

PLACE, REGENERATION AND HOUSING COMMITTEE

**MEETING TO BE HELD AT 2.00 PM ON WEDNESDAY, 20 APRIL 2022
IN MEETING ROOM 1, WELLINGTON HOUSE, WELLINGTON STREET
LEEDS LS1 2DE**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION POSSIBLE EXCLUSION OF THE
PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING HELD ON 8 MARCH 2022**
(Pages 1 - 6)
- 5. DESIGN QUALITY**
(Pages 7 - 12)
- 6. MONITORING INDICATORS**
(Pages 13 - 30)
- 7. CAPITAL APPROVALS**
(Pages 31 - 76)

Signed:



WYCA Managing Director

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**MINUTES OF THE MEETING OF THE
PLACE, REGENERATION AND HOUSING COMMITTEE
HELD ON TUESDAY, 8 MARCH 2022 AT THE OLD RESTAURANT, 3RD
FLOOR, WAKEFIELD TOWN HALL, WOOD STREET, WAKEFIELD WF1
2HQ**

Present:

Councillor Denise Jeffery (Chair)	Wakefield Council
Amir Hussain (Deputy Chair)	Architect / Professional services
Councillor Denise Craghill	York Council
Councillor Helen Hayden	Leeds City Council
Sam Keighley	Yorkshire Sport Foundation
Councillor Jane Scullion	Calderdale Council
Helen Lennon (Advisory Representative)	LCR Housing Partnership

In attendance:

Melanie Corcoran	West Yorkshire Combined Authority
Patricia Davey	West Yorkshire Combined Authority
Judith Furlonger	West Yorkshire Combined Authority
Ben Marchant	West Yorkshire Combined Authority
Mark Ramsden	West Yorkshire Combined Authority
Kate Thompson	West Yorkshire Combined Authority
Janette Woodcock	West Yorkshire Combined Authority

26. Apologies for Absence

Apologies received from Cllr Darren Byford, Cllr Alex Ross-Shaw, Cllr Peter McBride and Tamsin Hart-Jones

27. Chair's Update

Amir Hussain and Helen Lennon

“For the record, Amir Hussain and Helen Lennon confirmed that, by mutual agreement with the Chair, given their wider business interests and in the interests of transparency and openness, the exempt Appendix 10 of Agenda Item 8 has not been disclosed to them and do intend to take part in the discussion and debate on this item, however if the Committee wishes to discuss the exempt information they will withdraw from the meeting for that part”

28. Declaration of Disclosable Pecuniary Interests

29. Exempt information - Possible exclusion of the press and public

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 10 of Agenda Item 8 and Appendix 1 of Agenda item 9 on the grounds that they are likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

30. Notes of the meeting held on 7 February 2022

Resolved: That the notes of the informal consultative meeting held on 7 February 2022 be noted.

31. Minutes of the meeting held on 25 November 2021

Resolved: That the minutes of the meeting held on 25 November 2021 be approved.

32. Levelling Up White Paper

The Committee considered a report and verbal update to inform about the implications of the Government's Levelling Up White Paper on the region.

On 2 February 2022, Michael Gove, the Secretary of State for the Department of Levelling Up, Housing, and Communities, unveiled their flagship Levelling Up White Paper 'setting out a plan to transform the UK by spreading opportunity and prosperity to all parts of it'.

Resolved: That the contents of the report and recommendations for West Yorkshire be noted.

33. Capital Spending and Project Approvals

The Committee considered a report and verbal updates on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.

Due to the commercial nature of these projects some of the details of the schemes were outlined in the exempt **Appendix 8**.

TCF Dewsbury Bus Station

The Committee considered a report and verbal update on TCF Dewsbury Bus Station.

Resolved:

That the Place, Regeneration and Housing Committee approves that:

(i) The Dewsbury Bus Station 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 £14,337,600. The total scheme value is £14,337,600.

(iii) 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.

The Committee considered a report and verbal update on York Station Gateway

Resolved:

That the Place, Regeneration and Housing Committee approves:

(i) The change request to the York Station Gateway scheme for development costs of £1,050,000, to extend the scheme delivery timescales from February 2023 to August 2024 and to reallocate the previously approved development costs of £2,684,000 from the West Yorkshire plus Transport Fund to the Transforming Cities Fund. This takes the total scheme approval to £6,055,125. The total scheme cost is £26,379,433.

(ii) The Combined Authority enters into an addendum to an existing funding agreement with City of York Council for expenditure of up to £6,055,125.

(iii) 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.

The Committee considered a report on BHF Leeds East details contained in exempt Appendix 8

The Committee considered a report on BHF Burmantofts details contained in exempt Appendix 8

The Committee was informed that the report on BHF Wheatley has been

withdrawn by the Sponsor

The Committee considered a report on BHF Bingley, details contained in exempt Appendix 8

The Committee considered a report on BHF South Bradford details contained in Exempt Appendix 8

Resolved:

- (i) That the BHF Leeds East Leeds be approved
- (ii) BHF Burmantofts be approved
- (iii) BHFBingley be approved
- (iv) BHF South Bradford be approved

34. West Yorkshire Regional Brownfield Analysis Report and Dashboard

The Committee considered a report and verbal update as an up-to-date evidence base of the regional brownfield housing supply and past 10 years of delivery and was asked to consider and comment on the recommendations and actions contained within the report, including how best to reflect and develop the analysis further within the forthcoming regional Housing Strategy work: and to agree to write to Government to propose they implement the key recommendations in the report.

Members discussed the contents of the report and the verbal update and considered the actions contained within the report and provided comments including how best to reflect and develop the analysis further within the forthcoming regional Housing Strategy work.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the recommendations and actions contained within the report, including how best to reflect and develop the analysis further within the forthcoming regional Housing Strategy work be noted.
- (iii) That writing to Government to propose they implement the recommendations in paragraph 2.2 of the report be agreed.

35. One Public Estate Programme - Meanwhile Use Report

The Committee considered a report to obtain final approval for the Meanwhile Use Report prepared as part of the One Public Estate Programme.

Vacant land and property can lead to a spiral of decline, acting as a magnet for antisocial behaviour and impacting on the costs to councils managing such space. As part of a wider approach to repurposing town centres and high

streets, there is a case for creating space for temporary, transitional or meanwhile purposes for use by the cultural and creative sectors as well as business start-ups and local communities and voluntary groups. and to invite Committee members to discuss

Members discussed the contents of the report and provided views on the consultants' recommendations which will inform how the report is taken forward.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the final report be noted and approved.

36. Transport Fund Review

The Committee considered a report and verbal update to detail the process and outcomes of the annual review of the Transport Fund 2021 and set out recommendations for revised project allocations and over-programming. The West Yorkshire plus Transport Fund commenced on 1 April 2015 and is now in its seventh year of operation.

Members discussed the contents of the report.

Resolved:

That the Place, Regeneration and Housing committee approves:

- (i) The proposed revised funding allocations as set out in Appendix 1 and detailed in paragraphs 2.6 and 2.10
- (ii) The revised programme dates for each project as set out in Appendix 2;
- (iii) The increase in over-programming on the Transport Fund from £115.34 million to £151.20 million

37. Leeds Public Transport Investment Programme (LPTIP) Review 2022 - Part 3

The Committee considered a report and verbal update on the third review of the Leeds Public Transport Investment Programme (LPTIP) which set out recommendations for managing the different financial elements of the Programme.

This report followed on from the Part one report which was presented to and approved by Investment Committee on the 7 January 2021, which covered the Bus Infrastructure package and programme management elements. The Part two report was presented to and approved by Investment Committee on the 4 March 2021, and covered the Bus Delivery and Rail Package

element.

The Committee discussed and was asked to approve the reprofiled project and package budget approvals, as set out in Appendix 1 and for the Combined Authority to issue an addendum to the existing Funding Agreement with Leeds City Council for the LPTIP Com Exchange System.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the reprofiled project and package budget approvals, as set out in Appendix 1 be approved.
- (iii) That the Combined Authority issues an addendum to the existing Funding Agreement with Leeds City Council for the LPTIP Com Exchange Scheme be approved.

38. Broadband Contract Three - Update

The Committee considered a report and verbal update to provide members of the committee with an update on delivery of Superfast West Yorkshire and York Broadband, Contract Three.

An update was provided to the Place, Regeneration and Housing Committee on 25 November 2021 on the progress of Superfast West Yorkshire and York Broadband Contracts Two and Three. As noted in the report, Contract Two with Openreach has now completed and has commenced its formal closedown through the Broadband UK (BDUK) external assurance process. Contract Three with Quickline Communications is currently scheduled to complete deployment of infrastructure in June 2022. This report provided a further update on the progress achieved by the end of December 2021

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the progress to date highlighted in the report and exempt appendix be noted.



Report to: Place, Regeneration and Housing Committee

Date: 20 April 2022

Subject: Design Quality

Director: Liz Hunter

Author: Helen Forman, Urban Design Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" 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:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

- 1.1 To update the Panel on the urban design support programme being delivered by the Combined Authority.

2. Information

- 2.1 Improving design quality of the public realm and of housing has wide-ranging impacts: by creating pleasant outdoor spaces with green infrastructure, we encourage active travel and socialising in those spaces, building stronger communities where everyone feels welcome, and improving physical and mental health as well as reducing carbon emissions and flooding. The urban design support programme was set up in 2019 to address a gap in the Combined Authority's and the wider region's capacity on design.
- 2.2 The programme, funded using an allocation of £180,000 from what was then the Ministry of Housing, Communities and Local Government, has achieved the following over 3 years:
- 2.2.1 Carried out an assessment of design capacity across the region's planning authorities, which was detailed in a report issued to the Place Panel members

in early 2020. The preferred routes for design support from the Combined Authority were identified as masterplan review, sharing best practice (through a design network and web forum) and design training. This has informed the programme's work to date.

- 2.2.2 Provided urban design and masterplanning support initially across Leeds City Region and latterly to the 5 West Yorkshire districts including using public sector consultant Place Services to assist with housing sites using £70,000 from the Housing Revenue Fund.
- 2.2.3 Established a Leeds City Region network of design and planning professionals, supported by a LinkedIn group.
- 2.2.4 Delivered online webinar training on design topics chosen by the districts including blue and green infrastructure, street trees, design and masterplanning, low traffic neighbourhoods and design codes, which can be viewed on the Combined Authority's [YouTube channel](#)
- 2.2.5 Guided the Mass Transit Approach to Placemaking and Design Philosophy.
- 2.2.6 Played a key steering role in establishing a Quality Panel to review the design of Transforming Cities Fund schemes, having reviewed a third of the total to date.
- 2.2.7 Established a dementia-ready housing task force to deliver the Mayor's sub pledge to ensure all our older people's housing and related services are dementia friendly.
- 2.2.8 Steered the successful bid to the Home Office's Safer Streets 3 Fund to research women and girls' perceptions of safety in parks and guided its implementation with the policing and crime directorate.

Proposed plan for Urban Design Support Programme

- 2.3 Design quality is a cross-directorate theme that supports many areas of our business plan, including:
 - E4 (Build integrated place-based pipelines and secure funding that furthers our inclusivity and levelling up ambitions),
 - T2 (Continue development and delivery of Transforming Cities Fund programme projects),
 - T4 (Further develop mass transit proposals for West Yorkshire), and
 - S1 (Delivery of the Mayor's Police and Crime Plan: Strategies (including Women and Girls)).
- 2.4 It is the ambition of the support programme to ensure that the CA's projects and programmes are well-designed and that our districts are supported to enable good design. For instance, through applying the 'Streets for People' standard to Transforming Cities Fund schemes, we have been able to collaborate with districts to successfully change layouts to provide more pavement space, trees and seating. We have also been able to make changes

to cycling infrastructure so that it is easier to use, and therefore more likely to appeal to an older and younger demographic.

- 2.5 Through training and knowledge sharing between the districts, we have given planning officers the tools to challenge developers on various issues, including green and blue infrastructure, biodiversity and viability. For instance, we have used the Building for a Healthy Life tool and the National Design Guide to help them identify poor design in housing layouts and to use national and local policy to push back against it.
- 2.6 Continuing and developing the programme in line with our business plan's objectives is proposed, as follows:
- Develop a pipeline of sites requiring design support, targeting West Yorkshire Spatial Priority Areas and seeking funding to deliver.
 - Collaborate with colleagues to develop the CA Housing Strategy, including raising design quality standards across all CA funded schemes and aligning with the Climate and Environment Action Plan.
 - Quality Panel – continue to support including building capacity so the panel is ready for City Region Sustainable Transport Settlement programme.
 - support the development of urban design expertise in the new Mass Transit team.
 - Dementia-ready housing task force – continue to facilitate the task force to deliver targets including dementia champions and a dementia charter (in the short term) and setting standards (in the longer term). Potentially seeking funding to resource research to fill knowledge gaps.
 - Continue to collaborate with West Yorkshire Police on the Parks for Women and Girls project, using the research to develop regional guidance and influence national guidance.
 - Influence national policy development through working with Department for Levelling Up, Housing and Communities, the emerging Office for Place and Active Travel England.
 - Continue to develop the regional design network, delivering training, collaborating with Homes England on their training programme and helping local planning authorities access placement support from the expansion of the social enterprise, Public Practice, to the north.
- 2.7 The KPIs that relate directly to the above are covered in E4 (Build integrated place-based pipelines and secure funding that furthers our inclusivity and levelling up ambitions): Review 60% TCF schemes by Q4, identify SPA sites for design support in Q3 and complete the safer parks design guidance in Q3.

- 2.8 However, the work will support wider KPIs such as the Housing Strategy, Nature Recovery Strategy, Low emissions Strategy, carbon impact assessments, Connectivity Infrastructure Plan review and the Safety of Women and Girls Strategy.

3. Tackling the Climate Emergency Implications

- 3.1 The workstreams above align in many ways with climate emergency objectives. For instance, a better-quality public realm encourages active travel and provides green and blue infrastructure which impacts on carbon emissions, biodiversity and climate change adaptation. Improving the thermal efficiency of homes is key to health, especially for older people/those living with dementia. Reducing crime reduces carbon – the [Home Office](#) estimated that assault and sexual offences resulted in a total of over 900,000 tonnes of CO₂e in England and Wales in 2011.

4. Inclusive Growth Implications

- 4.1 Creating an environment that makes walking and cycling easier is fairer to women (who are less likely to drive) and those who cannot afford a car. Urban design and masterplanning can improve access to green space for all, addressing some of the serious health inequalities that have been identified by the Covid pandemic.

