

Appendix Two: Benefits realisation Plan

BENEFITS REALISATION PLAN

INTRODUCTION

The Mayoral Combined Authority (“MCA”) and scheme promoters are committed to ensuring the benefits of the TCF programme (“Programme”) investment are fully realised and the Programme’s value for money in terms of delivering economic growth and quality of life outcomes for the Sheffield City Region (“SCR”) can be demonstrated. This document sets out the Benefits Realisation Plan (“BRP”) for the Programme.

This BRP has been developed to support the implementation of the Programme and provides a framework for development of more detailed monitoring and evaluation plans for each of the packages of interventions. The plan therefore seeks to enable the assessment of benefits realisation for the entire Programme whilst providing flexibility to define more bespoke benefits realisation and monitoring for the individual projects to be delivered by scheme promoters as defined in the funding agreement between the MCA and the scheme promoters.

DEFINITIONS

Benefits Realisation is a method of ensuring the intended benefits identified for the Programme are delivered. A benefit is an outcome of change that is measurably positive. The BRP provides an overview of the benefits expected to be delivered by the Programme, how and when they will be realised, how they will be monitored and reported on and who has responsibility for them.

The BRP is closely linked with the Monitoring and Evaluation Plan. Monitoring and evaluation are key mechanisms for generating evidence to assess benefits realisation, in line with best practice for programme and project management. However, the Monitoring and Evaluation Plan (M&EP) can also have a wider remit than the BRP.

BENEFITS REALISATION STRATEGY

Overall Approach

Department for Transport (“DfT”) guidance sets out a five-stage cycle for the evolution of benefits, their maintenance and monitoring during the lifecycle of a programme, as highlighted in the diagram overleaf.

This is known as the benefits management cycle and has been utilised to inform the development of the BRP.



Roles and Responsibilities

The BRP is owned by the MCA through the Senior Responsible Owner (“SRO”), with responsibility to ensure the delivery of the project level benefits that feed into the programme benefits are held by scheme promoters for individual projects.

The SCR Executive Team, on behalf of the MCA and SRO, is responsible for tracking the benefits being realised with exceptions being reported as appropriate. Early identification of underperformance will result in the SCR Executive Team working with the scheme promoter to initiate remedial action to bring benefits back in line with expectations.

TCF Programme Objectives

The following objectives have been defined for the Programme:

- To better connect the areas of transport poverty with areas of opportunity in a safe and sustainable way
- To affect a mode shift away from the private car on those corridors where new opportunities are likely to see an increase in demand or where growth could be stifled
- To create a cultural shift towards making cycling and walking the natural choice for shorter journeys
- To achieve the above in ways that address current health issues and improve air quality across the SCR.

Further detail on the Programme can be found in Strategic Case of the Strategic Outline Business Case (SOBC).

BENEFITS REALISATION PLAN

Identify

A Theory of Change (“ToC”) has been developed to identify the process of how and why change is expected to occur. This ToC articulates the mechanisms by which change will be brought about, identifies the assumptions that underpin the proposed TCF programme, and pinpoints any potential challenges.

The ToC and the Programme objectives have been used to develop the initial 'desired outputs, outcomes and impacts' for the programme and the individual elements. These desired outputs, outcomes and impacts are the actual benefits that are expected to be derived from the programme:

- Desired outputs – tangible effects that are funded and result from the programme
- Desired outcomes – what happens as a result of the outputs
- Desired impacts – the final impacts brought about by the scheme in the short, medium and long term as a result of the outputs and outcomes.

The Programme objectives and desired outputs/outcomes/impacts are summarised in Table One.

Analyse and Plan

The anticipated benefits have been further analysed and defined in terms of how and when (associated with specific milestones) they will be achieved, the main beneficiaries, the measurement metrics, data requirements and frequency of assessment, the baseline to be utilised, anticipated performance (targets) and the main risks associated with achieving the specific benefit.

The definition of the benefits in this way is summarised in Tables Two, Three and Four according to their categorisation as outputs, outcomes and impacts as follows:

- Table Two – the definition seeks to check progress against planned targets and will focus on evidencing that spend and outputs are successfully delivered and milestones met
- Table Three – the definition seeks to illustrate how outcomes will be delivered, measured, tracked and controlled. The baseline year is 2019.
- Table Four – the definition seeks to illustrate how impacts will be delivered, measured, tracked and controlled.

Tables Two, Three and Four are included below – with additional monitoring metrics (providing more detail behind outputs, outcomes and impacts) included in the monitoring and evaluation plan.

Where benefits are difficult to measure directly, proxy indicators have been defined. The way in which the indicators are defined will allow for the extent of benefits realisation to be understood and inform the change control process as actual versus anticipated performance is tracked over time.

