

## **WEST YORKSHIRE AND YORK INVESTMENT COMMITTEE**

**MEETING TO BE HELD AT 11.00 AM ON WEDNESDAY, 13 MAY 2020  
AS A REMOTE MEETING**

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### **A G E N D A**

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE  
PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE WEST YORKSHIRE AND  
YORK INVESTMENT COMMITTEE HELD ON 5 MARCH**  
(Pages 1 - 4)
- 5. CAPITAL PROGRAMME UPDATE**  
(Pages 5 - 22)
- 6. TRANSFORMING CITIES FUND**  
(Pages 23 - 34)
- 7. CAPITAL SPENDING AND PROJECT APPROVALS**  
(Pages 35 - 92)

**Signed:**



**Managing Director  
West Yorkshire Combined Authority**

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**MINUTES OF THE MEETING OF THE  
WEST YORKSHIRE AND YORK INVESTMENT COMMITTEE  
HELD ON THURSDAY, 5 MARCH 2020 AT COMMITTEE ROOM A,  
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

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**Present:**

Councillor Peter McBride  
Councillor Alex Ross-Shaw  
Councillor Jane Scullion  
Councillor Andrew Waller  
Councillor Darren Byford

Kirklees Council  
Bradford Council  
Calderdale Council  
City of York Council  
Wakefield Council

**In attendance:**

Melanie Corcoran  
Angela Taylor  
Brian Archer  
Lisa Childs  
John Huxall  
Ben Kearns

West Yorkshire Combined Authority  
West Yorkshire Combined Authority  
West Yorkshire Combined Authority  
West Yorkshire Combined Authority  
West Yorkshire Combined Authority  
West Yorkshire Combined Authority

**57. Apologies for Absence**

Apologies for absence were received from Councillor Jeffery, Roger Marsh and Councillor Pryor.

**58. Declarations of Disclosable Pecuniary Interests**

Councillor Scullion and Councillor Waller declared that they were members of the Yorkshire Regional & Coastal Flood Committee.

**59. Exempt Information - Possible Exclusion of the Press and Public**

There were no items which required the exemption of the press or public

**60. Minutes of the Meeting of the West Yorkshire and York Investment Committee held on 5 February**

**Resolved:** That the minutes of the Investment Committee held on the 5

February be approved.

## **61. Capital Programme Update**

The Committee considered a report which provided an update on the implementation of the West Yorkshire Combined Authority's capital programme.

Members noted the latest outturn forecast and actual spend at quarter 3 and that expenditure was lower than expected and noted the risks and mitigations outlined at 2.4 in the submitted report.

Members noted the preparation underway for the Transforming Cities Fund announcement as well as an update on the Leeds Public Transport investment Programme.

**Resolved:** That the Investment Committee note the progress made in implementing the Combined Authority capital programme including the Growth Deal and Leeds Public Transport Investment Programme and the preparation in anticipation of the announcement on the Transforming Cities Fund.

## **62. Capital Spending and Project Approvals**

The Committee considered a report which set out proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund) and Local Growth Fund, for consideration by the Investment Committee at stages 1, 2 and 3 of the Combined Authority's assurance process. Members discussed the proposals for the progression of the following schemes which were detailed in the submitted report:

- A647 Corridor Scheme
- Normanton Rail Car Park project

The Committee was also advised of the following decisions made through delegations to the Combined Authority's Managing Director since the last meeting:

- South Kirkby Business Park Enterprise Zone
- Stourton Park & Ride
- Harrogate Road – New Line
- A61 South Corridor
- A65 Signals
- Infirmary Street Gateway
- Stourton Park & Ride Electric Buses

**Resolved:**

- (i) That in respect of the A647 Corridor Scheme the Investment Committee approved:
  - (a) That the Leeds Public Transport Improvement Programme: A647 Corridor project proceed through decision point 4 and work commences on activity 5 (Full business case with finalised costs).
  - (b) That an indicative approval to the total project value of £15.93 million is given from LPTIP fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (Full business case with finalised costs).
  - (c) That future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.
- (ii) That in respect of the Normanton Rail Car Park project the Investment Committee recommended to the Combined Authority:
  - (a) That the Normanton Rail Car Park project proceeds through decision point 5 and work commences on activity 6 (Delivery).
  - (b) That approval to the total project value of £1.987 million is given from the West Yorkshire plus Transport Fund.
  - (c) That the Combined Authority enters into a Section 56 Funding Agreement with Northern Trains Limited for expenditure of up to £1.635 million from the West Yorkshire plus Transport Fund.
  - (d) That future approvals are made in accordance with the assurance pathway and approval route outlined in this report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **63. Grant Support for Flood Affected Businesses**

The Committee considered a report which set out plans to provide grant support for flood affected businesses.

Members expressed their support for the proposals and the need for co-ordinate between the Combined Authority, partner councils and other sources of grant relief to co-ordinate funding and demonstrated joined up support in the region.

Resolved:

- (i) That an additional £3 million to be allocated to the Business Growth Programme from over-programming of the Local Growth Deal in order to fund the new schemes taking the full approval to the scheme to £37 million be approved.
- (ii) That future approvals are made in accordance with the Approval Pathway and Approval Route outlined in the previous Business Growth Programme (Growth Deal 3 Allocation) Decision Point 5 approval. This will be subject to the scheme remaining within the tolerances outlined in that report.



**Report to:** West Yorkshire and York Investment Committee

**Date:** 13 May 2020

**Subject:** Capital Programme Update

**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Lynn Cooper

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:	

## 1 Purpose of this report

- 1.1 To update the Committee on progress made on the implementation of the West Yorkshire Combined Authority's capital programme.

## 2 Information

### Impact of Covid-19 pandemic on delivery of projects

- 2.1 This is an unprecedented time and the Combined Authority, and our staff, consultants, contractors and suppliers are all having to adapt to new ways of working. Currently the impact that this has had on our programmes and projects is a mixed picture. So far there has been notification that four projects which were on site have been halted. The main impact is on projects that were due to start on site either in March 2020 or in the first quarter of 2020/21, all of these are currently being delayed by a minimum of three months. Projects in development are progressing but delays due to a variety of factors are already beginning to impact on the assurance process timetables.
- 2.2 We have set up a tracker which looks to record impacts to each programme and project to try and understand the impact of coronavirus, which the Combined Authority and partners are regularly updating. Issues include:

- Working from Home: The Combined Authority, partners and consultants have in the main closed their offices and the majority of staff are now working from home. Staff at the Combined Authority able to access our ICT systems fully and our broadband connection capacity has been increased to cope with the additional traffic of staff being at home and to date all is working well and efficiently and productivity has not suffered. There are some difficulties being reported from partners but none from consultants; this is being monitored.
- Contractors and suppliers: To date the majority of works that are on site are continuing as normal. However:
  - The advice / instruction from Government may change.
  - Availability of materials is becoming an issue, including the closure of quarries. We have had a few reports of delays in the supply chain.
  - A number of projects are due to start on site. Discussions are currently being held to decide whether they should be postponed.
  - A number of projects are currently being tendered and there are reports of contractors not willing to tender in the current climate.
- Consultation: Many projects are dependent upon consultation with the public. Although online methods are utilised it is common practice to hold public meetings to ensure transparency and equality. These cannot take place at present and therefore projects may be delayed until this consultation can take place.
- Decision making:
  - Regulations have now come into force to enable virtual meetings to be held and to enable greater flexibility as to the timings of such meetings. The Authority's calendar of meetings for the next municipal year is currently under review and will have regard to this flexibility.
  - Partner Executive Boards / Cabinets have been still taking place with decisions being made through existing delegations in advance of the introduction of the Regulations for virtual meetings.
  - Recent planning committees have been cancelled and/or postponed during the pandemic which may result in delays for projects, although the ability to hold virtual meetings going forward once implemented should mitigate such delays.
- Surveys: There are reports of these being delayed, which may in turn delay projects.
- Resilience of partner infrastructure: e.g. some partners have been experiencing significant IT disruption across the board and operating a rota system in terms of access to emails and network files which is likely to cause delays to projects.



- 2.3 The effect on the level of expenditure on funding programmes for the financial year 2019/20 will be minimal. However, it is very likely that spend for this financial year (2020/21) will be lower than was originally expected. To that end, BEIS and DfT have been contacted to seek their support in helping us respond to the challenges posed by COVID-19 with regards extending reporting deadlines and managing possible delays to the programme. A holding response was received which stated that similar concerns had been raised by other LEP's and that a programme response is being considered. It also stated that work is being undertaken to consider the next steps for the Local Growth Fund 2021/22.
- 2.4 Confirmation has been received that the Government deadline for the quarter 4 Growth Deal monitoring return, which was due on 22 May 2020, has been put back and that the monitoring information can now be submitted with the quarter 1 2020/21 return (due to be submitted 21 August 2020). This is particularly helpful as there is concern that due to issues around working from home some partner councils will be unable to submit quarter 4 claims in accordance with set deadlines which will delay the collation and analysis of monitoring information. Having said the expenditure position on all programmes must be finalised in order to be included within the Combined Authorities financial accounts for the end of May 2020.
- 2.5 On a positive note, the Combined Authority and partners are exploring opportunities to bring forward specific works on site whilst traffic volumes are low.
- 2.6 The impact on other projects and programmes are considered later in this report.
- 2.7 The Combined Authority and partners are currently looking at how projects can aid the economic recovery once Covid-19 restrictions are eased.

### **Integrated Clean Growth**

- 2.8 Through the Assurance Framework and other internal decision-making procedures, the Combined Authority will review and embed clean growth considerations into our activities.
- 2.9 Building on the recent work to strengthen how clean growth and climate change impacts are considered as part of all new schemes that come through the Combined Authority's Assurance Framework (Decision point 1 and 2), the Combined Authority are now in the process of procuring expert advice to frame and develop a robust quantifiable methodology for assessing all new scheme's predicted carbon emissions / wider clean growth impacts. This will include a review of existing Combined Authority schemes and additional resource to support the development and implementation of the new assessments.

- 2.10 The development of the specification for the work (which has benefitted from active engagement and input from Leeds City Region local authorities) will allow the Combined Authority to map and detail the emissions footprint of the 180+ projects in the West Yorkshire Plus Transport Fund and Leeds City Region Local Growth Fund pipeline and provide technical advice and training support to project sponsors in the design and development of future investments. This will ensure that the business cases for these reflect the Leeds City Region Climate Emergency and that we can evidence that they will reduce carbon emissions (both directly and indirectly).
- 2.11 A tender has now been issued to the market with the intention of appointing a successful consultant (or consortium) in spring / summer 2020. It should be noted that Leeds City Region local authority officers will be involved in the evaluation of tender responses working alongside Combined Authority officers. It is anticipated this technical work will commence in July. Training and support elements will run throughout the year across a longer timeline.
- 2.12 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports.

### **Capital Programme**

- 2.13 Table 1 below sets out the latest outturn forecast and actual spend at quarter 3 2019/20. The quarter four grant claims are currently being finalised. The full performance for 2019/20 will be reported to the Investment Committee in June 2020.

Table 1

<b>Capital Programme</b>	<b>Revised Forecast 2019/20</b>	<b>Actual at Quarter 3 2019/20</b>	<b>%</b>	<b>Year End Forecast 2019/20</b>	<b>%</b>
Growth Deal (including West Yorkshire Transport Fund)	£105,430,000	£31,466,000	29.8%	£81,558,000	77.4%
Leeds Public Transport Investment Programme	£59,954,000	£26,021,852	43.4%	£40,751,719	68.0%
Local Transport Plan	£12,752,000	£5,376,110	42.2%	£12,752,000	100.0%
Highways Maintenance (including Pot Hole funding)	£30,989,000	£27,202,049	87.8%	£30,989,000	100.0%
Other Transport Funding	£10,841,000	£3,422,558	31.6%	£8,129,894	75.0%
Economic Development Miscellaneous	£1,615,000	£454,562	28.1%	£647,417	40.1%
Corporate Projects	£6,041,649	£1,608,615	26.6%	£2,253,300	37.3%
<b>Total</b>	<b>£227,622,649</b>	<b>£95,551,745</b>	<b>42.0%</b>	<b>£177,081,330</b>	<b>77.8%</b>

- 2.14 As well as an update on the Growth Deal Performance Review this report focuses on the progress made in the delivery of a number of operational programmes which deliver interventions across the Leeds City Region. The programmes featured are: CityConnect (Cycling and Walking), Clean Bus Technology Fund, Corridor Improvement Programme, Ultra Low Emission Vehicles, Warm Homes, Broadband and the Energy Accelerator.

## **Growth Deal**

- 2.15 The results of the Growth Deal Annual Performance Review which took place in January 2020 were formally notified by the Cities and Local Growth Unit on 3 April 2020. The outcome for the three themes is:

Governance: Exceptional

Delivery: Good

Strategic Impact: Requirement met

- 2.16 The result of the Independent Review of the Transport Fund 2019 undertaken by SQW was expected in March 2020 has been delayed.
- 2.17 Whilst the quarter 4 claims are still being analysed it is expected that expenditure on the Growth Deal programme will be around £78 million. Whilst this is lower than the £105 million target it is in line with the expectations from spend forecasts from quarters 2 and 3.

## **CityConnect**

- 2.18 The City Connect programme was developed in response to the strong desire for greater participation in cycling across the region. Two successful bids to the Department for Transport (DfT) for Cycle City Ambition Grant Fund (CCAG), secured £40 million for investment in high quality cycling and walking infrastructure across West Yorkshire and York. Further applications for funding through DfT's Cycling and Walking Grant, Cycle Safety Fund, Cycling and Walking to Work Fund as well as an allocation from the Local Transport Plan (LTP) Integrated Transport Block funding increased the available budget to just over £59 million. Indicative approval was given in June 2018 for a further £14 million extension to the programme (Phase 3) to deliver eight projects to be funded from the West Yorkshire plus Transport Fund and residual CCAG budget.
- 2.19 The full programme is branded as CityConnect and is being delivered in three phases:
- **Phase 1 (complete):** Leeds Bradford Cycle Superhighway – a 23km mostly segregated cycle route; implementation of 20mph zones along the Cycle Superhighway corridor; Leeds Liverpool Canal Towpath – towpath surface improvements between Kirkstall (Leeds) and Shipley.
  - **Phase 2 (majority complete):** Introduction of on-highway segregated cycle routes in Leeds City Centre and Canal Road in Bradford along with improvements to stretches of four canal towpaths Airedale (Leeds Liverpool); Calder Hebble; Huddersfield Narrow Canal; Rochdale Canal Phases 1 and 2 and; significant surface upgrades to Castleford to Wakefield Greenway Phases 2 and 3 and installation of a new bridge over the Hallam railway line west of Castleford; installation of a replacement shared-use bridge at Scarborough Bridge, York.

