network.

Consideration of bus franchising continued during 2020-21, but it was clear that the bus market was suffering greatly from the effects of the COVID-19 pandemic. Such uncertainty made it necessary to stall these considerations.

In response to the publication of the National Bus Strategy in 2021, the Combined Authority

prepared a Bus Service Improvement Plan (BSIP) and submitted this to the Department for Transport. Given the uncertainties around the local bus market and inability to pursue bus franchising at that point, the BSIP did not attract Government funding. However, in a separate bid to the Government's ZEBRA scheme, funding was received towards the provision of 30 battery electric buses for Cambridge.








The landscape for bus provision across the region has changed markedly over the last couple of years, giving a need to revisit the strategy for taking the bus network forward. There are significant challenges – lower patronage, cuts in commercially-viable services and increasing unreliability due to traffic and driver shortages. Meanwhile, the ambitions for what the bus network needs to achieve are growing, as set out in the National Bus Strategy and locally through the new Local Transport and Connectivity Plan and Greater Cambridge Partnership's plans to dramatically boost bus provision and in parallel cut private vehicle travel by 15%. Achieving this will see bus patronage more than double, compared to 2019 levels, with some 60-75 million passenger journeys anticipated. Whilst some of this will be met by spare capacity, the implication is that there will need to be a significant uplift in bus provision, with more buses operating overall and for longer each day.

This Bus Strategy sets the scene for the way ahead – to transform the bus network through clear and decisive actions – to benefit all.







This Bus Strategy fully reflects wider national and local policy aspirations.

Government published its **National Bus Strategy: Bus Back Better** in March 2021, setting out an ambitious vision for significant improvements to bus services to return usage to pre-COVID levels and then to build patronage further. It wants to see services that are:

-  **More frequent**, with turn-up-and-go services on major routes and feeder or demand-responsive services to lower-density places.
-  **Faster and more reliable**, with bus priority wherever necessary and where there is room.
-  **Cheaper**, with more low, flat fares in towns and cities, lower point-to-point fares elsewhere, and more daily price capping everywhere.
-  **More comprehensive**, with overprovision on a few corridors reduced to boost provision elsewhere and better services in the evenings and weekends, not necessarily with conventional buses.
-  **Easier to understand**, with simpler routes, common numbering, co-ordinated timetable change dates, good publicity, and comprehensive information online.
-  **Easier to use**, with common tickets, passes and daily capping across all operators, simpler fares, contactless payment and protection of bus stations.
-  **Better integrated** with other modes and each other, including more bus-rail interchange and integration and inter-bus transfers.

Locally, CPCA has developed a **Local Transport and Connectivity Plan (LTCP)**, which aims for a transport system that:

-  Is accessible and efficient for everyone
-  Increases the ability to access good jobs, travel to health appointments and access opportunities to improve life chances
-  Is affordable to use
-  Addresses pollution that adversely impacts on people's quality of life and health

It responds directly to the Independent Commission on Climate's findings that the region experiences transport emissions that are 50% higher than the UK average, reflecting higher levels of traffic. In response, it recommended a reduction in car miles driven by 15% by 2030, advocating a switch to public transport and active travel modes. It recognised that this would require significantly better public transport services with greater connectedness.

The Plan links to a variety of other plans and strategies, a number of which highlight the need for improved public transport. The Employment and Skills Strategy notes the need for better public transport connectivity to improve access to colleges and universities and to ensure that travel costs are more affordable for young people.

The LTCP vision is of:

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***"A transport network that secures a future in which the region and its people can thrive."***

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This will be achieved by investing in a joined-up, net zero carbon transport system, which is high quality, reliable, convenient, affordable, safe, and accessible to everyone. Better, cleaner public transport will reduce private car use, and more cycling and walking will support both healthier lives and a greener region. Comprehensive connectivity, including digital improvements, will support a sustainable future for the region's nationally important and innovative economy.

Excellent public transport will support the achievement of the goals and objectives of the LTCP.



**Productivity** Giving both employers and people the means to achieve more of their potential, making them more efficient and innovative to create more prosperity

**Housing** – support new housing and development to accommodate a growing population and workforce, and address housing affordability issues

Easier to develop areas that are built around good public transport rather than the car. Bus offers a flexible way to meet the needs of new and growing communities.

**Business and tourism** – ensure all our region's businesses and tourist attractions are connected sustainably to our transport hubs, ports, and airports

Buses can connect communities to key destinations for the benefit of everyone

**Employment** – connect all new and existing communities sustainably, so all residents can easily access a good job within 30 minutes by public transport, spreading the region's prosperity

Buses can be routed and timed to meet the needs of employees. They are ideal for the provision of collective travel to key destinations, lessening the impact of travel peaks.

