
Report to: West Yorkshire Combined Authority

Date: 1 August 2019

Subject: **Capital Spending and Project Approvals**

Director: Melanie Corcoran, Director of Delivery

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1 Purpose of this report

- 1.1 To put forward proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund) and Growth Deal, for consideration by the Combined Authority's assurance process.
- 1.2 The schemes being considered today were recommended by the West Yorkshire and York Investment Committee (the Investment Committee) on 11 July 2019.
- 1.3 In December 2018, the Combined Authority amended the terms of reference of the Investment Committee to provide for the Committee to make any decision to progress a scheme under the Leeds City Region Assurance Framework, in accordance with the scheme's bespoke approval pathway and approval route (subject to an exception relating to exceeding the cumulative total of the financial approval and tolerance levels agreed by the Combined Authority by more than 25%). This report includes information on the exercise of the Investment Committee's new delegated decision making role. Decisions made by Investment Committee which are for the Combined Authority's information, and those requiring an approval decision by the Combined Authority, will be made clear in this report through being highlighted in the summary table and the recommendations where applicable.
- 1.4 This report presents proposals for the progression of 3 schemes, which have been recommended for approval by the West Yorkshire and York Investment Committee and considered in line with the Leeds City Region Assurance Framework. These schemes have a total combined funding value of £14.470 million when fully approved, of which £11.581 million will be funded by the Combined Authority. A total expenditure recommendation to the value of £3.819 million is sought as part of this report for the development and delivery

of these schemes. Further details on the schemes summarised below can be found as part of this report.

- 1.5 In addition the Kirklees Transport Model scheme has progressed directly to Combined Authority for consideration.

<p><u>Scheme</u></p> <p>Kirklees Cycling and Walking Early Gateway Transformation Package</p> <p>Kirklees</p> <p>(July Investment Committee)</p>	<p><u>Scheme description</u></p> <p>This scheme will be majority funded from the Combined Authority's successful bid to the Department for Transport Transforming Cities (small schemes) Fund. The scheme will deliver a package of walking and cycling enhancements that will improve walking and cycling to and from Dewsbury and Huddersfield railway stations, as well as Huddersfield Bus Station.</p> <p>It supports Priority Area 4 (Infrastructure for Growth) and will be funded by the Department for Transport's Transforming Cities Fund and Kirklees Council.</p> <p><u>Impact</u></p> <p>The scheme will lead to increased cycling and walking to/from both railway stations, with associated health and environmental benefits. It will improve connectivity for pedestrians and cyclists travelling between Huddersfield railway and bus stations and provide improvements at Dewsbury railway station to make it easier for public transport users to access the railway network. The scheme will also improve access to education facilities from key public transport hubs (Kirklees College, Greenhead College, University of Huddersfield)</p> <p>The benefit cost ratio (BCR) of the scheme represents high value for money as per the Department for Transport's criteria.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs)</p> <p>Total value - £2.2 million</p> <p>Total value of Combined Authority funding - £1.895 million</p> <p>Funding recommendation sought – £337,000</p>
<p><u>Scheme</u></p> <p>Ultra-Low Emission Bus (ULEB)</p> <p>Leeds</p> <p>(July Investment Committee)</p>	<p><u>Scheme description</u></p> <p>The scheme will enable seven zero-emission electric double deck buses to operate between the proposed Stourton Park and Ride (P&R) site into Leeds City Centre, supported by two new rapid charging units at Leeds bus station.</p> <p>It supports the SEP Priority 3 "Clean Energy and Environmental Resilience"</p> <p><u>Impact</u></p> <p>The scheme will reduce harmful carbon dioxide (CO₂) and nitrous oxide (NO₂) emissions, helping to address localised poor air quality along a key arterial route into Leeds city centre.</p> <p>The benefit cost ratio (BCR) of the scheme represents good value for money as per the Department for Transport's criteria.</p>

	<p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 and work commences on activity 5 (full business case with finalised costs).</p> <p>Total Value - £2.7 million</p> <p>Total value of Combined Authority funding - £1.650 million</p> <p>Funding recommendation sought - £0 million</p>
<p><u>Scheme</u></p> <p>Kirklees Transport Model</p> <p>Kirklees</p> <p>(This decision has been progressed directly to the Combined Authority)</p>	<p><u>Scheme description</u></p> <p>The scheme will deliver a transport model covering the Kirklees District, which will help Kirklees Council to plan for a range of major new transport improvements in the area and enable the impact of housing and other developments to be represented and planned for.</p> <p>It supports Priority Area 4 (Infrastructure for Growth) of the Strategic Economic Plan</p> <p><u>Impact</u></p> <p>This project will support the development, delivery and evaluation of Kirklees' West Yorkshire plus Transport Fund programme.</p> <p>The model will deliver value for money through enabling an enhanced level of transport modelling. This should ensure a more accurate representation of the economic and environmental impacts of schemes to inform scheme development and decision making.</p> <p>The benefits and implications for inclusive growth will come from successful delivery of the Transport Fund projects supported by use of the model.</p> <p>The Combined Authority's contribution to the scheme will be funded from the West Yorkshire plus Transport Fund.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs)</p> <p>Total value - £334,000</p> <p>Total value of Combined Authority funding - £167,000</p> <p>Funding recommendation sought – £0</p>
<p><u>Scheme</u></p> <p>Clean Bus Technology Fund</p> <p>West Yorkshire</p> <p>(July Investment Committee)</p>	<p><u>Scheme description</u></p> <p>The scheme seeks to deliver clean technology to bus fleets across West Yorkshire, to improve emission levels up to Euro 6 standard or better, as required by the forthcoming Leeds Clean Air Charging Zone.</p> <p>The scheme is primarily funded by the Department for Environment, Food and Rural Affairs (DEFRA), with contributions from the Leeds Public Transport Investment Programme (LPTIP) and bus operator match fund.</p> <p><u>Impact</u></p>

