

Report to:	Transport Committee
Date:	19 September 2023
Subject:	Project Approvals
Director:	Melanie Corcoran, Director of Transport Policy & Delivery
Author:	Craig Taylor, Head of Strategic Portfolio Office

## 1 Purpose of this report

1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.



- 1.2 The Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 1.3 The recommendations can be found in Section 13 of this report.

## 2 Additional approvals – CRSTS (including LUF2 and TCF) Milestones and Monitoring and Evaluation

- 2.1 The Department for Transport (DfT) has given an opportunity for the Combined Authority to re-base programme milestones for the City Region Sustainable Transport Settlement (CRSTS).
- 2.2 The City Region Sustainable Transport Settlement (CRSTS) is a £830 million programme that will develop and deliver transport schemes by 2027 to help deliver against the objectives of growth and productivity, levelling up and decarbonisation. CRSTS includes the Transforming Cities Fund (TCF) for

reporting purposes to the DfT and therefore any milestone changes for TCF are included in this report.

- 2.3 The DfT has acknowledged that since the bid was put together in 2022, more information is now known about each project and the forecast milestone dates. The DFT has therefore given an opportunity to re-base our programme dates such as start on site and complete on site.
- 2.4 A list of the milestone changes by scheme is attached in Appendix 1. The table only contains requested changes (blanks are that no change is sought). The revised milestone dates in Appendix 1 will be submitted to the DfT by the end of September 2023 deadline for approval by the end of 2023.
- 2.5 The Programme will undertake extensive monitoring and evaluation (M&E) to review the effectiveness of the projects in meeting the programme objectives and to help evaluate the effectiveness of the programme overall. £5,437,395 was identified in the bid for programme M&E activities, with funding for M&E approved by members on 17 March 2022. An approval is now sought for the remaining amount of £426,000 to complete the approval required for programme M&E activities.
- 2.6 The Transport Committee is requested to:
  - (i) Approve the CRSTS, LUF 2 and TCF updated milestones as set out in Appendix 1 to send to Department for Transport for approval.
  - (ii) Approve £426,000 from the CRSTS programme management capital budget for programme monitoring and evaluation.

#### 3 Report

3.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. Further details on the schemes summarised below can be found as part of this report.

# 4 Investment Priority 5 (IP5) - Delivering Sustainable, Integrated, Inclusive and Affordable Transport

- 4.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.
- 4.2 Investment Priority 5 will deliver a range of programmes and schemes which focus on:
  - Creating an affordable, simple, integrated, and accessible system for people to travel anywhere by public transport
  - Increasing passenger numbers on bus, rail, and future transport networks
  - Improving air quality and reduction in car dominance

- Ensuring that people are enabled to make sustainable travel choices from housing and employment sites
- Transforming access for communities of persistent poverty, where households have prolonged experiences of poverty, to employment opportunities and skills centres
- Enhancements in ticketing and travel information
- Buses being an effective and affordable mode of transport
- Enhancing customer satisfaction with public transport.

#### Scheme summaries

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Leeds Healthier Streets Space and Communities (LEEDS)	<b>Scheme description</b> The scheme will provide new infrastructure including active travel measures, new pedestrian amenities and facilities, cycle parking and links into public transport to encourage use of sustainable transport for local trips in Leeds.
	The scheme is to be funded through the City Region Sustainable Transport Settlement (CRSTS) fund.
	Impact
	The proposed interventions are expected to increase the uptake of walking, cycling and public transport, with a switch from car travel, resulting in reduced carbon emissions, improved connectivity to education, employment, local amenities and housing by sustainable transport, as well as improving health and wellbeing.
	The benefit cost ratio (BCR) is expected to be between 2:1 and 5:1. This is categorised as between 'High' and 'Very High' value for money.
	Decision sought
	Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case)
	Total value of the scheme - £6,449,000
	Total value of Combined Authority funding - £6,200,000
	Funding recommendation sought - £330,000
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

LUF – A639 Park Road	Scheme description
	The A639 Park Road scheme will deliver new and improved cycling and walking infrastructure (e.g. new cycle lanes and crossing points), and new bus priority at signals and highway capacity improvements.
	The scheme is funded by the Levelling Up Fund.
	Impact
	Delivery of the scheme will encourage more people to cycle and walk for local trips along the A639 corridor and make public transport a more attractive option too. Through a shift from the car and a more efficient highway, this will help reduce congestion levels and improve the local air quality along the A639.
	The value for money assessment reflects a benefit cost ratio (BCR) of 2.9:1. This is categorised as high value for money.
	Decision sought
	Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).
	Total value - £11,901,000
	Total value of Combined Authority funding - £11,901,000
	Funding recommendation sought - £673,000
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

A629 (Phase 2) –	Scheme description
Halifax town Centre	A629 Phase 2 Halifax Town Centre will deliver a series of interventions to public transport including bus and active forms of travel such as walking and cycling to improve connectivity and accessibility both to and within the town centre. The scheme will also capitalise on placemaking opportunities to enhance the public spaces and attractiveness of the town centre.
	The scheme is to be delivered through the West Yorkshire plus Transport Fund.
	Impact
	Delivery of the scheme will support an increase in bus users, in travel by bike, create better bus-rail interchange opportunities, and unlock sites for commercial development, increasing commercial property occupancy in the town centre.
	The value for money assessment reflects a benefit cost ratio (BCR) of 2.3:1. This is categorised as High value for money.
	Decision sought
	Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).
	Total value of the scheme - £64,139,765
	Total value of Combined Authority funding - £64,139,765
	Funding recommendation sought - £29,604,881.
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Rail Park and Ride	Scheme description
Programme (phase one), Steeton and Silsden, Normanton and Moorthorpe Rail	The Rail Park & Ride Programme (phase 1) supports the growth in rail demand by increasing parking capacity at rail station car parks.
Station Car Parks West Yorkshire	The change request relates to an increase in programme costs, change in scope and an increase in costs and delivery timescales for three projects within the programme:
	• The Steeton and Silsden scheme will extend the existing car park to a three-storey car park, providing an additional 102 parking spaces bringing the total to 245, including six blue badge bays, a fully accessible lift and underlying infrastructure to ensure simple installation of a charging point at a future date.
	• The Normanton scheme will increase the parking capacity by 128 spaces including seven blue badge bays, enabling additional users' access to secured parking at the rail station.
	• The Moorthorpe scheme will provide an additional 43 spaces, bringing the total to 88. Flooring levels will be reconfigured to make it more accessible. The scheme will also deliver enhanced draining infrastructure.
	The programme is funded through the West Yorkshire plus Transport Fund.
	Impact
	Scheme delivery will encourage users to choose the train as a sustainable mode of transport, supporting the reduction in congestion and improving air quality.
	The value for money assessments reflect a benefit cost ratio of 1.0:1 (Steeton & Silsden), 1.9:1 (Normanton) and 1.3:1 (Moorthorpe) judging the schemes as low, medium and low respectively, value for money when assessed against the Department for Transport's value for money criteria.
	Decision sought
	The change request to the Rail Park and Ride Programme to amend scope, timescales and funding, is approved.
	• Steeton and Silsden - to increase the scheme allocation from £4,805,800 to £7,010,641 and delivery to 3 November 2023.
	<ul> <li>Normanton - to increase the scheme allocation from £2,314,000 to £3,268,446 and delivery to 1 August 2024.</li> </ul>
	<ul> <li>Moorthorpe - to increase the scheme allocation from £1,266,491 to £2,159,676 and delivery to 1 September 2024.</li> </ul>
	• To increase programme management costs from £540,000 to £815,000.
	Total value of the scheme - £25,799,023
	Total value of Combined Authority funding - £25,799,023
	Funding recommendation sought - £4,327,471.
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

## Other decisions relevant to the Transport Committee

4.3 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority.