**Resilience** – build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability

Bus routes and levels of service can be varied at short notice to adapt to changing needs and demands. Dedicated priority measures allow bus journey times to be competitive and for services to run reliably



**Connectivity** – people and communities are brought closer together, giving more opportunity for work, education, leisure, and pleasure

**Accessibility** – promote social inclusion through the provision of a sustainable transport network that is affordable and accessible to all

Buses can provide transport for all, both those with no alternative and those who would like to choose an alternative to the car

**Digital** – communities are digitally connected; innovative technologies are supported and there is improved connectivity and mobility across the region

Travel by bus offers the opportunity to stay digitally connected whilst on the move and for people to do other things whilst travelling



**Health** – improved health and wellbeing, enabled through better connectivity, greater access to healthier journeys and lifestyles, delivering stronger, fairer, more resilient communities

**Health and wellbeing** – provide 'healthy streets and high-quality public realm that puts people first and promotes active lifestyles

Buses offer a more efficient use of road space, giving streets back to communities. Public transport is central to the provision of sustainable travel options and more active lifestyles. Collective travel provides a greater sense of belonging and community

**Air quality** – ensure transport initiatives improve air quality standards across the region, exceeding good practice standards

Zero emission buses help to improve air quality. Use of bus reduces other traffic and its harmful impacts



**Safety** – to prevent all harm by reducing risk and enabling people to use the transport system with confidence

**Safety** – embed a safe systems approach into all planning and transport operations to achieve 'Vision Zero' – zero fatalities and serious injuries

Buses offer a safe form of transport, allowing stress-free travel



**Environment** – protecting and improving our green spaces and improving nature with a well-planned and good quality transport network

**Environment** – deliver a transport network that protects and enhances our natural, historic, and built environments

More bus travel and fewer cars means that less space is needed for roads and car parks



**Climate** – successfully and fairly reducing emissions to 'net zero' by 2050

**Climate change** – reduce emissions to ‘net zero’ by 2050 to minimise the impact of transport and travel on climate change

Zero emission buses contribute to the achievement of net zero. Use of bus reduces other traffic and its harmful impacts



The Combined Authority's Mayor sees **compassion, community and collaboration** at the heart of what the authority does to serve the region's population. Provision of a successful bus network is characterised by these facets. It contributes to a fairer and equal society, benefits everyone, brings people together and requires collaboration to make it work efficiently and effectively.

The LTCP sets out the clear need for a comprehensive and excellent bus network to tackle car dependency and encourage a shift away from car use to public transport use. Accessible, affordable, reliable and frequent public transport will be a crucial part of realising the vision. New services will be needed to better connect people to jobs and facilities.

Large-scale investment in bus services will be needed in the Greater Cambridge area, where the aim is to reduce traffic levels in the city by 10-15% on 2011 levels in order to improve journey times and reduce pollution.

Other local strategies set out in the LTCP support making improvements to public transport, including more connectivity, increased frequencies and greater availability.

The LTCP will be developed further in the light of consultation responses and adopted in early 2023.

### Case Study – Excel First

Excel – First has developed an 83 mile long service that links Peterborough and Norwich every thirty minutes via a series of important market towns across the broad plains of East Anglia. Regularly refreshed and updated, the Excel service uses high-spec double-deckers run a service that is fast, reliable and highly regarded by passengers – it has also become a successful alternative to the Beeching-cut Peterborough – Wisbech – Kings Lynn rail service, and operates via Peterborough rail station to provide onward bus-rail connections

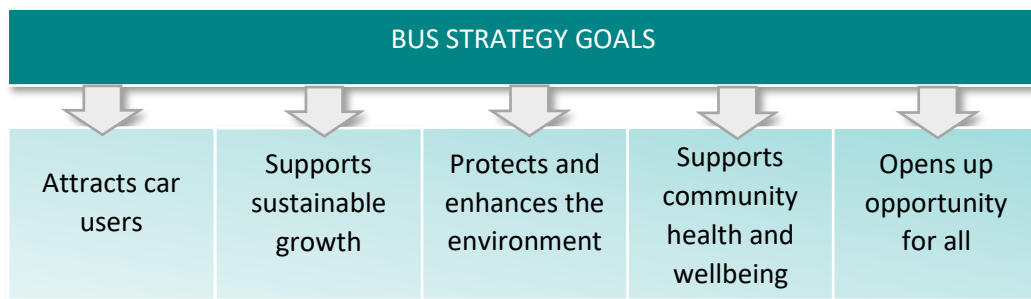


# A Bus Strategy for Cambridgeshire and Peterborough - Vision



**The vision is for a comprehensive network of bus services across Cambridgeshire and Peterborough that people find convenient, easy to use, reliable and good value for money, that is inclusive and offers a viable alternative to the car.**

We want to create a more connected region, which will encourage active and sustainable travel, improve health and wellbeing and reduce private vehicle journeys.