	<p>The economic assessment of the scheme demonstrates significant air quality benefits, with delivery of up to 479 clean bus technology upgrades to yield an estimated 560 tonne yearly reduction in nitrogen oxide (NO₂) and 179 tonne yearly reduction in carbon dioxide (CO₂), calculating environmental and health savings of c. £37.2 million over a five year operational period.</p> <p>The wider social benefit of scheme delivery is improvement to health and quality of life due to cleaner air.</p> <p><u>Decision sought</u></p> <p>Approval of the change request at activity 6 delivery.</p> <p>Total value - £9.570 million</p> <p>Total value of Combined Authority funding - £8.036 million (DEFRA grant)</p> <p>Funding recommendation sought - £3.482 million</p>
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1.6 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.

1.7 This report provides information required to enable the Combined Authority to approve each of the above elements.

1.8 Since the Combined Authority's meeting on 27 June 2019, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Investment Committee.

<u>Scheme</u>	<u>Scheme description</u>
<p>A629 Phase 4</p> <p>Calderdale</p> <p>(July Investment Committee)</p>	<p>This scheme is phase four (of five), of the A629 Corridor Programme, and seeks to provide infrastructure improvements for bus users, cyclists and walkers, to enhance and complement the capacity improvements that will be delivered through phases 1a, 1b, 2 and 5, but also Halifax Station Gateway and Huddersfield town centre schemes.</p> <p>The scheme is to be funded through the West Yorkshire plus Transport Fund.</p> <p><u>Decision</u></p> <p>Approval to proceed through decision point 3 and work commences on activity 4 full business case.</p>

	<p>Total value - £25.928 million</p> <p>Total value of Combined Authority funding - £25.928 million</p> <p>Funding recommendation sought - £7.085 million</p>
<p><u>Scheme</u></p> <p>Harrogate Road - New Line Junction Improvement</p> <p>Bradford</p> <p>(July Investment Committee)</p>	<p><u>Scheme description</u></p> <p>The Harrogate Road – New Line junction scheme sits within the West Yorkshire Plus Transport Fund programme.</p> <p>The scheme will improve the existing junction at Greengates including widening of the existing highway on all four arms of the junction, signal upgrades, junction improvements and improvements for pedestrians and cyclists.</p> <p>This scheme is majority funded (59%) by the West Yorkshire Plus Transport Fund, which is targeted at enabling key development areas and will help create around 20,000 new jobs over the next 10 years. It is also match-funded by Bradford Council (24%) and Section 106 (17%) funding.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and commence work on decision point 5 (full business case with finalised costs).</p> <p>Total value - £11.427 million</p> <p>Total value of Combined Authority funding - £6.765 million</p> <p>Funding recommendation sought - £0 (approval of £2.875 million development costs secured through a previous change request)</p>
<p><u>Scheme</u></p> <p>Halifax Station Gateway</p> <p>Calderdale</p> <p>(July Investment Committee)</p>	<p><u>Scheme description</u></p> <p>This scheme is part of the wider Station Gateways programme to transform public realm, expand retail opportunities and improve passenger experiences. This scheme aims to construct a new station building that links to the current Grade II listed building, bring a disused platform back in to use, and relocate the car parking. The land in front of the station will also be redeveloped to enable walking and cycling access from the station in to the town centre.</p> <p>This scheme is to be part funded from the West Yorkshire plus Transport fund.</p> <p><u>Decision sought</u></p> <p>Approval to provide an additional £247,336 of development funds taking the total approval to £1.335 million.</p> <p>Total value – £28.2 million</p> <p>Total value of Combined Authority funding – £10.6 million</p> <p>Funding recommendation sought - £247,336</p>
<p><u>Scheme</u></p> <p>York Outer Ring Road Junctions Improvement Programme – Phase 1</p>	<p><u>Scheme description</u></p> <p>The York Outer Ring Road (YORR) scheme has been developed to both address existing issues and support the delivery of the future development set out in the York Local Plan The scheme will deliver the short-term improvements to</p>

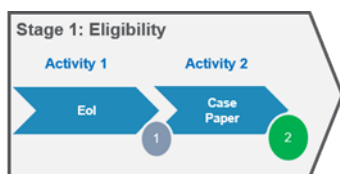
<p>York (July Investment Committee)</p>	<p>the YORR, consistent with City of York policy, York Local Plan Strategic Highway Capacity Improvements and the York Local Plan Infrastructure Delivery Plan which include reference to the short and long-term improvements needed to enhance capacity of the YORR.</p> <p>The YORR upgrade project includes improvements to seven existing outer ring road roundabouts between the Wetherby Road and Monks Cross junctions. Phase 1 has already delivered improvements to the roundabout at the junction of A1237 and B1224 Wetherby Road. The works at the Wetherby Road junction were completed in the winter of 2018/19.</p> <p><u>Decision sought</u></p> <p>Activity 6 change request for additional funding required to fund the cost of addressing unforeseen issues that occurred on site at a greater level than anticipated (including tree root penetration affecting groundwater management and archaeological discovery).</p> <p>To increase total scheme cost approval from £3.599 million to £4.054 million (an increase of £455,000) of which the Combined Authority funding contribution to the increased cost is £266,581.</p>
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2 Information

- 2.1 The background information on the Combined Authority's assurance framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.
- 2.2 Location maps for each of the schemes presented in this report (where applicable) are provided in **Appendix 2**.
- 2.3 All the schemes (except the Kirklees Transport Model) set out in this section of the report have been considered by July's Investment Committee.
- 2.4 The Kirklees Transport Model has progressed directly to the Combined Authority due to the urgent requirement for Kirklees Council to progress the model in order to inform the business cases for a number of their Transport Fund schemes.