The definition of benefits in Tables Two, Three and Four relates to the Programme as a whole. However, bespoke BRP's (based on the programme level BRP) for individual projects will be approved as part of the SCR Assurance Framework. Each project will define the metrics in more detail in accordance with the objectives of the project and its geographical scope.

Table One – Desired Outputs, Outcomes and Impacts

TCF Programme Objective	Desired Outputs	Desired Outcomes	Desired Impacts
<p>To better connect the areas of transport poverty with areas of opportunity in a safe and sustainable way</p> <p>To affect a mode shift away from the private car on those corridors where new opportunities are likely to see an increase in demand or where growth could be stifled</p> <p>To create a cultural shift towards making cycling and walking the natural choice for shorter journeys</p> <p>To achieve the above in ways that address current health issues and improve air quality across the SCR</p>	<p>Over 25km of improved walking and cycling infrastructure</p> <p>Over 90km of new walking and cycling infrastructure</p> <p>10km of new bus lanes</p> <p>11 junction improvements to benefit non-car modes, with 7 bus gates</p> <p>100 bus stop improvements</p> <p>New tram-train stop at Magna</p> <p>Two new tram-train park and ride sites, offering 450 spaces</p> <p>Improvements to the facilities at 11 local rail stations</p>	<p>More walking and cycling journeys across the SCR</p> <p>Reduced bus journey times</p> <p>Improved bus journey time reliability</p> <p>Increased bus patronage</p> <p>Increased tram patronage</p> <p>Increased rail patronage</p> <p>Reduced car commuting</p> <p>Improved air quality</p> <p>More active people</p>	<p>Support inclusive growth</p> <p>Enhanced opportunities to access new employment sites</p> <p>Create healthy streets where people feel safe</p> <p>Improve the quality of our outdoors</p> <p>More people being physical activity</p>

**Table Two - Programme
Outputs Definition**

Desired Outputs	Output Owner	Metrics	Data	Target	Risks	Dependencies
PROJECT LEVEL						
Project Scope	TCF Scheme Promoter	Quantified changes in project deliverables	Scheme reports (including milestones)	As agreed project baseline scope in funding agreement for each project	Key risks identified in individual scheme risk registers	Specification of interdependencies with other TCF or other schemes
Project Timescales	TCF Scheme Promoter	Quantified changes in project delivery schedule and key milestones	Scheme reports (including milestones)	As agreed project baseline milestones in funding agreement for each project	Key risks identified in individual scheme risk registers	Specification of interdependencies with other TCF or other schemes
Project Costs	TCF Scheme Promoter	Quantified changes in project costs and spend profile (£)	Scheme reports (including milestones)	As agreed project baseline cost in funding agreement for each project	Key risks identified in individual scheme risk registers	Specification of interdependencies with other TCF or other schemes
PROGRAMME LEVEL						
Programme Scope	SCR Executive and Programme and Performance Unit	Quantified changes in programme deliverables (Table One Desired Outputs)	TCF Programme Quarterly Report	As agreed scope in TCF Programme Grant Agreement	Key risks identified in the TCF risk register	Interdependencies with other SCR investment programmes
Programme Timescales	SCR Executive and Programme and Performance Unit	Quantified changes in programme delivery schedule and key milestones	TCF Programme Quarterly Reporting	As agreed programme and milestones in TCF Programme Grant Agreement	Key risks identified in the TCF risk register	Interdependencies with other SCR investment programmes

Desired Outputs	Output Owner	Metrics	Data	Target	Risks	Dependencies
Programme Costs	SCR Executive and Programme and Performance Unit	Quantified changes in programme costs and spend profile (£)	TCF Programme Quarterly Report	As agreed budget in TCF Grant Agreement	Key risks identified in the TCF risk register	Interdependencies with other SCR investment programmes

Table Three – Programme Outcome definitions

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
To better connect the areas of transport poverty with areas of opportunity in a safe and sustainable way	Improved bus reliability and punctuality	Standard deviation from planned journey time (for journey and at stops) at Local Authority level	SYLTE ongoing datasets	Alignment with SCR Bus Implementation Plan Bus Partnership agreements	Bus users, residents (particularly those in areas of transport poverty), businesses, and visitors to SCR	Bus operators, local highway authorities, residents in areas of transport poverty, employers/educational establishments	SCR MCA/ SYLTE
	Improved perception of bus	Passenger perception of bus reliability, punctuality, satisfaction	SYLTE ongoing surveys				SCR MCA/ SYLTE
	Improved bus accessibility/ connectivity	% of people living in the most deprived areas brought within a 30 minute journey time by public transport of an urban centre, SCR growth area or university	Utilisation of data within the TRACC software package	Bus operators capitalising on improvements to enhance connectivity			SCR MCA/ SYLTE