Success in achieving the vision will mean more travel by bus and less reliance on car travel. This in turn will help us maintain economic growth, care for the environment and improve quality of life.

To realise the vision, this Strategy seeks to achieve the following:

- A comprehensive bus network, better connecting people to places across all parts of the region and beyond.
- Buses are part of a fully integrated and planned transport system.
- A more affordable network, with simplified fares and capping across the network
- Transitioning to new, low emission vehicles, providing all the benefits of modern bus travel
- A more understandable bus network, services and fares, with clear information and easy ticketing.
- Faster and more reliable journeys by bus, delivered with more, effective bus priority measures.
- High quality passenger waiting facilities.
- Good quality services with high levels of satisfaction amongst customers.
- A doubling of bus passengers (based on 2019/20 levels) by 2030.
- Less traffic and congestion by attracting car users to buses.
- Better bus infrastructure, including bus shelters and wider real time information coverage

Achieving these outcomes will rely on the delivery of a programme of interventions across the Cambridgeshire and Peterborough geography. Bold decisions, with appropriate levels of funding, will be needed, backed by a steady, consistent and determined approach to delivering a better bus network for all.

# Bus Strategy - Aims



The Bus Strategy aims to set out how bus services will be improved to deliver the goals and objectives of the Combined Authority's Local Transport and Connectivity Plan and Greater Cambridge Partnership's transformation of the public transport network.

The aim of the Bus Strategy is to pave the way for a bus network that is convenient, attractive and easy to use, characterised by all of the following attributes:

CONVENIENT	<ul style="list-style-type: none"> <li>• Routes connecting to places and activities that people want to get to.</li> <li>• All areas are well served by bus.</li> <li>• Direct routes with little deviation.</li> <li>• Frequent services with limited waiting time in-between.</li> <li>• Services are available all day and into the evening, every day.</li> <li>• Range of tickets to meet different needs.</li> </ul>
ATTRACTIVE	<ul style="list-style-type: none"> <li>• The network is simple and easy to understand.</li> <li>• Buses enjoy a great public image and everyone is happy to use them.</li> <li>• Services can be relied upon and run to time, without delay.</li> <li>• Cost of using a bus is considered good value for money, with targeted fares offers that incentivise some groups.</li> <li>• Buses run direct and quick.</li> <li>• Buses are clean, comfortable and pleasant to ride on.</li> <li>• Services are well marketed and there is plenty of clear information in a range of formats, available via different media.</li> <li>• Waiting environments are attractive, offer seating and information, and people feel safe using them.</li> <li>• Pleasant and helpful drivers, able to assist when needed.</li> <li>• Zero emission buses, offering a quiet and smooth ride.</li> <li>• A network that evolves in response to changing needs and demands.</li> </ul>
EASY	<ul style="list-style-type: none"> <li>• A single understandable network that functions as one, with connecting services, branding and system-wide ticketing.</li> <li>• Ability for people to transfer between bus and other travel modes (walk, cycle, e-scooter, car, coach, train).</li> <li>• A clear service offer, backed by a Passenger Charter.</li> <li>• Buses run at regular time intervals and with consistent frequencies.</li> <li>• Stable services with minimal changes, removing uncertainty and confusion.</li> <li>• Simple fares with payment through a range of methods.</li> <li>• A system that is accessible and can be used by all.</li> <li>• Plenty of information is readily available.</li> </ul>



Four main principles underpin our approach to delivering the bus service improvements in this Strategy:

### 1. *Achieving a continuous cycle of passenger growth and service improvement*

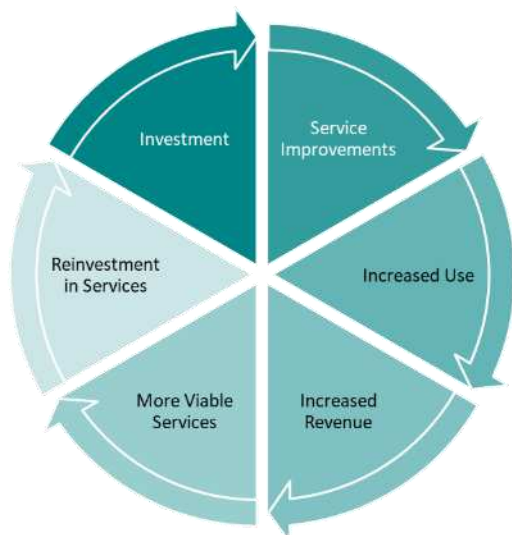


Figure 1 - needs a caption



### 2. *Using the best operational model of provision to achieve the necessary step change in the most effective way*

We believe that bus franchising could be the best way of delivering a modern, integrated transport system across Cambridgeshire and Peterborough with a fully accessible, low emission, bus network providing affordable, inclusive and integrated travel opportunities.