# Decisions made by the Combined Authority on 27 July 2023

4.4 The full agenda and papers for the meeting can be found on the <u>Combined</u> <u>Authority website here</u>.

Local Electric Vehicle Infrastructure Scheme (LEVI)	Approval to proceed through decision point 2 (strategic outline case) and work commences on the development of business cases for each individual scheme
West Yorkshire	Total value of the scheme - £20,642,000 – £32,642,000
	Total value of the Combined Authority funding - £17,142,000
	Funding recommendation sought - £1,436,000
CRSTS Highways Asset Management and Enhancement	Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery)
Programme and Off Highway Walking and	Total value of the scheme – £257,924,800
Cycling Network	Total value of the Combined Authority funding – $\pounds$ 257,924,800
West Yorkshire	Funding recommendation sought - £42,769,266
Safer Roads West Yorkshire	Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery)
	Total value of the scheme - £25,000,000
	Total value of the Combined Authority funding - £25,000,000
	Funding recommendation sought - £4,397,000
Active Travel Fund 3 – A660 Otley Road	Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery)
Leeds	Total value of the scheme - £10,475,000
	Total value of the Combined Authority funding - £10,475,000
	Funding recommendation sought - £10,475,000
Zero Emissions Bus Regional Area West Yorkshire	Approval for the Change Request to increase the scope of the scheme by an additional 25 double decker zero emission buses and associated infrastructure to be delivered by partners First Bus Leeds at their Bramley depot
	Total value of the scheme - £69,978,646
	Total value of the Combined Authority funding - £30,309,240
	Funding recommendation sought - £5,744,069

## **Decisions made by the Combined Authority on 7 September 2023**

4.5 The full agenda and papers for the meeting can be found on the <u>Combined</u> <u>Authority website here</u>.

CRSTS Capacity Fund West Yorkshire	Approval to proceed through decision point 2 to 4 (business justification) and work continues on activity 5 (full business case).
	Total value of the scheme - £21,343,000
	Total value of Combined Authority funding - £21,343,000
	Funding recommendation sought - £15,586,589
Network Management Renewals and Enhancements	Approval to proceed through decision point 2 (strategic outline case) and work continues on activity 5 (delivery) for the 2023/4 financial year.
West Yorkshire	Total value of the scheme - £25,000,000
	Total value of Combined Authority funding - £25,000,000
	Funding recommendation sought - £3,966,250
Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway	Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
Leeds	Total value of the scheme - £20,500,000
Leeus	Total value of Combined Authority funding - £20,500,000
	Additional funding recommendation sought - £300,000
A6110 Leeds Outer Ring Road	Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).
Leeds	Total value of the scheme - £14,212,000
	Total value of Combined Authority funding - £7,000,000
	Funding recommendation sought - £879,000
A58 Beckett Street	Approval to the change request to revise the scope of the scheme, to change the total scheme costs to £16,420,000 (an
Leeds	increase of £2,477,000), for additional development costs of $\pounds$ 1,500,000 to progress the scheme to full business case and to extend the scheme's delivery timeframe to July 2026.
	Total value of the scheme - £16,420,000.
	Total value of Combined Authority funding - £16,420,00.
	Funding recommendation sought - £1,500,000
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4.6 Since the Transport Committee's meeting on 7 July 2023, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations to:

# **Combined Authority's Chief Executive**

TCF: Dewsbury Bus Station Kirklees	Approval to the change request for the TCF Dewsbury Bus Station scheme for the release of additional development costs of £854,000 and to extend the delivery timescale to November 2025.
	Approval to revise the overall Combined Authority contribution to the scheme from $\pounds14,337,600$ given at outline business case, to $\pounds13,920,000$ .
	Funding approved - £854,000
	Total indicative value of the scheme - £13,920,000
	Total indicative value of Combined Authority funding - $\pounds$ 13,920,000

4.7 The decisions were made by the Chief Executive following a recommendation from the Combined Authority's Programme Appraisal Team.

## **Combined Authority's Chief Operating Officer**

Leeds Bradford Airport Connectivity Leeds	Approval to the change request for the Leeds Bradford Airport Connectivity scheme for the release of additional development costs of £508,000.
	Funding approved - £508,000
	Total indicative value of the scheme - £70,000,000
	Total indicative value of Combined Authority funding - £70,000,000

4.8 The decisions were made by the Combined Authority's Chief Operating Officer, following a recommendation from the Combined Authority's Programme Appraisal Team.

#### 5 Information

- 5.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:
  - The progression of a scheme through a decision point to the next activity.
  - Indicative or full approval to the total value of the scheme funding requested.
  - The Combined Authority's entry into a funding agreement with the scheme's promoter.
  - The assurance pathway and approval route for future decision points.
  - The scheme's approval tolerances.
- 5.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

## Projects in Stage 1: Assessment and Sequencing

Project Title Leeds Healthier Streets, Spaces and Commun	
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

Is this a key decision?	⊠ Yes	🗆 No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	🗆 No
Does the report contain confidential or exempt information or appendices?	□ Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	⊠ Yes	🗆 No

## Background

- 5.3 This scheme will be funded from the City Region Sustainable Transport Settlement (CRSTS) fund.
- 5.4 The £830 million CRSTS fund was awarded in the summer of 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. CRSTS aims to deliver schemes to tackle congestion, improve air quality and make sustainable transport (public transport, walking and cycling), the first choice of transport for people in West Yorkshire. It will enable the transport network to adapt to meet the needs of the expanding population of West Yorkshire, and the pressure this creates on the network, so that public transport becomes an attractive and truly viable alternative to the car.
- 5.5 Leeds City Council is developing proposals for the Leeds Healthier Streets, Spaces and Communities scheme, based on the principles of inclusive active travel in local neighbourhoods. This will improve local connectivity, air quality, and reduce car dependency and associated carbon emissions for local travel. The improved local level connectivity will enhance people's ability to make better use of the public transport opportunities for making longer journeys without relying on access to a car.
- 5.6 The scheme will target a range of communities with different characteristics. It is expected the proposed interventions will further improve access and mobility in areas where levels of active travel are already high due to lower car ownership, such as the inner suburbs. In the outer suburbs and townships, where car ownership and usage are generally greater, measures can also be targeted to make alternative sustainable transport options more attractive, to facilitate more sustainable economic growth.

- 5.7 The scheme looks to realise the wider benefits to mobility and travel choice in neighbourhoods and district centres across Leeds. This is in line with the twenty-minute neighbourhood concept, where infrastructure enables easy access for people to meet most of their everyday needs locally within a convenient 20-minute return trip. Specific interventions will include prioritising walking and cycling, bus priority measures, new crossing points, enhanced cycle parking and reprogramming of traffic signals to enable and enhance walking, cycling and public transport for a range of journeys. The intention is for these measures to add to or complement existing or proposed schemes in Leeds.
- 5.8 The five objectives of the scheme are to:
  - Increase the number of local journeys by active forms of travel and reduce the need for short car journeys
  - Improve first and last mile connectivity with key local destinations, transport hubs and public transport
  - Contribute to health and wellbeing by encouraging safe, accessible and active travel modes for all sectors of the community
  - Maximise the benefits of better connectivity into the improved core cycling and walking network infrastructure
  - Support zero-emission neighbourhood transport and contribute to improved local air quality
- 5.9 It is proposed that a small number of large schemes will be provided together with further small to medium schemes, targeting local centres identified in the Leeds Local Plan. Locations that are best suited for early intervention are still being identified and the detail of locations and the specific measures at those locations will be outlined at the next activity stage.
- 5.10 A summary of the scheme's business case is included in Appendix 2.

