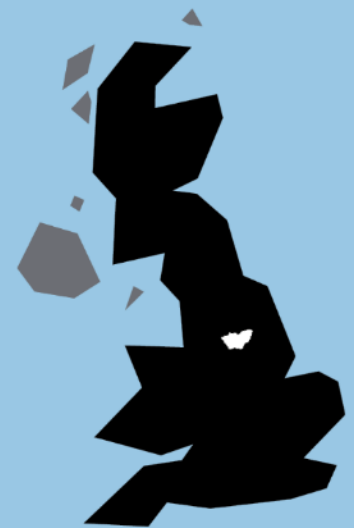




City Region Sustainable
Transport Settlement
Annual Report
2023/24



Funded by
UK Government

SOUTH YORKSHIRE
SYMCA
MAYORAL
COMBINED
AUTHORITY

1. South Yorkshire's CRSTS Programme

1.1 BACKGROUND

In November 2021 the Department for Transport (DfT) invited the South Yorkshire Mayoral Combined Authority to put forward a prospectus of transformational transport schemes up to an indicative allocation of £570 million from the City Region Sustainable Transport Settlement (CRSTS).

Following bid submission, SYMCA was awarded the full capital allocation, alongside an award of revenue funding to support the early development of the capital programme and build longer term local transport planning and delivery capacity.

This Annual Report provides a progress update at the end of the second year of the CRSTS programme and covers progress to date.

Now at the end of its second year, the CRSTS programme is delivering a step change in investment in transport across Barnsley, Doncaster, Rotherham and Sheffield. The 57 individual schemes covered in this annual report will deliver the very best tram and bus services and high-quality active travel routes, rail station improvements and support highway maintenance. Together they will provide genuine choices about the way people travel, improving access to employment and leisure opportunities, reducing transport poverty in some of the country's most deprived wards whilst giving others the confidence to leave their car at home.

1.2 GRANT AWARD, RE-BASELINE & LEGACY TCF PROJECTS

The CRSTS programme runs from April 2022 – March 2027 and has a total value of £570m. There are 57 projects in total. Twelve of the schemes reported through the CRSTS programme are legacy Transforming Cities Fund (TCF) projects, with the final year (2022/23) of the TCF programme incorporated within the £570m fund value. These legacy schemes are projects which are transformative in nature and warranted extensive consultation, development and/or delivery periods.

In November 2023, a CRSTS programme-wide re-baseline proposal was submitted following a request earlier in the year by DfT. The purpose of the exercise was to enable Local Authorities and the SYMCA in-house delivery team to reconsider and reconfigure local priorities for transport projects, particularly given unprecedented economic challenges for construction. The re-baseline received Ministerial approval in March 2024.

The re-baselining exercise provided an opportunity for projects to amalgamate or disaggregate where benefits could be demonstrated in terms of work type packaging, geographic proximity, cost efficiency, risk mitigation or other benefits realisation.

In addition, the exercise was used to increase the allocation to the TCF schemes to help bring a number of well progressed schemes through to completion. Following re-baselining, the legacy TCF schemes have a value of £90.8m within the CRSTS programme.

1.3 LOCAL CONTRIBUTION



In addition to the £570m CRSTS Programme, during 2023/24, SYMCA has secured a further £4.5m private sector investment and £23.2m additional Local Authority contribution.

At 31st March 2024, the Gateway East project is reported as on hold, pending the outcome of negotiations with Doncaster-Sheffield Airport owner Peel Holdings. As a result, £10m local contribution originally forecast from Peel Holdings has been removed from the 2023/24 figures.

1.4 PROGRAMME OBJECTIVES & STRATEGIC DRIVERS

Schemes shortlisted in the 2022 funding bid were selected for their alignment with local and national policy and fund objectives:

- Growing the economy through infrastructure investment creating better connectivity - improve public transport connections to economic growth areas and increase job opportunities for communities with higher levels of deprivation.
- Levelling up our public transport - investing in improving the standards of our public transport system to unlock opportunities, drive patronage growth and strengthen the role of public transport in supporting economic growth, and
- Accelerating the decarbonisation of our transport system - offering greater modal choice over private vehicles and invest in the transition to a zero-carbon transport system.