Bus services are currently provided within a deregulated environment. Commercial operators decide what routes and timetables they are going to offer and the fares they will charge. Where services do not exist or are considered deficient, the Combined Authority can seek to contract with operators and subsidise the provision of additional services.

Recognising that the fully deregulated provision of bus services doesn't work, the Government's National Bus Strategy required areas to introduce Enhanced Partnerships. These involve local authorities and bus operators working in partnership to jointly improve bus services. Enhanced Partnership Plans and Schemes set out how the bus network will be improved, including legally binding commitments by the authority to provide facilities and measures; in return, operators commit to service improvements, such as newer buses. Through such partnerships, authorities gain more influence of the network, although operators still operate within a deregulated environment.

Locally, there are concerns that the current approach does not deliver the best service for the whole Cambridgeshire and Peterborough region. Therefore, the Combined Authority is currently assessing whether introducing bus franchising would be beneficial. This would mean that the Combined Authority would specify all routes, timetables and ticketing arrangements, inviting bus operators to tender for contracts to operate those services.

Franchising itself will not deliver new or improved services, greater reliability or lower fares. These can only be achieved through increased investment in the network. However, what franchising could offer is greater network stability and control over the design and delivery of an improved network of services with a sense of single, integrated system and identity.

### 3. *Partnership*





Delivering an effective and attractive public transport service will rely on different parties working together from the private, public and voluntary sectors. Central to this will be the Bus Operator Forum, which brings together authorities, operators and different stakeholders.

The overall ambition is for better bus services. These may be provided by a range of different operators, both large and small. Equally, they might be run by the commercial or voluntary sectors, or even by the authority itself. Regardless of how or who runs the services, the network will be seen as a single entity, promoted and delivered as one.

### 4. *Integration*

Whilst the Bus Strategy is all about the public bus network, it is intended that this be provided in the most effective and efficient way. The comprehensive and extensive nature of the bus network will mean that it should be able to cater for many different needs, including pupils going to school and patients attending hospital appointments. Therefore, the network will be planned to co-ordinate with those other more specialist types of transport, with the aim of achieving economies of scale and best use of all vehicle resources.

The foundation of the Strategy is the transformation of the bus network to offer more buses to more places. The comprehensive network will comprise:

- 
 Services radiating out in all directions from Cambridges and Peterborough to market towns and villages. Some of these will offer more direct routes with fewer stops, making journeys faster.
- 
 City services within Cambridge and Peterborough, including orbital routes offering direct links to peripheral employment and education sites.
- 
 Services connecting market towns.
- 
 Other local services in rural areas, including flexible services that run on demand with app booking, and community-based transport using minibuses and volunteer cars.

This coordinated, planned network will offer levels of connectivity across the region that have never existed before. The simplicity of the network and consistent levels of service will be important in helping everyone understand and use it. Different types of services will run at frequencies shown in the table below, with all services operating at least once an hour. The most frequent will run every 6 minutes. All services will run from early morning through to the evening and on 7 days per

week. The intention is to create a network that offers a real alternative to the car.

Wherever possible, measures will be put in place to prioritise road space for buses, or provide new dedicated infrastructure for buses to use, so they can travel unhindered and quickly. Not only will this give faster journeys for passengers, but it also means more efficient use of buses and drivers, allowing more services to be offered with the same resources.

The successful Park & Ride that has served Cambridge well for many years, will continue. However, the more comprehensive overall bus network will mean that more people will be able to make their whole journey by bus, rather than having to drive to a Park & Ride site and change.

It is also intended to maximise use of the Busway, with very frequent services, with links from surrounding areas connecting to it.

The density of services and high frequency will make connections between routes easy to make and with minimal waiting time. This will open up travel opportunities to even more destinations, aided by the ability to use one ticket for the whole journey. Less frequent services will be timed to connect with one another at designated interchange points, where pleasant waiting facilities will be provided for passengers.