- **Phase 3 (in development):** On-highway improvements in Leeds at Claypit Lane, Dewsbury Road, Elland Road; Huddersfield Town Centre (Cross Church Street); surface upgrade to Castleford to Wakefield Greenway Phase 4; improvements to canal towpaths: Leeds Liverpool Canal (Shipley); Huddersfield Narrow Canal (Phase 2); and Brighouse to Bradley (Cooper Bridge).
- 2.20 The programme includes comprehensive pre and post-scheme monitoring of pedestrian and cyclist levels for benefits realisation including user surveys, significant consultation, engagement and behaviour change programme to support new/improved infrastructure including work with local schools and businesses. It also involves dedicated walking activity including work with community groups, schools and businesses.
- 2.21 A significant success of the CityConnect programme has been to widen and increase support for cycling and walking schemes, politically and publicly. The team deliver a comprehensive programme of engagement and other behaviour change activity which supports the CityConnect programme to achieve the programme objectives. Examples of this include:
- ‘CityConnect @ 5’ campaign celebrating the successes of 5 years of CityConnect (promotional video can be found at <https://www.cyclecityconnect.co.uk/cityconnect-at-five>).
  - Through our business engagement initiative, organisations that have taken part have seen an increase of 20% of staff cycling to work.
  - Worked with 42 schools, at which 50% of children who have received cycle training have learnt to ride for the first time.
  - Through our Cycle 4 Health programme, the health referral programme we have developed with Cycling UK, over 1000 people have received intensive cycle training, to help them overcome physical and mental health issues.
- 2.22 The programme is delivering within overall budget and time tolerances, although there has been a delay to the completion of the Rochdale Canal Phase 2 scheme as it suffered damage during the February 2020 storms during its construction. Further delays are now being experienced due to the Covid-19 situation; these will be assessed as part of the review of all capital projects.
- 2.23 Phase 3 schemes are currently progressing through the assurance process:
- Castleford Wakefield Ph 4 – full business case plus submitted
  - Leeds Schemes – full business case submitted
  - Bradley to Brighouse – outline business case approved, full business case in development
  - Huddersfield Town Centre – outline business case submitted

- Canals – outline business case in development

2.24 The York Scarborough Bridge scheme was awarded an Institution of Civil Engineers (ICE) Certificate of Excellence at the ICE Yorkshire & Humber Civil Engineering Awards in March 2020.

### **Clean Bus Technology Fund**

2.25 The Clean Bus Technology Fund project will provide a total of £8.036 million of capital funding to bus operators to support the retrofit of Clean Vehicles Retrofit Accreditation Scheme (CVRAS) technology on 479 older, more polluting vehicles. This will improve their tailpipe emissions up to the latest Euro 6 emissions standards (a set of European limits for harmful exhaust emissions on any petrol or diesel engine which have been in place for new cars since September 2015) or better.

2.26 The funding for this project was in two phases: an original funding allocation provided (£5.06 million), with further funding granted (£2.976 million) to extend the project and retrofit more vehicles.

2.27 The funding sources for this project are:

- Original funding - grant funds from DEFRA (£2.84 million) contribution from Leeds City Council originally granted to them from DEFRA (£1.37 million) and a contribution from Leeds Public Transport Investment Programme (£850,000).
- Additional funding – grant funds from DEFRA (£2.976 million)

2.28 The split between the original funding allocation and additional funding allocation is as follows:

Original funding	Additional funding
First West Yorkshire: 180 vehicles All retrofits completed	First West Yorkshire: 63 vehicles All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues
Arriva Yorkshire: 49 vehicles All retrofits completed	Arriva Yorkshire: 85 vehicles All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues
Transdev Blazefield: 50 vehicles All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues	Yorkshire Tiger: 18 vehicles All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues
Squarepeg: 17 vehicles	

All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues	
CT Plus: 17 vehicles All orders placed and retrofits were scheduled but are now subject to delay due to Covid-19 issues	

- 2.29 In the original round of funding vehicles were categorised by whether the service enters a priority location (Leeds Clean Air Zone top priority), the additional funding was allocated using the same form of competition as previously, but to initially prioritise Bradford services due to the district's requirement to tackle its Nitrogen Oxide (NOx) emissions.
- 262 vehicle retrofits for vehicles operating within proposed Leeds Clean Air Zone
  - 217 vehicle retrofits across West Yorkshire area and air management zones
- 2.30 The original project end date was March 2020 (for all orders to be placed). DEFRA have however allowed flexibility to this date for where operators have placed orders and also with regards to the treatment of any potential underspend, on the condition this be reallocated to unfunded vehicles that met the funding criteria, allowing further retrofits and all grant funding to be spent.
- 2.31 The project was on track with all orders placed and schedules for retrofit confirmed. This has been impacted by Covid-19, operators are continuing with orders if the supplier is still able to fulfil these / has not ceased works due to the situation. However, some suppliers have suspended orders. Alongside this, bus operators are responding to other immediate priorities around their service provision.
- 2.32 DEFRA have confirmed their flexibility and understanding of the current situation, and that delivery will be impacted and take place at a later date as and when restrictions are lifted.

### **Corridor Improvement Programme**

- 2.33 The Corridor Improvement Programme (CIP) is part of the West Yorkshire Plus Transport Fund and aims to tackle the connectivity and climate challenges the City Region faces, which are constraining growth associated with new housing and employment sites in the Spatial Priority areas. CIP is a £125 million programme which is being delivered in 2 phases, phase 1 comprising of £77 million funding and phase 2 comprising of £48 million in funding.

### **Phase 1**

- 2.34 Phase 1 is an existing programme of £77 million of low and medium cost highway interventions on strategic highway corridors on the Key Route Network (KRN) across all districts. There are eleven corridor projects being worked up through the Assurance Framework, with ten of the schemes currently working on their final business cases and one scheme working on its outline business case.

District	Corridor Name	Objective	Current Stage being worked on
Bradford	Great Horton Road/ Horton Grange  To improve a key junction and surrounding highways infrastructure in West Bradford for all modes at this key location on the outer ring road	Congestion reduction  Improved air quality  Safety	FBC
Bradford	Thornton Road/ Toller Lane  Highways improvements at two key junctions in West Bradford including approaches for all modes	Journey time reliability  Congestion reduction  Improved air quality	FBC
Calderdale	A58 - A672  A package of transport schemes focused on highways improvements for all modes between Halifax and Sowerby Bridge, Ripponden and Rishworth	Journey time reliability  Congestion reduction  Improved air quality	FBC
Calderdale	A646 - A6033  A package of transport schemes focused on highways improvements for all modes between Halifax, Todmorden and Rochdale.	Journey time reliability  Congestion reduction  Improved air quality	FBC
Kirklees	A62 smart corridor  Various highways improvements to	Journey time reliability	FBC

	benefit all users including on road cycle provision between the junction of the Ring Road to Old Fieldhouse land on the 2km section of the A62	Congestion reduction Improved air quality	
Kirklees	Huddersfield Southern Corridor  A package of transport measures to address congestion on the southern side of Huddersfield	Journey time reliability  Congestion reduction Improved air quality	FBC
Kirklees	Holmfirth Town Centre  Improved traffic light control, pedestrian crossing facilities and urban realm improvements	Journey time reliability  Congestion reduction Improved air quality Urban realm	OBC
Leeds	Fink Hill  Fink Hill is a key junction on the A6120 Ring Road to the north west of Leeds and improve pedestrian crossing facilities and cycle routes.	Congestion reduction Improved air quality Safety	FBC
Leeds	Dyneley Arms Highways improvement at a key junction on the A660 and A658 between Leeds, Bradford and Harrogate to also improve cycling and pedestrian facilities.	Congestion reduction Improved air quality Safety	FBC
Leeds	Dawson's Corner Highways improvement on a key junction on the ring road between Leeds and Bradford	Journey time reliability  Congestion reduction Improved air quality	FBC



Wakefield	A650 Newton Bar Highways improvement at a key roundabout/ junction in North Wakefield to improve facilities for all modes.	Journey time reliability  Congestion reduction  Improved air quality	FBC
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- 2.35 The majority of schemes will start in 2020/21. They will reduce congestion and in turn reduce delays and carbon emissions and develop walking and cycling and Green (trees, hedgerows grass etc) and Blue (waterways, ponds, wetlands etc) infrastructure solutions.

## **Phase 2**

- 2.36 In light of the declaration of the climate emergency by the partner councils and the Combined Authority, the phase 2 CIP has been reviewed and the objectives updated to ensure even closer alignment with the aim to be net carbon zero by 2038.
- 2.37 Work is currently underway to develop the Strategic Outline Case (SOC) for the Phase 2 programme. Fifteen corridors have been identified by partner councils at this early stage of the process.
- 2.38 The Combined Authority will oversee the strategy, scheme identification and prioritisation process, the funding will be used for scheme development and construction with delivery expected 2021- 2025. Options workshops have been undertaken to identify long lists of schemes for the corridors, next steps include a prioritisation process to rank options and presentation of a recommended list of corridors and a medium list of schemes in Summer/ Autumn 2020 in a Strategic Outline Case (SOC). This robust process will ensure phase 2 closely aligns with the current strategic aims of the Combined Authority.
- 2.39 Investment Committee will be updated at key strategic points throughout the process. It is expected that the first phase 2 schemes will start on site in 2021/22 to complete by 2024/25. Schemes will help deliver the net carbon zero target by 2038.

## **Ultra-Low Emissions Vehicles (ULEV)**

- 2.40 The Secretary of State for Transport awarded the Combined Authority a capital grant on 30 March 2017 to deliver its Ultra-low Emission Vehicle (ULEV) Taxi Infrastructure proposals. The grant is for 88 taxi rapid charge point sites, with a local variation adding a second bay to each site for use by the general public. A total of £3.18 million has been approved for the project, £1.98 million from the Office of Low Emission Vehicles (OLEV) and £1.2 million from the Combined Authority's Local Transport Plan Integrated Transport Block.

2.41 The original deadline for grant expenditure was 31 March 2020, but an extension was granted until 31 July 2020. All site work has stopped since the introduction of the COVID19 restrictions, and OLEV has accepted that it is not possible to meet the new deadline. Work is continuing to complete all design and approvals, to allow efficient installation when the restrictions are lifted.

2.42 The objectives of the project are to deliver:

- 18% reduction in Nitrogen Oxide
- 5.1% increase in ULEV taxi uptake by 2020
- Improved local air quality
- Cheaper whole life costs for ULEV taxis, compared to petrol/diesel versions

2.43 The project is being delivered by Engie an Electric Vehicle Charging Point (EVCP) supplier at sites across West Yorkshire. Over 300 possible charge sites were identified, but there is a high drop-out rate due to design issues and availability of suitable power supplies. 88 sites have been agreed for delivery as follows: Bradford 20 sites, Calderdale 8 sites, Kirklees 17 sites, Leeds 30 sites, Wakefield 13 sites. The project has now achieved:

- 45 chargers have been installed on site.
- 30 chargers have been commissioned and are in-use by the public, with at least 1 in each of the 5 partner council areas. The remaining 15 installed chargers are subject to a late request by Northern Power Grid for 'wayleaves' (a right of way granted by a landowner) from the relevant partner councils.
- Average charger usage statistics show up to 6 uses per day.
- Future publicity will include information on estimated carbon savings.

### **Warm Homes Programme**

2.44 The Warm Homes programme aimed to address fuel poverty amongst some of the most vulnerable households in the Leeds City Region through replacing old, obsolete, carbon and cost intensive heating with first time (for those who have not previously had any form of central heating) efficient gas central heating systems, and often a gas connection, in housing stock across all tenures.

2.45 The Combined Authority declared a Climate Emergency in 2019 and strengthened its regional target to become a net zero carbon economy by 2038. In addition, Priority 3 of the Leeds City Region Strategic Economic Plan (Clean Energy and Environmental Resilience) sets out a long-term ambition to become a resilient zero carbon energy economy underpinned by high quality infrastructure. Priority 3 particularly emphasises the ambition to:

- Deliver improvements that make homes across the Leeds City Region warmer and reduce fuel poverty.
  - Develop partnership and funding models with the health sector to deliver collaborative interventions that reduce extreme cold and damp and improve health.
- 2.46 In December 2017, the Combined Authority approved its contribution to the Warm Homes programme of £1,619,960 (funded by the National Grid Warm Homes Fund). The total project value is £2.91 million, including £825,000 match funding from the partner councils and £465,000 private sector funding.
- 2.47 The programme was made up of two projects: the first delivering measures to over 200 privately owned and rented properties across the City Region. This project has been delivered through the Better Homes Yorkshire contract agreements. The second project delivered measures to 500 Leeds City Council owned properties and was delivered through Leeds own existing contract agreements.
- 2.48 The programme is now complete and 704 fuel poor (where the householder spends more than 10% of their income on fuel costs) properties have received first time central heating across both projects. The carbon savings achieved through replacing carbon intensive forms of heating for more efficient systems is 57,430 lifetime tonnes saved. This is expected to result in fuel bill savings of £7.75 million over the lifetime of the measures.
- 2.49 The Warm Homes programme followed on from the successful delivery of the Growth Deal funded Tackling Fuel Poverty programme. This programme delivered a range of energy efficiency and heating improvements to fuel poor households across the city region. The Combined Authority contributed £5.70 million (funded through the Local Growth Fund) towards the £10.50 million total cost. The programme delivered improvements in over 1,440 homes, the measures are expected to achieve future bill savings equivalent to £13.5 million, and carbon savings of almost 42,000 tonnes over the lifetime of the measures. This is equivalent to taking almost 22,000 cars off the roads.
- 2.50 In addition to a low income, many of the householders who have benefitted also have long term respiratory, cardiac or mental health conditions made worse by cold. The provision of an affordable, reliable heating system offers a significant improvement to their health and well-being. A programme closure report is now being completed.
- 2.51 The Combined Authority is developing pathways to meet its 2038 net-zero emissions target. It will examine economy wide emissions reductions, with a specific pathway marked out for buildings and homes. One of the key assumptions is that ambitious energy efficiency improvements will be necessary in all scenarios, raising all homes to an energy performance of EPC (Energy Performance Certificates) C and better by 2030, with connection to a low carbon heating system. The Combined Authority's policy team is leading a project that is looking at delivery, finance, funding, and supply chain,

necessary to deliver domestic energy efficiency at sufficient scale and pace to meet its net zero carbon emissions target.

### **West Yorkshire and York Broadband Programme**

- 2.52 The City Region's Strategic Economic Plan (SEP) laid out an ambition to achieve 99% superfast broadband connectivity across West Yorkshire and York by 2018/19. The West Yorkshire and York Broadband programme commenced in 2013 and is overseen by a partnership agreement between the West Yorkshire and York councils and the Combined Authority. The target of 99% coverage by 2018/19 was not met by the original Contract 1. However, with Contract 1 completed and Contract 2 in progress and on schedule, the programme is now on track to deliver up to 98% access to superfast broadband by end June 2021. A further Contract 3 to address some of the remaining most difficult to reach rural properties, is currently in procurement to secure the use of a broadband infrastructure supplier. The target for Contract 3 is to take coverage up to and over 99%.

### **Energy Accelerator**

- 2.53 The Energy Accelerator is a key initiative under priority three of the Strategic Economic Plan (SEP) which aims to create a zero carbon energy economy by 2038. It is a new innovative programme aiming to address lack of project development funding and expertise that are preventing investment in low carbon capital projects in the Leeds City Region. The Energy Accelerator is a team of expert advisors that are supporting the development of low carbon projects. It offers free support to the commercial and public sector in the following areas:
- Energy efficiency and renewable energy (new and retrofitted)
  - District heat networks
  - Street lighting
- 2.54 The total value of the project is estimated at £3.799 million and is funded by:
- £820,000 LGF (of which £640,000 is allocated as 15% match funding towards the ELENA grant); and
  - €3.513m (≈ £2.979m European Investment Bank ELENA funding).
- 2.55 The Accelerator has been operating for 18 months and is on track to exceed the targets set by the EIB funders of the programme. The revised pipeline of projects is estimated to:
- Meet the 1:20 leverage contractual target; and
  - Enable £97 million of capital investment in low carbon projects by delivering project development services to investment projects within the 3-year contract period.

- 2.56 Fourteen low carbon projects spanning all eligible sectors are receiving support. These include:
- seven retrofit projects;
  - six district heat projects; and
  - one street lighting project.
- 2.57 Based on the current projects, the support offered through the Accelerator is estimated to leverage in £126m (~€148m) of capital investment within the 3-year contract period. This equates to a 1:61 leverage rate. The EIB requires the whole programme to achieve a 1:20 leverage rate over the three-year period.
- 2.58 In addition, at the 18-month period the Accelerator was required to spend 70 percent of the first tranche of funding received from the EIB. The first tranche received from the EIB was €1,405,538.80 is resulting in spend target of €983,877.29. The Accelerator has exceeded this target by providing project development services in the value of €1,089,292.71 (£923,442.46).
- 2.59 Another requirement of the EIB funding was to submit an Interim Report to the EIB outline the first 18 month's progress. The report highlights the achievement of required spend of 70% of the first EIB payment, progress on enabling capital investment in projects estimated to £126 million and forecasted leverage of 1:61 leverage.
- 2.60 The interim report was submitted by the West Yorkshire Combined Authority on 27 February 2020. Upon acceptance of the interim report the EIB will release further ELENA finding.
- 2.61 There is a possibility that the Covid-19 pandemic could delay the project but as yet there is no impact.