80% of SYMCA programme activity directly addresses the CRSTS objectives. The balance is committed to our Network Asset Maintenance (NAM) and Local Neighbourhood Transport Complementary Programme (LNTCP). These schemes provide flexibility to districts to deliver benefits to all transport network users according to need.

Photo 1 (front cover): Stagecoach new electric fleet, Wentworth Woodhouse, Rotherham

Photo 2 (above): New cycling infrastructure, Rotherham, opened 2023/24

Our Local Transport Plan and overarching core values of a stronger, greener and fairer South Yorkshire, continue to underline the role of public transport and active travel in providing an integrated transport system that delivers efficient, reliable, low carbon and good value connectivity for South Yorkshire communities and travellers in the region.

SYMCA’s prioritisation of public transport and active travel within CRSTS directly supports this by enhancing access, enhancing productivity, unlocking future economic growth, helping to improve air

quality, developing a low carbon transport network and ensuring the network offers sustainable and inclusive access for all. This strategic underpinning will continue to inform the development of pipeline projects as we look forward towards a future CRSTS2 programme.

2. Programme Status

2.1 PROGRESS

As anticipated during the first two years of the programme, most of the activity in 2023/24 has continued to focus on project development, including stakeholder consultation, detailed design and achieving the levels of cost certainty required for each project gateway.

As at the end of 2023/24 SYMCA’s CRSTS programme consists of 57 projects, of which:

- 13 (23%) are committed
- 44 (77%) are in development



Figure 1: Breakdown of the 44 Schemes Remaining in Development by Business Case Stage

At the end of 2023/24, of the £570m grant award:

- £125.8m (22%) funding is committed
- £81.8m (14%) of grant has been claimed from SYMCA

During 2023/24, 6 legacy TCF schemes and 3 CRSTS schemes successfully completed their Final Business case stage, with 5 of these progressing to delivery before the end of the financial year. Based on forecasts for 2024/25, it is anticipated that 27 of the 44 projects currently in development will have secured in principle approval, resulting in an additional £178.7m (31%) being committed by the end of 2024/25.

One of the most transformative of the early CRSTS schemes to complete is the Zero Emissions Buses (ZEBRA) project, which is delivering the first roll out of electric buses in South Yorkshire in partnership with Stagecoach. The scheme is funded through a combination of ZEBRA, CRSTS and leverages £4.5m of private sector investment.

The first of the new buses entered operations as the free Sheffield city centre “connect” service in March 2024, with a further 23 to be deployed on routes across South Yorkshire by Stagecoach early in 2024/25.



Photo 3: Sheffield Connect Service



Photo 4: Stagecoach electric fleet

2.2 CRSTS PROGRAMME TARGET COMMUNITIES

In 2021 SYMCA’s CRSTS prospectus identified key locations across South Yorkshire which were potential economic growth hotspots but held back by historic over-dependence on car transport. The lack of transport choices restricts options for travel between local authority areas to access education, training and employment opportunities which disproportionately impacts South Yorkshire’s least affluent communities and young people across South Yorkshire in particular.

The two figures below illustrate how the intention of the bid is being realised on the ground as projects come through development business cases and into delivery.