Programmes and projects for consideration

Projects in stage 1: Eligibility



- 2.5 Projects at the eligibility stage are seeking entry into the portfolio and should demonstrate a strategic fit in terms of project outcomes, with further project definition including costs and detailed timescales to be developed as the project progresses through the assurance process. At this stage funding may be sought to enable this work to progress.

Project Title	Kirklees Cycling and Walking Early Gateway Transformation Package
Stage	1 (Eligibility)
Decision Point	2 (Case paper)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

Background

- 2.6 This scheme will be majority funded mainly through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs.
- 2.7 To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 1 of the fund, which is focused on "small bids" of £10 million or less. Combined Authority bids relating to Tranche 2 are currently under development with a decision from the Department for Transport anticipated in spring 2020. The Combined Authority has been successful in securing the funding for the scheme which is described below, and are now required to assure the development and delivery of the scheme by Kirklees Council through the assurance process.

- 2.8 The Kirklees Cycling and Walking Early Gateway Transformation Package scheme will deliver a package of walking and cycling enhancements that will much improve walking and cycling connectivity to and from Dewsbury and Huddersfield railway stations, as well as Huddersfield bus station and adjacent development sites.
- 2.9 At Huddersfield railway station, improvements will focus on the walking and cycling route between the rail and bus stations, including additional and improved crossings, way-marking and associated safety enhancements. Advance works on St George's Street are proposed (footway widening, two-way cycle facilities, revised signage etc.) in order to align with planned maintenance improvements and avoid re-doing works in this area in the short-term.
- 2.10 At Dewsbury railway station, walking and cycling enhancements at the western entrance will improve accessibility together with further enhancements within the station itself to create a more accessible and attractive environment for pedestrians and cyclists.
- 2.11 The scheme has been presented at decision point 2, as a strategic outline business case (rather than an expression of interest) to reflect the business case which was submitted to the Department for Transport, however it has been appraised in line with the standard approach at decision point 2 (case paper).
- 2.12 The scheme supports Strategic Economic Plan (SEP) Priority 4 "Infrastructure for Growth", providing sustainable and active travel modes to strengthen and grow the City Region's Urban Centres. The scheme will be delivered by Kirklees Council and TransPennine Express.

Outputs, benefits and inclusive growth implications

- 2.13 The scheme will deliver benefits to residents, commuters, businesses, visitors, leisure and retail users travelling through Dewsbury and Huddersfield railway stations, including:
- Increased use of sustainable travel modes to/from both railway stations, with associated health and environmental benefits
 - Improved connectivity for pedestrians and cyclists travelling between Huddersfield railway and bus stations
 - Improved access to education facilities from key public transport hubs (Kirklees College, University of Huddersfield)
 - Improved facilities for forecast increased passengers
 - Accessibility improvements at Dewsbury railway station to make it easier for vulnerable and disabled users to access the railway network
- 2.14 The benefit cost ratio of the scheme is currently at strategic outline business case stage is 20.29:1 which represents very high value for money as per the

Department for Transport's criteria. This will be further developed as the scheme progresses to full business case stage.

Risks

- 2.15 The key design and delivery risks to the scheme and associated mitigation measures are:
- Objections to scheme design from local businesses and bus operators – mitigated through further detailed and ongoing consultation and stakeholder engagement and the demonstration of scheme benefits from further business case development.
 - Programme delays lead to the withdrawal of TCF funds – mitigated by securing contractual commitment in October 2019
 - Wasted costs associated with planned maintenance of St George's Street (Huddersfield) in advance of the anticipated Transforming Cities Fund improvement and loss of match funding – mitigated by early release of Transforming Cities Fund funds to complete advance works in this area.

Costs

- 2.16 The total forecast cost of the scheme is £2.2 million. The Combined Authority contribution is £1.895 million funded by the Transforming Cities Fund. The remaining £305,000 will be funded by Kirklees Council (£200,000) and the TransPennine Express Customer & Community Investment Fund (£105,000). All funding is secured.
- 2.17 Kirklees Council is seeking development costs of £187,000 for detailed designs and consultation and the preparation of the full business case with finalised costs. The Council is also seeking £150,000 of scheme delivery funding (in advance of the decision point 5, full business case with finalised costs) to undertake improvement works to St George's Street. This is to take advantage of available match funding from the Council's highways maintenance budget which must be spent in 2019/20 in order to avoid repeating improvement works to this element of the scheme when the Combined Authority release the TCF funding (subject to decision point 5 approval).

Assurance pathway and approval route

Assurance pathway	Approval route	Forecast approval date
Decision point 2 (case paper)	Recommendation: Investment Committee Decision: Combined Authority	01/08/2019
Decision point 5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team	16/10/2019

	Decision: Combined Authority's Managing Director	
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Other Key Timescales

2.18 The key milestones for the scheme are:

- Consultation and detailed designs completed – September 2019
- Full business case with finalised costs submitted – October 2019
- Start of construction – October 2019 (St George's St), November 2019 (main scheme)
- Practical completion (decision point 6) – November 2020

Assurance Tolerances

Assurance tolerances
That the scheme costs remain within plus 10% of the costs identified in this report
That the project delivery timescale remains within plus four months of the timescale set out in this report.