5. Equality and Diversity Implications

- 5.1 There are obvious impacts on equality and diversity from some of the workstreams, for instance the dementia or parks for women and girls projects. More broadly, urban design and masterplanning has a huge influence on the use of outdoor spaces. Where there are physical barriers, such as uneven surfaces, a busy road or a lack of seating, older people, those with disabilities and children are disproportionately affected. Where there are more nuanced deterrents such as a lack of natural surveillance, landscaping or an active local centre, it is much less welcoming for women, children or anyone who feels vulnerable due to the fear of crime, and can impact on physical and mental health.

6. Financial Implications

- 6.1 2.2.1 – Housing design pipeline and 2.2.5 – Dementia-ready housing task force have funding implications which are outlined above.

7. Legal Implications

- 7.1 None.

8. Staffing Implications

- 8.1 Actions outlined in 2.2 would need to be prioritised according to available staff resource.

9. External Consultees

- 9.1 Workstreams of the design support programme have included collaboration with West Yorkshire Police, University of Leeds, local planning authorities from all 10 districts in Leeds City Region, Yorkshire Sport Foundation, Homes England and social housing providers.

10. Recommendations

- 10.1 That the Panel notes and comments on the content of the report. The views and experience of Committee members on any of the above themes are welcomed as part of a panel discussion.

11. Background Documents

- 11.1 None.

12. Appendices

- 12.1 None.

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Report to: Place, Regeneration and Housing Committee

Date: 20 April 2022

Subject: Economic Monitoring

Director: Alan Reiss, Director of Strategy, Communications and Policing

Author: Peter Glover, Economic Evidence Manager

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:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

- 1.1 To set out the plans for future monitoring indicators and reporting arrangements to support the work of the Committee.
- 1.2 To seek approval for these arrangements subject to any comments from the Committee.

2. Information

Future monitoring arrangements

- 2.1 Under proposals submitted to the Combined Authority in December 2021 it was agreed that a new approach to reporting would be adopted. A key part of this involves the development of a set of socio-economic indicators for each of the seven portfolio committees of the Combined Authority, including the Place, Regeneration and Housing Committee. Each committee will be consulted on a set of indicators relevant to its remit and receive regular reporting against these indicators, with this topic becoming a standard item on the Committee's agenda.

- 2.2 The indicators will also be incorporated into the next iteration of State of the Region report, the Combined Authority's annual stock-take of West Yorkshire's socio-economic performance, to be published later this year. The State of the Region indicators are intended to provide a high level, strategic picture of performance against this priority rather than a detailed examination of operational performance of specific projects. However, operational indicators can be mapped against these strategic indicators to show the linkages and contribution of operational activities to identified impact areas.
- 2.3 The analysis will also examine the full range of equality, diversity and inclusion implications, building on the Women and Girls report published in 2021. The main State of the Region report will be supplemented with a series of published interactive dashboards which will allow users to drill down into the available data for each indicator under each priority.

Proposed indicators

- 2.4 State of the Region 2021 assessed performance against 40 indicators linked to the five Strategic Economic Framework priorities. The indicators listed below are judged to be directly relevant to the remit of the Place, Regeneration and Housing committee.
- Healthy life expectancy
 - Net additional dwellings
 - Housing affordability
 - Rented housing costs
 - Gigabit capable internet coverage¹
 - Take-up of superfast (or above) broadband services
 - Mobile coverage (4G and 5G)
 - Building energy efficiency²
 - Households in fuel poverty.
- 2.5 It is **proposed to retain these indicators for future reporting** as they remain core measures of West Yorkshire's progress on strengthening its business sector.
- 2.6 The extensive remit of the Committee in respect of the themes of place and regeneration means that it will wish to be kept informed of the wider picture of socio-economic progress presented by State of the Region. There are also several indicators that have a strong spatial component, such as access to green space and premises at risk of flooding. Briefings to the Committee will be set in the context of a concise overview of key developments drawn from the full range of indicators listed in the appendix.

¹ Digital infrastructure indicators also within scope of Business, Economy and Innovation Committee.

² Building energy efficiency and households in fuel poverty also within scope of Climate, energy and environment Committee.

Levelling up indicators

- 2.7 The recent Levelling Up white paper also set out a series of indicators linked to 12 levelling up missions. The more than 40 metrics / indicators contained within the White Paper, are designed to measure progress in addressing regional and sub-regional disparities in the UK.
- 2.8 Several of the levelling-up missions and their associated indicators are of relevance to the work of the Committee, including those dealing with well-being (Mission 8), pride in place (Mission 9), and housing (Mission 10).
- 2.9 An overview of the levelling up indicators is provided in the appendix. There are a number of points to note:
- Many of the indicators are already contained within the existing State of the Region indicator bank
 - A number of the indicators cannot currently be measured at West Yorkshire level (e.g. those relating to pride in place) although there is an intention on the part of government to make more data available in future. These could be treated as supplementary / contextual indicators (with reporting at Yorkshire and the Humber or national level as data allows) until West Yorkshire level data become available.
- 2.10 The general approach that is recommended is to treat the levelling up metrics (other than those that are already part of the State of the Region basket) as supplementary indicators that will be considered alongside the core indicators (within an appendix to the main report). This is in the interests of keeping the list of core indicators to a manageable level and focusing on the metrics that are most directly relevant to our priorities, whilst still reporting on the full range of levelling up indicators, which are clearly of public interest.

Inclusion and equality and diversity

- 2.11 As noted above, State of the Region 2022 will include a dedicated sub-report on Equality, Diversity and Inclusion, which will analyse key socio-economic indicators by individual characteristics, including ethnicity, sex, disability status and deprivation status – the purpose is to highlight specific examples of inequalities. This approach will be applied to the proposed indicators using all available data, supplemented by a literature review to shed further light on the relevant issues. Spatial analysis will provide insight into how these issues play out across West Yorkshire.
- 2.12 It is proposed that an in-depth presentation of the relevant messages from State of the Region be provided to the Committee soon after publication.

3. Tackling the Climate Emergency Implications

- 3.1 The core indicators relating to progress on emissions will be considered by the Climate, energy and environment Committee in the first instance. The indicators proposed above will provide insight into the role of housing and digital infrastructure in tackling the climate emergency.

4. Inclusive Growth Implications

- 4.1 The proposed indicators feature several with direct implications for inclusive growth, including those relating to housing affordability, access to digital infrastructure and fuel poverty.

5. Equality and Diversity Implications

- 5.1 Future reporting will bring out equality and diversity implications across all indicators where data are available, as noted above.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no direct staffing implications directly arising from this report. However, the Committee should note our plans to increase capacity in this area.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Committee reviews the proposed indicators with a view to approving them and / or amending them or suggesting additional indicators.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1: overview of indicators.

Appendix 1

Overview of proposed monitoring indicators for Place, Regeneration and Housing Committee

Indicator title	Description	Rationale	Source	Vintage of currently available data	Frequency
Healthy life expectancy	Healthy life expectancy at birth	A key indicator of socio-economic inequalities..	Life expectancy for local areas of the UK: between 2001 to 2003 and 2018 to 2020, ONS	2020	Annual Latest release September 2021
Net additional dwellings	'Net additional dwelling' - local authority estimates of gains and losses of dwellings during each year	Shows trends in housing supply - delivering additional homes is a Combined Authority priority	West Yorkshire local authorities; Live tables on housing supply: net additional dwellings, MHCLG	2021	Annual Latest MHCLG release November 2021
Housing affordability	Ratio of house prices to earnings	Shows affordability of local house prices for - key component of living costs	Housing affordability in England and Wales (ONS)	2021	Annual Latest release March 2022
Rented housing costs	Median monthly rents for private sector two-bedroom properties	Shows trend in rental costs as part of understanding changes in overall living costs	Private rental market summary statistics in England, ONS	2021	Bi-annual Latest release December 2021
Gigabit capable internet coverage	% of premises with connections that offer download speeds of at least 1 gigabit-per-second	Access to high-speed connectivity is key to future economic growth and productivity	Thinkbroadband	2022	Real time

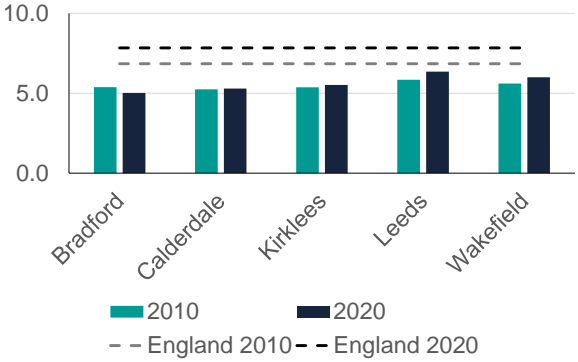
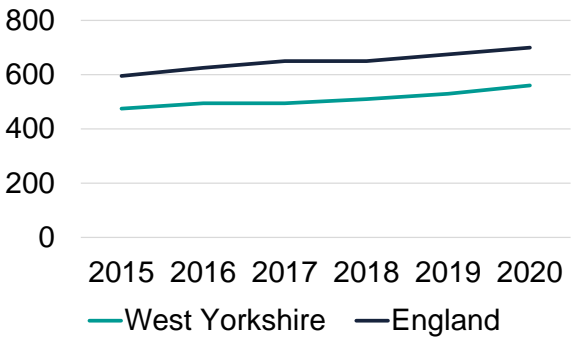
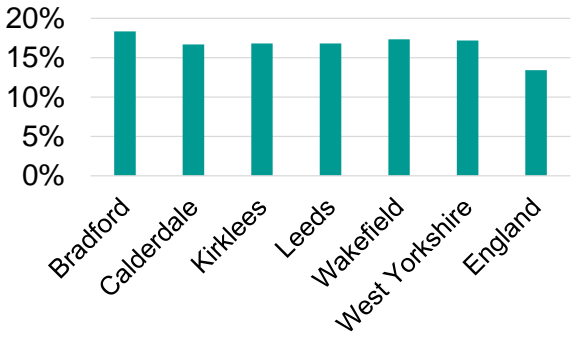
Indicator title	Description	Rationale	Source	Vintage of currently available data	Frequency
Take-up of superfast (or above) broadband services	% of properties that use superfast or ultrafast (at least 300 Mbit/s) services in areas where at least superfast broadband is available	Shows whether homes and businesses are taking up the broadband service that is available - important measure of digital inclusion	Ofcom, Connected Nations report	2021	Annual Latest release Dec 2021
Mobile coverage (4G and 5G)	% of areas with access to good 4G and 5G mobile coverage (indoors)	Shows availability of good mobile coverage - key to local economy and digital inclusion	Ofcom, Connected Nations report	2021	Annual Latest release Dec 2021
Building energy efficiency	Average Energy Performance Certificate rating of domestic properties	Shows energy efficiency performance of domestic sector – key to tackling climate emergency and fuel poverty	Live tables on Energy Performance of Buildings Certificates	2021	Quarterly Latest release January 2022
Households in fuel poverty	Proportion of households in fuel poverty, based on Low Income Low Energy Efficiency (LILEE) indicator.	Fuel poverty is a key challenge from point of view of inclusion and energy efficiency	Fuel poverty sub-regional statistics (BEIS)	2019	Annual Latest release April 2021

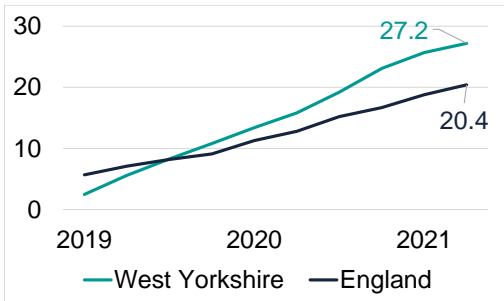
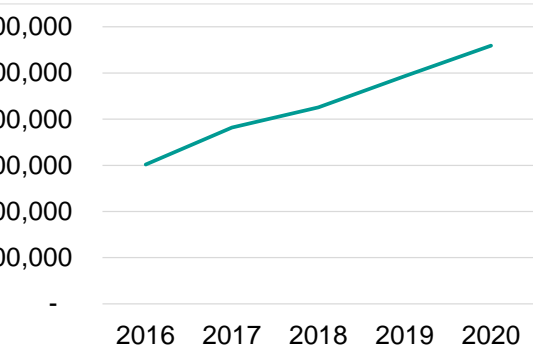
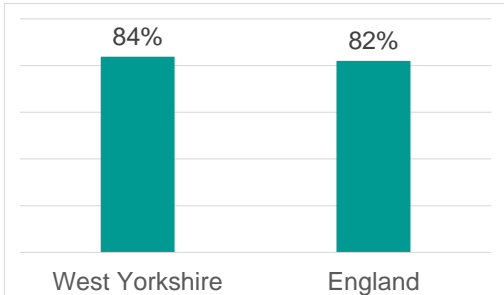
Summary of performance against existing State of the Region indicators

[Link](#) to State of the Region interactive dashboard containing further detail on these indicators

Indicator	Headline chart	Comment																								
<p>Life expectancy¹</p> <p><i>Male and female life expectancy at birth</i></p> <p>Source: Life expectancy by sex, age and area, ONS, September 2021</p>	<table><thead><tr><th>Sex</th><th>Period</th><th>West Yorkshire</th><th>England</th></tr></thead><tbody><tr><td rowspan="3">Female</td><td>2008-10</td><td>81.5</td><td>82.5</td></tr><tr><td>2017-19</td><td>82.0</td><td>83.0</td></tr><tr><td>2018-20</td><td>81.5</td><td>82.5</td></tr><tr><td rowspan="3">Male</td><td>2008-10</td><td>77.0</td><td>78.0</td></tr><tr><td>2017-19</td><td>78.0</td><td>79.0</td></tr><tr><td>2018-20</td><td>77.5</td><td>78.5</td></tr></tbody></table>	Sex	Period	West Yorkshire	England	Female	2008-10	81.5	82.5	2017-19	82.0	83.0	2018-20	81.5	82.5	Male	2008-10	77.0	78.0	2017-19	78.0	79.0	2018-20	77.5	78.5	<p>Life expectancy in West Yorkshire remains lower than the England average. The most recent data shows a fall in life expectancy (the first drop in 20 years) due to high mortality rates (Covid-19) in 2020.</p>
Sex	Period	West Yorkshire	England																							
Female	2008-10	81.5	82.5																							
	2017-19	82.0	83.0																							
	2018-20	81.5	82.5																							
Male	2008-10	77.0	78.0																							
	2017-19	78.0	79.0																							
	2018-20	77.5	78.5																							
<p>Net additional dwellings</p> <p><i>Net additional dwellings per 1,000 population</i></p> <p>Source: West Yorkshire local authorities, MHCLG</p>	<table><thead><tr><th>Year</th><th>West Yorkshire</th><th>England</th></tr></thead><tbody><tr><td>2013-14</td><td>2.5</td><td>2.5</td></tr><tr><td>2014-15</td><td>3.0</td><td>2.5</td></tr><tr><td>2015-16</td><td>3.5</td><td>3.0</td></tr><tr><td>2016-17</td><td>4.0</td><td>3.5</td></tr><tr><td>2017-18</td><td>3.2</td><td>4.0</td></tr><tr><td>2018-19</td><td>4.0</td><td>4.2</td></tr><tr><td>2019-20</td><td>3.2</td><td>4.2</td></tr></tbody></table>	Year	West Yorkshire	England	2013-14	2.5	2.5	2014-15	3.0	2.5	2015-16	3.5	3.0	2016-17	4.0	3.5	2017-18	3.2	4.0	2018-19	4.0	4.2	2019-20	3.2	4.2	<p>West Yorkshire has fallen below the national average on this measure of housing supply in recent years.</p>
Year	West Yorkshire	England																								
2013-14	2.5	2.5																								
2014-15	3.0	2.5																								
2015-16	3.5	3.0																								
2016-17	4.0	3.5																								
2017-18	3.2	4.0																								
2018-19	4.0	4.2																								
2019-20	3.2	4.2																								

¹ To be changed to health life expectancy in State of the Region 2022.