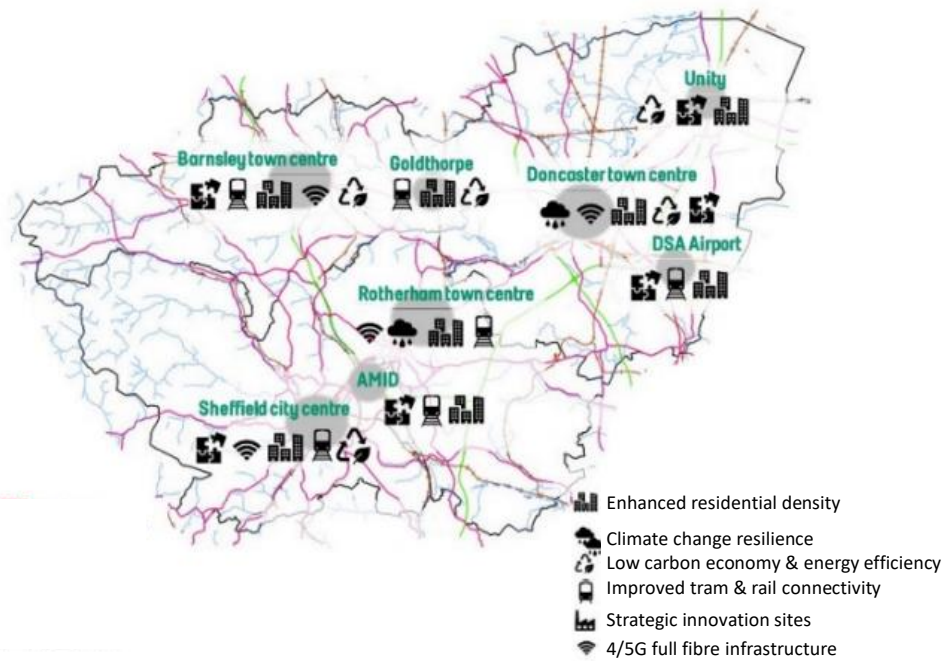


Figure 2: Economic hotspots identified 2021

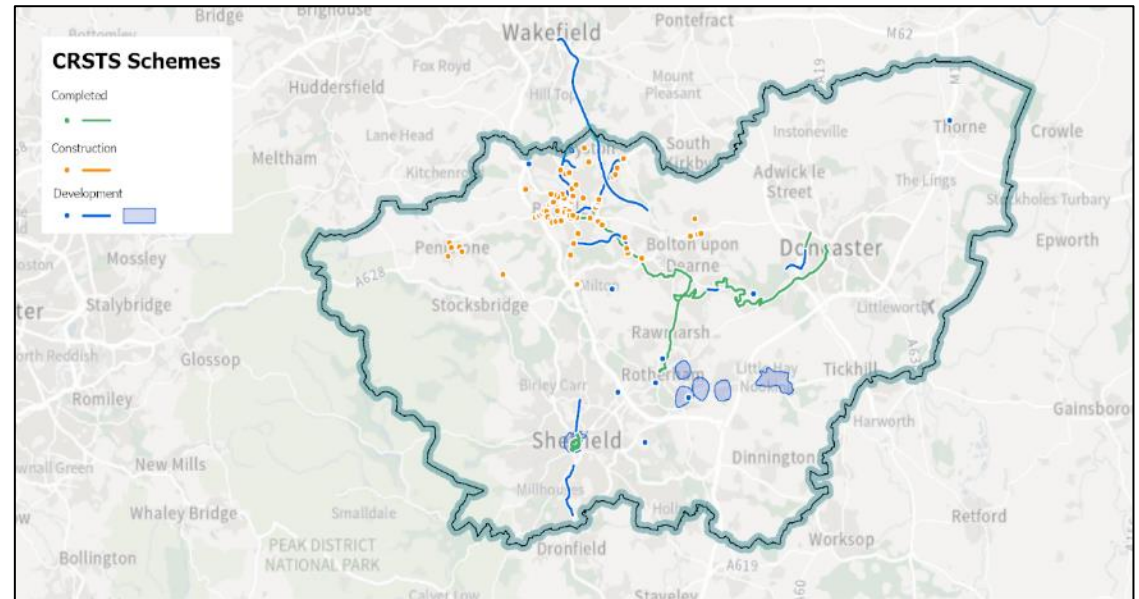


Figure 3: CRSTS programme 2023/24

2.3 CRSTS PROGRAMME SPLIT BY MODE & DISTRICT

A coherent and comprehensive public transport and active travel network is vital to the successful delivery of South Yorkshire’s levelling up and transport de-carbonisation agendas. The distribution of our CRSTS programme across transport modes reflects our commitment towards public transport and active travel, providing efficient, good value, sustainable and healthy mode choices to all travellers. As business cases progress through Strategic Business Case to Outline Business Case and beyond, our Assurance Process ensures there continues to be a clear thread between scheme delivery and these strategic priorities.