Project responsibilities

Senior Responsible Officer	Richard Hollinson, Kirklees Council
Project Manager	Robert Stanley, Kirklees Council
Combined Authority case officer	Ian McNichol

Appraisal summary

2.19 The scheme has a strong strategic case and responds to increasing rail patronage and predicted growth set out in the West Yorkshire Transport Strategy. It has the potential to generate significant economic benefits and these will be further refined at the next stage of the assurance pathway. The Department for Transport's TCF funding is secured and the overall approach to project governance and delivery appears to be robust.

Recommendations

2.20 That the Combined Authority approves that:

- The Kirklees Cycling and Walking Early Gateway Transformation Package proceeds through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs).
- An indicative approval is given to the Combined Authority's contribution of £1.895 million, which will be funded through the Transforming Cities

Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £2.2 million.

- (iii) Development costs of £337,000 are approved (including £150,000 for advanced construction works on the Huddersfield element) in order to progress the scheme to decision point 5 (full business case with finalised costs).
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Ultra-Low Emission Bus (ULEB)
Stage	1 (Eligibility)
Decision Point	2 (Case paper)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

Background

- 2.21 This scheme forms part of the Leeds Public Transport Investment Programme, a £183.5 million programme using devolved Department for Transport (DfT) funding supplemented with contributions from Leeds City Council and the Combined Authority. This programme aims to support economic growth by removing barriers to travel, improve public transport journey times and usage and improve health outcomes by reducing overall transport emissions. The scheme is included within the Bus Delivery package within the Leeds Public Transport Investment Programme.
- 2.22 The Combined Authority is responsible for selecting an operator for the proposed Stourton Park and Ride service and through this process it will provide a grant (as per the requirements of the DfT's criteria for the ULEB funding) to enable the selected Park and Ride operator to procure a fleet of ultra-low emissions buses (ULEB) (over Euro 6 standard buses). The grant will cover the funding gap between the cost of standard buses and the ULEB buses. The ULEB buses will be owned by the selected bus operator, but will be protected as assets specifically for the Park and Ride scheme through the contract to ensure that if any change in ownership of the bus operator occurred during the contract life these assets would be retained. The Combined Authority will be responsible for procuring the rapid charging units at Leeds bus station whilst the charging units at the proposed Stourton Park and Ride site will be delivered by Leeds City Council and are part of the business case for that scheme. The approval at decision point 2 will enable progression of the scheme to go out to tender for an operator to operate Stourton Park and Ride.
- 2.23 This scheme supports the SEP Priority Area 3 "Clean Energy and Environmental Resilience" with a forecast reduction of 617 tonnes of carbon dioxide (CO₂) emissions within the first five years of operation. It also supports the ambitions of the Combined Authority's emerging Clean Energy Strategy to become a resilient zero carbon energy economy by 2036. This prioritises

efficient and integrated transport through the deployment of cleaner transport technologies, including Investment in zero-emission, low carbon bus technology.

Outputs, benefits and inclusive growth implications

2.24 The scheme will facilitate the delivery of at least five ultra-low emission double deck buses and associated charging infrastructure and has the potential to generate the following benefits:

- Removal of 617 tonnes of carbon dioxide (CO₂), over five years when compared to a fleet of seven Euro 6 standard buses
- Removal of 344kg of nitrogen dioxide (NO₂) and 6kg of particle matter (PM) over five years when compared to Euro 6 standard buses
- Support proposals for the Leeds Clean Air Zone by addressing localised NO₂ exceedances along the Stourton Park and Ride route into Leeds city centre
- Complement plans led by Leeds City Council to deliver a solar photovoltaic (PV) canopy and associated energy storage/charging facility at the Stourton Park and Ride site
- Support the wider uptake of electric buses by service operators by providing rapid recharging infrastructure at Leeds bus station

2.25 The scheme has the potential to offer very good value for money and by comparison the Combined Authority's Clean Bus Technology Fund is forecast to achieve a benefit cost ratio of over 7:1. The scheme will build on the Clean Bus Technology Fund investment, which is in the process of retrofitting over 500 vehicles to Euro 6 standard.

Risks

2.26 The key risks and associated mitigation measures for this scheme are:

- Lack of interest/support from prospective Park and Ride operators – mitigated by early engagement with potential operators and ULEB vehicle suppliers (a requirement for ULEB vehicles will be included in the tender specification for the Park and Ride operator)
- Increase in rapid charging point delivery costs – mitigated by further survey work and a risk contingency in the scheme cost plan
- ULEB vehicles not achieving the required range for the daily P&R duty cycle – one of the fleet will act as a spare to ensure service availability/reliability
- Change in ownership of the procured bus operator leading to the ULEB buses being reallocated to other sites. This will be fully mitigated through

the contract between the Combined Authority and the selected operator to ensure that any assets associated with the contract are fully protected.

Costs

- 2.27 The total forecast cost for this scheme is £2.7 million. The Combined Authority contribution is £1.650 million funded by the Leeds Public Transport Investment Programme (£1.033 million) and the DfT's Ultra-Low Emission Bus (ULEB) scheme (£617,000). All public sector funding is secured. This will be provided as a grant to the selected operator, to subsidise the cost of the required technology.
- 2.28 A commitment for the Park and Ride operator to match fund the scheme costs will be secured through the procurement process. It is anticipated that this will secure private sector investment up to £1.05 million in the purchase of the fleet, the equivalent of purchasing seven Euro 6 standard buses (the exact figure will depend on the outcome of the procurement).