Indicator	Headline chart	Comment
<p>Housing affordability</p> <p><i>Affordability of House Prices 2010 and 2020 – ratio of median house price to median annual wage (residence-based) at local authority level</i></p> <p>Housing affordability in England and Wales: 2020, ONS, 2021</p>	 <p>Legend: 2010 (teal), 2020 (dark blue), -- England 2010 (dashed teal), -- England 2020 (dashed dark blue)</p>	<p>Homes have become slightly less affordable over the last decade in four of the five local authorities in West Yorkshire but are more affordable than nationally in terms of this ratio. Nonetheless, West Yorkshire still faces significant affordability problems, particularly with regard to households in poverty.</p>
<p>Rented housing costs</p> <p><i>Median monthly rental prices for private sector two-bedroom properties</i></p> <p>Private rental market summary statistics in England, ONS, 2021</p>	 <p>Legend: West Yorkshire (teal), England (dark blue)</p>	<p>Median private rents are increasing in West Yorkshire but are well below national figure.</p>
<p>Fuel poverty</p> <p><i>Proportion of households in fuel poverty, 2019</i></p> <p>Source: Fuel poverty detailed tables, Department for Business, Energy and Industrial Strategy, 2021</p>		<p>Around 169,000 households in West Yorkshire (17% of all households) are in fuel poverty, a prevalence that is above the national average (13%).</p>

Indicator	Headline chart	Comment												
Gigabit-capable internet coverage <i>% of properties with gigabit-capable internet coverage</i> Source: ThinkBroadband	 <table><caption>Gigabit-capable internet coverage</caption><thead><tr><th>Year</th><th>West Yorkshire (%)</th><th>England (%)</th></tr></thead><tbody><tr><td>2019</td><td>~3</td><td>~5</td></tr><tr><td>2020</td><td>~15</td><td>~12</td></tr><tr><td>2021</td><td>27.2</td><td>20.4</td></tr></tbody></table>	Year	West Yorkshire (%)	England (%)	2019	~3	~5	2020	~15	~12	2021	27.2	20.4	West Yorkshire's gigabit-capable internet coverage is growing and is above the national average. West Yorkshire also outperforms the national average on full-fibre coverage.
Year	West Yorkshire (%)	England (%)												
2019	~3	~5												
2020	~15	~12												
2021	27.2	20.4												
Take-up of superfast (or above) broadband services <i>Number of connections ≥ 30 Mbit/s (number of lines) in West Yorkshire</i> Source: Ofcom Connected Nations Summer Report 2020	 <table><caption>Take-up of superfast broadband services</caption><thead><tr><th>Year</th><th>Number of connections</th></tr></thead><tbody><tr><td>2016</td><td>~300,000</td></tr><tr><td>2017</td><td>~380,000</td></tr><tr><td>2018</td><td>~420,000</td></tr><tr><td>2019</td><td>~480,000</td></tr><tr><td>2020</td><td>~550,000</td></tr></tbody></table>	Year	Number of connections	2016	~300,000	2017	~380,000	2018	~420,000	2019	~480,000	2020	~550,000	The number of superfast connections is growing rapidly in West Yorkshire but only a fraction of households covered by these services take them up.
Year	Number of connections													
2016	~300,000													
2017	~380,000													
2018	~420,000													
2019	~480,000													
2020	~550,000													
Mobile coverage <i>4G premises (indoor) coverage from all providers, 2020</i> Source: Ofcom Connected Nations Summer Report 2020	 <table><caption>Mobile coverage</caption><thead><tr><th>Region</th><th>4G premises (indoor) coverage (%)</th></tr></thead><tbody><tr><td>West Yorkshire</td><td>84%</td></tr><tr><td>England</td><td>82%</td></tr></tbody></table>	Region	4G premises (indoor) coverage (%)	West Yorkshire	84%	England	82%	4G coverage is growing in West Yorkshire and exceeds the national average.						
Region	4G premises (indoor) coverage (%)													
West Yorkshire	84%													
England	82%													

Full list of existing State of the Region indicators

Portfolio area	Indicator
Business, Economy and Innovation	<ul style="list-style-type: none"> • Economic output (GVA) • Economic output (GVA) per head • Productivity • Gross disposable household income • Private sector businesses • Businesses engaging in innovation activity • Goods / services exports as % of GVA • Private sector businesses • Businesses engaging in innovation activity • Goods / services exports as % of GVA
Climate, energy and environment	<ul style="list-style-type: none"> • CO₂ emissions (ktCO₂) total and per capita • CO₂ emissions (ktCO₂) by sector • Emissions intensity ratio • Building energy efficiency • Access to nature and green spaces (Green and Blue infrastructure) • Premises at risk of flooding
Culture, arts and creative industries	<ul style="list-style-type: none"> • Cultural sector employment <p>(Further indicators TBC)</p>
Employment and Skills	<ul style="list-style-type: none"> • Employment rate • Employment rate gap for disadvantaged groups • Unemployment rate • Jobs paying below Real Living Wage • % of employees in quality work • People with no / low qualifications (% qualified below level 2) • % qualified at level 4 and above • Apprenticeship starts • People without basic digital skills • NEETs

Portfolio area	Indicator
Place, regeneration and housing	<ul style="list-style-type: none"> • Health life expectancy • Net additional dwellings (including net additional affordable) • Housing affordability • Rented housing costs • Gigabit-capable internet coverage • Take-up of superfast (or above) broadband services • Mobile coverage (4G and 5G) • % of households in fuel poverty • Building energy efficiency
Transport	<ul style="list-style-type: none"> • Access inequality ratio (employment) • West Yorkshire mode share • Reported road casualties • MCard ticket transactions (bus) • Satisfaction with highway infrastructure • Satisfaction with bus and rail services in the region

Portfolio area	Indicator
Policing and crime	<p>TBC – current Police and Crime measures below:</p> <ul style="list-style-type: none"> • Reduce the volume of crimes committed in West Yorkshire • Reduce ASB in West Yorkshire through prevention and early intervention • Reduce the reoffending rate in West Yorkshire • More people will feel safe in West Yorkshire • Frontline policing will be protected and resourced to deter, detect and deal with criminals • More people will think the police are doing a good or excellent job in their local area • More people will be confident that the police and partners will prevent crime and anti-social behaviour • Reduce Serious Violent Crime and especially knife enabled crime • The most vulnerable people will be identified and supported • The police and partners will work better together to safeguard vulnerable people Increase the confidence of communities in their community safety partners • Develop and improve the Criminal Justice System Changes to backlog at courts and understanding of case throughput • Enhance our service to victims and all criminal justice clients Have a police service which is more representative of the people it serves. • More victims will be satisfied with the level of service they receive from the police • More people who choose to access victims services will be satisfied with the support they receive • Improve understanding of victims of crime • Reduction in number of repeat victims

Indicators contained in Levelling Up white paper mapped to Combined Authority priorities

Link to CA priority	Indicator	Key indicator in WP	WP Mission (see below)	Proposed role in CA reporting
Place, regeneration and housing	Healthy Life Expectancy (HLE)	Y	7	Substitute for existing Life Expectancy indicator
Place, regeneration and housing	Percentage of premises with gigabit-capable broadband	Y	4	Existing indicator
Place, regeneration and housing	Percentage of 4G (and 5G) coverage by at least one mobile network operator	Y	4	Existing indicator
Place, regeneration and housing	Percentage of adults who are satisfied with their local area as a place to live		9	Data not currently available for WY
Place, regeneration and housing	Percentage of individuals who have engaged in civic participation in the last 12 months		9	Data not currently available for WY
Place, regeneration and housing	Proportion of non-decent rented homes	Y	10	Data not currently available for WY
Place, regeneration and housing	Number of first-time buyers	Y	10	Data not currently available for WY
Place, regeneration and housing	Recent first-time buyers (last 3 years)		10	Data not currently available for WY
Place, regeneration and housing	Net additions to the housing stock		10	Existing indicator
N/A	Smoking prevalence of adults		7	Supplementary indicator
N/A	Obesity prevalence - children and adult		7	Supplementary indicator
N/A	Cancer diagnosis at stage 1 and 2		7	Supplementary indicator
N/A	Under 75 mortality rate from cardiovascular diseases considered preventable (per 100,000 population)		7	Supplementary indicator
N/A	Average life satisfaction ratings	Y	8	Supplementary indicator

Link to CA priority	Indicator	Key indicator in WP	WP Mission (see below)	Proposed role in CA reporting
N/A	Average feeling that things done in life are worthwhile ratings	Y	8	Supplementary indicator
N/A	Average happiness ratings	Y	8	Supplementary indicator
N/A	Average anxiety ratings	Y	8	Supplementary indicator
Business, Economy and Innovation	Gross Value Added (GVA) per hour worked	Y	1	Existing indicator
Business, Economy and Innovation	Gross median weekly pay (£)	Y	1	Supplementary indicator
Business, Economy and Innovation	Gross Disposable Household Income (GDHI)		1	Existing indicator
Business, Economy and Innovation	Business expenditure on R&D	Y	2	Only available at regional level currently
Business, Economy and Innovation	Government funding for R&D	Y	2	Only available at regional level currently
Business, Economy and Innovation	Total value of UK exports		1	Existing indicator (local export value)
Business, Economy and Innovation	Percentage of businesses that are innovation active		2	Existing indicator
Business, Economy and Innovation	Inward and outward Foreign Direct Investment (FDI)		2	Supplementary indicator
Employment and Skills	Proportion of jobs that are low paid		1	Existing indicator
Employment and Skills	Participation rate		1	Supplementary indicator
Employment and Skills	Disability employment rate gap		1	Existing indicator
Employment and Skills	Proportion of children in workless households		1	To be covered as supplementary indicator
Employment and Skills	Proportion of employed people in skilled employment (SOC 1-3, 5)		1	To be covered as supplementary indicator
Employment and Skills	Employment rate for 16–64-year olds	Y		Existing indicator
Employment and Skills	Percentage of pupils meeting the expected standard in reading, writing and maths by end of primary school	Y	5	Supplementary indicator

Link to CA priority	Indicator	Key indicator in WP	WP Mission (see below)	Proposed role in CA reporting
Employment and Skills	Percentage of young people achieving GCSEs in English and maths by age 19		5	Supplementary indicator
Employment and Skills	Percentage of schools rated good or outstanding by Ofsted		5	Supplementary indicator
Employment and Skills	Persistent absences for all pupils and disadvantaged and vulnerable cohorts of children		5	Supplementary indicator
Employment and Skills	Percentage of 5-year olds achieving 'expected level' on literacy, communication and maths early learning goals		5	Supplementary indicator
Employment and Skills	19+ Further Education and Skills Achievements (qualifications) excluding community learning, Multiply and bootcamps	Y	6	Supplementary indicator
Employment and Skills	Number of starts, and achievements, on apprenticeships per 1,000		6	Existing indicator
Employment and Skills	Proportion of the population aged 16 – 64 with level 3+ qualifications		6	Currently measure level 4+
Employment and Skills	19+ further education and skills participation		6	Supplementary indicator
Policing and Crime	Neighbourhood crime	Y	11	TBC
Policing and Crime	Homicide	Y	11	TBC
Policing and Crime	Hospital Admissions for Assault with a Sharp Object amongst under-25s	Y	11	TBC
Transport	Usual method of travel to work by region of workplace	Y	3	Data not available for WY
Transport	Average travel time in minutes to reach nearest large employment centre (500+ employees)	Y	3	Supplementary indicator

Link to CA priority	Indicator	Key indicator in WP	WP Mission (see below)	Proposed role in CA reporting
Transport	Percentage of non-frequent bus services running on time		3	Supplementary indicator
Transport	Average excess waiting time for frequent bus services		3	Supplementary indicator
Transport	Public transport trips as a proportion of total trips per year		3	Existing indicator (mode share)

Mission 1: By 2030, pay, employment and productivity will have risen in every area of the UK, with each containing a globally competitive city, with the gap between the top performing and other areas closing.

Mission 2: By 2030, domestic public investment in R&D outside the Greater South East will increase by at least 40%, and over the Spending Review period by at least one third. This additional government funding will seek to leverage at least twice as much private sector investment over the long term to stimulate innovation and productivity growth

Mission 3: By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.

Mission 4: By 2030, the UK will have nationwide gigabit-capable broadband and 4G coverage, with 5G coverage for the majority of the population

Mission 5: By 2030, the number of primary school children achieving the expected standard in reading, writing and maths will have significantly increased. In England, this will mean 90% of children will achieve the expected standard, and the percentage of children meeting the expected standard in the worst performing areas will have increased by over a third

Mission 6: By 2030, the number of people successfully completing high-quality skills training will have significantly increased in every area of the UK. In England, this will lead to 200,000 more people successfully completing high-quality skills training annually, driven by 80,000 more people completing courses in the lowest skilled areas

Mission 7: By 2030, the gap in Healthy Life Expectancy (HLE) between local areas where it is highest and lowest will have narrowed, and by 2035 HLE will rise by five years.

Mission 8: By 2030, well-being will have improved in every area of the UK, with the gap between top performing and other areas closing

Mission 9: By 2030, pride in place, such as people's satisfaction with their town centre and engagement in local culture and community, will have risen in every area of the UK, with the gap between top performing and other areas closing

Mission 10: By 2030 renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and the government's ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas.

Mission 11: By 2030, homicide, serious violence and neighbourhood crime will have fallen, focused on the worst-affected areas

Mission 12: By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long-term funding settlement.