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
	Reduced bus journey times	Bus journey times in the AM Peak, Interpeak and PM peak by service	SYLTE modified datasets - bus stop to bus stop or other timing point data to be used with real time bus journey time data set				SCR MCA/ SYLTE
	More walking and/or cycling journeys across the SCR	Walking and cycling accessibility assessment to specific location/area	ONS Survey or utilisation of TRACC software package	Alignment with SCR Active Mode Implementation Plan	Residents (particularly those in areas of transport poverty), pedestrians and cyclists, businesses, visitors to SCR and local health services	Local highway authorities, employers/ educational establishments, residents in areas of transport poverty, cycling/pedestrian campaign/lobbying groups	SCR MCA/ Active Travel Commissioner
		Pedestrian and cycle flows	Manual/ video cycle/ pedestrian counts Fully functioning automatic cycle counts	Effective marketing campaigns to encourage active travel amongst residents and businesses Effective integration of new infrastructure into			SCR MCA/Active Travel Commissioner

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
		Frequency of walking/cycling trip stages	Active Lives Survey/ primary research	existing networks e.g. signage strategies, cycle maps etc			SCR MCA/ Active Travel Commissioner
		Increase in active mode usage by route/area	Route user intercept surveys Household/non-user survey				SCR MCA/ Active Travel Commissioner
To affect a mode shift away from the private car on those corridors where new opportunities are likely to see an increase in demand or	Reduced car commuting	Morning peak traffic flow (car miles) along key corridors	Traffic master data (or mobile phone data)	Alignment with SCR Bus Implementation Plan and Integrated Rail Plan Bus Partnership agreements Bus/tram/tram-train/train operators	Public transport users, residents, future residents/employees, investors, developers, businesses and visitors to SCR	Public transport operators, local highway authorities, employers, developers/investors, residents/employees	SCR MCA, SYPTE, Local Highway Authorities
		Mode split of peak flows along key corridors	Cordon counts (weekday, 0700-1900_				

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
where growth could be stifled		Satisfaction with public transport	i) Bus 'user' (SYPTTE household survey and Passenger Focus onboard survey) ii) Rail 'user' (Passenger Focus onboard survey) iii) Tram 'user' (Passenger Focus onboard survey)	capitalising on improvements to enhance connectivity Effective marketing campaigns to encourage public transport use amongst residents and businesses Further integration of public transport ticketing and fares			SCR MCA, SYPTTE
	Increased bus patronage	Total bus patronage (LA and SY)	SYPTTE ongoing datasets - bus operator statistics				
	Increased tram patronage	Total tram/tram-train patronage (Route and SY)	SYPTTE ongoing datasets - Stagecoach Supertram statistics				

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
	Increased rail patronage	Total rail patronage (LA and SY)	SYLTE ongoing datasets - Northern Rail SY statistics or ORR Annual station entries / exits				
To create a cultural shift towards making cycling and walking the natural choice for shorter journeys	More walking and cycling journeys across the SCR	Attitudes to cycling/ walking including perceptions of safety and awareness of the quality of walking infrastructure	Route user intercept surveys – perception and awareness of infrastructure Household/non user surveys (programme and large schemes)	Alignment with SCR Active Mode Implementation Plan Effective marketing campaigns to encourage active travel amongst residents and businesses	Residents, pedestrians and cyclists, businesses, visitors to SCR and local health services	Local highway authorities, employers/educational establishments, residents, cycling/pedestrian campaign/lobbying groups	SCR MCA/ Active Travel Commissioner

TCF Objectives	Desired Outcomes	Metric	Data	Additional Enablers/ Requirements	Beneficiaries	Key Stakeholders	Benefit Owner
		Morning peak cycle flows along the key corridors	Manual/ video cycle/ pedestrian counts Fully functioning automatic cycle counts	Effective integration of new infrastructure into existing networks e.g. signage strategies, cycle maps etc			
Address current health issues and improve air quality across the SCR	Improved air quality	NOx and PM10 levels in AQMAs (Number of days when threshold exceeded)	Local Authority air quality monitoring data	Further enhancements in fuel efficiency and increased take up of electric vehicles (car and others) Industry improvements to minimise emissions	Residents, businesses, visitors to SCR, and local health services	Local highway authorities, residents, road safety campaign groups, air quality campaign groups	SCR MCA/ Local Authorities
	Improved road safety	KSI accidents (5 year average)	STATS 19 data	Road safety education programmes Police enforcement			