Assurance pathway and approval route

Assurance pathway	Approval route	Forecast approval date
Decision point 2 (case paper)	Recommendation: Investment Committee Decision: Combined Authority	01/08/2019
Decision point 5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/01/2020

Other Key Timescales

- 2.29 The key milestones for this scheme are:
- OJEU tender issue for the Stourton Park and Ride operator - August 2019
 - Park and Ride operator appointed - October 2019
 - Rapid charge units at Leeds bus station go 'live' – August 2020
 - ULEB fleet delivered – October 2020
 - Park and ride service commences – December 2020 (in line with the forecast opening of the proposed Stourton Park and Ride)

Assurance Tolerances

Assurance tolerances
Combined Authority costs should remain within plus 20% of the costs set out in this report.

That programme timescales should remain within plus three months of the timescales set out in this report.

Project responsibilities

Senior Responsible Officer	Dave Pearson, Combined Authority
Project Manager	Helen Ellerton, Combined Authority
Combined Authority case officer	Ian McNichol

Appraisal summary

- 2.30 The scheme has a clear strategic, commercial (route to market) and economic case for investment, public sector funding is secured and key scheme risks are understood. A high level qualitative appraisal of the scheme benefit has been undertaken at this stage of project development. It is intended that a more detailed appraisal is undertaken on the full business case which will provide a quantified value for money forecast (most likely in the form of a benefit to cost ratio figure).

Recommendations

- 2.31 That Combined Authority approves that:
- (i) The Ultra-Low Emission Bus (ULEB) scheme proceeds through decision point 2 and work commences on activity 5 (full business case with finalised costs)
 - (ii) An indicative approval is given to the Combined Authority's contribution of £1.650 million (which will be funded through £1.033 million from Leeds Public Transport Investment Programme (LPTIP) and £617,000 from the DfT ULEB scheme fund), with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value of £2.7 million.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Kirklees Transport Model
Stage	1 (Eligibility)
Decision Point	2 (Case paper)

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

Background

- 2.32 This scheme is to deliver an updated transport model for Kirklees which will help Kirklees Council to plan for a range of major new transport improvements in the area. The model will be a variable demand model which will represent mode choice as well as allowing the impact of housing and other developments to be represented.
- 2.33 The model suite will incorporate variable demand, a highways model and public transport models to support the development, appraisal, delivery and evaluation of Kirklees' West Yorkshire-plus Transport Fund programme, including:
- A62/A644 (Wakefield Road) Link Road
 - North Kirklees Orbital Route
- 2.34 In addition and subject to timings aligning, the model may also inform the development of full business cases for:
- A629 Halifax Road
 - Huddersfield Southern Corridors
- 2.35 Kirklees Council is currently reliant on using a version of the model that was developed a number of years ago. It is likely that due to the programmes for some of the projects under development, the model may be close to or exceeding its validity at the time of planning applications.
- 2.36 In addition the current Kirklees Transport Model was developed to understand the impact of traffic forecasts for the local plan development sites. There is a need to strengthen the model in the local vicinity of major Transport Fund

schemes. In particular, the calibration and validation of the current model in the vicinity of the A62/A644 (Wakefield Road) Link Road is proving difficult.

- 2.37 The decision was taken to update the Kirklees Transport Model using funding from the Combined Authority together with funding from Kirklees Council on a 50:50 basis.
- 2.38 A procurement process has been undertaken and a preferred supplier has been selected.
- 2.39 As a variable demand transport model, this project will support the development of transport fund schemes which will deliver outcomes in support of the Leeds City Region (LCR) Strategic Economic Plan (SEP) strategic priorities. Through these schemes this project aligns with the strategic priority 4, Infrastructure for Growth to:
- “Maximise the increase in employment productivity and economic growth across West Yorkshire and York (irrespective of boundaries) by the delivery of transport interventions.”*
- 2.40 Each of the projects supported by the model will need to demonstrate individual strategic case with alignment to the Leeds City Region SEP.

Outputs, benefits and inclusive growth implications

- 2.41 This project will support the development, delivery and evaluation of Kirklees' West Yorkshire-plus Transport Fund programme. It is the delivery of the projects within that programme which will support the delivery of the LCR SEP.
- 2.42 The main, direct output of this project is an updated Kirklees Transport Model. This will involve the following activities:
- Traffic data collection, including road side interviews, automated number plate recognition surveys, automated traffic counts, manual classified traffic counts and also using public transport and mobile phone data.
 - A review of the internal representation of highway and public transport demand as well as an update of the representation of the road network in the model
 - Calibration and validation of the model in accordance with WebTAG guidance
 - The production of updated 'Do Minimum' forecasts
 - The production of associated documentation including Local Model Validation Report, Traffic Data Report, Demand Model Report and Forecasting Report
- 2.43 The updated transport model will be delivered by June 2020.
- 2.44 The model will deliver value for money through an enhanced level of transport modelling. This should ensure a more accurate representation of the environmental impacts of schemes. It should also be noted that Kirklees

Council has already been out to the market through a tendering process and this has identified a preferred supplier. The overall cost of the model compares favourably with equivalent model development/update schemes in other authorities.

- 2.45 The benefits and implications for inclusive growth will come from successful delivery of the Transport Fund projects supported by use of the model.

Risks

- 2.46 The key risks for this project are:

- Data collection cannot be undertaken within the timescales required to deliver the proposed projects. To mitigate these risks Kirklees is already in negotiations with the preferred supplier and is funding the data capture.
- Possible calibration and validation issues during model development. To mitigate Kirklees will regularly monitor progress and escalate issues as necessary.