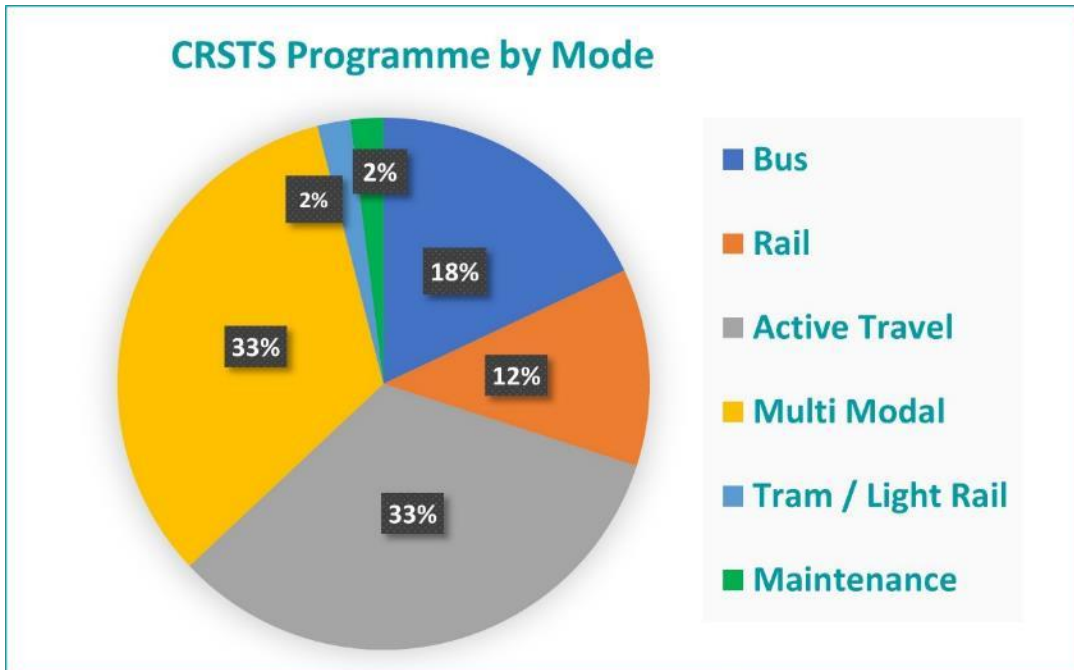


Figure 4: Chart of modal split across the CRSTS programme, including the legacy TCF schemes 2023/24.