### Case Study – Cambridgeshire Busway

16 miles of reserved track stretch from St Ives in the north west to Addenbrookes and Trumpington south of Cambridge. With 18 new guided buses refreshing the fleet at the start of 2020, including a dozen unique three axle 100-seater double-deckers to deal with peak loadings and reduce standees, the Busway, largely running on reserved track at steady 56mph, contributes considerably to reducing congestion along the A14 corridor and around the Addenbrookes Biomedical campus. It is a BRT system that exploits all the best features of guided busways.



The ability to reach a range of facilities and services quickly and easily is important for people living in rural areas. This requires a more comprehensive bus network to be put in place, offering links to, from and between more places. Equally, services will be sufficiently frequent and run as directly as feasible.

Dispersed travel demands and spares population mean that it may not always be appropriate to run conventional fixed route bus services. Therefore, other types of services, including demand responsive and community transport provision will be part of the solution. Furthermore, efficiency in the operation of services will be achieved by integrating different travel requirements, including education, social care and health transport.

### Case Study - TING

This innovative wide area demand responsive transport scheme uses four vehicles to maintain an anywhere to anywhere bus link in real time across 360 sq. km of west Huntingdonshire. The three conventional bus services in this area (each running 1 – 4 round trips daily) are to be merged into the Ting service by registering significant turn-up-and-go flows as part of the DRT offering to create better journey aggregation and reduce expenditure. This service directly supports our Vision for Bus, giving access for everyone to quick and easy travel. As part of its tender renewal after 12 months of trial operation, two of the vehicles to be used will be new electric minibuses.



Buses need to be able to run without hold-ups and unhindered by traffic. The overall aim of reducing other traffic on the road system, through measures such as road charging, will help buses. However, more will need to be done. Therefore, every bus route will be assessed to identify specific measures that will help buses run faster and more efficiently. Measures including bus lanes, traffic signal priority for buses and introducing restrictions on parking or loading will be considered. Furthermore, traffic restraint measures will be introduced to discourage private transport use and encourage people to swap to the bus. These will include road charging measures, as currently put forward in the Cambridge area.

Processes will be put in place to better manage roadworks and temporary road closures, to minimise any impact on bus services and passengers.

Working with planning authorities, steps will be taken to encourage new development on existing public transport routes and to provide infrastructure that facilitates efficient bus service provision and encourages bus use.

Whilst regular users of buses often consider bus fares to represent reasonable value for money, particularly where attractive day or season tickets exist, non-users perceive bus travel to be costly. Clearly, cost and ticketing can be a barrier to using the bus. Therefore, simple fares and ticketing system play a crucial part in making bus use attractive.

Just one ticket range will be made available, allowing travel on any bus, providing ease of use and flexibility. Tickets will include single, day, week, month and year, along with bundles, such as 10 tickets for use over a 1-month period.



Payment will be available on-bus (cash or contactless) or via app, with payment automatically capped to offer the best ticket deal, providing the cheapest travel option.

Recognising that young people up to 25 years are dependent on buses, but equally have low incomes, they will be offered discounted fares to bridge the transition from child to adult fares.

The comprehensive network of bus services will be promoted as a single, joined up system. There will be a single source of information about all routes, times and tickets, regardless of different operators running services. A simple identifiable brand will be used across the region's bus network and on all information. Simplicity of the information will be aided by the easily understood network and regular timetables. Clear, comprehensive information will be provided on-line, via app and at bus stops, including real time displays indicating when the next bus is due.

There will be strong marketing campaigns encouraging bus use via a range of media, including targeted communications aimed at particular groups of potential users.

Information will be available before and during travel, helping people to plan their journeys and be informed about other details on the way. On-bus audio-visual displays will provide information on journey progress, next stops, delays and other information, such as connections with other services at points ahead.

Travel by bus will be pleasant and comfortable. Passengers will feel safe at all stages of their journeys.

Buses will offer design features that delight customers, including the ability to move around the bus, sit in comfort and have a clear view out of the windows. USB charging will be available at

all seats. All buses will be equipped with on-bus CCTV.

Drivers will be trained in smooth driving and customer care.

Bus stops and the walking routes to them will be well maintained and lit. Where feasible, CCTV will be provided. Bus stops will, wherever possible, have shelters, along with seating and information displays. Stops will be kept clear of other vehicles, allowing buses to pull up right at the kerb, enabling easy access on to and off buses. Bus stations and interchanges will be enlarged to accommodate more buses and will offer safe and pleasant waiting environments for customers.

Surveys will be undertaken regularly to measure customer satisfaction with different aspects of the bus network, identifying potential areas for improvement.