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Report to: Place, Regeneration and Housing Committee

Date: 20 April 2022

Subject: **Capital Spending and Project Approvals**

Director: Melanie Corcoran, Director of Delivery

Author: Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The Place, Regeneration and Housing Committee has delegated decision making authority approved by the Combined Authority on 24 June 2021. Where the Finance, Resources and Corporate 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 Impact of COVID-19

- 2.1 With the impact of COVID-19 on the region and its economy, it is more important than ever to assess the changes to the landscapes of our towns and cities and the impact on current and future planned schemes, particularly, but not exclusively, those relating to transport.
- 2.2 Although it is generally expected that in the medium and long-term behaviours will return to the pre COVID-19 position, the impact of COVID-19 in relation to travel behaviour into and around towns and cities will be assessed as part of scheme appraisal and any assumptions made to address issues identified prior to the pandemic will be re-tested.

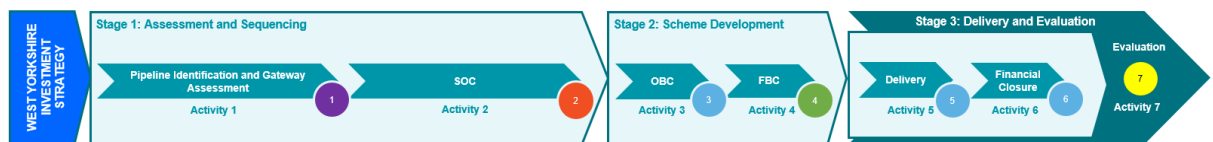
3 Tackling the Climate Emergency Implications

- 3.1 The Combined Authority has taken action to ensure all decisions we make include Climate Emergency considerations. The Combined Authority:

- Has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.
 - Requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.
- 3.2 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology and tool for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.
- 3.3 Work to complete the toolkit methodology is now complete and the toolkit and its guidance are being implemented into the Assurance Framework. The draft assessments of a selection of existing capital schemes progressing through the assurance process are being discussed with relevant scheme sponsors ahead of the publication of this part of the project by July 2022. This phased approach to the publication of the key components of the Carbon Impact Assessment project recognises the delays due to difficulties encountered carrying out carbon impact assessments on an initial subset of schemes. This has allowed the consultants to take these challenges into account in making improvements to the methodology. The work also involves the development of training and support material to ensure carbon assessment is properly embedded in the assurance process.
- 3.4 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

4 Report

- 4.1 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. These schemes have a funding value of £230,837,000 when fully approved, of which £93,747,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £24,227,110 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.
- 4.2 The assurance process is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.
- 4.3 For more detail 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**.



Stage 1: Assessment and Sequencing

- 4.4 Programmes / schemes will start to be developed through an ongoing dialogue with the Region's businesses, third sector and public organisations, in line with the West Yorkshire Investment Strategy (WYIS). Schemes will access funding through either a commissioning process or through open calls. Programmes / schemes will be assessed through a Strategic Assessment (an early-stage gateway check and challenge review) to determine if they are eligible to proceed (Decision Point 1).
- 4.5 If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit in terms of project outcomes and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC. Consultation at this stage will be limited, but will be a key to the next activity, outline business case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC. Schemes will also be required to submit an Appraisal Specification Report (ASR). It is at the end of this stage where the Combined Authority approve the indicative funding, approval pathway and route and tolerance levels (Decision Point 2).

Stage 2: Scheme Development

- 4.6 If approved the scheme will progress to outline business case (OBC) unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The economic case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (Decision Point 3) as set out in the approval pathway and route approved at Decision Point 2.
- 4.7 If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme. A Monitoring and Evaluation Plan and a Benefit Realisation Plan are mandatory products at this stage. The FBC should also be prepared in accordance with the five-case model and any conditions set at OBC should be resolved. The economic case must be developed in consistency with the agreed ASR. The scheme will be

presented for approval by the decision-maker (decision point 4) as set out in the approval pathway and route approved at decision point 2.

- 4.8 The FBC approval will be granted with a condition that the scheme remains within set conditions. Where this condition has been met Approval to Proceed into Delivery (Activity 5) will be granted by the Managing Director (or by an officer under sub-delegated authority from the Managing Director). If the condition(s) is not met, the project will be required to re-submit the FBC.

Stage 3: Delivery and Evaluation

- 4.9 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 4.10 Upon scheme completion, a Delivery Closure Report is required that details how the scheme has performed. This includes whether delivery has remained within the timeframes specified within the business case, has achieved the objectives of the scheme and associated outputs, documents what has been delivered and highlights the overall costs. The Delivery Closure Report will be presented for approval by the decision-maker (Decision Point 5) as set out in the approval pathway and route approved at Decision Point 2.
- 4.11 Following completion of Activity 6, the scheme will be required to submit a Financial Closure Report (Activity 6). The Financial Closure Report confirms the final costs for the scheme, ensuring all payments have been completed. The Financial Closure Report will be presented for approval by the decision-maker (Decision Point 6) as set out in the approval pathway and route approved at Decision Point 2.
- 4.12 The purpose of the Delivery and Financial Closure Reports is to assess the success of the scheme, identify best practice for future schemes, resolve all open issues and to capture feedback and lessons learnt to inform the development and delivery of future schemes.
- 4.13 Activity 7 (Evaluation) will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point as opposed to the previous decision points in the process and will be undertaken when the scheme is completed for an evaluation of the benefits, outcomes and economic impact compared to the overall objectives set out in the SOC. Insights and learning intelligence from evaluation will also be fed back into policy and strategy in order to inform the design and development of future schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

Value for Money - Benefit Cost Ratios

- 4.14 The Benefit to Cost Ratio (BCR) for some of the schemes in this report potentially represent low value for money, when assessed using the Department for Transport's Transport Appraisal Guidance TAG on the appraisal of transport schemes.
- 4.15 This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus, cycling, and

walking and as a consequence the monetised benefits arising from improvements to bus, cycling and walking journeys may be outweighed by the monetised dis-benefits to car users.

- 4.16 However, a key strategic objective of investment is to encourage modal switch to more sustainable modes and therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making. This is in line with HM Treasury guidance where appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.17 Her Majesty's Treasury (HMT) have now completed the review of the Green Book. The Green Book is guidance issued by HM Treasury on how to appraise policies, programmes, and projects. This review has endorsed the Combined Authority's approach by clarifying that overall Value for Money judgement should not depend solely on the BCR but be informed by a balanced consideration of all relevant evidence, that is, appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.18 In particular, HMT have clarified further that in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of a project. This might for example include, but not limited to, a greater focus on regional impacts to help deliver Levelling Up, ensuring transformational projects are given due consideration, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use, supporting / accelerating housing development and allowing a greater emphasis on the requirement to carry out equalities analysis as required by the Public Sector Equalities Duty. The specific approach will be determined on a programme-by-programme basis as funding and investment streams come forward.

Scheme Summaries

<p>Scheme:</p> <p>A62 to Cooper Bridge Corridor Improvement Scheme</p> <p>Location:</p> <p>Kirklees</p>	<p><u>Scheme description</u></p> <p>The A62 is the main road link between Huddersfield and North Kirklees, as well as linking Huddersfield with Leeds and Manchester via the M62. The A62 / A644 junction lies close to junction 25 of the M62 and sits on the boundary between Kirklees and Calderdale. It is the corridor with the largest movement of people in the region. This scheme will increase capacity for all forms of transport using a number of measures:</p> <ul style="list-style-type: none"> • Enlarged roundabout at Cooper Bridge junction including new left turn links. • Widening of Cooper Bridge Road from three lanes to four lanes between Cooper Bridge junction and Bradley junction. • Modifications to Bradley junction including reassignment of lane allocations and changes to permitted movements. • Five new signalised shared use crossings and 2.4km of new segregated cycling facilities. <p>This scheme is funded from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><u>Impact</u></p> <p>The scheme seeks to address congestion and to improve journey times and reliability for all users. Intelligent traffic management technology will give priority to buses at junctions to improve public transport. Significant upgrades to the infrastructure for pedestrians and cyclists in the area will offer healthy active travel modes. The scheme also supports the delivery of 1,460 new homes and improve access to employment opportunities in the area.</p> <p>The scheme presents an adjusted Benefit Cost Ratio (BCR) of 3.9:1 which is categorised as High Value for Money (VfM).</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (OBC) and work commences on activity 4 (FBC).</p> <p>Total value of the scheme - £75,100,000</p> <p>Total value of Combined Authority funding - £69,300,000</p> <p>Funding recommendation sought - £3,958,000</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Scheme</p> <p>York Central Access</p> <p>Location</p> <p>York</p>	<p><u>Scheme description</u></p> <p>York Central is a major mixed-use regeneration scheme located on one of the largest city centre brownfield sites in the country, adjacent to the York mainline railway station.</p> <p>The York Central Access scheme forms part of the wider York Central regeneration scheme and will provide:</p> <ul style="list-style-type: none"> • A new spine road through the centre of the York Central site, from Water End to Leeman Road, including new bridges, junctions, footways and cycleways. • Interim public realm treatment to connect from the new road to the existing western entrance to the station. <p>The scheme will fund a compliant western station entrance which will be subject to a separate full business case with finalised costs in the future.</p> <p>The scheme is funded by the West Yorkshire plus Transport Fund (WY + TF).</p> <p><u>Impact</u></p> <p>The wider York Central regeneration scheme has the potential to deliver:</p> <ul style="list-style-type: none"> • Up to 2,500 homes, with 20% affordable homes. • Between 70,000 – 87,693 square metres of Grade A office space. • Up to 6,500 jobs created or safeguarded. • Up to 11,991 square metres of retail and leisure space. • A 400-bed hotel. • Significant publicly accessible open spaces including an urban park. <p>York Central is located immediately adjacent to the York Railway Station and the city centre which will discourage car use and encourage access by public transport, cycling and walking.</p> <p>The scheme has an adjusted Benefit Cost Ratio (BCR) of - 1.06:1, representing very poor value for money, due to an increase in vehicle usage as a result of the residential and commercial aspects of the scheme.</p> <p>The BCR is only one of several factors used to determine Value for Money and recent changes to HM Treasury guidance place a stronger emphasis on the strategic case and how the strategic objectives and priorities will be met through the delivery of the project. The strategic case for investment remains strong.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 5 (FBC+) and work commences on activity 5 (Delivery), subject to the conditions set by PAT.</p> <p>Total value of the scheme - £155,737,000</p> <p>Total value of Combined Authority funding - £24,447,000</p> <p>Funding recommendation sought - £20,269,110</p>
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	A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report
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Decisions relevant to this thematic committee made through other delegations

- 4.19 Since the Place, Regeneration and Housing Committee's last meeting on 8 March 2022, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process.

Decisions made through the delegation to the Managing Director

- 4.20 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Managing Director.

GBF One City Park, Bradford	<p>Approval of decision point 5 (of the former assurance pathway) and for work to commence on delivery.</p> <p>Funding approved: £7,500,000</p> <p>Total value of the scheme: £29,521,000</p> <p>Total value of Combined Authority funding: £7,500,000</p>
One Public Estate / Land Release Fund	<p>Approval of the change request to the One Public Estate / Land Release Fund to return £394,625 to One Public Estate, reducing the overall project cost to £81,250</p> <p>Funding approved: £ nil</p> <p>Total value of the scheme: £ 81,250 (Land Release Fund)</p> <p>Total value of Combined Authority funding: £81,250</p>
Knottingley Skills, Business & Services Hub	<p>Approval of the change request to the Knottingley Hub scheme to increase total development costs to £672,000 from the Getting Building Fund.</p> <p>Funding approved: £515,000</p> <p>Total value of the scheme: £9,600,000</p> <p>Total value of Combined Authority funding: £672,000</p>
Getting Building Fund (GBF) Programme	<p>Approval of the change request to the GBF programme to revise funding allocations:</p> <p>Funding approved:</p> <ul style="list-style-type: none"> • Reallocation of £1,495,000 comprising £950,000 to the Business Growth Programme, £400,000 to the Holbeck Victorian Retrofit Programme and £100,000 to the Wakefield Warm Homes scheme. • Reallocation of £455,343 to programme costs and £1,098,683 to the Corporate Overhead Recovery Charge. <p>Total value of the scheme: approximately £140,000,000</p> <p>Total value of Combined Authority funding: £52,600,000</p>

BHF: Leeds West Phase 1	<p>Approval of decision point 4 and for work to commence on delivery.</p> <p>Details of the costs and funding approval are commercially sensitive.</p>
Housing Pipeline Revenue Fund	<p>Approval of the change request to extend the timescale for spend to 31 March 2023 from 31 March 2022.</p> <p>Funding approved: £nil</p> <p>Total value of the scheme: £3,200,000</p> <p>Total value of Combined Authority funding: £3,200,000</p>
Leeds Station Sustainable Travel Gateway	<p>Approval of the change request for the release of an additional £3,241,107 for the Leeds Station Sustainable Travel Gateway project</p> <p>Funding approved: £3,241,107</p> <p>Total value of the scheme: £33,579,433</p> <p>Total value of Combined Authority funding: £33,579,433</p>

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

5.3 There are no schemes to review at this stage.

Projects in Stage 2: Development

Project Title	A62 to Cooper Bridge Corridor Improvement Scheme
Stage	2 (development)
Decision Point	3 (outline business case)

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:		
Are there implications for equality and diversity?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Background

- 5.4 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.
- 5.5 The A62 is the main link road between Huddersfield and North Kirklees. It also links Huddersfield with Leeds and Manchester via the M62. The A62 / A644 junction is close to junction 25 of the M62 and sits on the boundary between Kirklees and Calderdale. This section of the A62 has is used by more vehicles than any other in the region.
- 5.6 The existing A62 / A644 junction in Kirklees is severely congested at peak times. It is a three-armed roundabout with traffic lights that connects the A62 Cooper Bridge Road (southern arm), the A644 Wakefield Road (western arm) and the A62 Leeds Road (eastern arm).
- 5.7 Kirklees and Calderdale Councils share a long-standing ambition to work together to increase economic growth to the cross-boundary area on either side of the M62 around junction 25. This has led to the creation of two new Spatial Priority Areas (SPA) being established, Bradley Garden Village in Kirklees and Brighouse Garden Village (including Clifton) in Calderdale.
- 5.8 A master planning framework has been developed to create well planned, sustainable places for new housing, jobs and services, which will need an integrated and accessible transport infrastructure. The A62 to Cooper Bridge

scheme is one of a number of planned improvements to the local transport network.

5.9 This scheme has gone through several previous iterations, including a new link road option, but these have all been rejected.