### **3 Financial implications**

- 3.1 Financial implications are included within the body of the report.

### **4 Legal implications**

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

### **5 Staffing implications**

- 5.1 There are no staffing implications directly arising from this report.

### **6 External consultees**

- 6.1 No external consultations have been undertaken.

### **7 Recommendations**

- 7.1 It is recommended that the Investment Committee notes the progress made in implementing the Combined Authority the operational programmes included in the report.

## **8 Background documents**

- 8.1 None.

## **9 Appendices**

- 9.1 Appendix 1 – Letter to Cities and Local Growth Unit 18 March 2020

Stephen Jones  
Director of Cities and Local Growth Unit  
Fry Building  
1st Floor, SW Quadrant  
2 Marsham Street  
LONDON  
SW1P 4DP

18 March 2020

Dear Stephen

We are seeking your support in helping us respond to the challenges posed by COVID-19. Our concerns are particularly focussed on two areas, firstly our ability in the short term to deliver projects, specifically those in our Growth Deal programme, and secondly our ability to support business via our LEP.

### **Growth Deal delivery**

We and our partners are adhering closely to government and Public Health England advice, and we have been considering the impact of this on the delivery of our projects and programmes:

1. At this point we expect there will be a slowdown and loss of productivity and delays to project delivery over the coming months from our council and other external partners, consultants and contractors.
2. With regards partners and consultants, we are expecting a great deal of working from home, which is likely to mean a delay to submission of business cases and therefore a delay through our assurance process and starts on site.
3. With regards contractors, it is very difficult to know how work on site will be affected and we can only wait and see how this plays out. But it is realistic to expect that some delays are likely and we expect that some contractors may not be able to fulfil their commitments due to staff shortages.
4. With regards our reporting to BEIS on Growth Deal performance, we will work very closely with Combined Authority colleagues and partners, but we may see a delay in claims and progress reports being made to us, which will have a knock on effect in terms of what we can report to you. This is a concern as we approach the end of year. We would ask therefore for some flexibility and relaxing of returns deadlines in order for us to manage the situation.

As self isolation, illness, caring responsibilities and working from home increases we are anticipating a significant effect on project and programme delivery.

If you have had discussions with regards extending reporting deadlines, or with other LEPs in terms of managing possible delays to the programme, it would be appreciated if you could share outcomes with us.

Furthermore, this it is likely to affect our spend and outputs for this financial year and next financial year. Any flexibility that you could give us, such as allowing spend into financial year 2021/22, and relaxing claim deadlines would be greatly appreciated at this time.

### **Role of LEPs at present time**

The second issue is regarding the substantial contribution that LEPs can make towards supporting businesses and the economy through the coming crisis. The LEP is uniquely placed to provide understanding and confidence to businesses and communities, as well as providing direct practical support. We are flexible and adaptable and stand ready to re-orientate our work to assist the government in supporting business and the economy in the months ahead. LEP Growth Hubs provided a critical channel of communications and intelligence both to and from government, as we prepared to leave the EU. This ensured businesses across the country had trusted information at the right time and in the right way. This is a role we are well practised at and stand ready to perform again, in response to the challenge of COVID-19. The LEP network has already written to Simon Clarke MP to set out this offer, and this letter is attached. We would be grateful to discuss how these matters may be put into practice in the Leeds City Region.

If easier to discuss please give me a call. Or if you need further information, please let me know.

I will keep you informed of the situation.

Yours sincerely

**Angela Taylor**  
**Director, Corporate Services**  
[angela.taylor@westyorks-ca.gov.uk](mailto:angela.taylor@westyorks-ca.gov.uk)  
0113 2517376

cc.

Andrew Batterbee  
Lorraine Coates





**Report to:** Investment Committee

**Date:** 15 May 2020

**Subject:** Transforming Cities Fund – Progress Update

**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Fiona Limb

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:	

## 1. Purpose of this report

- 1.1 To provide an update on Transforming Cities Fund (TCF) Programme, which is central to contributing to the Combined Authority's core aims of enabling inclusive growth, boosting productivity, delivering 21<sup>st</sup> century transport and enabling clean growth.
- 1.2 To recommend approval of the release £11.851m of TCF funding to repay development costs incurred by partners and enable further development work on the projects within the programme as per Appendix A to enable progression to their next Decision Points of the Assurance Framework.
- 1.3 To recommend approval of up to £3m TCF funding, to re-pay spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot.
- 1.4 To recommend approval of £4.930m for TCF Programme Management to enable the Combined Authority to effectively undertake Programme Management functions for the lifetime of the TCF funded programme.

- 1.5 To recommend approval of the £1.00m TCF Benefits Realisation allocation, to enable the Combined Authority to provide monitoring and evaluation of the overall programme in line with DfT expectations

## **2. Information**

### Programme Strategic Outline Business Case Summary

2.1 Forming part of the Government's Industrial Strategy and National Productivity Investment Fund the Transforming Cities Fund forms the next major Programme of transport infrastructure for our City Region and will be essential to reducing reliance on car travel and meeting the Leeds City Region commitment to become a net zero carbon city region by 2038. Continued investment in capital infrastructure is critical as we continue to plan for economic recovery and growth across the region.

2.2 The Programmes Strategic Outline Business Case (SOBC), as submitted to DfT in November 2019, was framed around three funding scenarios, Low, Core and High. These scenarios included a mix of schemes that were deliverable at different scales in the three scenarios as well as some schemes that were only funded in core and high scenarios.

2.3 The Programme is made up of 22 packages of schemes across West Yorkshire, and North Yorkshire (York, Selby, Craven and Harrogate). The programme is made up of schemes delivering a mix of public transport, cycling and walking infrastructure. It builds on the City Region's existing programmes including the West Yorkshire + Transport Fund (WY+TF) and Leeds Public Transport Investment Programme (LPTIP).

2.2 The Prioritised programme of interventions will:

- Transform the bus offer by providing two new Park and Rides and new bus priority on 6 major bus corridors to create more reliable and faster bus journey times from deprived communities to key employment sites.
- Transform our town and city centres for walking and cycling by delivering high quality CityConnect style infrastructure and improved sustainable access to rail stations in Leeds, Halifax, Huddersfield, Bradford, Wakefield, Harrogate, York, Skipton, and Selby
- Transform the bus navigation and provision of bus travel information across the Core Bus Network in West Yorkshire
- Provide a step change in the waiting environment at Heckmondwike, Cleckheaton, Bradford Interchange, Glasshoughton, and new bus interchanges with improved cycling and walking access in Dewsbury and Huddersfield
- Deliver significant improvements to walking and cycling by delivering high quality mostly segregated routes, similar to those delivered through the Combined Authority's CityConnect programme' on 6 key corridors to housing and employment sites
- Deliver a new White Rose Rail Station to accommodate future connectivity and

employment growth

- Enable direct sustainable access to major development sites, including White Rose Business Park, Olympia Park and York Central
- Complement and prepare for High Speed2, Northern Powerhouse Rail and Transpennine Route Upgrade

2.3 Through delivery of these interventions the TCF Programme will:

- Improve public transport and active travel options for 1.5 million people, of which 41% live in the 20% most deprived communities
- Take up to 12.5 million car trips per year off our roads by 2036
- Against a forecasted increase in carbon emissions from transport, reduce CO2 emissions from car travel by up to 1.5% (up to 15,000 tonnes) by 2036
- Increase bus trips by up to 6%, rail trips by 4% and walking and cycling to 7% by 2036 – contributing to our targets
- Add over 1,100 jobs and up to £1bn to the economy by 2036
- Support connectivity to 650 housing and 220 employment sites that have the potential to deliver 45,000 new homes and 1,573ha of employment space.

2.4 The programme will deliver against our objectives of:

- Transforming access to employment opportunities and skills provision for our communities in areas of persistent poverty
- Creating smart, clean and liveable places which make cycling and walking the obvious choice for accessing town and city centres
- Improving air quality and reducing car dominance in our town and city centres
- Transforming the public transport and active travel offer to and from housing and employment sites, ensuring that people are able to make sustainable travel choices from day one
- Making travel by bus an attractive and more reliable offer for commuters by spreading the benefits of 'Connecting Leeds' to the rest of the City Region

### Funding Award

2.5 The March 2020 Budget announcement detailed that the West Yorkshire Combined Authority would receive £317m from the DfT TCF fund to progress all schemes against its 'low' scenario, including those in North Yorkshire (York, Selby, Harrogate and Carven), plus an additional £25m to be allocated across the programme reflecting the Partners priorities. A summary of the programme finance case is provided below:

Table 1: TCF Programme Budget:

Item	Allocation
Scheme Development and Delivery	£246.40m
Programme Contingency/Risk	£19.72m
Programme Inflation	£20.08m
Programme Management	£4.93m
Benefits Realisation (M&E)	£1.00m

Additional Allocation	£25.00m
Total	£317m

- 2.6 Through West Yorkshire's Devolution deal, also announced on 11<sup>th</sup> March 2020, in line with flexibility provided to other Mayoral Authorities, West Yorkshire Combined Authority will have scope to prioritise investments above this level. A funding strategy for those schemes in the core and higher scenarios is therefore being explored with Partners.

#### Governance and Reporting Arrangements

- 2.7 Work has been underway with partners through the Shadow Programme Board to shape the proposed governance and reporting arrangements for the programme. This includes the establishment of a Portfolio Board with membership made up of officers from the Combined Authority and Partner Councils as well as Thematic Programme Boards focussing on groups of projects providing infrastructure along 'Corridors', improving access to 'Places' and improving 'hubs and Interchange facilities.
- 2.8 The overarching approach is aligned to the existing Governance and reporting structures of the Combined Authority. Including the requirements of the Assurance Framework with decision making powers being retained by the Combined Authority for Project and Programme approvals and delegations to the Investment Committee and the CA's Managing Director as appropriate.
- 2.9 The DfT has detailed requirements around delivery against specific quality expectations, such as for cycling and walking design infrastructure. Therefore, further work is underway to understand how key stakeholders can be engaged in scheme development including opportunity for wider political oversight such as through the Transport Committee's thematic sub-groups.

#### Progress to date and Assurance Path

- 2.10 Our Transforming Cities Fund Programme builds on our extensive experience of delivering transformational change in the City Region through large scale investment programmes such as WY+TF, CityConnect and LPTIP.
- 2.11 In some cases, the TCF schemes will take the form of enhancements and additional scope to existing WY+TF and LPTIP projects, or TCF will deliver projects that have had development work funded through alternative sources to date. However, the majority of TCF schemes are new and have had little detailed development work completed to date.
- 2.12 Following the Programme Strategic Outline Business Case (SOBC) submission to DfT in November 2019, work has continued to develop the 22 packages of schemes across the programme in anticipation of the funding announcement. Through the DfT consideration of the SOBC and subsequent grant award there is confidence that the programme is aligned to national and local strategic objectives, provides value for money, and is deliverable. The DfT Grant Award letter gives the CA the ability to assure all Transforming Cities schemes locally.

- 2.13 At its meeting in August 2019 the Combined Authority approved £3m from the West Yorkshire + Transport Fund's Transformational pot to fund TCF development work in the short term to complete the work required on the Programme SOBC as well as enable individual packages of schemes to progress to Decision Point 1 and Decision Point 2 of the Assurance Framework.
- 2.14 Some of this funding was allocated directly to Partner Councils and the remainder was used to appoint a Strategic Development Partner for the programme that is supporting both programme management activity and individual scheme development, where resourcing needs have been identified in the short term.
- 2.15 All 22 packages of schemes have achieved approval at DP1 of the Combined Authority's Assurance Framework. To date, eight packages of schemes have submitted Strategic Outline Cases (SOCs) for approval over the next quarter. The remainder of SOCs are expected to be submitted by July 2020, for appraisal, with approvals programmed for October 2020. A summary of the programme's Packages and their component schemes along with their current progress against key milestones is provided in Appendix A.
- 2.16 Following Package SOC submissions and approvals, individual scheme OBCs and FBCs will be developed that will determine the delivery pathways and timescales with the first schemes forecast to be on site in early 2021.

#### Development Funding

- 2.17 Given the constrained timescales for delivery of the Programme it is essential that we expedite project development work if the programme is to achieve delivery by the DfT deadline of March 2023. Therefore, £11.851m TCF funding is recommended for approval to fund forecast costs for Business Case development work, to the next Decision Points, across the programme.
- 2.18 This funding will allow the Combined Authority and its Partners to source and appoint resources to undertake development work, at scale, through both local arrangements in place; as well as a further Development Partner procurement by the CA (if need is identified by partners). Enabling efficiencies in both time and resource through utilising framework arrangements across the programme. The spend of this funding will be allocated to the projects across the programme as per the forecast breakdown in Appendix A
- 2.19 In addition, a small number of schemes are well advanced and have already completed substantial development work prior to the TCF programme being announced as a funding opportunity. It is expected that these will be early delivery schemes and it will be necessary to utilise TCF funding to complete the final stages of development work on the projects and undertake procurement of a delivery contractor.

- 2.20 At the time of the Combined Authority's approval of the initial £3m TCF Development Funding, from the WT+TF's Transformational Pot, it was anticipated that there would be opportunity to pay back or re-allocate this funding once the TCF allocation had been confirmed by DfT. Therefore, it is recommended that up to £3m of TCF funding is approved to be used to repay costs incurred to date against the initial £3m approved as development funding from the WY+TF Transformational Pot.

## **2.21 Recommendations:**

The Investment Committee recommends to the Combined Authority that:

- (i) £11.851m of TCF funding is approved to repay early development costs incurred by partners and enable further development work on the projects within the programme as per the Appendix A to enable progression to their next Decision Points of the Assurance Framework.
- (ii) Up to £3m TCF funding is approved, to re-pay spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot.

## Over-programming and Approach to future Programme Funding Allocations

- 2.22 As detailed above the DfT has awarded £317m from the national Transforming Cities Fund to deliver against the Leeds City Region's Low scenario.
- 2.23 There are a number of schemes in the 22 packages that have no funding identified in the low scenario and a range of others that have additional scope, cost and associated benefits identified in the Core and High funding scenarios. The West Yorkshire Authorities have an ambition to progress all WY projects in the Higher Scenario.
- 2.24 The timescales for delivery against the TCF £317m funding are significantly constrained with delivery required by March 2023. There will therefore need to be an approach to over-programming and prioritisation of the programme as the project development work progresses. It is likely that there will be risks and issues that materialise which would mean that some projects are no longer deliverable within the timescales specified by DfT for TCF. There needs to be a continued focus on ensuring delivery despite the current challenging pandemic environment and flexibility is being urged by DfT. A mechanism for managing this is being developed including application of a Programme Health check Tool that will be used to measure progress and identify key risks to delivery across the programme.
- 2.25 This process is being initiated and managed by the TCF Portfolio Board. It is being used to identify scheme level risks and the approach to allocation of the programme contingency risk funding, which forms 8% of the overall programme budget, and is currently not allocated across all the schemes in the programme. Furthermore, inflation was also applied at the programme level in the SOBC, this represents 6% of the overall budget and will need to be allocated to projects, as required, when they come forward with their programmes and spend forecasts. Furthermore, a mechanism to allocate the additional £25m

across the programme (including a split across West and North Yorkshire authorities) is being developed by the Portfolio Board and a recommendation on this be brought forward in due course.