Buses make efficient use of road space. A bus can carry the same number of people as up to 70 cars. Modern diesel engines mean much lower emissions and introduction of zero emission electric buses will make for a very clean, smooth and quiet way of travelling.

The aim is for a new, modern fleet of zero emission buses to run services across the region. These will also provide a high standard of comfort for customers, in terms of décor, lighting, temperature and seating.

New bus depots will be established to provide suitable electric charging facilities for the fleet, as well as excellent vehicle maintenance and cleaning facilities and staff accommodation.

### Case Study – Electric Buses

The first two electric double-deckers arrived in December 2019 for trial running whilst our successful ZEBRA bid was compiled. The successful bid is now being actioned and will replace all the Park & Ride buses with thirty zero emission double-deckers in Spring 2023. These will dramatically cut NOx and particulates in Cambridge City Centre. By operating many short journeys in the core they will maximise the benefits of the







**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

Agenda Item No: 8

## **Climate Action Plan Update**

To: CA Overview & Scrutiny Committee

Meeting Date: 28 November 2022

Public report: Yes

From: Adrian Cannard  
Strategy Planning Manager

Recommendations: The Overview & Scrutiny Committee is recommended to:

a) Note and comment on this report

Voting arrangements: A simple majority of all Members

### **1. Purpose**

1.1 This paper has been written to update members on progress on the Combined Authority's climate-related activity and the Climate Action Plan.

### **2. Background**

2.1 The Independent Commission on Climate examined the risks and opportunities of the changing climate and made recommendations to the Combined Authority and other stakeholders in its report of October 2021.

- 2.2 The Combined Authority established the multi-sector Climate Working Group to develop an Action Plan in response. This Action Plan was agreed in March 2022. The Action Plan notes that many climate-related actions are being undertaken by organisations across the Combined Authority area – the intention of the Action Plan was to identify collaborative actions that would add value to this existing activity.
- 2.3 In June the government published the latest estimates of end-user greenhouse gas emissions for local authority areas in the UK. Previous versions of this publication only covered carbon dioxide (CO<sub>2</sub>) emissions, but it has been expanded this year to also include estimates of methane (CH<sub>4</sub>) and nitrous oxide (N<sub>2</sub>O). Overall UK emissions in 2020 fell by 9% largely attributed to reductions in road traffic and business activity as a result of the coronavirus (COVID-19) pandemic and the resulting restrictions. The Combined Authority area was estimated at 8039 ktCO<sub>2</sub>e in 2020, a drop of 6.4% on the previous year. This was a smaller drop than the UK average, partly reflecting the larger proportion of land-use emissions in the area, which were less affected by the pandemic.
- 2.4 The Combined Authority made provision in the MTFP for a range of capital and revenue projects totalling £10.5m to take forward specific actions in the Climate Action Plan. Business cases totalling £6.115m have been agreed by the Board in June and July 2022. In addition, a Climate Change Projects Officer role was established and the post holder commenced work in November. Two additional business cases are due to be considered for approval at the November Board meeting, totalling £3.12m.
- 2.5. As part of its recommendations the Independent Commission proposed to reconvene to consider one or more of its major climate themes in more detail to support policy action on that topic. To enable the Commission to undertake this next phase of activity the release of the £50,000 revenue support in the MTFP per annum for FY 22/23 and FY 23/24 was agreed at the October Board meeting for policy secretariat support. Discussions are underway with potential external partners to match some of the CPCA's revenue support to increase the resources available.
- 2.6 The Climate Working Group chaired by the Mayor met in November 2022. It considered activity to date on the Climate Action Plan and areas where additional resources might be required to take forward actions. Its work is intended to inform the budget setting processes of the Combined Authority and the partner organisations. The Climate Working Group will provide its annual monitoring report on the Action Plan to the Combined Authority Board in March 2023.
- 2.7 A key commitment in the Climate Action Plan related to the transport functions of the Combined Authority was the reduction of emissions from road transport. The recent consultation on the Local Transport and Connectivity Plan has sought views on the achievement of a 15% reduction in car usage (taking into account predicted growth). Consultants WSP have been engaged to provide technical advice on this issue and to examine a variety of future traffic scenarios, including comparison to pathways to Net Zero targets.

### 3. Next Steps

- 3.1 The Combined Authority's November Board will consider the business cases for release of MTFP allocations for the Waterbeach Renewable Energy Network project, and the Greater Cambridge Chalk Streams programme.
- 3.2 Annual progress on the Action Plan is to be formally reported to the Independent Commission in the new year, and to the Combined Authority Board at its March meeting.