5.10 The proposed new scheme will include:

- A new enlarged roundabout at Cooper Bridge junction including new left turn links.
- Widening of Cooper Bridge Road from three lanes to four lanes between Cooper Bridge junction and Bradley junction.
- Changes to Bradley junction including reassignment of lane allocations, changes to permitted movements and improved signal timings.
- Widening of Colne Bridge Road and Leeds Road.
- Widening of Wakefield Road both on the approach to the M62 junction and the approach to Cooper Bridge junction.
- Making Oak Road one way (subject to further consultation).
- Improvements to pedestrian and cycling facilities throughout including changes to pedestrian islands, improvements to signal timings at existing crossings, 5 new crossings with signals and 2.38km new segregated cycling lanes. The proposed new cycle lanes will also link in with Bradley to Brighouse Cycleway scheme.
- New Intelligent Transport Systems (traffic signals) throughout to give priority to buses and reduce waiting times. Combined with the A62 Smart Corridor scheme and the CRSTS A62/A644 bus improvement scheme it will reduce bus journey times and improve air quality in the surrounding areas.

5.11 The current proposed scheme includes making Oak Road one way. Feedback from consultation with local residents about this element of the proposal will be reviewed and further addressed as the scheme progresses. The promoter is forming a steering group of local residents and councillors to work together on this aspect of the scheme.

5.12 The scheme supports the Strategic Economic Framework priorities

- Boosting Productivity: This scheme improves connectivity which provides people with better access to jobs and opportunities
- Enabling Inclusive Growth: The areas served by this section of the A62 include some of the lowest household incomes in Kirklees. The scheme will allow better access to jobs and opportunities. Combined with the A62 Smart Corridor scheme and the CRSTS A62/A644 bus improvement scheme it will reduce bus journey times and improve air quality in the surrounding areas. The proposed new cycle lanes will also link in with Bradley to Brighouse Cycleway scheme. The scheme will deliver social value benefits for the local community, giving an opportunity for targeted job creation and apprenticeship uptake.

- **Tackling the Climate Emergency:** This scheme includes infrastructure for walking and cycling to allow people to move to more active ways to travel and away from cars. It also includes bus priority technology to improve public transport journey times and reliability. The scheme also includes enhanced landscaping.
- **Delivering 21st Century Transport:** The scheme provides transport infrastructure to accommodate future growth in housing and the economy as well as delivering improved active travel infrastructure which is segregated as much as possible.

5.13 A summary of the scheme's business case and location map is included in **Appendix 2**.

Tackling the Climate Emergency Implications

- 5.14 By extensively improving the walking and cycling infrastructure in the area, the scheme will encourage people to move away from private car use.
- 5.15 The scheme includes bus priority technology to improve public transport journey times and reliability, encouraging people to move away from private car use.
- 5.16 The scheme also includes enhanced landscaping.
- 5.17 The total estimated net emissions from construction of the scheme is 4,709 tCO₂e, or an average of 2,354 tCO₂e per annum over the construction period (approximately 2 years). The total estimate emissions from operation of the scheme is 43,125 tCO₂e over the 60-year life, or an average of 719 tCO₂e per annum.

Outputs, Benefits and Inclusive Growth Implications

- 5.18 The scheme outputs and benefits include:
- A new enlarged roundabout at Cooper Bridge junction including new left turn links.
 - 815 metres of new carriageway and 2,635 metres of carriageway widening.
 - Modifications to Bradley junction including reassignment of lane allocations, changes to permitted movements and optimisation to signal timings.
 - Five new signalised shared use crossings.
 - 2.38km new segregated cycling facilities.
 - New intelligent traffic signals throughout to enable vehicle prioritisation.
 - Reduced traffic congestion on the A62 corridor which will improve journey times and reliability.
 - Reduced congestion benefiting public transport, leading to increased use of public transport.

- Improved infrastructure to increase routes for pedestrians and cyclists leading to increased levels of physical activity.
- Improved road safety and access for all users.
- Better prioritisation of public transport via intelligent transport system technology.
- Improved road infrastructure will enable up to 1,460 new homes to be built.
- This scheme supports transformational change and economic growth in the Spatial Priority Areas (SPA's) in Kirklees and Calderdale
- Provides improved connectivity to jobs, training and opportunities along the A62 corridor, the majority of which is within the 10% most deprived areas in the Borough.
- The procurement strategy for this scheme will benefit the local community by giving an opportunity for targeted job creation and apprenticeship uptake from these areas leading to well-paid and skilled career opportunities.

5.19 The scheme sets out a value for money position with an adjusted Benefit Cost Ratio (BCR) of 3.97:1, which is categorised as High value for money.

Equality and Diversity Implications

5.20 An Equality Impact Assessment (EQIA) has been undertaken for the project and equality and diversity impacts taken account of as part of the development of the project and the business case development. As the scheme develops further, equality and diversity impacts will be further taken account of.

Risks

5.21 The scheme risks include:

- Risk of the need to align with other delivery programmes e.g. TRU / bridge improvements, causing unforeseen programme delays.
Mitigated by ensuring a robust delivery schedule is prepared and regularly monitor. Considering use of lean techniques such as collaborative planning to maintain programme once Design & Build contractor appointed. Maintain close liaison with other local programmes e.g. Network Rail to coordinate works
- Risk of priced tenders being higher than the agreed budget leaving the scheme unaffordable.
Mitigated by ensuring robust cost estimates are prepared at key points throughout the design process to ensure business cases and funding requests are sufficient. Provide as much data as possible to tenders to ensure they are informed before pricing.
- Risk of proposed road alignment on Cooper Bridge Road may need to move north to accommodate Yorkshire Water easement requirements for their site.

Mitigated by early engagement with Yorkshire Water regarding easement requirements for site to south of Cooper Bridge Road, design to be reviewed accordingly.

Costs

5.22 The scheme costs are:

- The current total scheme cost is £75,100,000.
- The current Combined Authority contribution is £69,300,000, funded from West Yorkshire plus Transport Fund.
- Match funding of up to £5,800,000 has been confirmed from the Kirklees Council Capital Plan. This is being used as a contingency sum, should it not be possible to deliver the scheme within the West Yorkshire plus Transport Fund funding envelope.
- The currently approved development funding is £965,000.

5.23 The promoter now requests a further allocation of £10,003,000 for development funding to develop the scheme to Full Business Case (FBC). This will be released in four tranches. The first tranche of this funding is £3,958,000 and subsequent tranches will be released on achievement of development milestones, set by the Programme Appraisal Team, during FBC works as designs and land assembly are progressed.

5.24 At this point a funding agreement will need to be concluded with Kirklees Council for £4,923,000, including the previously approved funding of £965,000.

5.25 Release of the future funding up to £6,045,000 will be approved by the Combined Authority's Managing Director on achievement of development milestones.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	20/04/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/04/2025
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/05/2027

Other Key Timescales

5.26 The significant milestones for the scheme are:

- Award Early Contractor Involvement (ECI) contract May 2023.
- Planning application submission November 2024.
- Planning decision (end of challenge period) March 2025.
- Start of works April 2025.
- Completion of works May 2027.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report.
Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Appraisal Summary

- 5.27 The strategic case for the scheme is well set out. It aims to support economic and housing growth as set out in the Kirklees Economic Strategy. The Infrastructure Delivery Plan, which is part of the Kirklees Local Plan evidence base, identifies improvements on the A62 Huddersfield to Leeds as 'Essential' to provide better and improved access to housing sites including land north of Bradley Road.
- 5.28 The main aim of the scheme is to relieve traffic congestion by improving capacity at the Cooper Bridge and Bradley Road junctions, which are already over capacity at peak times, affecting journey times and reliability for drivers and bus services. The junction experiences very low average speeds at peak times.
- 5.29 The scheme has cross-boundary impacts and supports the master planning framework for two Spatial Priority Areas, Bradley Garden Village in Kirklees and Brighouse Garden Village (including Clifton) in Calderdale. These were established by Kirklees and Calderdale Councils in the area on either side of the M62 corridor in the vicinity of junction 25.
- 5.30 The proposals have also been called in by Kirklees Council scrutiny panel on two occasions. At the second scrutiny panel the Portfolio Holder for Regeneration committed to reappraise elements of the scheme, specifically the Oak Road proposals. The promoter is forming a steering group of local residents and councillors to discuss the best way to address the concerns. It is therefore possible that elements of the scheme may change during the Full Business Case development.
- 5.31 In terms of establishing demand for the project, transport modelling shows that the highway network will become constrained and will fail to cope with the additional trips created by planned growth at strategic sites. Without highway

improvements, the attractiveness of the area will remain unchanged and perceived inaccessibility coupled with the poor image will prolong the lack of investment as it continues to be unattractive to potential occupants and investors.

- 5.32 The promoter has set out a procurement strategy which involves Early Contractor Involvement and the YOR Civil Major Works Framework is viewed as being the most suitable option to secure a contractor.
- 5.33 A robust economic appraisal has been set out in the OBC submission. The options assessment started with 30 potential interventions which were assessed in a 4-stage process.
- 5.34 The modelling work has been carried out using the existing Kirklees Transport Model and it has been agreed with the promoter that for the next stage of scheme development, the more up to date Calderdale and Kirklees transport Model will be used. It should be noted that the change of model may result in some changes to forecast benefits.
- 5.35 The scheme is costly and complex and has gone through several iterations to arrive at the current proposals. There are a large number of potential constraints on the project, such as widening of existing structures, all of which could lead to delays and/or cost increases. The promoter gives confidence that they understand the issues and are managing them effectively.
- 5.36 Planning Consent will be needed for the scheme. The scheme directly impacts on two listed buildings and others are close to the scheme boundary. Early engagement with Kirklees and Calderdale conservation officers and Historic England has taken place and will continue throughout the development of the scheme.
- 5.37 Relocation of a structure known as the dumb steeple is classed as demolition, this decision will need to be referred to the Secretary of State, which will be done as part of the planning application process.
- 5.38 There are many other constraints on the scheme, including the need for Network Rail possessions to enable two rail structures to be widened. There are also numerous items of statutory undertakers plant affected by the proposals, some of which impose particular constraints, such as a factory waste pipe which can only be closed down once a year.
- 5.39 Acquisition of 35 parcels of land are needed for the scheme and the promoter recognises that not all may be acquired by negotiation. Compulsory Purchase Orders (CPO) will be progressed in parallel to negotiated purchase. Further detail is required for the land acquisition and for this reason further development costs will be requested in the coming months as designs and land assembly costs are progressed.
- 5.40 The promoters procurement strategy is to appoint a contractor to develop the design after OBC approval and it is anticipated the FBC will be based on the negotiated target cost agreed with the contractor. Further development costs

will be requested in the coming months as designs and land assembly costs are progressed.

Recommendations

5.41 The Place, Regeneration and Housing Committee approves that:

- (i) The A62 to Cooper Bridge Corridor Improvement 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 £69,300,000 is given. The total scheme value is £75,100,000.
- (iii) Approval to development costs of £3,958,000 is given in order to progress the scheme and commence the final business case, taking the total scheme approval to £4,923,000, including the existing development funding approval of £965,000.
- (iv) Approval to further development costs of £6,045,000 in order to progress the scheme to decision point 4 (full business case), to be released in three tranches on achievement of development milestones, set by the Programme Appraisal Team as designs and land assembly are progressed.
- (v) Delegation to the Combined Authority's Managing Director is approved to release the further development costs of £6,045,000.
- (vi) The Combined Authority enters into a Funding Agreement with Kirklees Council for expenditure of up to £4,923,000.
- (vii) 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	York Central Access
Stage	2 (development)
Decision Point	4 (full business case)

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:	N/A	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.42 The York Central Access scheme is funded by the West Yorkshire plus Transport Fund (WY + TF). The WY+TF is a £1 billion fund covering West Yorkshire and York. The objective of the WY + TF is to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years.
- 5.43 York Central is a major mixed-use regeneration scheme located on one of the largest city centre brownfield sites in the country located directly adjacent to the York mainline railway station. The Combined Authority has worked with City of York Council and its partners over several years to develop proposals for the site and its wider location, including a new access road to ‘unlock’ residential and commercial development and improved access to the city’s railway station. The development project is being led by Homes England and Network Rail.
- 5.44 York Central is critical for the city’s Local Plan and has the potential to transform the economy of the historic city and wider region by generating approximately £1.1bn of growth. The development will also enable a £50,000,000 extension to the National Railway Museum and a new accessible western railway station entrance which will be accessed directly from the site.
- 5.45 York is a key economic contributor of the Leeds City Region, generating high-value economic outputs to the region. The scheme is mentioned as a key project in the Strategic Economic Framework (SEF) and supports the SEF priorities.
- 5.46 The scheme also supports the West Yorkshire Mayoral priorities to:
- Create 1,000 well paid, skilled jobs for young people

- Build 5,000 sustainable homes including council houses and affordable homes
- Support local businesses and be a champion for our regional economy.

5.47 The York Central site has the potential to deliver:

- Up to 2,500 homes, with 20% affordable homes.
- Between 70,000 – 87,693 square metres of Grade A office space.
- Up to 6,500 jobs created or safeguarded.
- Up to 11,991 square metres of retail and leisure space.
- A 400-bed hotel.
- Significant publicly accessible open spaces including an urban park.

5.48 The Combined Authority has committed funding of £37,320,000 from the WY + TF to fund site access infrastructure and improvements to the railway station frontage. This funding is split across 3 schemes as follows:

- York Central Access - led by Homes England and drawing on £24,447,000 of the allocated WY+TF, previously approved at decision point 4 (full business case).
- Provision of a Compliant Western Station Entrance, to be funded from the York Central Access allocation above, subject to a separate full business case with finalised costs (FBC+) to be developed at a later date.
- York Station Gateway - led by City of York Council and drawing on the remaining £12,873,000 of the allocated WY+TF approval. This scheme will also be funded by £13,117,000 Transforming Cities Fund allocation previously approved at decision point 2 (Strategic outline case).

5.49 This report considers the FBC+ for the York Central Access scheme (excluding the Compliant Western Station Entrance) which will provide infrastructure development to unlock the York Central site and undertake improvements to the station. The scheme will result in:

- Construction of a new spine road through the centre of the York Central site, extending from Water End in the west to join with the existing Leeman Road in the east, including,
 - Construction of a new signalised junction on Water End to provide access to the York Central site.
 - Construction of a new road to the south of “Millennium Green” and adjacent to the East Coast Main Line.
 - Construction of a new road bridge to cross over the East Coast Main Line railway.
 - Construction of a new road (“Park Street”) through the York Central site along the south side of the proposed park.