Costs

- 2.47 The total cost to deliver the project is £334,000.
- 2.48 The Combined Authority's contribution to the scheme is £167,000.
- 2.49 Kirklees Council is contributing the balance amounting to £167,000.

Timescales

- 2.50 The detailed timescales of the project have yet to be finalised. The timing of a decision point 5 (full business case plus costs) submission has yet to be agreed with Kirklees Council, but delivery of the model is expected to be complete by June 2020 (decision point 6).

Assurance pathway and approval route

Assurance pathway	Approval route
Decision point 2 (case paper)	Approval - Combined Authority
Decision point 5 (full business case with costs)	Recommendation – the Combined Authority's Programme Appraisal Team Approval – the Combined Authority's Managing Director

Tolerances

Project tolerances
That Combined Authority costs should remain within 10% of the costs outlined in this report.

That timescales should remain within 3 months of the timescales set out in this report.

Project responsibilities

Senior Responsible Officer	Angela Blake, Kirklees Council
Project Manager	Keith Bloomfield, Kirklees Council
Combined Authority case officer	Matthew Page, Combined Authority

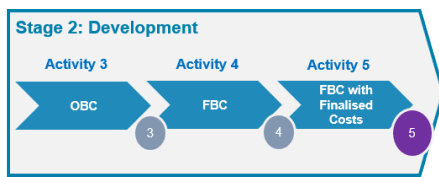
Appraisal summary

- 2.51 The strategic and commercial cases are strong given that the model will be required to develop business cases for the transport fund projects in Kirklees.
- 2.52 The financial case is robust, given that the costs of the scheme are based on the quotation from the supplier. The economic case for the project is not strictly relevant as it supports the development of other schemes rather than having direct benefits itself.
- 2.53 Management procedures for overseeing the development of the model and linkages with partner councils and the CA to ensure consistency in model development should be further elucidated at DP5 (full business case plus costs).
- 2.54 The project is at an advanced stage of development having already been through a procurement exercise with a preferred supplier identified.

Recommendations

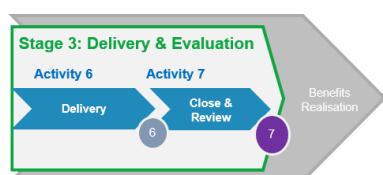
- 2.55 That the Combined Authority approves that:
- (i) The Kirklees Transport Model project proceeds through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs).
 - (ii) An indicative approval to the West Yorkshire Combined Authority's contribution of £167,000 (which will be funded through £167,000 from the West Yorkshire-plus Transport Fund) is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £334,000.
 - (iii) Future approvals are made in accordance with the approval pathway and approval route outlined in this report including at decision point 5 through a delegation to West Yorkshire Combined Authority's Managing Director following a recommendation by West Yorkshire Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Development



- 2.56 Projects at this development stage should demonstrate that they have tested the feasibility of a solution through their business case. This business case should then be developed in order to confirm and detail the preferred solution including finalising its cost.
- 2.57 There are no schemes at this stage of development which require consideration at this meeting.

Projects in Stage 3: Delivery and Evaluation



Project Title	Clean Bus Technology Fund
Stage	3 (Delivery and Evaluation)
Decision Point	Change request (activity 6)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

Background

- 2.58 The Combined Authority and Leeds City Council secured a combined £4.21 million grant from the Department for Environment, Food, and Rural Affairs (DEFRA) in November 2017, to deliver clean bus technology to buses across West Yorkshire.
- 2.59 The clean technology improves bus emission levels up to Euro 6 standard or better and will apply the standards required by the incoming Leeds Clean Air Charging Zone across West Yorkshire. The funding is allocated to bus operators across the region via a competitive bidding process.
- 2.60 The initial scope anticipated delivery of clean technology to approximately 30% of West Yorkshire's public bus fleet (around 300 vehicles), with an estimated yearly reduction of 359 tonnes in nitrogen oxide (NO₂) and 112 tonnes of carbon dioxide (CO₂), representing a forecast £23.8 million of environmental and health savings.
- 2.61 Due to significant operator interest, in addition to the DEFRA grant, an additional £850,000 contribution from Leeds City Council through the Leeds Public Transport Investment Programme (LPTIP) was secured to expand the scope and geographical spread of the project outputs and benefits. A further £1.028 million was put forward as bus operator match contribution as a result.

- 2.62 A total scheme cost of £6.088 million was presented at full business case with finalised costs (activity 5), with approval by the Managing Director granted in September 2018, enabling the scheme to progress to activity 6 delivery.

Description of Change Request

- 2.63 In March 2019 DEFRA invited the Combined Authority to bid for up to £3 million of further funding to expand the existing project. Following engagement with bus operators to assess market demand, it was identified there is strong interest, particularly in Leeds and Bradford given the approaching Clean Air Charging Zone in Leeds.
- 2.64 The Combined Authority has secured an additional £2.976 million of DEFRA grant, plus estimates £506,000 of additional bus operator match fund contribution.
- 2.65 The promoter through the change request has now come forward to seek approval of an additional £3.482 million in scheme costs.
- 2.66 It is estimated that the additional funding will deliver clean technology to up to 179 additional buses, to yield a further 201 tonne yearly reduction in nitrogen (NO₂) oxide and a further 67 tonne yearly reduction in carbon dioxide (CO₂), estimating additional environmental and health savings of £13.4 million over a 5 year operational period.
- 2.67 It has been assessed that business case implications of approving the change request to the Combined Authority is minimal. This is because the additional funding has been provided by DEFRA, with an element of match contribution to be secured from bus operators, to yield significant additional environmental benefits to the City Region. The promoter has also established that adequate project management resource is available to deliver the expanded project.
- 2.68 Given the expanded scope, DEFRA have endorsed an extended delivery timescale of 31 March 2020 (from September 2019) as proposed by the promoter based on delivery experience of the current scope. The promoter is to continue submission of quarterly reporting on outputs to DEFRA, with the final report now to be submitted by 31 March 2020.