## **Outputs and Benefits**

- 5.11 The scheme outputs and benefits are to be further developed and determined at the next activity but are expected to include:
  - Modal filters
  - Bus priority measures
  - New pedestrian crossing points
  - Enhanced provision of cycle parking
  - Reprogramming of traffic signals
  - Increase in active forms of travel
  - Reduction in travel by car
  - Reduced traffic volumes in local neighbourhoods and district centres
  - Reduction in carbon emissions

- Improved connectivity to education, employment, leisure and housing
- Improved health and wellbeing
- Better local connectivity into local public transport services

#### **Tackling the Climate Emergency Implications**

- 5.12 The scheme aims to contribute to tackling the climate emergency by creating improved access to sustainable transport options for residents, workers and visitors in Leeds. The scheme is anticipated to facilitate a switch from relatively short car trips, to walking, cycling and public transport trips to help reduce carbon emissions.
- 5.13 A Stage 1 qualitative carbon impact assessment of the scheme was undertaken. At this stage the scheme looks compatible with the Combined Authority's Net Zero Future. It highlights that positive impacts regarding air quality, health and mobility will result from the scheme. Further work will be done on the specific locations and associated interventions as part of Stage 2 of the Carbon Impact Assessment

#### **Inclusive Growth Implications**

- 5.14 The anticipated scheme inclusive growth implications include:
  - Targeting disadvantaged communities, including Leeds City Council's identified priority neighbourhood areas, to ensure a greater and easier ability to access education, employment, and recreational activities in places where travel choices may be limited.
  - Providing active and sustainable travel improvements which can contribute to inclusive growth goals by delivering a low-carbon and affordable transport network.
  - Improved active travel infrastructure which encourages and enables a more physically active lifestyle and reduces reliance on the private car, aiding connectivity and accessibility to social, educational and employment opportunities for those that do not have access to, or do not wish to use, a car.

#### **Equality and Diversity Implications**

- 5.15 An Equality Impact Assessment has been undertaken for the scheme.
- 5.16 The proposals are expected to have positive impacts across groups with protected characteristics including age, disability, gender and race.
  - Age Children rely to a greater degree on public transport, walking and cycling for their independence. Older age groups and those with disabilities can benefit from more people-centred streets and improved connectivity to reduce the feeling of social isolation and loneliness. As such interventions such as those proposed, can positively impact those age groups.

- Women are statistically, more likely to use public transport than men. As such this group will be more positively impacted by the scheme through improved access to opportunities resulting from improved public transport connectivity.
- Race Black and Asian people have a higher incidence of type 2 diabetes and cardiovascular diseases which a more active lifestyle can help prevent. Therefore, improving local connectivity and widening travel options has the potential to improve health, access to opportunities and reduce air pollution effects on the minority ethnic communities.

## **Consultation and Engagement**

5.17 Internal engagement, within Leeds City Council departments and committees, has been undertaken for this project and public consultation relating to the scheme is due to be carried out as part of the next stage of scheme development (later in 2023). Previous engagement exercises for related schemes, such as for City Connect cycle superhighway route development, Leeds Public Transport Investment Programme and the Emergency Active Travel Fund programme, demonstrated there is demand, from the public, for investment in cycling and walking networks and provision of sustainable, active and healthy travel infrastructure.

#### Risks

- 5.18 The scheme risks include:
  - Cost and inflation risks, affecting the deliverability of the scheme. This is being mitigated by utilising the framework contracts, with trusted suppliers, that are in place and value-engineering schemes as necessary.
  - Failure to achieve a scope of works within budget due to a mismatch between ambition and affordability. This is to be mitigated by effective engagement that aligns with the design process to ensure budget compatible outcomes are identified as well as exploring additional funding opportunities and scheme redesigns.
  - Objections to scheme proposals or elements of the project not being supported by the public or politicians. Consultation plans and fall-back schemes are the proposed mitigation measures, as well as detailed preparation for briefings and key stakeholder engagements.

#### Costs

- 5.19 The total scheme costs are £6,449,000.
- 5.20 The Combined Authority's contribution is £6,200,000 from the CRSTS Fund. The remaining funding is £249,000 from Leeds City Council's section 106 developer contributions.
- 5.21 Development costs of £210,000 were approved at decision point 1 (strategic assessment). Approval at decision point 2 (strategic outline case) is now sought for an additional £330,000, taking the total approval to £540,000.

5.22 The Combined Authority will enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000 from the CRSTS Fund.

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/03/2024
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	01/08/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/10/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/01/2027

## Assurance Pathway and Approval Route

#### Other Key Timescales

- 5.23 Other key timescales are:
  - Start on site 01/12/2024
  - Completion on site 31/01/2027

#### Assurance Tolerances

#### Assurance tolerances

Combined Authority costs remain within 10% of those outlined in this report.

Delivery (DP5) timescales remain within 6 months of those outlined in this report.

#### **Appraisal Summary**

5.24 The scheme will aim to improve accessibility and connectivity across Leeds by linking people to employment, education, and social value opportunities via sustainable transport. This will make sustainable transport a more viable option for travel and facilitate an uptake in its use contributing to a reduction in

carbon emissions and increase health benefits to the users of the scheme. The scheme supports the Mayoral pledge to tackle the climate emergency and aligns with several policies and strategies at the Combined Authority. However, given the uncertainty around where and what the scheme will deliver it is difficult to understand how and to what extent the scheme will contribute to the aims and ambitions of the strategies and policies. This will need to be strengthened at the next activity/decision point.

- 5.25 The economic case for the scheme highlights that schemes of this nature can offer 'High' to 'Very High' value for money due to the associated user benefits in terms of health benefits, reduced absenteeism, improved safety, improved environmental conditions and reduced journey times.
- 5.26 The emerging key locations for intervention are being assessed from the long list of all 74 town, district and neighbourhood centres identified in the Leeds Local Plan. A wide range of criteria are being used to determine a short list of the most suitable locations having regard to their potential benefits, impacts, fit with other projects and deliverability.
- 5.27 The management of the project is being further developed, including the monitoring and evaluation approaches. The governance arrangement for the scheme is proposed to be based on established Leeds City Council programmes, such as City Connect. Leeds City Council's Civil Engineering and Professional Services Framework Contracts and in-house services will be utilised for development and delivery of the scheme, with further detail on procurement to be established at the next activity stage.

#### Recommendations

- 5.28 The Transport Committee, under its delegated powers from the Combined Authority Board approves that:
  - (i) The Leeds Healthier Streets, Spaces and Communities scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
  - (ii) An indicative approval to the Combined Authority's contribution of £6,200,000. The total scheme value is £6,449,000.
  - (iii) Development costs of £330,000 are approved in order to progress the scheme to decision point 3, taking the total scheme approval to £540,000.
  - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000.
  - (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

## Projects in Stage 2: Scheme development

Project Title	A639 Park Road
Stage	2 (scheme development)
Decision Point	3 (outline business case)

Is this a key decision?	⊠ Yes	□ No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	🗆 No
Does the report contain confidential or exempt information or appendices?	🗆 Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	⊠ Yes	🗆 No

## Background

- 5.29 The £4.8 billion Levelling Up Fund (LUF) contributes to the levelling up agenda by investing in infrastructure that improves everyday life across the UK. This includes regenerating town centre and high streets, upgrading local transport, and investing in cultural and heritage assets. The Fund is jointly managed by the Department for Transport (DfT) and the Department of Levelling Up, Housing, and Communities (DLUHC).
- 5.30 In January 2023, government confirmed that the Combined Authority's bid for £41,248,832 from the Levelling Up Fund Round 2 (LUF2) was provisionally successful, subject to further business case approval to the Department for Transport.
- 5.31 Levelling up is at the heart of the government's agenda to build back better after the pandemic and to deliver for citizens in every part of the UK. The second round (LUF2) focuses on three investment themes:
  - Transport investment Including (but not limited to) public transport, active travel, bridge repairs, bus priority, local road improvements, major structural maintenance, and accessibility improvements.
  - Regeneration and town centre investment Building on the Towns Fund to upgrade buildings and dated infrastructure; acquire and regenerate brownfield sites; invest in secure community infrastructure and crime reduction; and bring public services and safe, accessible community spaces into town and city centres.
  - Cultural investment Maintaining, regenerating, or creatively repurposing existing cultural, creative, heritage and sporting assets, or creating new assets that serve those purposes including theatres, museums, galleries,

production facilities, libraries, visitor attractions, and sports and athletics facilities.