- realignment of “Cinder Lane” and connection with the existing Leeman Road.
 - Demolition of the Holgate Works (delivered).
 - Earthworks to level the area on the eastern part of the York Central site to allow for the construction of the new road
 - Segregated cycleways and new footways will be constructed alongside the new carriageways.
 - A new cycle route will be created in the eastern part of the site, along the “Boulevard” which passes on the south side of the National Railway Museum and provides more direct access to the city centre.
 - Construction of a new pedestrian and cycle bridge crossing over the East Coast Main Line railway adjacent to the existing “Severus” road bridge on Water End. This bridge allows for the relocation of the footway and cycleway to provide space for a right turn lane into the York Central Site.
 - Construction of a spur road (“Leeman Road Northern Connection” from the new highway to connect with Leeman Road close to the point where it passes below the railway to connect to the existing community.
 - Interim public realm treatment to connect from the new road to the existing western entrance to the station.
- 5.50 Following the award of £77,100,000 Housing Investment Grant (HIG) funding by the Department for Levelling Up, Housing and Communities (DLUHC) to Homes England, the decision was taken by the Landowners (Homes England and Network Rail) as promoters of the development site to progress the delivery of the York Central Access directly. As such, Homes England will act as the contracting authority for the design and build of the infrastructure and will be the recipient of all future funding from the Combined Authority.
- 5.51 The Strategic Case was approved by the Combined Authority on 31 March 2016. The Full Business Case was approved by the Combined Authority’s Investment Committee on 13 March 2019, subject to conditions. The discharge of these Conditions was approved by the Combined Authority on 4 March 2021, along with assurance pathways for separate FBC+ submissions for each individual scheme. Due to the proposed change in lead delivery partner from City of York Council to Homes England, the assurance pathways require that the FBC+ is considered by the Combined Authority.
- 5.52 To ensure that the scheme can be delivered within the required timescales, an approval for delegated authority from the Combined Authority to the Place, Regeneration and Housing Committee to approve the scheme FBC+ was given on 17 March 2022.
- 5.53 It should also be noted that a separate Local Growth Fund contribution has already been made towards the wider York Central development. Funding of £2,550,000 million (£2,350,000 loan and £200,000 grant) was provided by the Combined Authority to City of York Council to fund key site acquisition and survey & design works. This project was approved to be closed in July 2019

and a Benefits Realisation Plan is in place to capture the outcomes by March 2024.

- 5.54 The Combined Authority approval on 4 March 2021 set out that the FBC condition related to reserved matters consents for York Central Access could not be discharged for the Compliant Western Station Entrance element of the scheme as a reserved matters planning approval was still required for this element. To maintain the momentum of the York Central Access project it was recommended that a separate FBC+ for the Compliant Western Station Entrance would be required.
- 5.55 Therefore, an FBC+ submission will come forward for the Compliant Western Station Entrance once cost certainty and planning consents are in place. An indicative approval of £3,365,015 for the Compliant Western Station Entrance scheme is sought as part of this report.
- 5.56 A summary of the scheme's business case and location map is included in Appendix 3.

Tackling the Climate Emergency Implications

- 5.57 The scheme is estimated to give rise to an additional 416,000 tonnes of CO₂, 342 tonnes of NO_x gases and 48 tonnes of fine PM_{2.5} particles.
- 5.58 Although it is recognised that there will be additional carbon released by the development associated with the York Central Access scheme, the project is at the heart of the city's focus on increasing the number of trips by public transport, cycling and walking. The spine road in the York Central Access scheme provides significant new accessible pedestrian routes, it resolves a key gap in the cycle network providing access from the west of the city to the city centre and together with the York Station Gateway scheme provides a route past the station segregated from traffic at this busy interchange.
- 5.59 The development aspires to encourage sustainable modes of transport and reduce car usage. Low levels of parking provision will be provided for both office and residential uses. Where parking is provided, provision shall be made for electric vehicle charging and fast charge points for electric vehicle charging shall be provided in the car parks. The proposed development also includes proposals to improve public transport access to the site.
- 5.60 A travel plan will seek to ensure that residents, staff and visitors to the site are fully aware of the travel choices available to them and ensure maximum opportunity is taken for promoting sustainable travel options, with facilities such as ultra-fast broadband encouraging homeworking and further reducing work-based travel. The parking strategy for the site, through low parking provision, aims to discourage access by car and reduce the impact of traffic on the local highway network.
- 5.61 Targets relating to the number of vehicle journeys arising from the development are included within planning requirements and will be developed as part of the emissions mitigation strategy, along with expectations for the use of electric vehicles. These planning conditions will enable carbon

reduction to be a key factor in bringing forward the development by the landowners.

Outputs, Benefits and Inclusive Growth Implications

5.62 The York Central Access scheme will facilitate the provision of the wider York Central development and so the benefits of both need to be considered together to gain the full picture. The outputs and benefits for York Central Access include:

- Improvements to access and construction of new roads including;(a new spine road (3,360m), six new junctions, two junction improvements, cycle lanes (2,200m), new footway (6,700m), a new boulevard, and parking facilities.
- One new vehicle bridge over the East Coast Mainline and one new pedestrian / cycle bridge, adjacent to the existing Severus Bridge over the East Coast Mainline.
- Improvements to public transport including a new bus lane (440m) and eight new bus stops.
- Systems to manage water drainage for the site and highways, to include flood preventions measures, culvert diversion, and new surface water and foul drainage.
- New Utility Supplies & Statutory Service Diversions.
- A new railway spur line for the National Railway Museum.
- Site remediation and ground improvements.

5.63 The wider York Central development will provide the following outputs and benefits:

- up to 2,500 homes, with 20% affordable Homes. Building designs shall be non-hierarchical with social housing and private sector apartments both enjoying positive amenities, daylighting and views. The mix and tenure of building designs within the development shall be considered from the outset of the development design process
- Between 70,000 – 87,693 square metres of Grade A office space.
- Up to 6,500 jobs created or safeguarded.
- Up to 11,991 square metres of retail and leisure space.
- A 400-bed hotel.
- Significant publicly accessible open spaces including an urban park.

5.64 The scheme has an adjusted Benefit Cost Ratio (BCR) of -1.06:1, representing very poor value for money, due to an increase in vehicle usage as a result of the residential and commercial aspects of the scheme.

5.65 The BCR is only one of several factors used to determine Value for Money and recent changes to HM Treasury guidance place a stronger emphasis on the strategic case and how the strategic objectives and priorities will be met

through the delivery of the project. The strategic case for investment remains strong

Equality and Diversity Implications

- 5.66 An equality impact assessment has been undertaken as part of the planning for this scheme. The assessment has determined that the impact of the York Central Access scheme is neutral.
- 5.67 York Central will provide new highways and access improvements including pedestrian and cycle paths, a new bus lane and bus stops and significant open spaces which are available for all.
- 5.68 It is not anticipated that there will be negative impacts, but if these do occur, the York Central Partners (Homes England, Network Rail, City of York Council and the National Railway Museum) will work together to mitigate against these (where possible and practical) for the benefit of the development.
- 5.69 Equality and diversity implications will continue to be assessed and responded to as the scheme progresses.

Risks

- 5.70 The scheme risks include:
- Delays to the execution of design contracts for the work impacting on scheme delivery, mitigated by seeking early authorisation of contract strategies and budgets.
 - Delays to obtaining relevant licenses and agreements impacting on scheme delivery, mitigated by early engagement with Network Rail and other relevant parties.
 - Current programme dates may not align with the Leeman Road stopping up order and the planned extension of the National Railway Museum (NRM), mitigated by early engagement with the NRM to ensure that planned works are suitable for all parties.
- 5.71 In addition, the appraisal of the FBC+ has flagged a risk relating to the design and cost of the East Coast Mainline (ECML) bridge. Two bridge designs are being considered and the lower cost bridge design has been included within the cost profile. There remain planning consent risks and uncertainties in relation to this lower cost design. Reverting to the higher cost bridge design will have cost and funding implications. To mitigate this risk, the promoter is considering progressing approval for two different bridge options and City of York Council is seeking in principle approval for funding to meet additional costs of the bridge. Due to the potential impact of this risk, a condition is included for the promoter to provide evidence of cost certainty for the full scheme before any Combined Authority funding can be drawn down

Costs

- 5.72 The Combined Authority has committed funding of £37,320,000 from the West Yorkshire plus Transport Fund (WY+TF) to fund site access infrastructure and

improvements to the railway station frontage. This funding is split across 3 schemes as follows:

- York Central Access - led by Homes England and drawing on £24,447,000 of the allocated WY+TF, previously approved at decision point 4 (full business case).
- Provision of a Compliant Western Station Entrance, to be funded from the York Central Access allocation above, subject to a separate full business case with finalised costs (FBC+) to be developed at a later date.
- York Station Gateway - led by City of York Council and drawing on the remaining £12,873,000 of the allocated WY+TF approval. This scheme will also be funded by £13,117,000 Transforming Cities Fund allocation previously approved at decision point 2 (Strategic outline case).

5.73 At the Combined Authority approval of 4 March 2021, the full York Central Access scheme (including the Compliant Western Station Entrance) had a total forecast cost of £155,737,000, to be funded as follows:

Source	Total
Combined Authority (West Yorkshire + Transport Fund)	£24,447,000
MGHLG (Housing Infrastructure Fund)	£77,100,000
City of York (Prudential Borrowing)	£35,000,000
City of York (S106/S272 Agreements)	£11,420,000
City of York (Capital programme)	£4,660,000
York North Yorkshire & East Riding LEP (Local Growth Fund)	£3,110,000
Total	£155,737,000

5.74 The City of York funding is agreed in principle only, and an agreement is yet to be signed. It is therefore recommended that the promoter be conditioned to provide evidence that this funding is approved and in place before drawing down any Combined Authority funding.

5.75 The total WY+TF contribution of £24,447,000 is now to be split between the two schemes as follows:

- £21,090,985 to be allocated to York Central Access. Of this, £821,875 has previously been awarded to City of York Council for development costs, with £20,269,110 remaining funding to be awarded to Homes England.
- £3,356,015 to be allocated to the Compliant Western Station Entrance. Of this, £125,125 has previously been awarded to City of York Council

for development costs, with £3,230,890 remaining funding to be awarded to Homes England.

- 5.76 The table below summarises the split of the £37,320,000 West Yorkshire + Transport Fund towards the York Central scheme.

	York Central Access	Compliant Western Station Entrance	York Station Gateway	Total
Previous City of York Council Development Funding	£821,875	£125,125	£2,333,125	£3,280,125
Remaining Funding	£20,269,110	£3,230,890	£10,539,875	£34,039,875
Total	£21,090,985	£3,356,015	£12,873,000	£37,320,000

- 5.77 In the event of cost overruns, City of York Council will provide additional funding support to ensure the delivery of the scheme using borrowing levered in from the Enterprise Zone status of the development site.
- 5.78 The York Partnership agreement for the WY+TF sets out that York should get up to £85,000,000 from the WY+TF and sets out a mechanism by which York will pay a reduced levy equivalent if they receive total grant below £72,000,000. As the approvals in this report approve funding to Homes England, the York Partnership agreement needs to be reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- 5.79 The Combined Authority will need to enter into a funding agreement with Homes England for £20,269,110.

Assurance Pathway and Approval Route

York Central Access (excluding Compliant Western Station Entrance)

Assurance pathway	Approval route	Forecast approval date
Decision point 5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	27/06/2025

Compliant Western Station Entrance

Assurance pathway	Approval route	Forecast approval date
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Decision point 5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/11/2022 ¹
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Other Key Timescales

5.80 Other key milestones are:

- Main works contract awarded April 2022
- Main works contract start on site May 2022
- HIG funding expiry March 2024
- Main works contract planned completion June 2025
- Western Station entrance works start on site October 2024
- Western Station entrance works completion 2026
- Commercial development commences October 2023
- Residential development commences October 2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +0% of those outlined in this report.
Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Appraisal Summary

- 5.81 The strategic case for this scheme is strong, with good policy fit at local and regional level. The scheme is part of a masterplan to redevelop the site, which has been an ambition of City of York Council and its partners for decades but has proved difficult to deliver without public sector intervention.
- 5.82 The main justification for the scheme is the strategic case, as the economic case is weak, with the adjusted Benefit Cost Ratio of -1.06:1 being categorised as offering very poor value for money. The reason the economic case appears weak is due to this scheme being assessed as a transport scheme against TAG which therefore includes the increase in vehicle trips due to the residential and commercial development associate with the scheme.
- 5.83 The main benefits arising from an uplift in the value of the land and walking and cycling benefits are largely offset by negative impacts arising from congestion and associated environmental impacts.
- 5.84 The BCR is only one of several factors used to determine Value for Money, and recent changes to the HM Treasury guidance place a stronger emphasis

¹ Senior Leadership Team (SLT) meeting date to confirmed.

on the strategic case and how the strategic objectives and priorities will be met through the delivery of the project.

- 5.85 For the commercial case, there are some concerns arising from the Target Cost Contract. One of the four phases (zones) of the scheme, Zone 1, is not yet developed sufficiently for the Target Cost to be agreed with the contractor so provisional costs are currently being used. The promoter states that these provisional costs are robust but cannot yet demonstrate cost certainty. Failure to deliver Zone 1 of the scheme in full could have significant impacts on the overall scheme. It is therefore recommended that the promoter be conditioned to provide evidence of cost certainty for the full scheme before drawing down any Combined Authority funding.
- 5.86 The promoter has obtained the planning consent (OPA & RMA) required to progress the development but will need to progress Traffic Regulation Orders.
- 5.87 Approval of a 'Stopping Up Order' for part of Leeman Road, which is required for the planned expansion of the National Rail Museum (NRM), has been approved and evidence provided.
- 5.88 The promoter has confirmed that all land required to deliver the project is in their ownership. Where third party land is required a licence will be in place by the end of April to enable work to start onsite on in April.
- 5.89 The promoter has provided a monitoring and evaluation plan but has not included a benefits realisation plan or confirmation of a ring-fenced budget, so it is recommended that a condition be set for this to be provided before any Combined Authority funding can be drawn down.

Recommendations

- 5.90 The Place, Regeneration and Housing Committee approves that:
- (i) The York Central Access scheme proceeds through decision point 5 (FBC+) and work commences on activity 5 (Delivery).
 - (ii) Approval to the Combined Authority's contribution of £21,090,985 is given towards York Central Access. Of this amount, £20,269,110 is to provide funding to Homes England. The total scheme value is £155,737,000. Approval is subject to the conditions below, to be discharged via a report to the PAT and the Director of Development.
 - (iii) Indicative approval to the Combined Authority's contribution of £3,356,015 is given towards the Compliant Western Station Entrance scheme. Of this amount, £3,230,890 is to provide funding to Homes England.
 - (iv) The Combined Authority enters into a Funding Agreement with Homes England for expenditure of up to £20,269,110 from the West Yorkshire + Transport Fund, to be entered into once conditions are discharged.