- 2.26 Therefore, it is proposed that over programming is progressed, with all schemes across the high funding scenario in West Yorkshire continuing to be developed up to the point of OBC. Those schemes with a full allocation within the low scenario will be given priority; with further proposals on alternative funding sources, to be developed, for funding beyond the low scenario schemes.

### Programme Management and Monitoring & Evaluation

- 2.27 TCF is a significant programme (doubling capital expenditure on transport projects over its lifespan) with constrained timelines, quality & benefit expectations set by DfT and an initial defined funding envelope. There is a clear need to undertake robust and proactive Programme Management to ensure effective delivery. As the accountable body for the funding it is appropriate that the Combined Authority undertakes this function including key activities such as:

- Providing appropriate and effective leadership and programme management structures and teams to support the delivery of the overall programme.
- effectively and efficiently apply the Combined Authority's Assurance Framework to the Programme, ensuring that projects are appraised, and approvals are managed.
- Reporting to DfT
- Providing appropriate support services to ensure efficient and timely progress
- Ensuring that the communications, engagement and consultation is co-ordinated and delivered effectively across the programme
- Enabling the input of 'end user' and 'client' considerations via Transport Services and Assets team's involvement in projects.

- 2.28 A comprehensive resource planning exercise has been completed. It looked at the additional resource and staffing needs, across the whole organisation, that will be required to undertake delivery of the TCF programme. This was informed by lessons learnt from delivery across the existing portfolio and the approach taken by other authorities.

- 2.29 Within the overarching Programme SOBC Financial case £4.93m was identified for programme management across the 3-year lifetime of the TCF funded programme in the Low Scenario. It is recommended that this funding is approved in full to put in place the structures, skills and resources required to actively manage and deliver the programme.

- 2.30 Parallel resource planning process are underway within Partner Councils and key delivery stakeholders and the Combined Authority is working with these Partners in a co-ordinated way to ensure that the Programme is sufficiently

resourced to deliver whilst minimising risk to delivery of our wider capital programmes.

- 2.31 Furthermore, as set out in the Programme SOBC it is proposed that the Combined Authority undertakes and manages the approach to Benefits Monitoring and Evaluation across the Programme. A £1m 'Benefits Realisation' budget line was included within the Programme's Financial case in all scenarios.
- 2.32 Undertaking this function at a programme level will enable efficiencies in data collection, analysis and reporting as well as ensuring compliance with the DfT requirements for Monitoring and Evaluation of the national programme. A comprehensive Monitoring and Evaluation framework and plan is being developed and initial baseline data collection is now required to be progressed prior to any works commencing in earnest.

### **2.33 Recommendations:**

The Investment Committee Recommends to the Combined Authority that:

- (i) £4.930m for TCF Programme Management is approved to enable the Combined Authority to effectively undertake Programme Management functions for the lifetime of the TCF funded programme.
- (ii) the £1.00m TCF Benefits Realisation allocation is approved, to enable the Combined Authority to provide monitoring and evaluation of the overall programme in line with DfT expectations

## **3. Financial Implications**

- 3.1 The DfT has awarded £317m to the Leeds City Region for the delivery of the TCF Programme. This will enable delivery of the low scenario of the TCF programme of 22 packages of schemes by March 2023. In order to facilitate delivery of the programme funding should be released to undertake further development work across the programme as well as implement resource plans for programme management and initiate Monitoring and Evaluation activities across the programme.
- 3.2 The report seeks endorsement to expenditure of the Transforming Cities Fund as set out in this report.

## **4. Legal Implications**

- 4.1 That Funding Agreements are entered into with the Partners listed for the amounts detailed in Appendix A
- 4.3 A Key Decision Notice will be published 28 days in advance of this decision being taken by the Combined Authority

## **5. Staffing Implications**

- 5.1 A comprehensive resource plan has been developed for the TCF programme which will have significant staffing implications for the Combined Authority. This Organisational Design process has been the subject of internal reports and



processes for consideration by the Combined Authorities Senior Leadership Team and Managing Director.

## **6. External Consultees**

- 6.1 The Transforming Cities Fund has been developed in partnership with District partners and the contents of this report have been consulted on with the TCF Portfolio Board.

## **7. Recommendations**

- 7.1.1 That the Investment Committee notes this progress update in the context of TCF funded projects that are also being brought for consideration of Approval at this meeting and subsequent meetings.
- 7.1.2 The Investment Committee recommends to the Combined Authority that:
- (i) £11.851m of TCF funding is approved to repay development costs incurred by partners and enable further development work on the projects within the programme as per Appendix A to enable progression to their next Decision Points of the Assurance Framework.
  - (i) Up to £3m TCF funding is approved, to re-pay spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot.
  - (ii) The Combined Authority enters into Funding Agreements with partners for expenditure as detailed in Appendix A plus the spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot from the Transforming Cities Fund.
- 7.3 The Investment Committee Recommends to the Combined Authority that:
- (i) the £4.930m TCF Programme Management allocation is approved to enable the Combined Authority to effectively undertake Programme Management functions for the lifetime of the TCF funded programme.
  - (ii) the £1.00m TCF Benefits Realisation allocation is approved, to enable the Combined Authority to provide monitoring and evaluation of the overall programme in line with DfT expectations

## **8. Background Documents**

Transforming Cities Fund- Leeds City Region SOBC Submission  
<https://www.westyorks-ca.gov.uk/improving-transport/transforming-cities-fund/>

## **9. Appendices**

Appendix A – TCF Schemes Summary, Progress to Date and Development Funding Request

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# Agenda Item 6

## Appendix 1

### APPENDIX A - TCF SCHEME PROGRESS AND DEVELOPMENT FUNDING REQUIREMENTS

Lead Partner	Package Name	Scheme sub-package	Progress to Date	Next Key Milestone	Forecast Submission	Combined Total
Calderdale	Halifax, walking, cycling and bus transformation	Park Ward	SOC in development	SOC	Jun-20	£390,000
		North Halifax Walking and Cycling				£130,000
		North and West Halifax Bus				£162,000
		Halifax Bus Station	development	FBC	Jun-20	£360,000
		Halifax Station Gateway	OBC completed, appraised and recommended for approval	FBC	Mar-21	£0
Calderdale	Brighouse and Elland Station Access	Transforming access to Elland Rail Station - access package	Wider station and acces package FBC in develop ment	FBC	Sep-20	£0
		Transforming access to Brighouse Rail Station (LCWIP)	SOC in development	SOC	Jun-20	£143,650
Kirklees	Dewsbury and Bradford A638	Heckmondwike Bus Station	SOC in development	SOC	Jun-20	£229,078
Dewsbury-Bradford Corridor		Jun-20			£270,000	
Kirklees	Dewsbury	Dewsbury Walk-Cycle Transformation	SOC in development	SOC	Jun-20	£366,778
Dewsbury Bus Station		Jun-20			£275,000	
WYCA	Electric Buses	Carbon Mitigation Measures	SOC in development	SOC	Sep-20	£200,000
Bradford	Bradford Interchange Station Access	Transforming access to Bradford Interchange from employment areas	SOC in development	SOC	Jun-20	£275,000
Bradford	Bradford City Centre	Active and Sustainable Travel across Bradford City Centre	SOC in development	SOC	Jun-20	£325,000
Leeds	Active and Sustainable Travel in Leeds City Centre	Active and Sustainable Travel within Leeds City Centre	SOC complered, appraised and recommended for approval	OBC	Jun-20	£1,984,932
		City Centre Cycle Network	appraisal	FBC	Oct-20	£75,850
Wakefield	Wakefield City Centre	Active and Sustainable Travel in Wakefield City Centre	SOC in development	SOC	Jul-20	£406,409
Craven	Skipton	Active and Sustainable Travel across Skipton Town Centre	SOC complered, appraised and recommended for approval	OBC	Dec-20	£425,808
Harrogate	Harrogate	Active and Sustainable Interchange for Harrogate	SOC complered, appraised and recommended for approval	OBC	Dec-20	£644,533
Kirklees	Huddersfield	Huddersfield Rail Station Access	SOC in development	SOC	Jun-20	£333,321
		Huddersfield Major Walk-Cycle Routes				£243,000
		Huddersfield Bus Station				£240,000
Bradford	Bradford City Connect	City Connect Extension to West Bradford	SOC in development	SOC	Jun-20	£175,000
York	York City Centre	Package	SOC in development	SOC	Jun-20	£220,000
Selby	Selby	Supporting housing delivery through transforming the active and sustainable travel to Selby Gateway	SOC complered, appraised and recommended for approval		Dec-20	£1,106,805
WYCA	White Rose Station	Supporting employment growth and sustainable travel through construction of a new White Rose railway station	FBC in development	FBC	Feb-21	£0
Leeds / Wakefield	A61	Spreading the positive impact of 'Connecting Leeds' from South Leeds and through Wakefield (A61 South)	SOC complered, appraised and recommended for approval	OBC	Mar-21	£399,360
Leeds / Wakefield	A639	Spreading the positive impact of 'Connecting Leeds' from South Leeds and through Wakefield (A639)	SOC complered, appraised Leeds recommended for approval	OBC	Mar-21	£377,360
WYCA	Bus Passenger Facilities	Providing 21st Century, smart bus passenger facilities along all of our prioritised TCF corridors	SOC in development	SOC	Jun-20	£160,000
Bradford	South Bradford P&R	Creating a new P&R facility serving key employment sites in Bradford	SOC in development	SOC	Jun-20	£195,000
Kirklees	North Kirklees to Leeds	bus priorities from the North Kirklees Growth Zone (Dewsbury-Batley-Tingley) towards Leeds	SOC complered and submitted for appraisal	OBC	Nov-20	£149,253
Leeds	East Leeds BRT	Bus Priority	SOC complered and submitted for appraisal	OBC	Dec-20	£221,400
		Park & Ride				£289,000
Total Development Costs						£10,773,537
10% Contingency (COVID-19 impacts)						£1,077,354
Total Funding ask						£11,850,890

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**Report to:** West Yorkshire and York Investment Committee

**Date:** 13th May 2020

**Subject:** **Capital Spending and Project Approvals**

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**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Craig Taylor

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## **1 Purpose of this report**

- 1.1 To put forward proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund), Transforming Cities Fund and Growth Fund, for consideration by the Investment Committee at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The Investment Committee has delegated decision making authority, this was approved by the Combined Authority on 13 December 2018. Where Investment Committee is asked to make an approval decision this will be made clear in the recommendations.

## **2 Integrated Clean Growth**

- 2.1 Through the Assurance Framework and other internal decision-making procedures, the Combined Authority will review and embed clean growth considerations into our activities.
- 2.2 Building on the recent work to strengthen how clean growth and climate change impacts are considered as part of all new schemes that come through the Combined Authority's Assurance Framework (Decision point 1 and 2), the Combined Authority are now in the process of procuring expert advice to frame and develop a robust quantifiable methodology for assessing all new scheme's predicted carbon emissions / wider clean growth impacts. This will include a review of existing Combined Authority schemes and additional resource to support the development and implementation of the new assessments.
- 2.3 The development of the specification for the work (which has benefitted from active engagement and input from Leeds City Region local authorities) will

allow the Combined Authority to map and detail the emissions footprint of the 180+ projects in the West Yorkshire Plus Transport Fund and Leeds City Region Local Growth Fund pipeline and provide technical advice and training support to project sponsors in the design and development of future investments. This will ensure that the business cases for these reflect the Leeds City Region Climate Emergency and that we can evidence that they will reduce carbon emissions (both directly and indirectly).

- 2.4 A tender has now been issued to the market with the intention of appointing a successful consultant (or consortium) in spring / summer 2020. It should be noted that Leeds City Region local authority officers will be involved in the evaluation of tender responses working alongside Combined Authority officers. It is anticipated this technical work will commence in July. Training and support elements will run throughout the year across a longer timeline.
- 2.5 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports.

### 3 Report

- 3.1 This report presents proposals for the progression of 3 schemes through the Combined Authority's assurance process in line with the Leeds City Region Assurance Framework. These schemes have a total combined funding value of £42.106 million when fully approved, of which the total value of £40.683 million will be funded by the Combined Authority. Further details on the schemes are summarised below and can be found as part of this report.

Scheme	<u>Scheme description</u>
<p><b>Active &amp; Sustainable Travel in Leeds City Centre (Bishopgate)</b></p> <p>Leeds</p>	<p>Leeds Train Station is the busiest in the North of England and a nationally significant gateway, with passenger numbers anticipated to increase by 81% by 2043. The Active and Sustainable Travel within Leeds City Centre package of schemes is key to ensuring that this growth is sustainable by enhancing access pathways to Leeds Train Station, both within the immediate city centre area and linking into communities on the periphery of the city centre.</p> <p>Central to this package of schemes is the development of a fully accessible transport hub, accessible to all, connecting key areas of the city, promoting the use of sustainable travel opportunities, and improving links to the wider City Region. This will be achieved by facilitating a smooth transition between rail travel and onward pedestrian, cycling, taxi and bus routes by redeveloping the station entrance.</p> <p>Subsequent to this approval, these improvements will be taken forward as two separate schemes – one focused on the station and environs and one focused on the 5 cycle gateways/connectors linking the station into the wider cycle network.</p>

	<p>The package of schemes will be funded from the Transforming Cities Fund and Leeds Public Transport Investment Programme (LPTIP).</p> <p><b><u>Impact</u></b></p> <p>The package presents an opportunity to transform Leeds train station into a modern, innovative, multi-modal transport exchange that is a focal point of the city centre and a 'world class' gateway into the city. This project will provide the opportunity to:</p> <ul style="list-style-type: none"> <li>• Address the existing accessibility problems at the station by pedestrianizing New Station Street</li> <li>• Dramatically improve the connectivity from the station to key areas of the city through the installation</li> <li>• Segregated cycle lanes in Neville Street and Dark Neville Street</li> <li>• Drive the shift towards increased use of sustainable transport through the development of the multimodal transport interchange</li> <li>• Make a positive contribution towards improving the environment and reducing carbon emissions in the locality of the station by reducing the flow of private vehicles</li> <li>• Improve the image of the station and turn it into a key city destination</li> </ul> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on individual schemes within the package to activity 3 (outline business case).</p> <p>Total value of the Package - £39.5 million</p> <p>Total value of Combined Authority funding - £ 39.5 million</p> <p>Funding recommendation sought - £0 million</p> <p>A recommendation to the Combined Authority is sought as part of this report.</p>
<p><b><u>Scheme</u></b></p> <p><b>East Leeds Demand Responsive Transport Leeds</b></p>	<p><b><u>Scheme description</u></b></p> <p>East Leeds Demand Responsive Transport (ELDRT) scheme will trial a digitally enabled Demand Responsive Transport (DRT) service in East Leeds. The pilot will see the introduction of a flexible and agile bus service based on demand rather than a traditional fixed route of scheduled bus services. The service will be accessed through a smart phone app, which uses routing algorithms to match vehicles with capacity, to users.</p> <p>The pilot will be the first trial of digital DRT within West Yorkshire and will be used to evaluate the impact, effectiveness and commercial viability of the DRT service for the wider roll out of the service model in West Yorkshire.</p> <p>During its trial, ELDRT as a complementary demand-based service to the high frequency bus network, will operate in two locations in East Leeds, which are:</p> <ul style="list-style-type: none"> <li>• East Leeds – Aire Valley (providing links to East End Park, Cross Green and Richmond Hill) and providing links to</li> </ul>