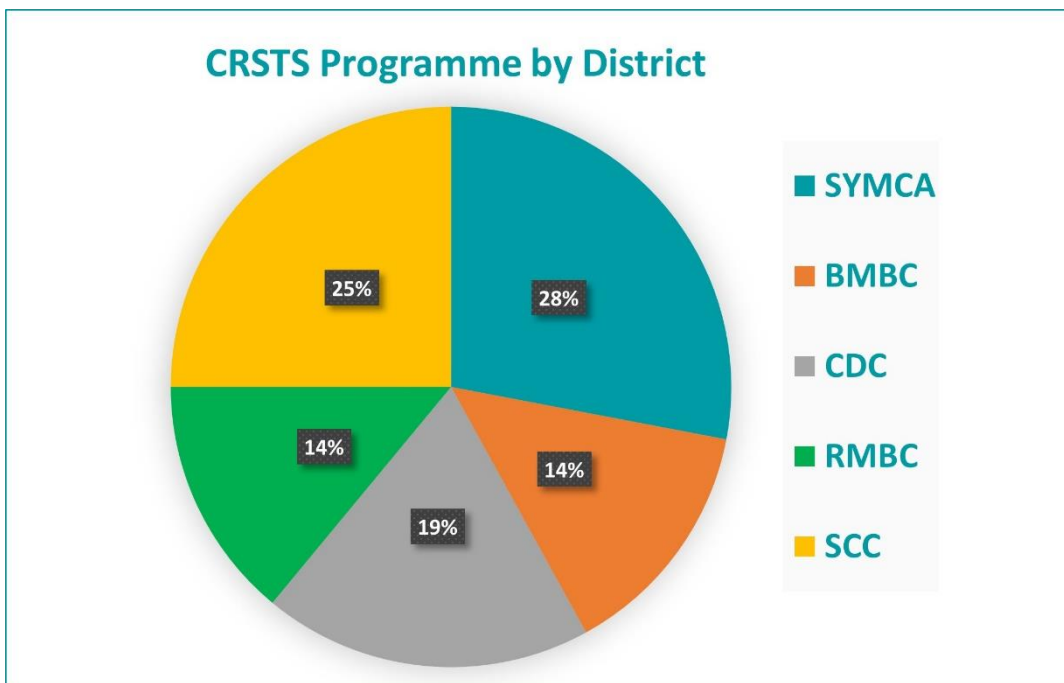


Figure 5: Chart of modal split across the CRSTS programme

2.4 RETAINED SCHEMES

A retained scheme is one where DfT keeps an interest in the specific scheme and pay an active role in assessing and approving its progress. There were four retained schemes identified within the SYMCA CRSTS programme, these are:

- **Rotherham Mainline Station**

The £1m CRSTS contribution is for the initial Outline Business Case development work for the integrated tram-train and mainline station project. This project has continued to be developed in detail and the business case is on schedule for submission to DfT in the autumn. RMBC and SYMCA are keen to maintain the momentum of the scheme and so have started discussion with the Department about the possibility of increasing the allocation so that further work can be undertaken while the business case assessment process is undertaken. Any actions will be agreed with DfT.



Photo 5: Rotherham Mainline Station illustrative vision

- **Gateway East**

Gateway East refers to a large-scale development area within Doncaster, which includes Doncaster-Sheffield Airport (DSA). The scheme has a £30m allocation in the CRSTS programme as the first part of the funding requirement to develop a new railway station in the vicinity of the airport, with the remaining requirements being part of any successor funding opportunity from 2027 onwards. Active negotiations for the re-instatement of a working airport for South Yorkshire are on-going, but until these conclude this scheme is being reported as “on-hold”.

SYMCA has aimed to strike a balance between keeping all options open for airport proposals and re-allocating the CRSTS allocation for the railway station. Whilst there is growing confidence around the future opportunity to re-open the airport, the date by which this funding could benefit the original intent has passed and as a result we would welcome the opportunity to discuss formal change options for this scheme with DfT.



Photo 6: South Yorkshire Airport City illustrative vision



Photo 7: Supertram Sheffield

- **Mass Transit**

The Mass Transit scheme is a multi-year modularised renewal of South Yorkshire’s Supertram system. The package of tram renewal measures includes works to the depot, network infrastructure, power, vehicles and service improvements.

The allocation within CRSTS1 is £100m which represents a significant investment, however, will only be a small part of the total scheme requirements. The Outline Business Case was submitted March 2024 and is under consideration. The CRSTS1 works are underway and forecast to complete by the end of the programme.

- **Railway Re-instatement North Barnsley to**

Wakefield

The intention of the above scheme was to explore restoration feasibility for the North Midland Line to run passenger services from Barnsley to Wakefield Kirkgate via the semi-operational freight route from Wakefield to Lundwood as part of a first phase of reinstatement between Lundwood and Barnsley and / or Lundwood and Swinton on disused tracks.

Early feasibility work has identified that there is no business case for taking this development only scheme forward at this stage and the scheme has been withdrawn. However, the longer-term ambition for the full scheme has been identified within the region’s rail ambitions.