Outputs, benefits and inclusive growth implications

They key outputs and benefits of the project are:

- Forecast yearly reduction of 560 tonnes of nitrogen oxide (NO₂) over a five year operational period.
- Forecast yearly reduction of 179 tonnes of carbon dioxide (CO₂) over a five year operational period.
- Forecast environmental and health savings of £37.2 million over a five year operational period.
- The scheme supports priority area 3 'Clean Energy and Environmental Resilience' of the Strategic Economic Plan.

- The scheme will deliver wider social benefits of improving health and quality of life with cleaner air.

Risks

- 2.69 Delivery of the expanded project puts significant timescale pressures on the supply and delivery of clean technology fitments, with suppliers already overwhelmed with orders to meet the current scope due to the limited number of accredited providers. DEFRA endorsing the extended delivery timescales to 31 March 2020 does mitigate this risk.
- 2.70 Existing delivery risks of operators failing to agree to grant agreement conditions, and the standard of performance of the technology remain. These risks will not be exacerbated by the expanded project given the same suppliers and funding agreement template is to be used.

Costs

- 2.71 On 21 September 2018, the Managing Director (via approved delegation) granted approval of the full business case with finalised costs (decision point 5) with a total scheme cost of £6.088 million. The total forecast scheme cost presented through this change request is £9.570 million. A breakdown is provided below:

Assurance pathway	Existing approved scheme	Change request proposal
Combined Authority DEFRA Grant	£2.84 million	£5.816 million
Leeds City Council DEFRA Grant	£1.37 million	£1.37 million
Leeds City Council LPTIP contribution	£850,000	£850,000
Bus Operator Match Contribution	£1.028 million	£1.534 million
Total Scheme Costs	£6.088 million	£9.570 million
Total funding which Combined Authority is the accountable body for	£5.06 million	£8.036 million

- 2.72 The Combined Authority would now be the accountable body for £8.036 million of this funding.
- 2.73 The scheme, through this change request, seeks Combined Authority approval of an additional £3.482 million of funding.

Assurance pathway and approval route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 6)	Recommendation: Investment Committee Decision: Combined Authority	01/08/2019
6 (Delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2020
7 (Review and close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2021

Other Key Timescales

- 2.74 The promoter to update the Portfolio Management Group in September 2019 on DEFRA approved delivery timescales.

Assurance Tolerances

Assurance tolerances
<p>That scheme costs remain within the funding envelope as set out in this report, except in the circumstance where additional funding is made available to the Combined Authority to extend the West Yorkshire wide delivery of the scheme, in which instance this approval will be delegated to the Combined Authority's Managing Director.</p> <p>That delivery programme timescales remain within 3 months of that set out in this report unless amendments are required as a result of the revised reporting timescales agreed with DEFRA, in which instance this approval can be delegated to the Combined Authority's Managing Director.</p>

Project responsibilities

Senior Responsible Officer	Dave Pearson, Combined Authority
Project Manager	Michael Ramsey, Combined Authority
Combined Authority case officer	Asif Abed

Appraisal summary

- 2.75 The change request details the opportunity taken by the Combined Authority to secure further funding made available by DEFRA, to enable delivery of an expanded project and a wider geographical spread of benefits.

- 2.76 The promoter has evidenced that the acceptance of further funding to expand the project was supported by the market demand feedback from bus operators.
- 2.77 The increase in funding does not impact on existing Combined Authority funding programmes given the additional funding is from an external public sector body, supplemented with an increased element of bus operator match contribution. The City Region will benefit from the additional output and the significant environmental and health benefits it will yield, supporting delivery of local and regional transport strategies and policies, as well as priority area 3 of the City Region Strategic Economic Plan.
- 2.78 The endorsement of extended delivery timescales to 31 March 2020 by DEFRA is justified given the promoter demonstrating the expanded project is not deliverable within the existing scope timescales.

Recommendations

- 2.79 That Combined Authority approves the following change request :
- (i) The increase total scheme costs from £6.088 million to £9.570 million, (an increase of £3.482 million) is approved. This increase is funded from £2.976 million of additional DEFRA grant and an estimate of a further £506,000 bus operator match contribution.
 - (ii) The increase the Combined Authority contribution to the scheme from £5.06 million to £8.036 million, (an increase of £2.976 million) is approved. This will be funded from the additional DEFRA grant awarded to Combined Authority.
 - (iii) The revised delivery timescales to 31 March 2020.
 - (iv) For the Combined Authority to enter into a grant agreement with the preferred bus operator/s following procurement, for expenditure of up to £2.976 million, to be funded from the additional DEFRA grant secured by the Combined Authority.
 - (v) Future approvals are made in accordance with the approval pathway and approval route outlined in this report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Decisions made by the Investment Committee

- 2.80 The Investment Committee is authorised to progress a scheme under the Assurance Framework in accordance with any bespoke approval pathway and approval route, subject to an exception relating to exceeding the cumulative total of the financial approval and tolerance levels agreed by the Combined Authority by more than 25%. Decisions regarding the following schemes have been made by Investment Committee on the 11 July 2019. The decisions were made by the Investment Committee following a recommendation from Combined Authority Programme Appraisal Team. All the schemes outlined below have remained within the financial approvals and tolerance levels agreed by the Combined Authority unless stated otherwise below.