- 5.32 The Levelling Up Bus Enhancement Package received approval at programme level from the Combined Authority committee in June 2023. The programme includes three schemes:
  - West Yorkshire Bus station, Stops and Highway Investment Programme (BSSHIP) – Supporting delivery of the Combined Authority's Bus Service Improvement Plan by improving the efficiency, safety, and accessibility of our core bus network and enabling safer and more accessible end-to-end journeys.
  - A629 corridor in North Halifax Delivering bus priority at traffic signals; other junction improvements benefitting buses and general traffic; pedestrian improvements at Orange Street roundabout and a quiet cycle route as alternative to the A629.
  - A639 Park Road, Pontefract Delivering bus priority at traffic signals at key junctions; improvements to A639 Park Road to reduce delay for buses and general traffic and improve the walking and cycling environment; improvements to the Retail Park/Racecourse roundabout to improve access for pedestrians and cyclists across the A639; and an improved cycle route between the town centre and junction 32 retail park.
- 5.33 BSSHIP will be delivered through multiple separate schemes developed through combined business cases. Small and Large Bus Station Improvements, and Bus Highways Hotspots are developing strategic outline cases and Bus Stop and Shelter Improvements (including accessibility) is working towards a business justification case submission. The A629 corridor scheme is currently working towards the submission of a full business case. This approval concerns the A639 Park Road scheme.
- 5.34 The A639 Park Road scheme is located in Pontefract, Wakefield, with the scheme boundary between Stuart Road and Junction 32 of the M62 and will deliver the following:
  - Bus priority at the A639/Park Lane junction traffic signals.
  - Increase the highway capacity to four lanes (2 lanes each direction) between Park Lane and the Racecourse roundabout to reduce delay for buses.
  - Improve the pedestrian and cycling provision at the Retail Park/Racecourse roundabout and the cycle route between the town centre and junction 32 retail park with new and improved segregated cycling and crossing infrastructure.
- 5.35 The scheme supports delivery of the LUF2 programme objectives such as improving safety and the cycling and walking environment for cyclists and pedestrians, reducing congestion and improving local air quality, increasing town centre footfall and economic growth, and supporting the local Levelling Up plans.

- 5.36 The scheme comes forward at outline business case with a forecast cost of £11,901,000 of which £11,331,000 will be funded by LUF2 and £570,000 from the West Yorkshire plus Transport Fund (WY+TF).
- 5.37 A summary of the scheme's business case and location map is included in Appendix 3.

#### **Outputs and Benefits**

- 5.38 The schemes outputs and benefits include:
  - Improvements to crossing facilities for cyclists and pedestrians at the A639 Park Road/Racecourse roundabout by providing:
    - A new signalised parallel crossing of the A639 Park Road (South) arm.
    - A new zebra crossing of the Pontefract Park arm.
    - New parallel priority crossings of the arms accessing Park Road industrial estate.
    - Improvements to cycling provision around the roundabout to meet Department for Transport Local Transport Plan compliance requirements.
  - Widening of the A639 to four lanes between A639/Park Lane junction and A639 Park Road/Princes Drive junction.
  - New 3 metre segregated cycle track and improved walking facilities along the A639 Park Road.
  - New bus signal priority measures at A639/Park Lane junction using bus detectors on the approach to the traffic signals.
  - Upgrading the cycle route between A639/Park Lane junction and Glasshoughton Station/Retail Park/Xscape by:
    - Widening the existing off-road route through Pontefract Park to the M62 underpass to a 3-metre shared use track.
    - Improving surface quality and drainage to meet Department for Transport requirements, including a high-quality machine-laid slipresistant surface such as asphalt or similar and appropriate sustainable drainage to prevent surface water flooding of the route.
    - Installation of approximately 109 new lighting columns and 9 CCTV cameras along the length of the route.
  - Creation of a section of segregated cycle and footway linking the A639/Park Lane junction to the Beechnut Lane rail underpass to provide access to the existing signed route to Pontefract town centre via Stuart Road.
  - New cycle parking at Pontefract Racecourse.
  - Contribute to a 12% reduction in journey times for buses and an 8% reduction in journey times for all traffic along the A639 corridor by 2027.
  - Contribute to 25% more bus trips on services on the A639 by 2027.

- Contribute to 10% more walking trips and 300% more cycling trips on the Pontefract Park and A639 routes by 2027.
- Improve air quality and reduce carbon emissions by shifting car trips to active modes and public transport.
- 5.39 The value for money assessment reflects a benefit cost ratio (BCR) of 2.9:1 classing the scheme as High value for money when assessed against the DfT's value for money criteria.

#### Tackling the Climate Emergency Implications

- 5.40 A stage 2 Carbon Impact Assessment has been carried out. It highlights that when the scheme is operational, it will support a reduction in carbon emissions with a reduction in car journeys and a shift to travel by bus, walking and cycling. However, when accounting for whole life carbon impacts (i.e., construction impacts), the scheme will result in a net increase in emissions of 11,534 tonnes of carbon dioxide equivalent (CO2e) when assessed over a 60year appraisal period.
- 5.41 The scheme promoter will publish a Carbon Management Plan at full business case to describe the carbon impact mitigation measures that will be followed as part of further business case development and delivery activities.

#### **Inclusive Growth Implications**

- 5.42 The scheme inclusive growth implications include:
  - Enabling better access to employment, education, and training opportunities for residents along the A639, which is surrounded by low-income communities where unemployment levels are high and car ownership is low by improving infrastructure for walking and cycling and improving the highway to support bus journeys.
  - Improving access to the employment opportunities within the Carr Wood Road Industrial Estate Employment Zone, at the Former Glasshoughton Colliery strategic employment growth area, and the Tanshelf Industrial Estate Spatial Priority Area.

#### **Equality and Diversity Implications**

- 5.43 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of, as part of the development of the scheme and the business case development.
- 5.44 The assessment indicates that the scheme will not have a negative impact on Protected Characteristic Group's as defined by the Equality Act 2010, with improved lighting and CCTV to improve feeling of safety in the park, whilst segregated cycle provision will make it safer to cycle and walk.
- 5.45 As part of progressing the detailed design stage at full business case, the EQIA will be revisited to ensure the continued consideration of equality and diversity impacts.

## **Consultation and Engagement**

5.46 The promoter carried out initial engagement with key stakeholders such as bus operators and the Cycling Advisory Group at a workshop held on 5 March 2020 when the scheme formed part of the West Yorkshire plus Transport Fund Corridor Improvement Programme (CIP). Discussion included the key transport issues on the corridor and option generation to tackle the identified challenges. Thereafter, public consultation was carried out for a four-week period between 7 July and 4 August 2021. Further consultation and engagement is planned for Spring 2024 to inform the detailed design stage. This will include face-to-face meetings with the key stakeholders, attended exhibitions, and online material. Details can be found online using this hyperlink: <u>A639 Park Road</u>, <u>Pontefract - Corridor Improvement Programme |</u> <u>Your Voice (westyorks-ca.gov.uk)</u>.

## Risks

- 5.47 The scheme risks include:
  - That National Highways request alterations to scheme design due to impact on traffic flows around M62 Junction 32, impacting deliverability of the scheme, as well cause delay and additional costs. The risk has been mitigated through early engagement with National Highways and traffic modelling works to demonstrate scheme design does not impact on Junction 32. Regular updates will also be provided to National Highways on any temporary traffic management.
  - That the Environment Agency objects to the Pontefract cycle route proposal due to potential impact on protected habitats in Pontefract Park, impacting deliverability of the scheme, as well cause delay and additional costs. The risk will be mitigated through early engagement with statutory consultees. All objections will also be covered in the planning application and Traffic Regulation Order (TRO) statements of reasons.
  - That the scheme identifies Statutory Undertakers equipment that may result in unexpected diversions or scheme changes. The risk will be mitigated by undertaking C3 and C4 surveys to identify equipment and plan diversions. Trial holes will also be undertaken to confirm location of equipment.

## Costs

- 5.48 The current total forecast scheme cost is £11,901,000.
- 5.49 The scheme will be fully funded by the Combined Authority, with £11,331,000 from the LUF2 programme and £570,000 from the WY+TF. The scheme secured approval to £570,000 from the WY+TF when it formed part of the Corridor Improvement Programme 2 (CIP2). This has supported the outline business case development costs.
- 5.50 The scheme has secured approval of a further £400,000 development costs from the LUF2 programme following approval of the LUF2 programme SOC at the Combined Authority meeting of 22 June 2023, taking the total development

cost approval to date to  $\pounds$ 970,000. Additional approval of  $\pounds$ 673,000 is now sought from LUF2, taking the total approval to  $\pounds$ 1,643,000, to progress the scheme to full business case.