## Significant Implications

### 4 Financial Implications

- 4.1 The MTFP made a series of Subject to Approval allocations for climate projects. The current status of approvals of business cases against those allocations are as shown:

<b>CLIMATE ALLOCATIONS</b>			
<b>Project Title</b>	<b>Total cost (£k)</b>	<b>Funding Type</b>	<b>Business Case approved</b>
Nature and Environment Investment Fund	1000	Capital	Yes
Natural Cambridgeshire	210	Revenue	Yes
Care Home Retrofit Programme	2000	Capital	Yes
Huntingdonshire Biodiversity for all	1200 150	Capital Revenue	Yes
Logan's Meadow Local Nature Reserve extension	280	Capital	Yes
Doubling Nature Metrics	125	Revenue	Yes
Rewilding Programme	150	Revenue	Yes
Net Zero Villages Programme	1000	Capital	Yes
<b>Approved Business Cases</b>	<b>6115</b>		
Waterbeach Renewable Energy Network Project	2700	Capital	No - Nov Board
Greater Cambridge Chalk Stream Programme	300 120	Capital	No - Nov Board

Core Site, North East Cambridge	1000 120	Capital Revenue	No
<b>Subject to Approval</b>	<b>4240</b>		
<b>Totals</b>	<b>10355</b>		

4.2 In addition the Board has agreed £50k per annum revenue to support the work of the Independent Commission.

## 5. Legal Implications

5.1 None.

## 6. Public Health Implications

6.1 Evidence work for the Independent Commission highlighted risks to the area from climate-change related impacts, particularly flooding and drought. Actions to reduce emissions and increase resilience to impacts will support public health. The use of nature-based solutions can have associated benefits on local air quality.

## 7. Environmental and Climate Change Implications

7.1 The Climate Action Plan is delivering action on both mitigation of greenhouse gases emissions and adaptation to the impact of climate change.

## 8. Appendices

8.1 None.

## 9. Background Papers

9.1 Climate Action Plan: Item 3.4 March 2022 Board Meeting: [CMIS > Meetings](#)



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

Agenda Item No: 9

## Overview and Scrutiny Work Programme

To: Overview and Scrutiny Committee

Meeting Date: 28 November 2022

Public report: Yes

From: Anne Gardiner  
Scrutiny Officer

Recommendations: The Overview and Scrutiny Committee is recommended to:

- a. note the new format of the draft work programme as shown at Appendix 1 and as presented at the Committee's workplan workshop.
- b. discuss and agree items for the work programme and their prioritisation, and to comment as appropriate on what resources may be required.

### 1. Purpose

- 1.1 To request that the Committee discuss and make suggestions on the suggested work programme at Appendix 1.

### 2. Background

- 2.1 In accordance with the Constitution, the Overview & Scrutiny Committee is responsible for setting its own work programme.
- 2.2 In considering items for their work programme the Committee are requested to take into account the guidance published by the Centre for Governance and Scrutiny (CfGS) 'Overview and scrutiny in combined authorities: a plain English guide' (Second Edition) which states:

“That where the Committee takes a rigorous approach to prioritising its work, and only placing items on the work programme where they will clearly add value, and where they relate to scrutiny’s role, the work programme will reflect that exercise.”

2.3 That guidance continues with a section on approaches to shortlisting topics which states when shortlisting topics these “should reflect scrutiny’s overall role in the authority. This will require the development of bespoke, local solutions, however when considering whether an item should be included in the work programme”. The kind of questions a scrutiny committee should consider, therefore, might include:

- Do we understand the benefits scrutiny would bring to this issue?
- How could we best carry out work on this subject?
- What would be the best outcome of this work?
- How would this work engage with the activity of the executive and other decision-makers, including partners?

2.4 Given the guidance in paragraphs 2.5 and 2.6 it is clear that the Committee should plan and manage their activities more effectively in order to ensure that there is ongoing development of the overview and scrutiny function. A key tenet of making improvements is to focus upon topic selection and produce more robust work programmes to underpin improved ways of working taking a realistic account of the resources available. Ultimately, Overview and Scrutiny Members will want to be in the position of exerting a proactive and positive influence upon what the Combined Authority does in practice.

2.5 While an agreed work programme will assist in managing committee activity, it should be recognised that unforeseen matters will arise from time to time that will affect Members’ ability to achieve the goals within an overall work programme.