- (v) The York Partnership agreement is reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- (vi) 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.

Conditions

- 5.91 That the promoter, Homes England, provide a report to the Combined Authority's PAT by 31 May 2022, to include:
- (i) evidence of cost certainty for the full scheme
 - (ii) confirmation and evidence of the City of York Council contribution and funding has been approved and is available
 - (iii) a benefits realisation plan and confirmation of the budget allocation
 - (iv) evidence of licences and consents to carry out works from the National Railways Museum, Network Rail and the Millennium Green Trust
 - (v) evidence of an approved tender for all Infrastructure Package 2 zones
 - (vi) market analysis and demand evidence in relation to the scheme

Projects in Stage 3: Delivery and Evaluation

- 5.92 There are no schemes to review at this stage.

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 schemes in this report.

12 External consultees

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

13 Recommendations (Summary)

A62 to Cooper Bridge

- 13.1 The Place, Regeneration and Housing Committee approves that:
- (i) The A62 to Cooper Bridge Corridor Improvement 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 £69,300,000 is given. The total scheme value is £75,100,000.
 - (iii) Approval to development costs of £3,958,000 is given in order to progress the scheme and commence the final business case, taking the total scheme approval to £4,923,000, including the existing development funding approval of £965,000.
 - (iv) Approval to further development costs of £6,045,000 in order to progress the scheme to decision point 4 (full business case), to be released in three tranches on achievement of development milestones, set by the Programme Appraisal Team as designs and land assembly are progressed.
 - (v) Delegation to the Combined Authority's Managing Director is approved to release the further development costs of £6,045,000.
 - (vi) The Combined Authority enters into a Funding Agreement with Kirklees Council for expenditure of up to £4,923,000.
 - (vii) 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.

York Central Access

13.2 The Place, Regeneration and Housing Committee approves that:

- (i) The York Central Access scheme proceeds through decision point 5 (full business case with finalised costs) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority's contribution of £21,090,985 is given towards York Central Access. Of this amount, £20,269,110 is to provide funding to Homes England. The total scheme value is £155,737,000. Approval is subject to the conditions below, to be discharged via a report to the PAT and the Director of Development.
- (iii) Indicative approval to the Combined Authority's contribution of £3,356,015 is given towards the Compliant Western Station Entrance scheme. Of this amount, £3,230,890 is to provide funding to Homes England.
- (iv) The Combined Authority enters into a Funding Agreement with Homes England for expenditure of up to £20,269,110 from the West Yorkshire + Transport Fund, to be entered into once conditions are discharged.
- (v) The York Partnership agreement is reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- (vi) 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.

Conditions

13.3 That the promoter, Homes England, provide a report to the Combined Authority's PAT by 31 May 2022, to include:

- (i) evidence of cost certainty for the full scheme
- (ii) confirmation and evidence of the City of York Council contribution and funding has been approved and is available
- (iii) a benefits realisation plan and confirmation of the budget allocation
- (iv) evidence of licences and consents to carry out works from the National Railways Museum, Network Rail and the Millennium Green Trust
- (v) evidence of an approved tender for all Infrastructure Package 2 zones
- (vi) market analysis and demand evidence in relation to the scheme

14 Background Documents

14.1 None as part of this report.

15 Appendices

Appendix 1 – Background to the Combined Authority’s Assurance Framework

Appendix 2 – A62 to Cooper Bridge – Business Case Summary

Appendix 3 – York Central Access – Business Case Summary

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Capital Spend and Project Approvals

Appendix 1 - Assurance Framework

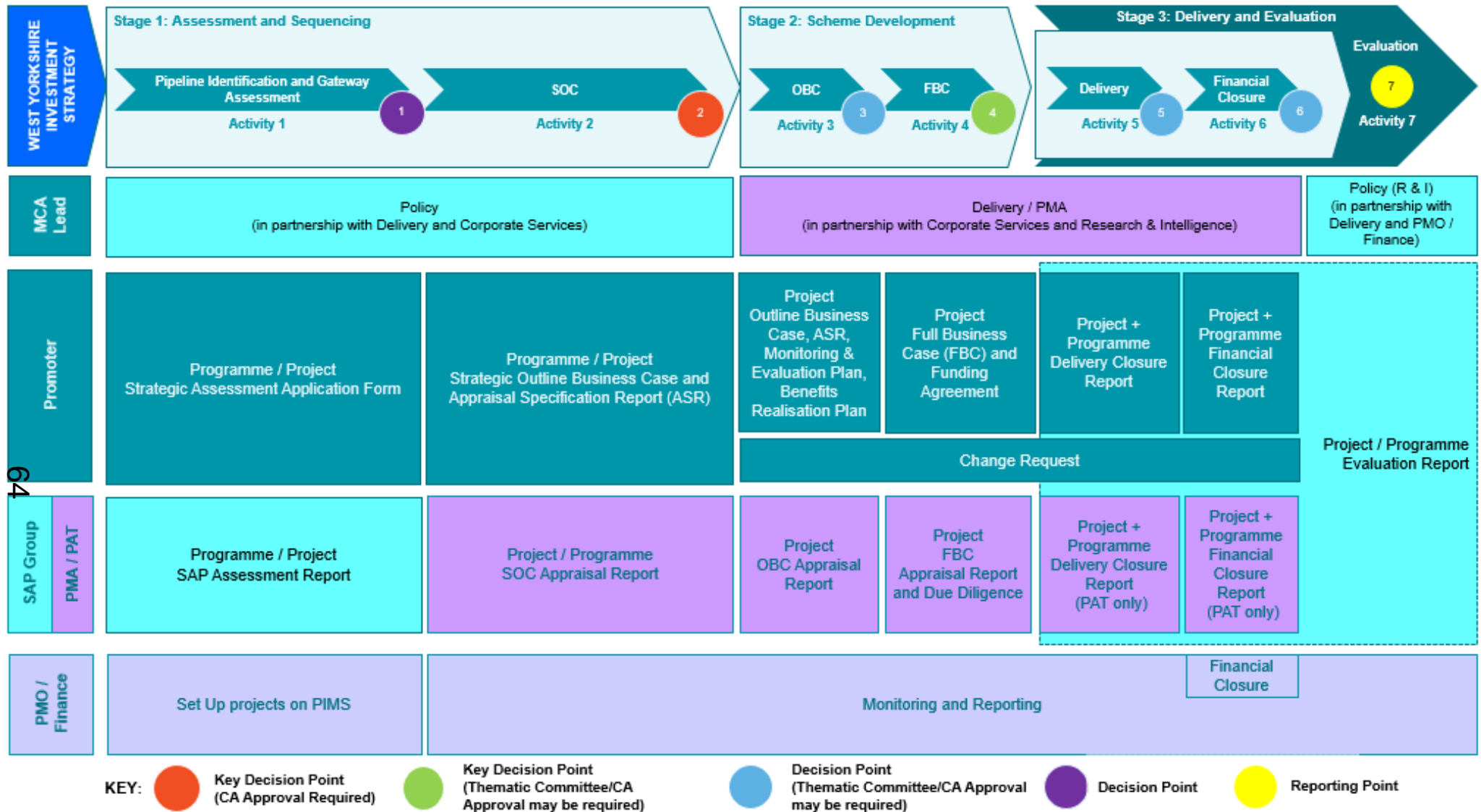
1 Assurance Framework

- 1.1 The Combined Authority's Assurance Framework was developed in 2015 as part of the Growth Deal with Government. Its purpose is to ensure that the necessary systems and processes are in place to manage funding effectively, and to ensure the successful delivery of the Strategic Economic Framework (SEF) ambitions. Its focus is to ensure that necessary practices and standards are implemented to provide the Government, Combined Authority, the Leeds Enterprise Partnership (LEP) and local partners with assurance that decisions over funding (and the means by which these decisions are implemented) are proper, transparent and deliver value for money. It covers all projects and programmes funded from Government or local sources that flow through the LEP and Combined Authority.
- 1.2 The Assurance Framework must be reviewed annually as stipulated by Government, however, due to the West Yorkshire Devolution Deal, the Assurance Framework has been subject to an extensive in-year review for the Mayoral arrangements to be adopted.
- 1.3 This review has now taken place and government approved the updated Assurance Framework, which was implemented on 3 February 2021. Decision making remains the same in the new Assurance Framework, i.e. approval is required at Combined Authority (CA) for all programmes and projects at least once in their lifetime and this is usually at decision point 2 (Strategic Outline Case). The Assurance Pathway and Approval Route is also set at this point.

Assurance Process

- 1.4 The new Assurance Process is set out below:

Assurance Process



- 1.5 The new process includes the West Yorkshire Investment Strategy (WYIS) and removes the Full Business Case with finalised costs (FBC+) stage. There are no other significant changes from the previous process, and there will be little effect on the Combined Authority's existing funding programmes and projects.
- 1.6 The process still retains the same flexibility, in that each project or programme will be set a bespoke approval pathway and approval route to be followed. This may be to delegate decisions to a Committee, Managing Director (MD) etc. or it may be that certain decision point approvals are not required, or that bid documents to other government departments can be utilised. Furthermore, development costs can be funded at decision point 1 and beyond.
- 1.7 Activity 3 (OBC) and Activity 4 (FBC) remain however, the FBC+ (or previous Activity 5) is not now required. Instead, at FBC (Decision Point 4), PAT sets conditions that must be met before full approval of funding is given and the project has Approval to Proceed to Delivery (Activity 5).
- 1.8 In line with the recently revised Green Book, in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of the project. This might for example include, but not limited to, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use and / or supporting / accelerating housing development. The specific approach will be determined on a programme by programme basis as funding and investment streams come forward.
- 1.9 At Decision Point 5 a Delivery Closure Report is required, which is substantially the same as the previous draft project closure report.
- 1.10 At Activity 6 a Financial Closure Report is needed. This is the period when defects are made good and final accounts are agreed.
- 1.11 Activity 7 Evaluation will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point not a decision point and takes place when the programme (or project in some circumstances), is completed. It includes an evaluation of the benefits, outcomes and economic impact compared to the overall programme objectives set out in the SOC. Insights and learning from the evaluation will also be fed back into policy and strategy in order to inform the design and development of future programmes and schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

2 Future assurance and approval route

- 2.1 The tables for each scheme in the main report outline the proposed assurance process and corresponding approval route for the scheme. The assurance pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route

indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

3 Tolerances

- 3.1 In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to a Committee and/or the Combined Authority for further consideration.

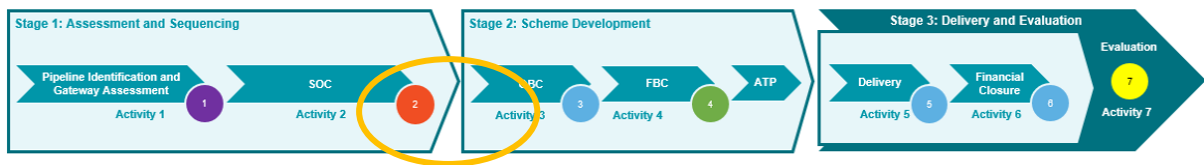
4 Transition

- 4.1 There will be a transition period to the new Assurance Framework due to business cases being submitted and appraised prior to the new Assurance Framework being approved by government. Schemes progressing under the previous process will be highlighted in the report.

Section A: Scheme Summary

Name of scheme:	A62 to Cooper Bridge Corridor Improvement Scheme
Lead organisation:	Kirklees Council
Applicable funding stream(s) – Grant or Loan:	West Yorkshire plus Transport Fund (Grant)
Growth Fund Priority Area (if applicable):	Priority area 4 – Infrastructure for growth
Approvals to date:	Decision Point 2 – The Combined Authority approved an original budget of £69,300,000 on 1 April 2015. £965,000 for the development costs of the scheme to Decision Point 3 was approved on 12 January 2018.
Forecasted full approval date (decision point 5):	April 2025
Forecasted completion date (decision point 6):	May 2027
Total scheme cost (£):	£75,100,000
Combined Authority funding (£):	£69,300,000
Total other public sector investment (£):	£5,800,000
Total other private sector investment (£):	N/A
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	No

Current Assurance Process Activity:



Scheme Description:

The existing A62 / A644 Cooper Bridge junction comprises a three-armed roundabout with traffic signals connecting the A62 Cooper Bridge Road (southern arm), the A644 Wakefield Road (western arm) and the A62 Leeds Road (eastern arm). The junction is severely congested at peak times. This scheme will help to reduce congestion and provide better walking and cycling facilities.

The A62 to Cooper Bridge Corridor Improvement Scheme will provide infrastructure improvements to meet current and future demand and will deliver the following:

- A new enlarged roundabout at Cooper Bridge junction including new exclusive left turn slip lanes at all approaches.
- Widening of Cooper Bridge Road from three lanes to four lanes between Cooper Bridge junction and Bradley junction.
- Changes to Bradley junction including alterations to traffic lane allocations, changes to traffic movements and improved signal timings.
- Widening of Colne Bridge Road and Leeds Road.
- Widening of Wakefield Road both on the approach to the M62 junction and the approach to Cooper Bridge junction.
- Making Oak Road one way (subject to further consultation).
- Improvements to pedestrian and cycling facilities throughout including changes to pedestrian islands, improvements to signal timings at existing crossings, 5 new crossings with signals and 2.38km of new cycling lanes. The proposed new cycle lanes will also link in with the Bradley to Brighouse Cycleway scheme.
- New Intelligent Transport Systems (traffic signals) throughout to give priority to buses and reduce waiting times. Combined with the A62 Smart Corridor scheme and the A62/A644 Bus Improvement scheme, it will reduce bus journey times and improve air quality in the surrounding areas.