5.51 The Combined Authority will enter into an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £1,643,000.

Assurance pathway	Approval route	Forecast approval date
Outline business case (decision point 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
Full business case (decision point 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive (CE)	30/10/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	27/11/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	27/02/2026

#### **Assurance Pathway and Approval Route**

## Other Key Timescales

5.52 Other key timescales are:

- Mobilisation works November 2024 to May 2025
- Construction works commence June 2025
- Construction works finish February 2026

#### Assurance Tolerances

#### Assurance tolerances

Combined Authority costs remain within +10% of those outlined in this report Delivery (DP5) timescales remain within +6 months of those outlined in this report. Outputs remain within -10% of those outlined in this report.

## **Appraisal Summary**

- 5.53 The scheme aligns with objectives of the LUF programme and wider local, regional, and national policies, with the proposed outputs largely comprising of cycling, walking, and bus improvement measures.
- 5.54 The scheme has a Benefit Cost Ratio (BCR) of 2.9:1 which is categorised as High VfM. The assessment of benefits suggests that bus and active travel users will benefit from the scheme as well as highway users.
- 5.55 The scheme is currently affordable, but more certainty will be had following conclusion to the detailed design stage and further utility surveys at full business case.
- 5.56 Small parcels of land will need acquiring as well as the implementation of revised and new traffic regulation order's (TRO's), plus further public and stakeholder engagement, therefore more confidence on the acceptability and deliverability of the scheme should be had at full business case.

#### Recommendations

- 5.57 The Transport Committee, under its delegated powers from the Combined Authority Board, approves that:
  - (i) The A639 Park Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
  - (ii) An indicative approval to the Combined Authority's contribution of £11,901,000. The total scheme value is £11,901,000.
  - (iii) Additional development costs of £673,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,643,000.
  - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure up to £1,643,000.
  - (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	A629 Phase 2 Halifax Town Centre
Stage	2 (scheme development)
Decision Point	4 (full business case)

Is this a key decision?	⊠ Yes	□ No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	🗆 No
Does the report contain confidential or exempt information or appendices?	□ Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		<u>.</u>
Are there implications for equality and diversity?	⊠ Yes	□ No

## Background

- 5.58 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 5.59 The A629 Phase 2 Halifax Town Centre scheme is being delivered through the West Yorkshire plus Transport Fund (WY+TF) A629 Halifax to Huddersfield corridor programme, approved by the Combined Authority Board in 2015.
- 5.60 The A629 corridor programme incorporates a series of improvements for travel by car, bus, walking and cycling between Halifax, Huddersfield, and the M62. The aim is to address barriers to economic growth and support ambitions of the Leeds City Region Strategic Economic Plan 2016-36 and local and regional transport policies and strategies.
- 5.61 To support project delivery, the A629 corridor programme has been split into five phases:
  - Phase 1a Jubilee Road to Shaw Hill
  - Phase 1b Elland Wood Bottom to Salterhebble Hill
  - Phase 2 Halifax Town Centre
  - Phase 4 Ainley Top (M62 Junction 24) and wider strategic interventions
  - Phase 5 Ainley Top into Huddersfield (Kirklees)

- 5.62 Phase 1a has been constructed and operational since November 2018 and Phase 1b is nearing construction completion.
- 5.63 The A629 Phase 2 Halifax Town Centre scheme will deliver a series of bus, cycling and walking infrastructure improvements to enable greater connectivity and accessibility to and within the town centre. This will enable easier access to key sites by addressing severance (poor walking, cycling, and crossing infrastructure), re-routing traffic, and implementing a revised bus network for greater coverage. This will complement the redeveloped bus station and improve access to the rail station. The scheme will also enhance the public spaces and attractiveness of the town centre.
- 5.64 To support the effective delivery of construction works and mitigate the impact of land acquisition delay risks, a phased construction programme has been developed:
  - Western Corridor This will be the first corridor delivered and will improve pedestrian and cycling provision enabling better connectivity and accessibility to employment and education. This phase will enhance the public space outside the theatre and Lloyds building, and will improve the efficiency of the highway, including the replacement of the Bull Green roundabout with traffic signals. Electricity infrastructure for the future delivery of at least two electric vehicle charge points will also be installed at the Bull Green car park.
  - Eastern Corridor This will be second corridor delivered and will deliver public space enhancements around the listed Hughes Corporation building. It includes two new bus stops on Alfred Street East to support bus-rail interchange and will redesign junctions and roads to make the eastern corridor accessible to town centre traffic.
  - Central Corridor This will be delivered last and will use part of the Western and Eastern Corridor interventions to create a bus loop, pedestrianise Market Street and Northgate, and install new bus stops at Southgate / Wards End Link, improving bus journeys in the town centre. Delivering this section last mitigates any delivery interface risks of this scheme with the TCF bus station's construction programme, as well as any disruption on bus users.
- 5.65 In the previous business case submission there was a fourth section called Butterfly Meadow/Nestle. This scheme planned to deliver a Butterfly Meadow and the reconfiguration of Navigation Road to facilitate works for the Halifax Rail Station Gateway scheme proposal. As the Halifax Rail Station Scheme has been paused, this section has been removed from the A629 Phase 2 scheme.
- 5.66 The scheme secured planning approval in June 2020 and following approval to the change request presented to the Combined Authority Programme Appraisal Team (PAT) on 10 May 2023, the scheme commenced enabling works to ensure it 'broke ground' before the planning approval expired on 17 June 2023.
- 5.67 This request for approval is for the Western Corridor to progress to delivery. The Eastern and Central Corridors are planned to commence delivery in

March 2025 and September 2026 respectively and will require an Approval to Proceed.

- The strategic outline case (SOC) stage of the scheme pre-dates the 5.68 Assurance Framework, therefore a baseline cost from the outline business case (OBC) has been considered. The OBC was submitted in November 2018 and included delivery of the Bus Station as part of its scope. The OBC presented a total cost estimate of £61,192,000, of which the town centre proposal would cost c. £50,310,000. Following the successful award of the Transforming Cities Fund (TCF) in 2020, the Bus Station element was removed from the A629 Phase 2 scheme and to be funded by TCF. As the A629 Phase 2 scheme design developed, including extensive dialogue with Planning and key stakeholders which impacted project costs and delivery timescales, the scheme presented a full business case (FBC) in August 2020 with a cost estimate of £47,840,000. Given further delay, this time due to the impact of Covid-19, and accounting for inflation with the likelihood that Tender prices would come back higher than budgeted, the scheme secured approval of a further £5,500,000 through the 2022 inflation review, approved at the Combined Authority committee of 8 December 2022, increasing its WY+TF budget to £53,340,000.
- 5.69 The total scheme cost is now £64,139,765, which will be fully funded by the West Yorkshire plus Transport Fund (WY+TF). The increased cost is due to the tendered costs coming in higher than anticipated, reflecting the current market conditions. Additionally, the increase in land and property values in Halifax town centre has increased acquisition cost estimates, and the risk and inflation allowances have been re-calculated.
- 5.70 A summary of the scheme's business case and location map is included in Appendix 4.