### 3. Financial Implications

3.1 No financial implications

### 4. Legal Implications

4.1 No legal implications.

### 5. Appendices

5.1 Appendix 1 – Overview and Scrutiny Committee Draft Work Programme – new format.

## OVERVIEW & SCRUTINY WORK PROGRAMME 2022/23

28 November 2022 @ Huntingdonshire Council Offices

Item:	Title:	Purpose:	Lead:
Standard Items:			
3	<input type="checkbox"/> Minutes		
4	<input type="checkbox"/> Public Questions		
9	<input type="checkbox"/> CA Forward Plan (inc Lead Member updates)		
10	<input type="checkbox"/> CA Board Agenda		
11	<input type="checkbox"/> Work Programme		
Improvement Items:			
5	Improvement Plan Highlight Report	Review and challenge	Angela Probert
11	Improvement focused work programme	Follow up to online session planned for before the Committee meeting	Edwina Adefehinti/ Jodie Townsend/ Anne Gardener
Budget Scrutiny:			
6	Budget Setting Process	Budget scrutiny	Jon Alsop Rob Emery
Other:			
7	Draft Bus Strategy		Tim Bellamy/ Oliver Howarth (Lead Member: Cllr Hay)
8	Climate Change Plan Update		Adrian Cannard (Lead Member: Cllr Atkins)

23 January 2023 @ Huntingdonshire Council Offices

Item:	Title:	Purpose:	Lead:
Standard Items:			
	<input type="checkbox"/> Minutes		
	<input type="checkbox"/> Public Questions		
	<input type="checkbox"/> CA Forward Plan (inc Lead Member updates)		
	<input type="checkbox"/> CA Board Agenda		
	<input type="checkbox"/> Work Programme		
Improvement Items:			
a	Improvement Plan Highlight Report	Review and challenge	Angela Probert
b	Improvement Report to Board	Pre-Scrutiny prior to Board consideration	Gordon Mitchell
c	A1: Strategic Plan	Pre-Scrutiny prior to Board consideration	Chloe Rickard/ Fliss Miller
d	B1 – B2 – B3 – C2: Governance Framework	Pre-Scrutiny prior to Board consideration	Jodie Townsend/ Steve Cox

Budget Scrutiny:			
	Budget Setting Process	Budget scrutiny	

20 February 2023 (Reserve Date) @ tbc			
Item:	Title:	Purpose:	Lead:
Standard Items:			
	<div><input type="checkbox"/> Minutes</div> <div><input type="checkbox"/> Public Questions</div> <div><input type="checkbox"/> CA Forward Plan (inc Lead Member updates)</div> <div><input type="checkbox"/> CA Board Agenda</div> <div><input type="checkbox"/> Work Programme</div>		
Improvement Items:			
a	Improvement Plan Highlight Report	Review and challenge	Angela Probert
b	Establishing key scrutiny principles for the region	Response to review of governance	Edwina Adefehinti/ Jodie Townsend/ Anne Gardener
c	Enhancing accountability	Response to review of governance	Edwina Adefehinti/ Jodie Townsend/ Anne Gardener
d	Developing a Strategic Plan + strategic role of O&S	Scrutiny + response to review of governance	Chloe Rickard Jodie Townsend
Budget Scrutiny:			
	Final Budget	Pre-Scrutiny prior to Board consideration	

20 March 2023 @ Huntingdonshire Council Offices			
Item:	Title:	Purpose:	Lead:
Standard Items:			
	<div><input type="checkbox"/> Minutes</div> <div><input type="checkbox"/> Public Questions</div> <div><input type="checkbox"/> CA Forward Plan (inc Lead Member updates)</div> <div><input type="checkbox"/> CA Board Agenda</div> <div><input type="checkbox"/> Work Programme</div>		
Improvement Items:			
a	Improvement Plan Highlight Report	Review and challenge	Angela Probert
b	How to deliver CPCA Overview & Scrutiny	Response to review of governance (analysis of improvement work and response to review of governance to date, alongside other MCA approaches and review of CfGS new guidance)	Edwina Adefehinti/ Jodie Townsend/ Anne Gardener
Budget Scrutiny:			



	Developing future Budget Scrutiny function	Discussion of proposals for enhancing the budget scrutiny function moving forward	Jon Alsop
Other:			
	Report on Housing Review		

24 April 2023 (Reserve Date) @ tbc

Item:	Title:	Purpose:	Lead:
Standard Items:			
	<div><input type="checkbox"/> Minutes</div> <div><input type="checkbox"/> Public Questions</div> <div><input type="checkbox"/> CA Forward Plan (inc Lead Member updates)</div> <div><input type="checkbox"/> CA Board Agenda</div> <div><input type="checkbox"/> Work Programme</div>		
Improvement Items:			
	Improvement Plan Highlight Report	Review and challenge	Angela Probert
Budget Scrutiny:			
	Start of Budget Scrutiny process 2023/24		
Other:			
	Review of 2022/23 – Annual Report 2022/23		