	<p>employment locations outside the zone including Leeds Bus Station, Asda (Killingbeck) and Morrisons (Hunslet).</p> <ul style="list-style-type: none"> <li>• East Leeds – Cross Gates and East Leeds Extension site</li> </ul> <p>The scheme is funded from the Leeds Public Transport Investment Programme (LPTIP), Local Transport Plan Integrated Block Programme (LTP ITB) and Section 106 contributions.</p> <p><b><u>Impact</u></b></p> <p>The ELDRT services during its pilot will:</p> <ul style="list-style-type: none"> <li>• link communities with employment areas, local centres and key destinations within the area of operation and potentially unlock new demand where traditional bus services would not be commercially viable.</li> <li>• provide enhanced public transport connections across Leeds to link into existing radial bus corridors.</li> </ul> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 5 (full business case plus finalised costs).</p> <p>Total value of the scheme - £2.234 million</p> <p>Total value of Combined Authority funding - £1.466 million</p> <p>Funding recommendation sought - £0 million</p> <p>A recommendation to the Combined Authority is sought as part of this report.</p>
<p><b><u>Scheme</u></b></p> <p><b>City Connect Phase 3 - Castleford Greenway Phase 4</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme will deliver a new 1.3km pathway which will fill a gap in the local cycle network in the Methley area, provide a connection to the Trans Pennine Trail, and provide a complete cycle route between Leeds, Wakefield and Castleford.</p> <p>The scheme is to be funded through the West Yorkshire plus Transport Fund</p> <p><b><u>Impact</u></b></p> <p>The scheme will provide improved journey quality for cyclists by creating a more direct and traffic-free cycle route for long and short journeys between Leeds, Wakefield and Castleford. This will encourage a move from travelling by car to cycling for a range of journey purposes, thereby delivering further environmental, health and wellbeing benefits. This will encourage cycling and walking, thereby improving air quality and reducing carbon emissions within the area and contribute to the Leeds City Region's climate emergency commitments.</p> <p>The scheme supports inclusive growth and better quality of life with an uptake of cycling and walking to reduce traffic congestion and improve air quality and health, as well as enhancing connectivity and jobs via sustainable travel.</p> <p>The value for money assessment reflects a benefit cost ratio of 4.80:1, judging the scheme as very high value for money when assessed against the Department for Transport's value for money criteria.</p>



	<p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (full business case with finalised costs).</p> <p>Total value of the scheme - £371,686</p> <p>Total value of Combined Authority funding - £371,686</p> <p>Funding recommendation sought - £0</p> <p>A recommendation to the Combined Authority is sought as part of this report.</p>
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- 3.2 Since the Investment Committee's meeting on 5 March 2020 the following decision point has been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority at its meeting on 16 April 2020. The scheme was not considered by Investment Committee, which due to the Covid-19 situation did not meet on 2 April 2020. However, in order to expedite scheme delivery and to avoid any delay (the next meeting of the Combined Authority is currently scheduled for June 2020) the report was being presented to the Combined Authority's April meeting. This scheme has a total funding value of £9.353 million when fully approved, of which the total value of £9.268 million will be funded by the Combined Authority.

<b><u>Scheme</u></b>	<b><u>Scheme description</u></b>
<p><b>Corridor Improvement Programme (CIP): A650 Newton Bar</b></p> <p>Wakefield</p> <p>(Combined Authority's Programme Appraisal Team recommendation)</p>	<p>The A650 Newton Bar scheme primarily involves the construction of a new signalised 'hamburger' roundabout (where the main road goes through the centre of the roundabout) and improvements to the approach roads, to support a more efficient transport network.</p> <p>The scheme is to be delivered through the West Yorkshire plus Transport Fund's Corridor Improvement Programme, a programme of low and medium cost highway interventions on strategic highway corridors on the West Yorkshire Key Route Network (WYKRN), which aims to improve connectivity and accessibility to support economic growth.</p> <p><b><u>Impact</u></b></p> <p>The scheme anticipates improving journey reliability for all modes by reducing journey times, to improve road safety by reducing the number of collisions, and the improvement to active mode provision (walking and cycling) through the new signalised pedestrian and cycle crossings. The scheme will also facilitate housing and employment growth as well as include green infrastructure provision by way of tree planting and wildlife protection measures supporting clean growth and climate change principles.</p> <p>The scheme is judged as very high value for money when assessed against the Department for Transport's value for money criteria. Further work to refine the value for money (VfM) position is to be undertaken, which may reduce the BCR but is unlikely to change the very high VfM classification.</p> <p>The scheme supports inclusive growth by supporting a better quality of life through improving connectivity by enhancing the road network and, as well as enhancing the urban environment and green infrastructure, supporting better air quality.</p> <p><b><u>Decision sought</u></b></p> <p>The Combined Authority approved this decision point 4 approval on 16 April to proceed through decision point 4 (full business case) and work commences on activity 5 (full business case with finalised costs) giving indicative approval to the Combined Authority's contribution of £9.268 million towards a total project value of £9.353 million and approval of £350,000 development costs.</p>

- 3.3 Since the Investment Committee's meeting on 5 March 2020 the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Managing Director. These schemes have a total combined funding value of £33.444 million when fully approved, of which the total value of £18.309 million will be funded by the Combined Authority.

<p><b><u>Scheme</u></b></p> <p><b>Transport Hubs &amp; Public Transport Access Schemes – Phase 1</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>These schemes - Bramley Bus Interchange; Compton Road Bus Stop Improvements, Harehills; Lincoln Green Walking and Cycling Links; and Pudsey Walking and Cycling Links. - are part of a package within the Transport Hubs and Connecting Communities workstream within the LPTIP/Connecting Leeds Programme.</p> <p>These will create new or upgrade existing bus passenger facilities as well as enhancing connections within and between other public transport hubs and communities by improving walking and cycling links.</p> <p>The scheme will be funded through the Leeds Public Transport Investment Programme.</p> <p><b><u>Impact</u></b></p> <p>The value for money assessment at full business case plus finalised costs gives a combined BCR value across all four individual schemes of 2.05 (High value for money)</p> <p>The schemes' wider social benefits include health benefits by encouraging walking and cycling and improved air quality through an anticipated reduction in traffic congestion, and a better quality of life with improved access to public transport, particularly for those in areas of deprivation.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 21 February 2020, giving full approval to the Combined Authority's contribution of £4.26 million towards a total project value of £4.26 million and work commences on activity 6 (delivery)</p>
<p><b><u>Scheme</u></b></p> <p><b>Connecting Innovation Leeds City Region</b></p>	<p><b><u>Scheme description</u></b></p> <p>This scheme aims to increase the capacity of SMEs within the Leeds City Region to innovate. The project aims to increase the take up of all innovation support and funding including Innovate UK, Catapult Centres, Knowledge Transfer Partnerships (KTPs), universities and private sector innovation and product development companies.</p> <p>This scheme is to be funded through the Local Growth Fund together with ERDF funding.</p> <p><b><u>Impact</u></b></p> <p>Full time equivalent employment increase in the region.</p> <p>More SMEs in the Leeds City Region engaging R&amp;D.</p> <p>An increased uptake of other innovation support provision and funding (e.g. UK Funding of Knowledge Transfer Partnerships)</p> <p>More SMEs that successfully deliver R&amp;D projects because of investment in innovation and project management techniques.</p> <p>Aligned to new inclusive growth grant criteria, all grant recipients will be asked to voluntarily commit to inclusive growth outcomes. This will be compulsory for all grants of over £25,000 value.</p>

	<p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 21 February 2020, giving full approval to the Combined Authority's contribution of £2.78 million (£751,000 from Local Growth Fund and £2.029 million from the ERDF) towards a total project value of £4.058 million and work commences on activity 6 (delivery)</p>
<p><b><u>Scheme</u></b></p> <p><b>Leeds Integrated Station Masterplan (LISM)</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme is seeking to redevelop Leeds train station and the adjacent environment in a coherent way, by creating a world class gateway for Leeds City Region which integrates High Speed Rail (HS2), Northern Powerhouse Rail (NPR) and classic rail services.</p> <p>The key part of the scheme is to address the increasing capacity for pedestrians / passengers within the station to meet the projected growth in demand anticipated to be an increase of 81% by 2043. So far demand growth has exceeded forecasts for the station year on year and Network Rail forecast indicates that the part of the station will be struggling to accommodate passengers by 2026.</p> <p>This change request is seeking a further £3.221 million to carry out interim works to start work on the Rail Network Enhancements Pipeline (RNEP) outline business case (OBC), Bishopgate Transforming Cities Fund scheme plus some programme level work required at outline business case stage while the RNEP Strategic Outline Case is considered by the Department for Transport.</p> <p><b><u>Impact</u></b></p> <p>Leeds train station, as the key transport hub in the region, is able to cope with the increasing growth and accommodate the requirements of the forthcoming investment in HS2 and NPR.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this change request on 21 February 2020, giving approval to release the remaining £3.221 million from the LPTIP LISM allocation of £5 million</p>
<p><b><u>Scheme</u></b></p> <p><b>Leeds City Region Enterprise Zone Programme - Langthwaite</b></p> <p>Wakefield</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme is part of the Leeds City Region Enterprise Zones (EZ) Programme, funded through the Local Growth Deal fund and is the purchase of 9.45 hectares of land, being the majority landholding at the Langthwaite Business Park Extension Enterprise Zone site.</p> <p>To deliver the EZ site at Langthwaite Business Park Extension it will be necessary for the public sector to acquire the site. This change request is seeking approval to release further development funding from the overall total indicative funding approval for the EZ programme, to complete the site purchase.</p>

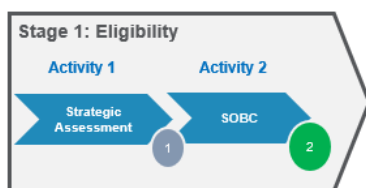
	<p><b><u>Impact</u></b></p> <p>The land purchase will enable the site to take advantage of the current funding approvals and enable it to be delivered out over an accelerated timeframe.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this change request on 21 February 2020, giving approval to increase the total EZ Programme development costs from £1.818 million to £3.804 million to enable the early release of funding to purchase land at the Langthwaite Business Park extension.</p>
<p><b><u>Scheme</u></b></p> <p><b>Bradford City Centre Heritage Properties (Conditioning House)</b></p> <p>Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme, funded through the Local Growth Fund involves the refurbishment of Conditioning House, a Grade II Listed Victorian warehouse building, and will deliver new homes and commercial floorspace in a key location in Bradford city centre. It is the first property to come forward through the wider Bradford City Centre Heritage Properties scheme.</p> <p><b><u>Impact</u></b></p> <p>The scheme will deliver 150 new homes, 1,500m<sup>2</sup> of new commercial floorspace, 105 gross new jobs and private sector leverage of £12.9 million</p> <p>The grant cost per new home (£10,000) is lower than the average across the Combined Authority's Housing &amp; Regeneration programme (£13,907) and offers reasonably good value for money.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 13 March 2020, giving full approval to the Combined Authority's contribution of £1.5 million towards a total project value of £14.393 million and work commences on activity 6 (delivery)</p>
<p><b><u>Scheme</u></b></p> <p><b>Skills for Growth</b></p> <p>Leeds City Region</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme will support businesses to engage with schools, colleges and universities in order to improve the relevance of education and training to local labour market need, to support people in education to develop a better understanding of the career opportunities on their doorsteps and to enable them to develop the technical and transferable skills that businesses are looking for.</p> <p>The scheme will be funded through the European Social Fund (ESF) and Local Skills Fund.</p> <p><b><u>Impact</u></b></p> <p>This scheme will improve the relevance of education and training to local labour market need; support people studying in schools, colleges and universities to develop a better understanding of local career opportunities and support learners, particularly those most disadvantaged, to develop the technical and transferable skills that businesses are looking for and enhance learners' career opportunities.</p>

	<p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 13 March 2020, giving full approval to the Combined Authority's contribution of £965,000 towards a total project value of £1.929 million and work commences on activity 6 (delivery)</p>
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## 4 Information

- 4.1 The background information on the Combined Authority's assurance framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**. In addition, this appendix also provides a description of the approach for the future assurance approval pathway and the assurance tolerances for each scheme.

## Projects in stage 1: Eligibility



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

<b>Project Title</b>	<b>Active &amp; Sustainable Travel in Leeds City Centre (Bishopgate)</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline case)

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

## Background

- 4.3 This package of schemes will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 4.4 Aligned to the strategic objectives of the Transforming Cities Fund, the programme is organised into themes. These themes include partner led schemes collated into packages at Strategic Outline Business Case (SOBC) level. The scheme presented here is a package comprising of two individual schemes. After the SOBC package level approval, these schemes will

progress through the Combined Authority's Assurance Framework individually before being developed and delivered across the West Yorkshire region.

- 4.5 Leeds Train Station is the busiest in the North of England and a nationally significant gateway, with passenger numbers anticipated to increase by 81% by 2043. The Active and Sustainable Travel within Leeds City Centre package of schemes is key to ensuring that this growth is sustainable by enhancing access pathways to Leeds Train Station, both within the immediate city centre area and linking into communities on the periphery of the city centre.
- 4.6 Central to this package is the development of a fully accessible transport hub, accessible to all, connecting key areas of the city, promoting the use of sustainable travel opportunities, and improving links to the wider City Region. This will be achieved by facilitating a smooth transition between rail travel and onward pedestrian, cycling, taxi and bus routes. The proposals to redevelop the station entrance will constitute the following key components:
- The pedestrianisation of New Street Station
  - Development of a transport interchange.
  - Complete re-design and re-building of the station entrance connecting Bishopgate and key pedestrian access routes to the east and south of the city centre.
  - Installation of new pedestrian lifts connecting Bishopgate and the station entrance.
  - Enhanced pedestrian and cycle friendly routes through Neville Street, Dark Neville Street and Victoria Road to actively promote sustainable forms of transport.
  - Improving connectivity across the city centre by installing high quality cycle lanes on key
  - Installation of a high quality 700 space cycle hub with supporting infrastructure
- 4.7 These improvements will be taken forward as two separate schemes – one focused on the station and environs and one focused on the 5 cycle gateways/connectors linking the station into the wider cycle network.
- 4.8 A summary of the scheme's business case and location map is included in **Appendix 2**.

### **Clean Growth / Climate Change Implications**

- 4.9 This package of schemes will reduce the number of vehicles entering the city centre thereby reducing emissions and improving air quality. It will also Encourage other active modes of transport including cycling and walking.



- 4.10 Further details on quantifying climate change implications will be undertaken as each scheme progresses through the assurance process.

### **Outputs, Benefits and Inclusive Growth Implications**

- 4.11 Individual schemes' outputs and benefits will be brought forward when scheme outline business cases (OBCs) are presented. Overall package outputs and benefits will include:

- Improved air quality - through the reduction in general traffic
- Reduced journey times to and from Leeds Railway Station, the city centre and surrounding areas - through additional pedestrian and cycle routes
- Improved safety - through the reduction and segregation of general traffic and public realm enhancements
- Improved disabled access to Leeds Railway Station - through a new lift access from Bishopgate
- Improved transport interchange facilities for cyclists - through an enhanced cycle hub at Leeds Railway Station
- Increased footfall in the station environs to support/stimulate new business investment - through public realm enhancements and reduction in general traffic

### **Risks**

- 4.12 Individual schemes will come with their own risks at outline business case. Risks at package include:

#### **Railway station scheme**

- A delay in securing planning consent due to objections– mitigated by consultation with stakeholders through the planning determination process
- A delay in securing consents and agreeing designs with Network Rail – mitigated by a Basic Asset Projection Agreement (in development) with Leeds City Council
- Securing vacant possession of premises – mitigated by Network Rail negotiating early termination of existing leases
- Significant and ongoing traffic congestion arising from the removal of general traffic – mitigated by an effective traffic management strategy

#### **Cycle network**

- Stakeholder opposition to scheme proposals - mitigated by feasibility and appraisal work with early and ongoing engagement

- Wider traffic management requirements (influenced by other city centre schemes) leads to programme delays – mitigated by use of traffic modelling

### Costs

4.13 The total package costs are £39.5 million. Each individual scheme will confirm its spend profile when it comes forward at OBC. The package cost is split as follows:

- £39.325 million – TCF
- £175,000 – TCF development funding (already allocated)

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	25/06/2020
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority's Managing Director	25/06/2021

### Other Key Timescales

4.14 The forecast completion date for this package of scheme is 31 March 2023

### Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within 5% of those outlined in this report.
That the timeframes remain within 2 months of those outlined in this report.