A629 Phase 4

- 2.81 This scheme is phase four (of five), of the A629 Corridor Programme, and seeks to provide infrastructure improvements for bus users, cyclists and walkers, to enhance and complement the capacity improvements that will be delivered through phases 1a, 1b, 2 and 5, but also Halifax Station Gateway and Huddersfield town centre schemes.
- 2.82 The Investment Committee approved the scheme should proceed through decision point 3 and work commences on activity 4 (full business case). The meeting also gave indicative approval to a total scheme value of £25.928 million.

Harrogate Road - New Line Junction Improvement

- 2.83 The scheme will improve the existing junction at Greengates including widening of the existing highway on all four arms of the junction, signal upgrades, junction improvements and improvements for pedestrians and cyclists.
- 2.84 The Investment Committee approved the scheme should proceed through decision point 4 and work commences on activity 5 (full business case with finalised costs). The meeting also gave indicative approval to a total scheme value of £11.427 million.

Halifax Station Gateway

- 2.85 This scheme is part of the wider Station Gateways programme to transform public realm, expand retail opportunities and improve passenger experiences. This scheme aims to construct a new station building that links to the current Grade II listed building, bring a disused platform back in to use, and relocate the car parking. The land in front of the station will also be redeveloped to enable walking and cycling access from the station in to the town centre.
- 2.86 The Investment Committee approved the change request for an additional £247,336 in development costs, taking the total approval up to £1.355 million

York Outer Ring Road Junctions Improvement Programme - Phase 1

- 2.87 The York Outer Ring Road (YORR) scheme has been developed to both address existing issues and support the delivery of the future development set out in the York Local Plan. The scheme will deliver the short-term improvements to the YORR, consistent with City of York policy, York Local Plan Strategic Highway Capacity Improvements and the York Local Plan Infrastructure Delivery Plan which include reference to the short and long-term improvements needed to enhance capacity of the YORR.
- 2.88 The YORR upgrade project includes improvements to seven existing outer ring road roundabouts between the Wetherby Road and Monks Cross junctions. Phase 1 has already delivered improvements to the roundabout at the junction of A1237 and B1224 Wetherby Road. The works at the Wetherby Road junction were completed in the winter of 2018/19.
- 2.89 The Investment Committee approved the change request for an increase in total scheme cost to £4.054 million, with the additional costs of £266,581 being met through the existing programme budget of £38.276 million.

3 Inclusive growth implications

- 3.1 The inclusive growth implications are outlined in each scheme, see above.

4 Financial implications

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

5 Legal implications

- 5.1 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.

6 Staffing implications

- 6.1 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 schemes in this report.

7 External consultees

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

8 Recommendations

Kirklees Cycling and Walking Early Gateway Transformation Package

- 8.1 That the Combined Authority approves that:

- (i) The Kirklees Cycling and Walking Early Gateway Transformation Package proceeds through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs).
- (ii) An indicative approval is given to the Combined Authority's contribution of £1.895 million, which will be funded through the Transforming Cities Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £2.2 million.
- (iii) Development costs of £337,000 are approved (including £150,000 for advanced construction works on the Huddersfield element) in order to progress the scheme to decision point 5 (full business case with finalised costs).
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Ultra-Low Emission Bus (ULEB)

8.2 That Combined Authority approves that:

- (i) The Ultra-Low Emission Bus (ULEB) scheme proceeds through decision point 2 and work commences on activity 5 (full business case with finalised costs)
- (ii) An indicative approval is given to the Combined Authority's contribution of £1.650 million (which will be funded through £1.033 million from Leeds Public Transport Investment Programme (LPTIP) and £617,000 from the DfT ULEB scheme fund), with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value of £2.7 million.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Kirklees Transport Model

8.3 That the Combined Authority approves that:

- (i) The Kirklees Transport Model project proceeds through decision point 2 (case paper) and work commences on activity 5 (full business case with finalised costs).

- (ii) An indicative approval to the West Yorkshire Combined Authority's contribution of £167,000 (which will be funded through £167,000 from the West Yorkshire-plus Transport Fund) is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £334,000.
- (iii) Future approvals are made in accordance with the approval pathway and approval route outlined in this report including at decision point 5 through a delegation to West Yorkshire Combined Authority's Managing Director following a recommendation by West Yorkshire Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Clean Bus Technology Fund

8.4 That Combined Authority approves the following change request :

- (i) The increase total scheme costs from £6.088 million to £9.570 million, (an increase of £3.482 million) is approved. This increase is funded from £2.976 million of additional DEFRA grant and an estimate of a further £506,000 bus operator match contribution.
- (ii) The increase the Combined Authority contribution to the scheme from £5.06 million to £8.036 million, (an increase of £2.976 million) is approved. This will be funded from the additional DEFRA grant awarded to Combined Authority.
- (iii) The revised delivery timescales to 31 March 2020.
- (iv) For the Combined Authority to enter into a grant agreement with the preferred bus operator/s following procurement, for expenditure of up to £2.976 million, to be funded from the additional DEFRA grant secured by the Combined Authority.
- (v) Future approvals are made in accordance with the approval pathway and approval route outlined in this report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

9 Background documents

9.1 Business case summaries for the schemes recommended for approval by the Investment Committee are available here:

[11 July 2019 Investment Committee](#)

10 Appendices

Appendix 1 - Background to the Combined Authority's assurance framework

Appendix 2 - Location maps for the schemes presented in this report