## **Outputs and Benefits**

- 5.71 The scheme outputs and benefits include:
  - 0.498km of new cycle lane
  - 1.126km of new shared lane
  - 4.793km of new pedestrian routes
  - 0.226km of new bus lane
  - 5445 km of road resurfaced
  - 1155 sqm of new greenspace
  - 6 new formal pedestrian crossing points
  - 31 improved formal pedestrian crossing points
  - 1 new bus gate
  - 2 new bus cameras
  - 18 new bus shelters
  - 12 new bus stops

- 5 bus stops upgraded
- 16 existing junctions improved
- 4 junctions with improved cycle facilities
- 12 new smart, Artificial Intelligence signal points
- 236 new surface water drainage systems
- 187 new signage including signage for walking and cycling
- 158 new streetlights
- 116 net number of new trees planted on site
- Electricity infrastructure for 2 x electric vehicle charge points
- Increase pedestrian footfall in Halifax town centre by 20%, by 2032.
- Increase cyclists crossing Halifax town centre by 50%, by 2032.
- Increase bus mode share in Halifax town centre by 5%, by 2032.
- Reduction in traffic on the western corridor by 15%, by 2032.
- Reduction in casualties by 42%, by 2032.
- Increase the percentage of commercial units occupied by 5%, by 2032.
- Air quality levels at identified monitoring and evaluation sites to meet the relevant standards, by 2029.
- Noise levels at identified monitoring and evaluation sites to not exceed 68dB, by 2029.
- 5.72 The value for money assessment calculates a benefit cost ratio (BCR) of 2.3:1, classifying the scheme as High value for money.

# **Tackling the Climate Emergency Implications**

- 5.73 A stage 2 carbon impact assessment has been carried out. It indicates that there will be a gross carbon impact of 26,100 tonnes over a 60 year appraisal period.
- 5.74 The numbers provided are considered a worst-case scenario as they do not consider the impact of the government's decarbonisation plan (net zero by 2050 in the transport decarbonisation plan). The figures used to calculate future year carbon emissions can be considered conservative/business as usual and do not make allowance for the accelerated uptake of low-carbon vehicles, and increases to walking, cycling and bus use that would be necessary to meet net zero obligations.

## **Inclusive Growth Implications**

- 5.75 The scheme inclusive growth implications include:
  - Enhancing access to the town centre as well as to key sites such as employment, housing, and education within the town centre via the bus, walking, or cycling to more people, especially for those who do not own a car.

• Shifting focus towards sustainable and active forms of travel will have health and environmental benefits, with less cars in the town centre, the local air quality should improve.

## **Equality and Diversity Implications**

- 5.76 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.
- 5.77 The assessment gives generally positive impacts for all users, including those classed as a protected characteristic by the Equality Act 2010. For instance, children and older people will benefit most from better air quality, pedestrianised areas will benefit wheelchair users or those with visual or auditory impairments, and the scheme design will enhance the feeling of safety and security for all.

## **Consultation and Engagement**

5.78 The promoter has undertaken three rounds of public consultation on the scheme; on the early design proposal in 2016, on the preliminary design in 2017, and on the detailed design in 2018/19. Further engagement has since taken place through the advertisement of the Informal Traffic Regulation Order (TRO) across February and March 2023, with further statutory consultation planned for late 2023 to inform the final TRO's. The scheme has also consulted with key stakeholders, including Councillors, bus operators, accessibility groups, and local businesses. Details can be found online at the following hyperlink: <u>A629 phase 2 Halifax town centre | Calderdale Next</u> <u>Chapter</u>.

#### Risks

- 5.79 The scheme risks include:
  - The risk of programme delay and incurring additional costs. This risk will be mitigated through the appointment of a professional Project Management Team for full duration of works. Also, continued engagement and involvement of the council with the relevant stakeholders throughout the construction period.
  - Risk of unknown extent of required statutory utility diversions which can cause scheme re-design, resulting in delay and costs. The risk will be mitigated through early engagement with Council Highways and Streets works team to understand where statutory utilities are located and determine any conflicts with the proposed interventions.
  - The risk that costs increase beyond the anticipated levels of inflation. The risk has been mitigated as allowances have been included within the cost plan based on anticipated start of the construction works. In addition a regular review of the cost plan will be held.
  - The risk of challenging land purchase, including the risk that land purchases via negotiation cost more than expected, that compulsory purchase orders require costly public inquiries, and that additional land

purchases are required. The risk has been mitigated by the appointment of a dedicated Land Acquisition Officer who is leading the negotiations.

#### Costs

- 5.80 The strategic outline case (SOC) stage of the scheme pre-dates the Assurance Framework, therefore a baseline cost from the outline business case (OBC) has been considered. The OBC was submitted in November 2018 and included delivery of the Bus Station as part of its scope. The OBC presented a total cost estimate of £61,192,000, of which the town centre proposal would cost c. £50,310,000. Following the successful award of the Transforming Cities Fund (TCF) in 2020, the Bus Station element was removed from the A629 Phase 2 scheme and to be funded by TCF. As the A629 Phase 2 scheme design developed, including extensive dialogue with Planning and key stakeholders which impacted project costs and delivery timescales, the scheme presented a full business case (FBC) in August 2020 with a cost estimate of £47,840,000. Given further delay, this time due to the impact of Covid-19, and accounting for inflation with the likelihood that Tender prices would come back higher than budgeted, the scheme secured approval of a further £5,500,000 through the 2022 inflation review, approved at the Combined Authority committee of 8 December 2022, increasing its WY+TF budget to £53,340,000.
- 5.81 The total scheme cost is now £64,139,765, which will be fully funded by the West Yorkshire plus Transport Fund (WY+TF). The increased cost is due to the tendered costs coming in higher than anticipated, reflecting the current market conditions. Additionally, the increase in land and property values in Halifax town centre has increased acquisition cost estimates, and the risk and inflation allowances have been re-calculated.
- 5.82 Following approval of the change request in May 2023, the scheme secured approval of up to £6,329,000 to support business case development and enabling work costs.
- 5.83 Additional approval of £29,604,881 is now sought as part of this FBC (decision point 4) to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, taking the total approval to £35,933,881.
- 5.84 The Combined Authority will enter into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881 from the WY+TF Fund.
- 5.85 The scheme forecasts submission of the Eastern Corridor Approval to Proceed (AtP) around January 2025 to secure approval of a further £16,692,933 to supports its construction cost.
- 5.86 The scheme forecasts submission of the Central Corridor AtP around July 2026 to secure approval of a further £11,512,951 to support its construction cost.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Full business case (decision point 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
Approval to Proceed Eastern Corridor	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	29/01/2025
Approval to Proceed Central Corridor	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	29/07/2026
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	24/11/2027

## **Other Key Timescales**

5.87 Other key timescales are:

- Start on site Western Corridor: November 2023
- Start on site Eastern Corridor: March 2025
- Start on site Central Corridor: September 2026
- Construction complete: November 2027

## **Assurance Tolerances**

#### Assurance tolerances

Combined Authority costs remain within +10% of those outlined in this report. Delivery (DP5) timescales remain within +6 months of those outlined in this report. Outputs remain within -10% of those outlined in this report.

## **Appraisal Summary**

5.88 The business case gives confidence that the scheme will deliver the intended objectives: to reconfigure the town centre to improve connectivity and access to key sites, improve access to bus, walking, and cycling provision, and complement the new bus station. The A629 programme, and other planned activities (including the North and West Halifax TCF schemes), support local, regional, and national strategic priorities.

- 5.89 The value for money assessment reflects a High value for money scheme, and indicates new and existing bus users, pedestrians, and cyclists will benefit from the scheme.
- 5.90 The calculated scheme cost gives more certainty as it is informed by tendered costs, with a preferred contractor now identified to enable Contract Award in October 2023 and for construction works to commence from November 2023.
- 5.91 The preference to phase the construction programme can be understood as it enables works to progress on the Western Corridor and not be impacted by ongoing negotiations on acquiring land or the Halifax Bus Station works programme.
- 5.92 It is however recommended that the scheme presents a progress update report to the Combined Authority Programme Appraisal Team (PAT) during August 2024. This will enable PAT to review the construction progress made, the progress on land acquisitions and implementation of the amended Traffic Regulation Orders, and to consider a scheme affordability statement ahead of the Eastern Corridor programme.

#### Recommendations

- 5.93 The Transport Committee approves that:
  - (i) The A629 Phase 2 Halifax Town Centre scheme progresses through decision point 4 (FBC) and:
    - The Western Corridor progressing to activity 5 (Delivery).
    - The Eastern and Central corridors to progress to activity 5 (Delivery) subject to an Approval to Proceed.
  - Approval of £29,604,881 to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, is given, taking the total approval to £35,933,881.
  - (ii) Approval of £16,692,933 and £11,512,951 to progress the Eastern and Central Corridors respectively to activity 5 (Delivery), is given, subject to Approval to Proceed. The total scheme value is £64,139,765.
  - (iii) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881.
  - (iv) Future approvals are made in accordance with the assurance pathway, and approval route outlined in this report. This is subject to the scheme remaining within the tolerances set out in this report.