### Project Responsibilities

Senior Responsible Officer	Martin Farrington
Project Manager	Fiona Limb
Combined Authority case officer	Ian McNichol

### Appraisal Summary

4.15 The package has a strong strategic fit in terms of its alignment with the priorities of the SEP and the objectives of the TCF. The issues, challenges

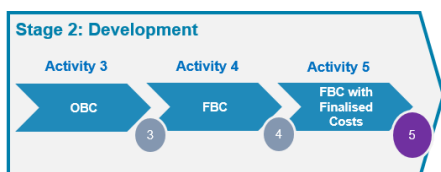
and opportunities that the package is seeking to address and the potential solutions are clearly articulated, Progress on the key requirements to develop and deliver the package (planning and other consents, ownership, stakeholder engagement, detailed design etc.) are also set out. Further work will be required at the next stage of the assurance process to refine scheme objectives, particularly in terms of how the outputs and benefits are defined and measured.

- 4.16 The cycle element demonstrates 'High VfM' based on the assumption of 70% uplift of cycling demand and recent evaluation of City Connect cycling schemes does to support this expectation.
- 4.17 The railway station element offers 'Poor VfM' at this stage of appraisal and it does not account for all highway impacts or the impact of relocating existing bus services further away from station. A more robust appraisal will need to establish a more accurate position of VfM for all elements when the individual scheme comes forward.
- 4.18 Promoters should agree the VfM methodology to be used in the development of scheme business cases with the Combined Authorities Portfolio Management & Appraisal (PMA) team.

### **Recommendations**

- 4.19 That Investment Committee recommends to the Combined Authority that:
  - (i) The Active & Sustainable Travel in Leeds City Centre (Bishopgate) package of schemes proceeds through decision point 2 (strategic outline case) and work commences on bringing individual schemes through at activity 3 (outline business case).
  - (ii) An indicative approval to the total package value of £39.5 million of which £39.5 million is being funded from the Transforming Cities Fund with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5.
  - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## Projects in Stage 2: Development



- 4.20 Projects at this development stage should demonstrate that they have tested the feasibility of a solution through their business case. This business case should then be developed in order to confirm and detail the preferred solution including finalising its cost.

<b>Project Title</b>	<b>East Leeds Demand Responsive Transport</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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

## Background

- 4.21 The public transport network plays a vital role in connecting people to employment and training opportunities, especially in areas of Leeds where there are low levels of car ownership and areas of high deprivation. Gaps in the core bus network; unreliable and inconsistent bus services resulting in low overall bus patronage; impacts on air quality due to high traffic levels and congestion all call for an innovative and demand focussed complementary public transport provision.
- 4.22 To overcome the current issues and potentially explore new avenues for public transport provisioning, East Leeds Demand Responsive Transport (ELDRT) scheme will trial a digitally enabled Demand Responsive Transport (DRT) service in two areas of East Leeds. The pilot will see the introduction of an agile and dynamic public transport service accessed through a smart phone app, which uses routing algorithms to match vehicles with capacity to users.
- 4.23 The approval sought will enable the provision of seven vehicles to operate the DRT service; provide for the operating costs (revenue funding) for these services for the three years of the trial; and provide a smartphone app to enable booking and payment for the service.

- 4.24 The providers of the DRT service will be selected through an open tender process. Market engagement with DRT operators has already taken place and has received a positive response.
- 4.25 ELDRT pilot offers a flexible and agile bus service based on demand rather than a traditional fixed route of scheduled bus services. DRT services look to optimise service delivery, aggregating demand to achieve service efficiencies, providing an easy to use service, flexible to customer needs. The DRT pilot scheme has an emphasis on enhancing and complementing existing bus services in the area, acting as a service that will provide a first/last mile link to existing public transport journeys or as an addition to the existing bus network offer to linking communities with broader public transport and key destinations in the service area.
- 4.26 The pilot will be the first trial of digital DRT within West Yorkshire with a key aim to evaluate the impact, effectiveness and commercial viability for a wider rollout this service model in West Yorkshire. If successful, the DRT service will contribute towards achieving Strategic Economic Plan objectives by providing a new bus service model that will improve peoples' access to jobs and opportunities, provide connection to rail and park and ride services and contribute to reducing air pollution and carbon emission through reducing car use.
- 4.27 This scheme forms part of the Leeds Public Transport Investment Programme, a £183.5 million programme using devolved Department for Transport funding supplemented with contributions from Leeds City Council and the Combined Authority. This programme aims to support economic growth by unlocking transport constraints, improve public transport journey times and usage and improve air quality by reducing overall transport emissions.
- 4.28 The first trial DRT service, East Leeds to Aire Valley, will provide links from the East End Park, Cross Green and Richmond Hill areas to both employment locations inside the specified zone and to destinations outside the zone including Leeds Bus Station, Asda at Killingbeck and Hunslet Morrisons. This area currently has poor access to supermarkets and the DRT service will seek to address this as well as providing improved access to St James' Hospital and local employment opportunities. This service will provide local links into the Aire Valley Enterprise Zone.
- 4.29 The second trial DRT service, East Leeds to Crossgates, is expected to support access from 5,000 new homes to local economic and employment centres, transport hubs, health and education facilities. The proposed service area has been selected as it encapsulates several major housing and employment developments including the East Leeds Extension (ELE) site, where 7.08 hectares of employment land has been identified for development.
- 4.30 Initial analysis of the bus network in the East Leeds area assisted in identifying gaps in bus provision therefore defining the area of DRT trials. Additionally, initial analysis to determine the potential propensity of populations within the wider geography to engage and ultimately use the scheme based upon

population, socio-economic information and data defining a potential user base for the trialled serviced. The proposed scheme will form a partnership with an appointed operator for vehicle operation and a technology provider who will provide the technology provisioning (via an app) required to route / match the demand of the service to vehicles serving the pilot ELDRT routes. Users will be able to book the service via an app or over the phone if they do not have access to a smart phone.

- 4.31 The ELDRT scheme will have a role to play in the post Covid-19 recovery. Approval of the outline business case now will enable expediency of progressing final approval for delivery as soon as the market is ready to respond to the planned tender. Operators are not currently in a position to respond to a tender given the Covid-19 situation.
- 4.32 A summary of the scheme's business case and location map is included in **Appendix 3**.

### **Clean Growth / Climate Change Implications**

- 4.33 The scheme is a three-year pilot which will offer services in two areas of East Leeds and will explore if and how digital demand responsive transport services can improve access to the existing high frequency bus network, from areas that are currently poorly served. If successful, this should in the longer term, contribute to reducing the use of private vehicles therefore contributing directly in reducing carbon emissions.

### **Outputs, Benefits and Inclusive Growth Implications**

- 4.34 The scheme outputs and benefits include:
- Research and innovation by trialling the first digitally enabled DRT service in West Yorkshire and presenting an opportunity to pilot the technology within the region to inform understanding of how DRT as a business model could be used across West Yorkshire.
  - The trial aims to attract new public transport users by delivering a service offering an integrated, inclusive and easy to use service that responds to customer needs and provides enhanced orbital connectivity.
  - The trial's wider benefits include linking communities with employment areas, local centres, hospital and key destinations within the area of operation and potentially unlock new demand where traditional bus services would not be commercially viable therefore driving a modal shift.

### **Risks**

- 4.35 The scheme risks include:
- The DRT service may not have enough uptake to justify continued investment in the pilot scheme. This will be mitigated by the break clause in provider contracts. After 18 months in operation, the scheme uptake

and outputs will be evaluated to assess whether the pilot should continue.

- The DRT pilot is highly successful but not affordable in the long term without substantial subsidies. This will be mitigated by engaging with the Combined Authority's Transport Services and partner councils before a decision to accept the risk is made.

### Costs

4.36 The total forecast scheme cost is £2.234 million, broken down as follows:

- Revenue funding from Section 106 funding of £768,000 over three years (additional funding available for years three to ten if the service continues to operate) with a shortfall in operating costs being met by the bus services revenue.
- Capital funding - the Combined Authority's contribution is £1.466 million, broken down as follows:
  - Leeds Public Transport Investment Programme - £763,000 of which £300,000 has already been approved to develop the outline business case and the full business case with finalised costs.
  - Local Transport Plan – Integrated Transport Block Programme £703,000

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	25/06/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/03/2021

### Other Key Timescales

- ELDRT soft launch October 2021 – long delay due to Covid-19 situation
- ELDRT full launch January 2022
- Monitoring and Evaluation of trial commences with soft launch in October 2021.

## Assurance Tolerances

Assurance tolerances
Cost increases up to 10% can be approved by the Managing Director. The delivery timescale remains within three months of the timescales identified within this report.

## Project Responsibilities

Senior Responsible Officer	Dave Pearson, Combined Authority
Project Manager	Edwin Swaris (Interim), Combined Authority
Combined Authority case officer	Namrata Chhabra

## Appraisal Summary

- 4.37 The scheme as a pilot presents a strong strategic alignment to the Strategic Economic Plan (SEP) priorities and aims to research and develop a new and innovative public transport service provisioning which has a good potential to complement the traditional high frequency bus service.
- 4.38 The technology-based demand led nature of the trial has potential to attract new bus users therefore if successful the scheme will positively contribute in uplifting the bus patronage and reducing carbon emission in the region.
- 4.39 With a defined and targeted marketing and advertising strategy, once in operation the scheme should be able to inform the uptake of the service and therefore at the end of the trial a clearer indication of revenue stream and sustainability of DRT as business model alongside traditional high frequency bus provisioning in future could be identified.

## Recommendations

- 4.40 That Investment Committee recommends to the Combined Authority that:
- (i) The East Leeds Demand Responsive Transport scheme proceeds through decision point 3 and work commences on activity 5 (full business case with finalised costs).
  - (ii) An indicative approval to the total project value of £2.234 million, is given with the Combined Authority's funding contribution of £1.466 million (Leeds Public Transport Investment Programme (LPTIP) – £763,000, Local Transport Plan – Integrated Transport Block Programme - £703,000) with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).



- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

<b>Project Title</b>	<b>City Connect Phase 3 - Castleford Greenway Phase 4</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	4 (full business case)

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

## Background

- 4.41 This scheme is being funded from the West Yorkshire plus Transport Fund. This is a £1 billion programme, 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 approximately 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's Strategic Economic Plan.
- 4.42 The Castleford Greenway scheme is part of the City Connect Phase 3 programme, which seeks to build on the cycle network delivered through the Department for Transport's Cycle City Ambition Grant across West Yorkshire in phases 1 and 2. This will encourage an uptake in cycling and walking as the natural choice for short journeys or as part of a longer journey. Good progress has been made on the City Connect Programme as detailed in item 5.
- 4.43 The Combined Authority on 28 June 2018 granted indicative approval of the £14.824 million Phase 3 programme costs. Of this amount, the West Yorkshire plus Transport Fund contributed £12.053 million, and £2.371 million came from the Cycle City Ambition Grant and £400,000 from Kirklees Council and Leeds City Council.

## City Connect Phase 3 - Castleford Greenway Phase 4

- 4.44 The scheme will deliver a 1.3km off-road pathway to the Trans Pennine Trail from the existing Wakefield to Castleford routes being delivered through the City Connect programme. This will address a missing off-road cycle link within the local cycle network in the Methley area, and provide a complete route between Leeds, Wakefield and Castleford. Much of the proposed route will be constructed along a former railway line.

- 4.45 Scheme delivery will provide improved journey quality for cyclists by creating a more direct and traffic-free cycle route for long and short journeys between Leeds, Wakefield and Castleford. This will encourage cycling and walking for a range of journey purposes, thereby delivering further environmental, health and wellbeing benefits.
- 4.46 The scheme primarily supports the Leeds City Region's Strategic Economic Plan priority area 4 'Infrastructure for growth,' and is aligned to supporting the SEP principle of "the establishment of cycling as a major mode of travel."
- 4.47 In June 2018, the Combined Authority approved City Connect Phase 3 development funding to the value of £350,000 from the Transport Fund for the CityConnect Phase 3 programme. Following this approval, Castleford Greenway Phase 4 was allocated £15,000 by the Programme to progress to activity 4 (full business case). Expenditure to date has remained within this allocation and no further development funding is required to progress to the next stage.
- 4.48 The current funding agreement that is in place for the £15,000 development costs is with Railway Paths Ltd who have engaged with Sustrans to develop the project's Full Business Case. Railway Paths does not construct paths itself but makes its land available through sale or lease to third parties, including its sister charity Sustrans and local authorities. Upon the Combined Authority's approval of the scheme's delivery, Rail Pathways Ltd (RPL) will enter into a lease agreement with Sustrans ahead of delivery of the route, which will include for Sustrans to maintain the route (as per the requirements of the Grant Agreement). The main scheme funding agreement for the delivery of this scheme will be between the Combined Authority and Sustrans.
- 4.49 The scheme has come forward at activity 4 (full business case) with a total forecast cost of £371,686, which is sought from the West Yorkshire plus Transport Fund. The scheme is affordable within the City Connect Phase 3 budget.
- 4.50 A summary of the scheme's business case and location map is included in **Appendix 4**.

#### **Clean Growth / Climate Change Implications**

- 4.51 This scheme will deliver a new 1.3km greenway link which will fill a gap in the local cycle network in the Methley area, provide a connection to the Trans Pennine Trail, and provide complete cycle route between Leeds, Wakefield and Castleford. This will encourage cycling and walking, thereby improving air quality and reducing carbon emissions within the area and contribute to the Leeds City Region's climate emergency commitments.

#### **Outputs, Benefits and Inclusive Growth Implications**

- 4.52 The scheme outputs and benefits include:

- An off-highway 1.3km greenway between the existing Trans Pennine Trail at Methley and the access track at the end of Pinders Green Walk at Methley Junction.
- Improved journey quality for cyclists by creating a more direct and traffic-free route.
- Completion of a missing link to the existing Trans Pennine Trail, and expanded connectivity with Castleford, Wakefield and Leeds.
- Support the overall increase of 300% more trips made by bike and 10% more walking trips by 2027.
- Health benefits as a result of the increased cycling uptake for short journeys or as part of a longer journey.
- Opportunities for inclusive growth through improved access to employment, skills and education for low income and vulnerable groups from deprived communities through the delivery of the greenway.
- The inclusive growth principle of better quality of life is nurtured with the uptake of cycling and walking to reduce traffic congestion and improve air quality and health.

## Risks

4.53 The scheme risks include:

- **Statutory approvals not being granted in line with the delivery schedule** – The scheme promoter has secured planning permission and consent through an agreement with the landowner to grant access to the site. The promoter has used their experience of delivering similar projects to this scheme.
- **Issues concerning the transfer of land between two parties** - Legal advice has been received from Leeds City Council's legal team which states that the anticipation is that completion of acquisition will take place in the first quarter of 2020/21.
- **Delivery risk: change of governance structure** - Sustrans are to assume ownership of the scheme's delivery, costs and risks at activity 5 (full business case plus finalised cost) from RPL (and Wakefield Council's oversight). This transition is being managed through effective liaison between all parties which should mitigate any risks to the scheme's delivery.
- **Timetable: disruption of works due to adverse weather** – the programme has built in sufficient time to allow for any necessary slippage so as not to hinder the overall scheme completion date.