Business Case Summary:

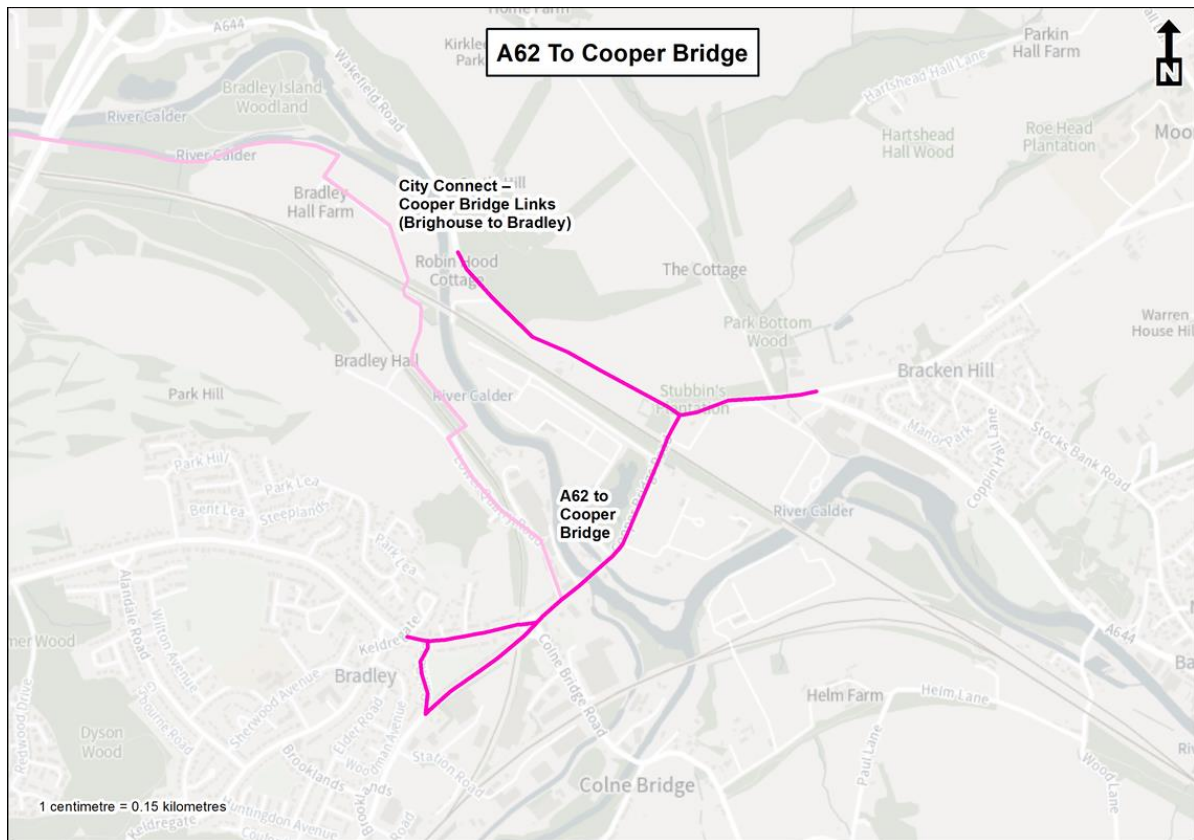
Strategic Case	<p>There is a strong strategic case for investing in infrastructure improvements at Cooper Bridge which will enable economic growth in terms of housing and employment, and act as a gateway to Huddersfield. The scheme will also link with other schemes in the area to improve transport connections between the north Kirklees and southeast Calderdale area.</p> <p>The A62 is the primary link between Huddersfield and North Kirklees, as well as linking Huddersfield with Leeds and Manchester (via the M62). It</p>
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	<p>is the corridor with the largest movement of people in the region and is heavily congested at peak times. This has an impact on the local economy and on job opportunities within the area. There are also environmental impacts of the current infrastructure, including on air quality and noise.</p> <p>The scheme will relieve traffic congestion along the A62 corridor by increasing capacity at both the Cooper Bridge and Bradley junctions. This will be achieved by delivering a larger roundabout at the Cooper Bridge junction with new exclusive left turn slip lanes at all three approaches to further increase capacity to relieve traffic congestion, providing additional capacity on the approach to junctions and restricting some vehicle movements at Bradley junction to improve signal timings.</p> <p>This scheme is one of a number of planned improvements to the local transport network to support the development of two new Spatial Priority Areas, Bradley Garden Village in Kirklees and Brighouse Garden Village (including Clifton) in Calderdale. A masterplanning framework has been developed for this area that sets out the vision to create well planned, sustainable places for new housing, jobs and services, supported by integrated and accessible transport infrastructure.</p>
Commercial Case	<p>The A62 is part of the Key Route Network and a strategic route for traffic to access Huddersfield town centre from both the M62 and north Kirklees. Transport modelling has shown that the current highway network will not be able to manage additional demand arising from planned developments including the Spatial Priority Areas.</p> <p>A procurement strategy has been developed which involves Early Contractor Involvement. Market engagement suggests that there will be a strong interest in the procurement.</p>
Economic Case	<p>The Adjusted BCR for the preferred option (core scenario) is 3.97:1, which is categorised as high value for money.</p> <p>The scheme will reduce traffic congestion on the A62 corridor which will improve journey times and reliability. Reduced congestion will benefit public transport, encouraging increased use of public transport. Improved infrastructure for walkers and cyclists will encourage increased levels of physical activity.</p>
Financial Case	<p>The total cost of the scheme is estimated at £75,100,000. The Combined Authority's contribution is £69,300,000 from the West Yorkshire plus Transport Fund. The remaining £5,800,000 will be funded from the Kirklees Council Capital Plan.</p>
Management Case	<p>The management of the development and delivery of the scheme will be undertaken by Kirklees Council. The project will be delivered in accordance with the Kirklees Council governance procedures and the Council's Corporate Project Management Framework for Successful Projects guidance.</p> <p>Significant stakeholder engagement has already been undertaken with a number of design amendments being incorporated into the latest design as a result.</p>

	<p>The current proposed scheme includes making Oak Road one way. Feedback from consultation with local residents about this element of the proposal will be addressed as the scheme progresses. The promoter is forming a steering group of local residents and councillors to work together on this aspect of the scheme.</p>
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Location Map

The following map shows the location of the A62 to Cooper Bridge scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

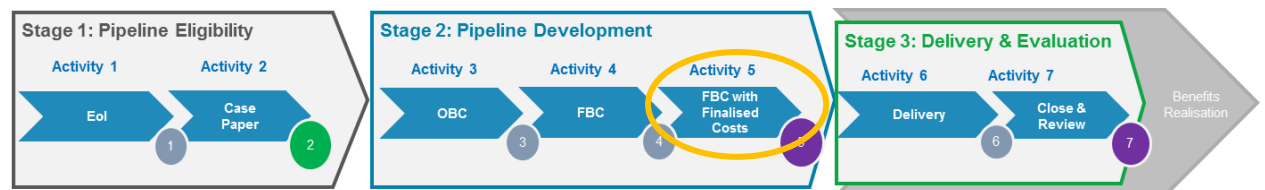
For further information on Combined Authority schemes across the Leeds City Region, please refer to: <https://www.westyorks-ca.gov.uk/growing-theeconomy/leeds-city-region-infrastructure-map>

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Section A: Scheme Summary

Name of scheme:	York Central Access
Lead organisation:	Homes England and Network Rail
Applicable funding stream(s) – Grant or Loan:	West Yorkshire plus Transport Fund
Growth Fund Priority Area (if applicable):	Priority Area 4 – Infrastructure for Growth
Approvals to date:	Strategic Outline Case March 2016 Full Business Case approved March 2019 with discharge of conditions arising from Full Business Case approved March 2021.
Forecasted full approval date (decision point 5):	April 2022
Forecasted completion date (decision point 6):	March 2025
Total scheme cost (£):	£155,737,000
Combined Authority funding (£):	£24,447,000, of which £21,090,985 is to be allocated as part of this business case and £3,356,015 is allocated to the Compliant Western Station Entrance scheme, which will be subject to a later business case.
Total other public sector investment (£):	Housing Investment Grant: £77,100,000 Other public-sector funding: £54,190,000 (City of York Council and York North Yorkshire & East Riding LEP)
Total other private sector investment (£):	£0m
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	No

Current Assurance Process Activity:



Scheme Description:

The York Central Access scheme supports a larger programme of improvements in and around York Central railway station. This scheme focuses on building new roads and segregated cycle and pedestrian routes to provide the access needed for the wider York Central redevelopment programme.

The York Central redevelopment is a major mixed-use regeneration scheme that is expected to deliver new homes, office space, retail and leisure space, a new hotel and a new urban park.

The York Central Access scheme will construct a new spine road through the centre of the York Central site, including signalised junctions and a new road bridge to cross over the East Coast Main Line railway.

Cycleways and footways will be built alongside the new roads. A new cycle route will be created in the eastern part of the site, along the "Boulevard" which passes on the south side of the National Railway Museum and provides more direct access to the city centre. A new pedestrian and cycle bridge crossing over the East Coast Main Line railway will be built, adjacent to the existing "Severus" road bridge on Water End. An additional road will connect the new highway with Leeman Road to link with the existing community.

The scheme will undertake works to the public spaces connecting the new road to the existing western entrance to the station.

The scheme will also provide a new western station entrance (known as the Compliant Western Station Entrance). This will be subject to a separate business case to be developed at a later date.

Business Case Summary:

Strategic Case

The City of York is a key economic contributor within the region, generating high value economic outputs and supporting key strategic objectives as set out within the Strategic Economic Plan (SEP).

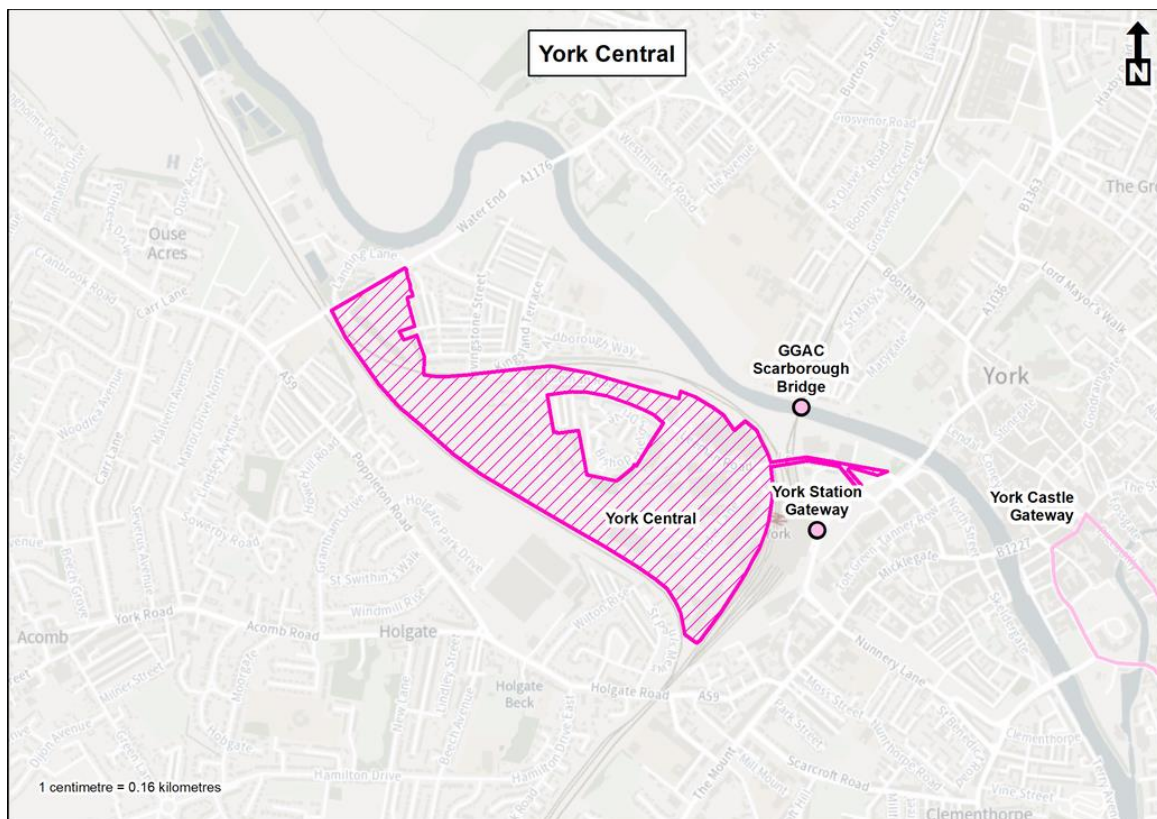
York Central is a centrally located mixed-use development on a brownfield site that will provide much needed Grade A office space. This will be connected regionally by the improved York Railway Station and will be complemented by significant residential development (including 20% affordable housing) and a range of tenures and property types.

This York Central Access scheme will contribute to addressing the access requirements of the site to enable the wider development to be undertaken. Addressing transport and accessibility challenges around the station will also resolve long-standing issues, generate additional wider benefits for the City of York, help improve its transport connections within

	the city and the wider-region, and address key environmental challenges in a sustainable way.
Commercial Case	Whilst York Central has long been sighted as a potential development scheme, there are infrastructure requirements that need to be overcome to unlock the site that currently make the site commercially challenging for developers. The York Central Access scheme will invest in infrastructure for the site, making the scheme commercially viable. Market testing undertaken suggests that there will be strong interest from developers looking to take on individual plots within the wider redevelopment.
Economic Case	<p>The scheme has an adjusted Benefit Cost Ratio (BCR) of -1.06:1, being categorised as offering 'Very Poor' value for money.</p> <p>The BCR is only one of several factors used to determine Value for Money, and recent changes to the HM Treasury guidance place a stronger emphasis on the strategic case and how the strategic objectives and priorities will be met through the delivery of the project. The strategic case for investment remains strong.</p> <p>Specific benefits of the York Central access scheme include improvements to journey times (by car, bus and cycling), increased opportunities for walking and cycling, improvements to bus stops and improvements to public spaces.</p>
Financial Case	<p>The total cost of the full York Central Access scheme is £155,737,000. The Combined Authority is funding £24,447,000, to be funded from the West Yorkshire plus Transport Fund. Of this amount, £3,356,015 is allocated to the Compliant Western Station Entrance scheme, for which a separate business case will be developed in the future. The remaining £21,090,985 will contribute to the remainder of the York Central Access scheme as set out in this business case.</p> <p>The scheme will also receive funding from the Housing Infrastructure Fund (provided by the Department for Levelling Up, Housing and Communities), City of York Council and the York and Northern Yorkshire and East Riding LEP (Local Growth Fund).</p>
Management Case	<p>A decision has been taken by the landowners (Homes England and Network Rail) as promoters of the development site to progress the delivery of the York Central Access directly. As such, Homes England will act as the contracting authority for the design and build of the infrastructure and the recipient of all funding.</p> <p>The wider York Central project will be managed by the main project partners (Homes England, Network Rail, City of York Council and the National Railway Museum) through a Delivery Co-ordination Board. External consultants will support the project team in delivery of the scheme.</p> <p>It is anticipated that the main works on site will commence in April 2022 with completion by June 2025. Commercial development on the wider York Central redevelopment is expected to start in October 2023.</p>

Location Map

The following map shows the location of the York Central Access scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

For further information on Combined Authority schemes across the Leeds City Region, please refer to: <https://www.westyorks-ca.gov.uk/growing-theeconomy/leeds-city-region-infrastructure-map>