## Projects in Stage 3: Delivery and Evaluation

Project Title	Rail Park and Ride Programme (phase one)	
Stage	3 (delivery and evaluation)	
Decision Point	5 (delivery)	

Is this a key decision?	⊠ Yes	🗆 No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	□ No
Does the report contain confidential or exempt information or appendices?	□ Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	⊠ Yes	🗆 No

## Background

- 5.94 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 5.95 A strategic programme of car park extensions at West Yorkshire rail stations has been identified to increase capacity and enhance rail connectivity to, from and within West Yorkshire, supporting sustainable travel and employment growth in main urban centres.
- 5.96 Phase one of the programme included 15 schemes, of which six schemes have completed (Garforth, Fitzwilliam, Hebden Bridge, Mytholmroyd, South Elmsall and Mirfield A), five have been paused (Apperley Bridge, Ben Rhydding, Guiseley, Outwood and New Pudsey) following the Combined Authority's inflation review of 2022, one is currently under construction (Steeton and Silsden), and three are on the forward plan for completion between 2023 and 2025 (Normanton, Moorthorpe and Shipley).
- 5.97 This change request concerns the three schemes below:

#### Steeton and Silsden

5.98 The extension of the existing rail station car park at Steeton and Silsden will comprise of a three-level multi-storey non-charging car park for rail users, an additional 102 parking spaces bringing the total to 245, including six blue

badge bays, a fully accessible lift and underlying infrastructure to ensure simple installation and activation of a charging point at a future date.

5.99 The scheme has experienced delays due the introduction by Network Rail of a post-contract requirement to restrict the erection of steelworks during specific hours to reduce the risk of working near the track. The estimated costs associated with the issue is £1,689,576. In addition, during construction some casings from a suspected explosives factory were discovered which resulted in delays and an estimated cost of £175,000 and a further £261,392 to support further management fees is requested due to the alteration and delays to the project. The total estimated costs are £7,010,641. The baseline costs at SOC were £2,530,000

#### **Normanton**

- 5.100 The car park extension at Normanton will add approximately 128 car park spaces to the existing 52 spaces, including fully accessible and extra wide bays.
- 5.101 Due to the Covid-19 pandemic, there was a delay to the serving of notice to two Network Rail tenants on site. After the easing of the covid restrictions Network Rail struck a compensation deal with the two tenants, but due to delays this resulted in the works having to be retendered. In addition, some improvements identified in the car park design led to additional time and budget required to find a solution.
- 5.102 Request to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The baseline costs at SOC were £1,440,000

#### **Moorthorpe**

- 5.103 The car park extension at Moorthorpe will provide an additional 43 spaces, bringing the total to 88 and will re-configure the existing car park, whilst altering the levels to the flooring to make it more accessible and compliance with industry standards due to the current car park being on a slight gradient.
- 5.104 A preconstruction survey revealed the presence of a Victorian era well under the car park and a telecoms infrastructure which required a redesign to the project as the cables had to be rediverted. The existing car park also had a gradient issue which was not compliant to industry standards for accessibility. The result was an increase in overall the costs of £893,185 from £1,266,491 to £2,159,676. The baseline costs at SOC were £1,100,000.
- 5.105 **Shipley –** The remaining funding is not enough to fund the delivery of the Shipley scheme and therefore the remaining funding will be used to develop the rail parking scheme at Shipley station to outline business case when it will be pipelined until further funding becomes available.
- 5.106 The change request also seeks approval to release £275,000 from the programme's approved budget, to cover additional programme management costs.

## **Outputs and Benefits**

5.107 The schemes outputs and benefits include:

## Steeton and Silsden

- Provision of 102 additional free car parking spaces, taking the total parking offer to 245 spaces.
- Removal of up to 104 cars off the roads for part of the commute, reducing congestion and supporting air quality.
- The increased provision of blue badge bays to nine bays.
- Reduction in overall journey times through better access to the rail network because of more secure parking and reduced congestion.
- The value for money assessment reflects a benefit cost ratio of 1.0:1, judging the scheme as low value for money when assessed against the Department for Transport's value for money criteria.

## **Normanton**

- To increase capacity through the provision of 128 additional parking spaces, taking the total parking offer to 173 spaces.
- An additional seven blue badge bays.
- Reduction in overall journey times through better access to the rail network because of more secure parking and reduced congestion.
- Enhanced environment for rail users by converting neglected brownfield sites and tree cutback to improve user security.
- Enhance connectivity within Normanton as part of the Urban Renaissance programme through installation of Metro totem, providing multi modal information to users.
- The value for money assessment reflects a benefit cost ratio (BCR) of 1.9:1, judging the scheme as medium value for money when assessed against the Department for Transport's value for money criteria.

## <u>Moorthorpe</u>

- An increase to the free parking capacity by 43 spaces, enabling the car park to accommodate 88 vehicles, including six blue badge bays.
- A modern, fit for purpose car park with enhanced draining infrastructure, CCTV, LED lighting, and provision of electrical ducting for two future electric charging bays.
- An increase in rail patronage through enhancing the parking capacity.
- A reduction to overall journey times through better access to secure parking and to the rail network.
- Support a reduction to carbon emissions with commuters choosing rail for onward journeys.

• The value for money assessment reflects a benefit cost ratio (BCR) of 1.3:1, judging the scheme as low value for money when assessed against the Department for Transports value for money criteria.

## Tackling the Climate Emergency Implications

5.108 The completed car parks will reduce carbon emissions by having more spaces available for commuters, reducing travel by car to urban centres.

#### **Inclusive Growth Implications**

- 5.109 The scheme inclusive growth implications include:
  - The car park extensions upon completion will enable more users to access free and secure parking, and complete onward journeys to employment, education or retail via the rail network. An individual not currently in work, but who may still possess a car, may face barriers in accessing employment or learning/retraining opportunities through a lack of reliable and affordable public transport. These schemes will provide more free parking spaces, making cost efficient public transport more widely available.

#### **Equality and Diversity Implications**

- 5.110 An Equality Impact Assessment (EqIA) has been undertaken for each scheme as part of the Network Rail approval package, and equality and diversity impacts have been taken account of as part of the development of the schemes and the business case development.
- 5.111 Safe pedestrian routes through the car park to the platforms will be created at Normanton
- 5.112 There is a lift within the car park at Steeton and Silsden to access all levels and safe access routes will be painted onto the car park floors.
- 5.113 The car park at Moorthorpe will be re-levelled to ensure a safer passage for wheelchair users through the car park.

#### **Consultation and Engagement**

5.114 The schemes currently in construction, Steeton and Silsden and Normanton, have their own dedicated YourVoice pages (Steeton & Silsden Station Car Park | Your Voice (westyorks-ca.gov.uk), Normanton Rail Station Car Park Extension | Your Voice (westyorks-ca.gov.uk)), with the facility for the public to ask questions and make comments. Moorthorpe will have the same page in advance of its construction phase. Letter drops have been undertaken at Normanton where there are residents close to the works. The relevant councils have been engaged with throughout the development of each scheme and during the construction phase. All schemes subject to this change request are constructed entirely on Network Rail land and are therefore subject to Permitted Development rights. There is no obligation therefore for the rail industry to formally consult on these works, although information sharing and engagement activities as described above have taken place.

## Risks

5.115 The scheme risks include:

• Steeton and Silsden: Risk that works are halted due to failure to secure the section 278 agreement with Bradford Council.

Mitigation: Contractor and designer to provide the council with timely and relevant information upon request.

• Steeton and Silsden: Risk that car park works extend beyond the current land lease between Northern and the Combined Authority.

Mitigation: lease extension notice to be issued before the lease expiry of 25 September, to enable the contractor's compound to remain on site.