## Costs

4.54 The scheme costs are:

- The total forecast scheme cost is £371,686.
- The Combined Authority is to fund the full £371,686 from the West Yorkshire plus Transport Fund. The scheme is affordable within the City Connect Phase 3 budget.
- £15,000 development costs were previously allocated and approved to progress the project to full business case stage, as per the grant funding agreement dated 14 January 2019. Spend to date has remained within this allocation, and there are no further development cost requirements for progressing the scheme to full business case with finalised costs since the remaining funding is adequate.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Investment Committee Decision: Combined Authority	25/06/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	25/09/2020

## Other Key Timescales

- Construction is forecast to commence in September 2020
- Practical completion is forecast for March 2021

## Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within 10% of costs in this report. That the delivery programme remains within 3 months of the timescales in this report. That the benefit to cost ratio (BCR) does not fall below 1.

## Project Responsibilities

Senior Responsible Officer	Andrew Norman, West Yorkshire Combined Authority
Project Manager	Mike Babbitt, Sustrans

## Appraisal Summary

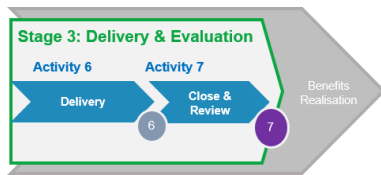
- 4.55 The strategic and socio-economic drivers for the Castleford Greenway Phase 4 are well established, with the scheme demonstrating strong alignment to the overarching City Connect programme objectives and ambitions. The scheme also complements the SEP priority 4 – ‘Infrastructure for Growth’ and good growth principles, together with supporting wider national, regional and local transport strategies and policies, as well as efforts to reduce emission across Leeds City Region. The proposals also support the Castleford Masterplan, in particular the Aire River Growth Corridor.
- 4.56 The commercial and management cases are suitably developed, with appropriate consideration given to the case for change, underlying local cycle demand and propensity to cycle in the Methley junction area, scheme deliverability, covering procurement as well as the existing governance and project delivery mechanisms in place for City Connect Phase 3 schemes. It is noted that the project management will change from activity 5 (full business case with finalised costs), with Sustrans assuming the management of risk, cost and delivery. The management case appraisal raised the need for an updated project programme to contain key decision-making milestones and an end date which will be addressed at the next stage.
- 4.57 The financial case adequately demonstrates a breakdown of the costs, as well as the scheme’s affordability based on current West Yorkshire plus Transport Fund allocations. The appraisal has highlighted the need for the promoter to confirm full expenditure to date which will be addressed at the next stage.
- 4.58 The value for money appraisal indicates a benefit to cost ratio of 4.80:1, judging the scheme as very high value for money. The economic case has been adequately developed, though its appraisal has highlighted areas for the promoter to address and provide supplementary data to address at the next stage. It is not believed to have a significant impact on the value for money position.

## Recommendations

- 4.59 The Investment Committee recommends to the Combined Authority that:
- (i) The City Connect Phase 3: Castleford Greenway Phase 4 project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
  - (ii) An indicative approval to the total project value of £371,686 is given from the West Yorkshire Plus Transport Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).

- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **Projects in Stage 3: Delivery and Evaluation**



- 4.61 Once in Delivery and Evaluation the scheme is delivered and Combined Authority funding is drawn down. When delivery is completed a review is carried out to ensure that the scheme has met all its requirements and outputs in accordance with its funding agreement. Finally, information about a scheme's performance following its completion is collected, in order to evaluate the success of the scheme.
- 4.62 There are no schemes requiring consideration at this assurance stage.



### **Decisions made by the Combined Authority**

- 4.64 Since Investment Committee's meeting on 5 March 2020, a decision regarding the following scheme has been exercised. In order to expedite scheme delivery and to avoid delay (the next meeting of the Combined Authority is currently scheduled for June 2020) this decision was made by the Combined Authority on 16 April as the Investment Committee on 2 April was cancelled due to Covid-19.

### **Corridor Improvement Programme (CIP): A650 Newton Bar**

- 4.65 The A650 Newton Bar scheme primarily involves the construction of a new signalised 'hamburger' roundabout (where the main road goes through the centre of the roundabout) and improvements to the approach roads, to support a more efficient transport network.
- 4.66 The Combined Authority approved this decision point 4 approval on 16 April to proceed through decision point 4 (full business case) and work commences on activity 5 (full business case with costs) giving indicative approval to the Combined Authority's contribution of £9.268 million towards a total project value of £9.353 million and approval of £350,000 development costs.
- 4.67 The Business Case Summary for this scheme at **Appendix 5**.

## **5 Financial implications**

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

## **6 Legal implications**

- 6.1 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.

## **7 Staffing implications**

- 7.1 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.

## **8 External consultees**

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

## **9 Recommendations**

### **Active & Sustainable Travel in Leeds City Centre (Bishopgate)**

9.1 That Investment Committee recommends to the Combined Authority that:

- (i) The Active & Sustainable Travel in Leeds City Centre (Bishopgate) package of schemes proceeds through decision point 2 (strategic outline case) and work commences on bringing individual schemes through at activity 3 (outline business case).
- (ii) An indicative approval to the total package value of £39.5 million of which £39.5 million is being funded from the Transforming Cities Fund with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **East Leeds Demands Responsive Transport**

9.2 That Investment Committee recommends to the Combined Authority that:

- (i) The East Leeds Demand Responsive Transport scheme proceeds through decision point 3 and work commences on activity 5 (full business case with finalised costs).
- (ii) An indicative approval to the total project value of £2.234 million, is given with the Combined Authority's funding contribution of £1.466 million (Leeds Public Transport Investment Programme (LPTIP) – £763,000, Local Transport Plan – Integrated Transport Block Programme - £703,000) with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **City Connect Phase 3: Castleford Greenway Phase 4**

9.3 The Investment Committee recommends to the Combined Authority that:

- (i) The City Connect Phase 3: Castleford Greenway Phase 4 project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
- (ii) An indicative approval to the total project value of £371,686 is given from the West Yorkshire Plus Transport Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## **10 Background documents**

10.1 None as part of this report.

## **11 Appendices**

**Appendix 1** - Background to Assurance Framework

**Appendix 2** - Business Case Summary – Active & Sustainable Travel  
Leeds City Centre

**Appendix 3** - Business Case Summary – East Leeds DRT

**Appendix 4** - Business Case Summary – City Connect Phase 3 Castleford

**Appendix 5** - Business Case Summary - CIP A650 Newton Bar

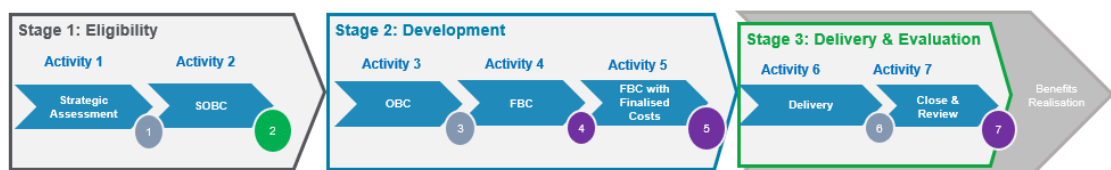
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**Appendix** 1 (Background to the report)

**Subject:** Capital Spending and Project Approvals

## Information

- 1.1 This report puts forward proposals for the progression of, and funding for, a number of schemes for approval by the Combined Authority, following consideration by the West Yorkshire and York's Investment Committee. The Combined Authority will recall that a three stage approach has been introduced as part of an enhancement to current project management arrangements, 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 (case paper approval) and 5 (final cost approval) highlighted below, with the requirement to meet the intervening activities deemed on a project by project basis.



- 1.2 The Programme Appraisal Team (PAT) appraises all schemes at the decision points. The PAT consists of an independent panel of officers representing policy, legal, financial, assurance and delivery. The scheme promoters from our partner councils or partner delivery organisations attend the meeting to introduce the scheme and answer questions from the panel. The terms of reference for the PAT are contained within the Leeds City Region Assurance Framework.

## Future assurance and approval route

- 1.3 The tables for each scheme in the main report outlines 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.

## **Tolerances**

- 1.4 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 Investment Committee and/or the Combined Authority for further consideration.

## Section A: Package Summary

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<b>Name of Package:</b>	<b>Active and Sustainable Travel in Leeds City Centre</b>
<b>Location of Package:</b>	<b>Leeds</b>
<b>PMA Code:</b>	DFT-TCF-024.1
<b>Lead Organisation:</b>	Leeds City Council
<b>Senior Responsible Officer:</b>	Martin Farrington, Leeds City Council
<b>Lead Promoter Contact:</b>	Chloe Drummer / Paul Roberts, Leeds City Council
<b>Combined Authority Lead/ Programme Manager:</b>	Fiona Limb, Combined Authority
<b>Case Officer:</b>	Ian McNichol, Combined Authority
<b>Applicable Funding Stream(s) – Grant or Loan:</b>	Transforming Cities Fund
<b>Growth Fund Priority Area (if applicable):</b>	Priority 4 (Infrastructure for Growth)
<b>Combined Authority approvals to date:</b>	Combined Authority 13th December 2018 - delegated authority to the Transport Committee to approve the TCF SOBC CA 1st August 2019 – approval of £3 million from WYTF+ Transformation Programme to fund TCF development work including Strategic Outline Cases
<b>Forecasted Completion Date</b>	31 <sup>st</sup> March 2023
<b>Total package Cost for the preferred way forward (£):</b>	£39.5 million
<b>WYCA Funding (£):</b>	£39.5 million
<b>Total other public sector investment (£):</b>	A further £100,000 for business planning and £500,000 for the railway station planning application has been secured through the LPTIP LISM approval.
<b>Total other private sector investment (£):</b>	None identified

Leeds Train Station is the busiest in the North of England and a nationally significant gateway, with passenger numbers anticipated to increase by 81% by 2043. The station provides key gateways to both the Leeds City Region and the national rail network.

The Active and Sustainable Travel within Leeds City Centre package is key to ensuring this growth is sustainable by enhancing access pathways to Leeds Station, both within the immediate city centre area and linking into communities on the periphery of the city centre.

Central to this project is the development of a fully accessible multi-modal transport hub, accessible to all, connecting key areas of the city, promoting the use of sustainable travel opportunities and improving links to the wider City Region. This will be achieved by facilitating a smooth transition between rail travel and onward pedestrian, cycling, taxi and bus routes. The proposals to redevelop the station entrance will constitute the following key components:

1. The pedestrianisation of New Station Street.
2. Development of a multi-modal transport interchange.
3. Quality improvements to the main entrance
4. Complete re-design and re-building of the station entrance connecting Bishopgate and key pedestrian access routes to the east and south of the city centre.
5. Installation of new pedestrian lifts connecting Bishopgate and the station entrance.
6. Enhanced pedestrian and cycle friendly routes through Neville Street, Dark Neville Street and Victoria Road to actively promote sustainable forms of transport.
7. Improving connectivity across the city centre by installing high quality cycle lanes on key
8. strategic gaps within Leeds city centre and the periphery.
9. Installation of a high quality 700 space cycle hub with supporting infrastructure

These improvements will be taken forward as two separate schemes – one focused on the station and environs and one focused on the 5 cycle gateways/connectors linking the station into the wider cycle network.





### Strategic Case

The package is aligned to a number of the key strategies including Leeds City Region Strategic Economic Plan (SEP), Transforming Cities Fund Strategy, HS2 Growth Strategy, Leeds Inclusive Growth Strategy, LISM (Masterplan), West Yorkshire Transport Strategy, and the Leeds Local Transport Strategy.

There are growing problems associated with the existing station that, if left unattended, will escalate and begin to constrain growth once the prediction of increase passenger numbers begins to materialise. These include:

- Poor transport connections to strategic areas of the city
- Restricted pedestrian movement outside the station entrance
- Poor accessibility at the station
- Increasing carbon emissions around the vicinity of the station
- Poor representation of Leeds as a city
- Does not positively contribute to aspirations of the city

The package presents an opportunity to remedy all of these concerns and transform the station into a modern, innovative, multi-modal transport exchange that is a focal point of the city centre and a 'world class' gateway into the city. This project will provide the opportunity to:

- Address the existing accessibility problems at the station by pedestrianizing New Station Street
- Dramatically improve the connectivity from the station to key areas of the city through the installation
- of segregated cycle lanes in Neville Street and Dark Neville Street
- Drive the shift towards increased use of sustainable transport through the development of the multimodal transport interchange
- Make a positive contribution towards improving the environment and reducing carbon emissions in the
- locality of the station by reducing the flow of private vehicles
- Improve the image of the station and turn it into a key city destination

### Economic Case

The critical success factors used to determine the preferred way forward are summarised below.

CSF Name	CSF Description
Capacity / Connectivity	Improve capacity on commuting trips, access to employment / development cent
Environmental	Reduce Carbon Emissions
Value for Money	Benefits to bus users, walking and cycling
Buildability	Deliverable by 2023
Affordability	Be Financially Sustainable to DfT
Funding	Match Funding Maximised

The VfM assessment included in the TCF SOBC is summarised below, broken down by each of the 5 cycle gateways/connectors and one for the main train station improvements.

Itemised costs and benefits	Western Gateway	Eastern Gateway	Southern Gateway	Crown Point Bridge Gateway	Holbeck Connector	Bishopgate, Neville St, New Station St	TCF SC
Congestion benefit	463.37	181.86	238.33	176.88	217.57	0.00	12
Infrastructure	1.54	0.60	0.79	0.59	0.72	0.00	
Accident	61.81	24.26	31.79	23.60	29.02	0.00	1
Local Air Quality	1.71	0.67	0.88	0.65	0.80	0.00	
Noise	4.12	1.62	2.12	1.57	1.93	0.00	
Greenhouse Gases	7.85	3.08	4.04	3.00	3.69	0.00	
Reduced risk of premature death	5116.97	2008.27	2631.85	1953.25	2402.59	0.00	141
Absenteeism	1016.45	398.93	522.80	388.00	477.26	0.00	28
Journey Ambience	5.49	191.22	2950.82	98.53	435.06	13256.40	169
Indirect Taxation	-25.20	-9.89	-12.96	-9.62	-11.83	0.00	-
Government costs	1319.36	603.07	2081.69	706.47	773.65	22004.93	274
Private contribution	0.00	0.00	0.00	0.00	0.00	0.00	
PVB	6652.57	2800.02	6369.67	2635.86	3556.09	13256.40	352
PVC	1317.82	602.47	2080.90	705.88	772.93	22004.93	274
BCR	5.05	4.65	3.06	3.73	4.60	0.60	
COST (£m)	1.7	0.8	2.8	0.9	1.0	32.1	

### Commercial Case

The contractor, Balfour Beatty and the Principal Designer, Atkins Global, have been appointed for the railway station scheme under the SCAPE framework. The cycle scheme, which will be project managed separately by LCC Highways, will be designed and delivered by Colas, the Highways term contractor.

### Financial Case

The forecast of costs for the preferred way forward is £32.06m for the railway station scheme and £7.44m for the cycling network scheme with a risk contingency of 40% and 15% respectively. The package will be fully funded by TCF and the allocation is in all 3 scenarios (low, core and high) of the TCF SOBC. has been secured through the LISM approval and are not included in the above costs.