3 Programme Challenges

3.1 DELIVERY CONFIDENCE

A delivery confidence assessment has been carried out for the programme, including the legacy TCF projects. The assessment provides reassurance that SYMCA consider programme success **very likely** albeit with a continuing need to manage challenges in an innovative and flexible manner to enable realisation of investment objectives.

Key amongst these challenges is the proportion of scheme delivery forecast following the re-baseline in the final year of the programme and the risk / opportunity currently sitting with the Gateway East project as mentioned in 2.4 above.

Inflation continues to be a programme wide risk. Whilst headline levels of inflation have fallen, commodity prices, wage inflation and skills shortages continue to impact the construction sector. Any schemes experiencing programme slippage are disproportionately impacted – this is particularly relevant for the legacy TCF schemes.

On a positive note, SYMCA successfully recruited a Funding Monitoring & Reporting Manager for Transport in Q4 2024 providing additional capacity and resilience for programme management.

3.2 RISK

SYMCA continues to monitor risks at programme and project level to ensure delivery can be achieved as planned. All schemes provide a risk register which is reviewed as part of regular monitoring. SYMCA has regular programme of pro-active engagement with scheme promoters to support development and progression into delivery and completion through the internal governance process.

The top 3 programme level risks to delivery remain consistent:

Risk	Impact	Likelihood	Mitigation
Resources / capacity insufficient to deliver multiple large-scale projects in parallel leading to insufficient delivery resource and programme slippage	Medium	Medium	<ol style="list-style-type: none"> 1. Pro-active management and mitigation by SYMCA 2. Effective resource planning and support through CRSTS revenue award 3. Early market engagement with contractors
Inflation pressures and volatility in market result in scheme(s) being unviable, reduction to deliverables and/or impact on value for money	Medium	Medium	<ol style="list-style-type: none"> 1. Pro-active management and mitigation by SYMCA 2. Identifying alternative funding options (phasing, value engineering, match) 3. Prompt contracting with promoter for approved schemes to secure tender prices
Decisions made by businesses within the region result in change to project scope and/or projects become unviable	Medium	Medium	<ol style="list-style-type: none"> 1. Actively engaging with businesses to achieve an appropriate solution 2. Open dialogue with the Department