Table Four – Programme Impact definitions

TCF Objectives	Desired Impacts	Metric	Data	Benefit Owner	Baseline	Benefit Risks
To better connect the areas of transport poverty with areas of opportunity in a safe and sustainable way	Support inclusive growth Enhanced opportunities to access new employment sites	More working-age people can find suitable employment: Unemployment levels (% employed 16-64)	Annual population survey	SCR MCA	SCR: 5.2% (2019) TCF Area:	Wider external influences (political, economic, social, environmental) could have much greater impact on desired impacts and their associated metrics than the TCF programme. The level of change may be difficult to attribute specifically to the TCF programme given other ongoing investment in other projects/programmes to deliver similar objectives e.g. Strategic Economic Plan projects, Clean Air Zone, UK government programmes or interventions The level of change may be small compared to the background variability
		Skills attained (NVQ3+ or equivalent): A higher proportion of working-age population gain education and training qualifications, indicating a reduction of those not in education, employment, or training	Annual population survey		SCR: 54.2% (2018) TCF Area:	
		Higher proportion of employees in managerial, technical, professional occupations.	Standard Occupation Classifications 1-3 represent higher-level occupations. Annual Population Survey.		SCR: 43.4% (2019)	
To affect a mode shift away from the private car on those corridors where new opportunities are likely to		Lower overall levels of multiple deprivation	MHCLG Index of Multiple Deprivation – a composite of indicators including income, employment,	SCR MCA	BMBC – 22%, DMBC – 24%, RMBC – 22%, SCC – 22% (2019)	Datasets to track benefit may not be sufficiently disaggregated to track changes resulting from solely TCF Programme requiring local level proxies to be derived.

TCF Objectives	Desired Impacts	Metric	Data	Benefit Owner	Baseline	Benefit Risks
see an increase in demand or where growth could be stifled			education, health, crime, barriers to housings and services, living environment deprivation			
		The proportion of employees on low earnings (defined as 20th percentile of earnings distribution)	Annual Survey of Hours and Earnings		SCR: £8.92 per hour 3% below UK level	
To create a cultural shift towards making cycling and walking the natural choice for shorter journeys	Create healthy streets where people feel safe	Perceptions of walking and cycling infrastructure	Primary research	SCR MCA	TBC: TCF area	
		Perceptions of safety	Primary research		TBC SCR: TCF Area:	
Address current health issues and improve air quality across the SCR	Improve the quality of our outdoors	Improvement in air quality	To be developed based on public health agreements and available data.	SCR MCA	TBC SCR: TCF Area:	

TCF Objectives	Desired Impacts	Metric	Data	Benefit Owner	Baseline	Benefit Risks
		Reduction in carbon emissions in line with targets for the UK and Sheffield City Region	Marginal External Greenhouse Gases costs related to Car km reduction		TBC SCR: TCF Area:	
		Delivery of a zero-carbon public transport network	Total carbon emissions from the transport system (kT CO2)			
		Days exercise in the last week with 30 minutes exercise where heart rate has increased	ONS wellbeing survey	SCR MCA		

Deliver

Projects will follow the SCR Assurance Framework and following approval of the Full Business Case, will be subject to contractual terms that include bespoke BRP's based on the programme level BRP. As standard, scheme promoters are required to complete an interim project learning review ("PLR") following completion of the works ("Outputs") and a final PLR following delivery of the outcomes ("Outcomes"). The PLR feeds into the MCA's wider evaluation strategy.

Once the Programme has been completed in its entirety the expected impacts of the benefits ("Impacts") will begin to be realised in full. However, as with many large scale transport programmes, the full realisation of the benefits will take place over an extended period of time, partly as individual elements of the programme will be completed at different times and also because there is a lag between completion and full realisation. To confirm whether wider realisation of the benefits has occurred it is proposed that following completion of the Programme, the impact of benefits will be monitored after one and five years and compared against the Programme baseline.

Given the extended timescales over which the Programme will realise benefits it may be necessary to adapt the metrics and their measurement overtime. The SCR Assurance Framework includes change control that will enable appraisal of any proposed changes. Approved changes will be formalised between the MCA and scheme promoters and reflected in reporting to DfT.

Review

Each intervention taken forward through the Programme will be required to track benefits realisation during and following completion of that intervention. As such each project will be subject to contractual terms that include reporting quarterly as a minimum, and more frequently if requested by the SCR Executive Team. An annual report will be shared with DfT, with additional ad hoc reports provided if requested.

RESOURCING AND GOVERNANCE

The BRP implementation costs are accounted for within each package allocation for each project within the full programme.

The SRO acts on behalf of the MCA and owns the Programme BRP. The SCR Executive Team manage the Programme on behalf of the MCA (and SRO).

The content of the individual project BRP is as approved within the Full Business Case and forms part of the funding agreement between the MCA and the scheme promoter. The scheme promoters are to facilitate delivery of the approved project level BRPs.

Decision-making on the Programme ultimately rests with the MCA and the Transport and Environment Board in line with the SCR Assurance Framework and scheme of delegation outlined in the MCA Constitution.