• Moorthorpe: Delays to signing of contract with Northern following approval of the change request mean that the contractor's price cannot be held.

Mitigation: contract addendums to be prepared in advance of this change request approval, so that contracts can be signed between the Combined Authority and Northern, then between Northern and the preferred contractor.

## Costs

- 5.116 The total scheme costs for the programme are £25,799,023.
- 5.117 The Combined Authority's contribution is £25,799,023 from the West Yorkshire plus Transport Fund with £4,327,472 relating to the additional costs requested in this change request and listed below:
  - Steeton and Silsden Request to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The baseline costs at SOC were £2,530,000
  - Normanton Request to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The baseline costs at SOC were £1,440,000
  - Moorthorpe Request to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The baseline costs at SOC were £1,100,000
  - Request to release £275,000 to fund additional programme management costs, from £540,000 to £815,000.
- 5.118 The Combined Authority will need to enter into an addendum to the existing Section 56 Agreements with Northern Trains Ltd for expenditure of the following amounts from the West Yorkshire plus Transport Fund:
  - £6,592,967 for Steeton and Silsden
  - £2,802,180 for Normanton
  - £1,652,484 for Moorthorpe

- 5.119 The Combined Authority will need to enter into a variation to the existing asset protection agreements with Network Rail for expenditure of the following amounts from the West Yorkshire plus Transport Fund:
  - £313,194 for Steeton and Silsden,
  - £363,257 for Normanton and
  - £132,311 for Moorthorpe

# Assurance Pathway and Approval Route

#### Steeton and Silsden

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/06/2024

#### Normanton

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/11/2024

#### Moorthorpe

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/03/2025

## **Other Key Timescales**

5.120 Other key timescales are:

- Steeton and Silsden Construction started May 2022, finish 3 November 2023.
- Normanton Construction start 21 August 2023, finish 1 August 2024.
- Moorthorpe Construction start November 2023, finish 1 September 2024.

## Assurance Tolerances

#### Assurance tolerances

Combined Authority costs remain within 5% of those outlined in this report.

Delivery (DP5) timescales remain within +6 months of those outlined in this report.

Outputs remain within -10% as set out in this report.

## Appraisal Summary

- 5.121 The Change Request seeks approval of additional funding within the Rail Park and Ride Programme from the West Yorkshire plus Transport Fund. The additional funding is needed for increased costs and additional programme management costs and delivery timescales for three separate schemes within the programme.
- 5.122 The programme has demonstrated that all three schemes are affordable and deliverable and there is no impact to the original scheme outputs and objectives. The Benefit Cost Ratio's (BCR's) have been impacted as both Steeton & Silsden and Moorthorpe are now judged as low value for money, with Normanton being judged as medium value for money.
- 5.123 Approval of the change request will mean there is insufficient funding available to deliver the scheme at Shipley Rail Station. It is anticipated that the remaining funds will be used to develop the Shipley scheme to outline business case, where it will then be pipelined until further funding is available...

#### Recommendations

- 5.124 The Transport Committee, approves that:
  - The change request to the Rail Park and Ride Programme (phase one) to change the scope of the programme, timescales and funding is approved, as follows:
    - Steeton and Silsden rail car park extension scheme to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The timeframe is altered to delivery end date of 3 November 2023.

- Normanton rail car park extension scheme to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The timeframe is altered to delivery end date of 1 August 2024.
- Moorthorpe rail car park extension scheme to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The timeframe is altered to delivery end date of 1 September 2024.
- £275,000 additional programme management costs, from £540,000 to £815,000.
- (ii) The Combined Authority enters into an addendum to the existing funding agreements with Northern Trains Ltd as following:
  - Steeton and Silsden rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £6,592,967.
  - Normanton rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £2,802,180.
  - Moorthorpe rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £1,652,484.
- (iii) That approval is given to for the Combined Authority to enter into a variation to the existing asset protection agreements with Network Rail as following:
  - Steeton and Silsden rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £313,194.
  - Normanton rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £363,257.
  - Moorthorpe rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £132,311.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

## 6 Tackling the Climate Emergency implications

6.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

# 7 Inclusive Growth implications

7.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

## 8 Equality and Diversity implications

8.1 Equality Impact Assessments (EqIA) have been undertaken on all projects included in this report as part of their business case development.

# 9 Financial implications

9.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

## 10 Legal implications

10.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

## 11 Staffing implications

11.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are, or are in the process of, being identified and costed for within the scheme in this report.

## 12 External consultees

12.1 Where applicable scheme promoters have been consulted on the content of this report.

## 13 Recommendations (Summary)

# Additional approval - CRSTS (including LUF2 and TCF) Milestones and Monitoring and Evaluation

- 13.1 The Transport Committee is requested to:
  - (i) Approve the CRSTS, LUF 2 and TCF updated milestones as set out in Appendix 1 to send to Department for Transport for approval.
  - (ii) Approve £426,000 from the CRSTS programme management capital budget for programme monitoring and evaluation.

# Leeds Healthier Streets Space and Communities (LEEDS)

13.2 The Transport Committee approves that:

- (i) The Leeds Healthier Streets, Spaces and Communities scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
- (ii) An indicative approval to the Combined Authority's contribution of £6,200,000. The total scheme value is £6,449,000.
- (iii) Development costs of £330,000 are approved in order to progress the scheme to decision point 3, taking the total scheme approval to £540,000.
- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

## LUF – A639 Park Road

- 13.3 The Transport Committee approves that:
  - (i) The A639 Park Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
  - (ii) An indicative approval to the Combined Authority's contribution of £11,901,000. The total scheme value is £11,901,000.
  - (iii) Additional development costs of £673,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,643,000.
  - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure up to £1,643,000.
  - (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

#### A629 (Phase 2) – Halifax Town Centre

- 13.4 The Transport Committee approves that:
  - (i) The A629 Phase 2 Halifax Town Centre scheme progresses through decision point 4 (FBC) and:
    - The Western Corridor progressing to activity 5 (Delivery).
    - The Eastern and Central corridors to progress to activity 5 (Delivery) subject to an Approval to Proceed.

- Approval of £29,604,881 to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, is given, taking the total approval to £35,933,881.
- (ii) Approval of £16,692,933 and £11,512,951 to progress the Eastern and Central Corridors respectively to activity 5 (Delivery), is given, subject to Approval to Proceed. The total scheme value is £64,139,765.
- (iii) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881.
- (iv) Future approvals are made in accordance with the assurance pathway, and approval route outlined in this report. This is subject to the scheme remaining within the tolerances set out in this report.

#### Rail Park and Ride Programme (phase one), Steeton and Silsden, Normanton and Moorthorpe Rail Station Car Parks

- 13.5 The Transport Committee approves that:
  - The change request to the Rail Park and Ride Programme (phase one) to change the scope of the programme, timescales and funding is approved, as follows:
    - Steeton and Silsden rail car park extension scheme to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The timeframe is altered to delivery end date of 3 November 2023.
    - Normanton rail car park extension scheme to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The timeframe is altered to delivery end date of 1 August 2024.
    - Moorthorpe rail car park extension scheme to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The timeframe is altered to delivery end date of 1 September 2024.
    - £275,000 additional programme management costs, from £540,000 to £815,000.
  - (ii) The Combined Authority enters into an addendum to the existing funding agreements with Northern Trains Ltd as following:
    - Steeton and Silsden rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £6,592,967.
    - Normanton rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £2,802,180.
    - Moorthorpe rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £1,652,484.

- (iii) That approval is given to for the Combined Authority to enter into a variation to the existing asset protection agreements with Network Rail as following:
  - Steeton and Silsden rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £313,194.
  - Normanton rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £363,257.
  - Moorthorpe rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £132,311.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

#### 14 Background Documents

14.1 None as part of this report.

#### 15 Appendices

**Appendix 1** – CRSTS (including LUF2 and TCF) Revised Milestones

**Appendix 2 –** Leeds Healthier Streets Space and Communities – Business Case Summary

Appendix 3 – LUF A639 Park Road – Business Case Summary

Appendix 4 – A629 Phase 2 Halifax Town Centre – Business Case Summary