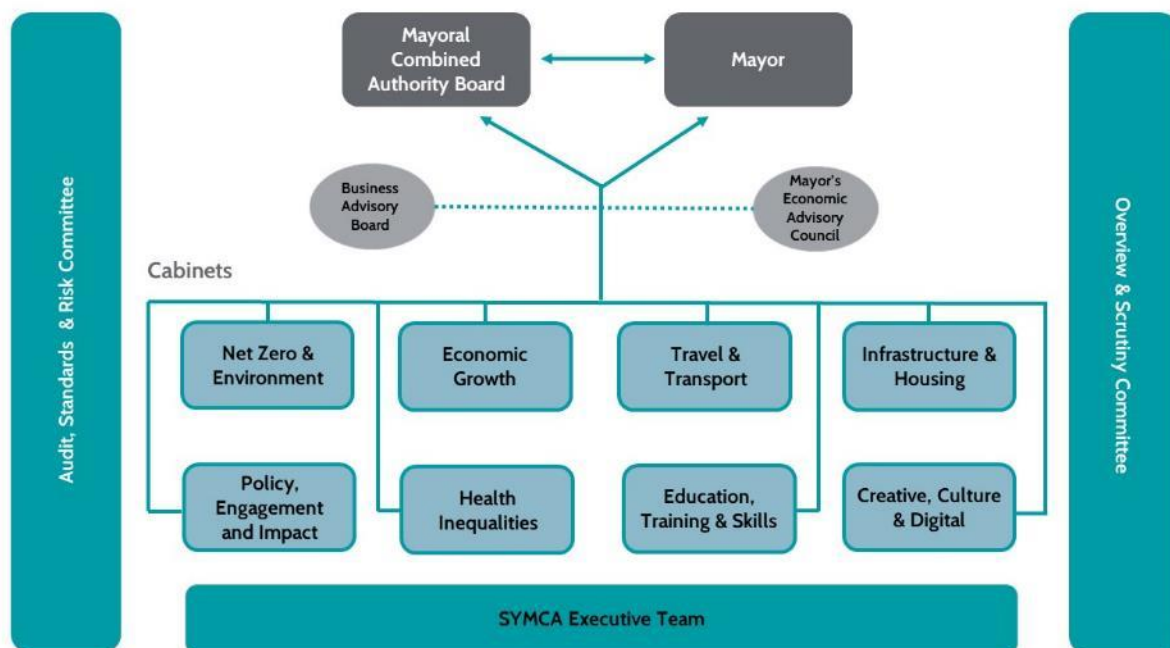
4. Programme Governance

4.1 ASSURANCE FRAMEWORK

The SYMCA Assurance Framework sets out how the MCA will use public money responsibly: making informed decisions to achieve best value for money and acting in an open and transparent manner. It explains the governance structures in place for making decisions, outlines the policies and procedures that support decision-making, and summarises how investments and interventions are appraised, approved, published and managed. Each year the MCA is required by Government to review, update and publish its Assurance Framework by the 31st of March.

The fundamental principles of the framework remain, and the changes made have been designed to support improved delivery of investments without compromising the integrity.

The MCA Board is the only decision-making body in the governance structure, though it can and does grant delegated authority to the SYMCA Programme Board, Portfolio holders and/or statutory officers where requested. The key governance for the CRSTS programme is therefore:



4.2 DESIGN REVIEW PANEL (DRP)

A significant introduction to CRSTS programme management is the new requirement for Active Travel England (ATE) approval for any scheme which includes active travel elements. ATE is a new Government executive agency, sponsored by the Department for Transport (DfT) and is responsible for making walking, wheeling and cycling the choice of travel for 50% of short journeys by 2030.

The ATE Inspectorate will provide technical expertise to ensure that all funded schemes deliver quality infrastructure that is compliant with best practice. All schemes which include benefits to walking, cycling or wheeling will receive early intervention through a Design Review Panel (DRP) at an outline design stage and will be subject to final inspection when completed.

The Terms of Reference for the SYMCA DRP are being finalised and the Panel will be set-up from 1 April 2024 including representatives from ATE and SYMCA's Active Travel leads. In addition to the pure Active Travel schemes, SYMCA has worked closely with ATE to agree the list of schemes considered Multi-Modal and to establish a scheme Design Review approach which is robust, but proportionate and runs in parallel with the existing business case assurance framework.

4.2 MONITORING AND EVALUATION

SYMCA has actively engaged with the Department and its partner organisations in developing the framework for the CRSTS programme national monitoring and evaluation process. This definition is ongoing and SYMCA will continue to commit to this process. Wherever possible the requirements are already embedded into our scheme planning however if any new monitoring and evaluation processes or needs result from this collaborative development then we will make all endeavours to retrospectively incorporate these.

4.3 GOVERNANCE ENHANCEMENTS

SYMCA remains committed to delivering quality infrastructure, supporting communities and championing safety and accessibility. Enhancements to delivery include:

- Additional SYMCA resource (FMR Transport Manager) embedded within the Funding, Monitoring and Reporting, alongside the appointment of a new Active Travel Commissioner and Active Travel specific roles to drive enhanced scheme design.
- Amending the SYMCA Assurance Framework to ease the business case approval process including the offer of enhanced critical friend support during development and assurance processes.
- Grant being made available significantly earlier to scheme promoters to support business case development, feasibility, design and consultation needs.
- Close working with DfT's CRSTS Department leads.

The SYMCA works closely with scheme promoters to ensure their comprehensive CRSTS programmes move through business case gateways and into contract / delivery in an efficient and effective manner. The steps we are taking on this are as follows:

- SYMCA assistance and support with public consultations.
- A regular programme of high-level meetings with senior officers and Lead Members.
- Review of the delivery of programmes and timescales across high profile/ high risk schemes through biweekly engagement to identify and mitigate risk.
- Monthly senior officer engagement between SYMCA and scheme promoters to escalate issues when required.



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