### Management Case

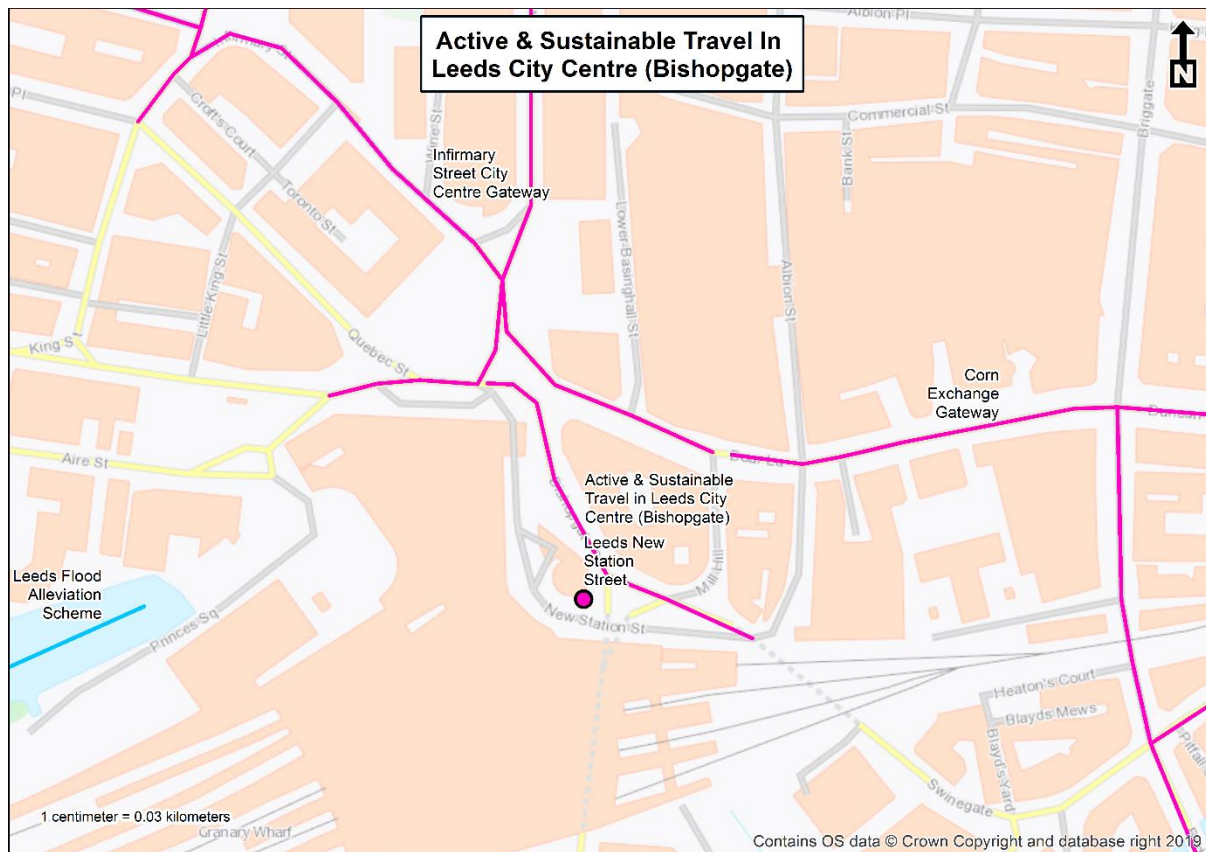
At programme level the West Yorkshire Combined Authority will establish the Transforming Cities Portfolio Board. This board will include representation from the Combined Authority, partner council officers for each scheme, as well as, where relevant, representation from the bus and rail operators. Membership and terms of reference will be determined after submission of the SOBC. Each scheme will also assemble a dedicated project board and the terms of reference will be determined on approval of the SOC. Each project board will report into the relevant TCF thematic programme board.

The key risks at a package level are: -

- Conflicting governance / approval processes between partner organisations (Network Rail, Combined Authority)
- Failure to secure necessary financial and planning approvals in a timely manner
- Package schemes are unable to be delivered by March 2023 due to complexity of the construction works
- Stakeholders oppose the delivery of the scheme
- Programme delays in other closely linked projects including Armley Gyratory
- Failure to secure vacant possession of key premises in line with the programme

### Location map:

The following location map shows the location of the Active & Sustainable Travel in Leeds City Centre (Bishopgate) 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-the-economy/leeds-city-region-infrastructure-map/>

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## Section A: Scheme Summary

<b>Name of scheme:</b>	<b>East Leeds Demand Responsive Transport (ELDRT)</b>
<b>PMO scheme code:</b>	DFT-LPTIP-006h
<b>Lead organisation:</b>	West Yorkshire Combined Authority
<b>Senior responsible officer:</b>	Dave Pearson, Combined Authority
<b>Lead promoter contact:</b>	Kate Gifford, Combined Authority
<b>Case officer:</b>	Namrata Chhabra, Combined Authority
<b>Applicable funding stream(s) – Grant or Loan:</b>	Grant
<b>Growth Fund Priority Area (if applicable):</b>	
<b>Approvals to date:</b>	Future Mobility Zone programme level approval at Strategic Outline Case (SOC) – Investment Committee (IC) February 2020 and Combined Authority (CA) April 2020 – East Leeds DRT included as part of this package
<b>Forecasted full approval date (decision point 5):</b>	May 2021
<b>Forecasted completion date (decision point 6):</b>	September 2024
<b>Total scheme cost (£):</b>	£2.234 million
<b>Combined Authority funding (£):</b>	Leeds Public Transport Investment Programme (LPTIP) - £0.763 million (£0.3 million approved) to be spent by March 2021 Local Transport Plan – Integrated Transport Block Programme - £0.703 million
<b>Total other public sector investment (£):</b>	Section 106 funding of £0.768 million over three years (additional funding available for years three to ten if the service continues to operate)
<b>Total other private sector investment (£):</b>	N/A
<b>Is this a standalone project?</b>	No

<b>Is this a programme?</b>	No
<b>Is this project part of an agreed programme?</b>	Yes – Leeds Public Transport Investment Programme (LPTIP) (Connecting Leeds)

#### Current Assurance Process Activity:



#### Scheme Description:

This scheme will trial a digitally enabled Demand Responsive Transport (DRT) service in two areas in East Leeds. DRT offers a flexible and agile bus service based on demand rather than traditional fixed-route, scheduled bus services.

The service can be accessed through a smart phone app, which uses routing algorithms to match vehicles with capacity, to users. The pilot will be the first trial of digital DRT within West Yorkshire and will be used to evaluate the impact, effectiveness and commercial viability of the DRT service for wider applications in West Yorkshire. The East Leeds DRT services will:

- link communities with employment areas, local centres and key destinations with the area of operation.
- complement the existing public transport provision by providing links to existing public transport hubs and corridors and potentially unlocking new demand where traditional bus services would not be commercially viable
- provide enhanced orbital connections across the city providing an addition to the existing core bus services that operate radially out of Leeds city centre.

The first DRT service, East Leeds to Aire Valley, will provide links from the East End Park, Cross Green and Richmond Hill areas to employment locations inside the specified zone as well as to destinations outside the zone, including Leeds Bus Station, Asda at Killingbeck and Hunslet Morrisons. This area currently has very poor access to supermarkets and the DRT service will seek to address this, as well as providing improved access to health centres, St James Hospital and local employment opportunities. This service will provide local links into the Aire Valley Enterprise Zone, which is identified in the Strategic Economic Plan as a Spatial Priority Area. The DRT services will provide public transport access to this site which is currently poor. This will help to support the development of this site.

The second DRT service, East Leeds to Crossgates, is expected to support access from 5,000 new homes to local economic and employment centres, transport hubs, health and education facilities. The proposed service area has been selected as it encapsulates a number of major housing and employment developments including the East Leeds Extension (ELE) site, where 7.08 hectares of employment land has been identified for development.

From these two trials the scheme aims to gain a better understanding of the circumstances and key criteria for successful operation of DRT and the ways in which DRT services can best

integrate with the existing public transport network. It will also be used to test the pricing, marketing and routing of the services.

DRT services look to optimise service delivery, aggregating demand to achieve efficiencies, providing an easy-to-use service that is flexible to customer needs. The DRT scheme has an emphasis on enhancing and complementing existing bus services in the area, providing a first/last mile link to existing public transport journeys to connect communities with broader transport interchange opportunities and key destinations in the service area.

## Business Case Summary:

<b>Strategic Case</b>	<p>The East Leeds Demand Responsive Transport (DRT) project sits within the Bus Delivery workstream within the wider Connecting Leeds programme. This project seeks to provide DRT services which cater for areas that are not currently served by the core bus network. The DRT services will provide links to local centres, employment and health locations, and key transport hubs as defined in the maps above.</p> <p>The DRT scheme presents a real opportunity for the City Region to understand if it can have an influence on reducing car trips by providing a real and flexible alternative, especially when provided in coordination with other public and shared transport provision. This in turn would help deliver the adopted West Yorkshire Transport Strategy target of a 3.5% reduction in car trips by 2027 and a 25% increase in bus journeys.</p>
<b>Commercial Case</b>	<p>Traditional bus services have seen a reduction in patronage, which means many routes are now not commercial for operators to run. Alternative models need to be considered to challenge existing arrangements such as demand responsive services. Technology is enabling DRT services to form part of the mobility ecosystem with more accurate journey planning and smartphone-enabled apps enhancing the consumer experience. At a macro level there is also a challenge in terms of air quality with many cities including Leeds needing to implement Clean Air Zones (CAZ).</p> <p>The adoption of CAZs will drive the need for alternative transport options while also creating a natural increase in demand. East Leeds provides an opportunity to test the application of DRT in two study areas to assess the viability and service delivery models which can be applied to elsewhere in the City Region. As highlighted in the strategic case, while the traditional bus network is relatively strong in East Leeds, it is largely based around radial routes into the city centre that are currently not adequately providing strong levels of accessibility to key employment locations and other local destinations.</p>
<b>Economic Case</b>	<p>In order to design a scheme that offers the best value for money, a long-list of options was developed and considered.</p> <p>Utilising forecast demand data developed for the West Yorkshire Combined Authority Future Mobility Zone bid, plus bus patronage assumptions and the findings of the Leeds Strategic Bus Network Review, a Green Book and TAG-compliant spreadsheet appraisal model was developed to forecast scheme costs and benefits for the economic appraisal.</p>

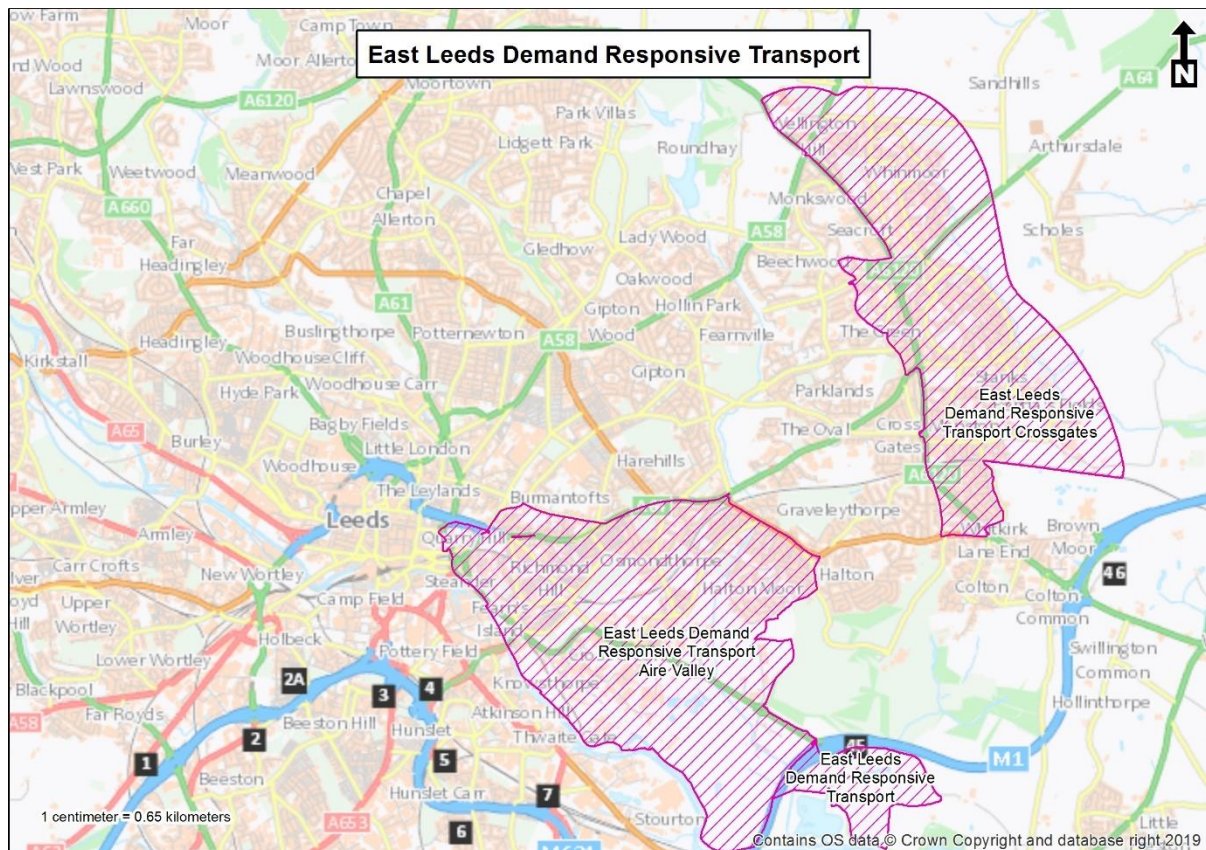


	<p>In the preferred option, based on the initial assumptions, the appraisal indicates that bus fare revenues are expected partially to offset operating expenses associated with the scheme over the pilot period. The scheme also generates transport efficiency benefits reflecting increased accessibility due to reduced travel times for users of the DRT pilot.</p> <p>Wider Scheme Benefits were also identified, with socio-economic analysis showing that the scheme would help some of the most deprived areas in Leeds to better connect to employment and education opportunities.</p> <p>The scheme as a pilot. Once in operation the scheme will be able to inform the uptake of the service and therefore at the end of the trial a clearer indication of revenue stream and sustainability of DRT as business model alongside traditional high frequency bus provisioning in future can be identified.</p>
<b>Financial Case</b>	<p>The total cost to deliver the three-year trial is £2.234 million. The West Yorkshire Combined Authority contribution is 65.6% of the total cost and is funded from the Leeds Public Transport Investment Programme (LPTIP) and Local Transport Plan Integrated Transport Block programme. Remaining costs are contributed by Section 106 funding. The total cost includes the operating cost.</p> <p>Project budgets include a contingency, risk and inflation allocation. It is anticipated that any cost overruns to the scheme will be handled through the Programme Board and the Combined Authority to work through mitigation or change request as required.</p>
<b>Management Case</b>	<p>The scheme will be managed as part of an overarching, programme, Connecting Leeds. This programme consists of £270m from the Department for Transport (DfT), Leeds City Council (LCC), West Yorkshire Combined Authority, bus operators and developers to deliver significant investment in public transport in Leeds by 2021.</p> <p>The Combined Authority and Leeds City Council adopt PRINCE2 and Managing Successful Programmes (MSP), to deliver their projects. It is proposed to use these for developing and delivering this Project. Following the 'Decision to Proceed' from DfT, a dedicated programme team, with a clear and accountable Senior Responsible Officer (SRO), Programme Board, Project Manager(s) and work stream leads.</p> <p>Resources have been brought together from across the Combined Authority and additional technical specialists from LCC will be utilised on the project as required.</p>



### Location map:

The following location map shows the location of the East Leeds Demand Responsive Transport 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-the-economy/leeds-city-region-infrastructure-map/>

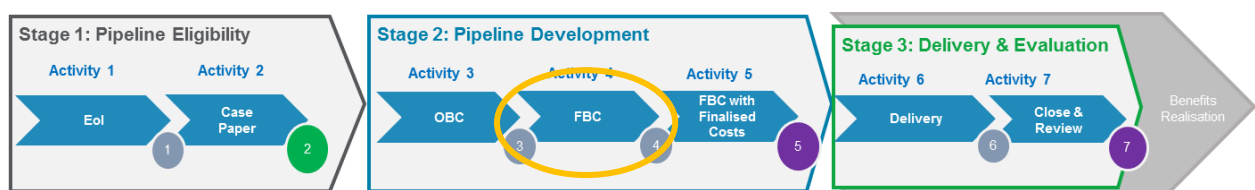
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## Section A: Scheme Summary

<b>Name of scheme:</b>	<b>CityConnect Phase 3: Castleford Greenway Phase 4</b>
<b>PMO scheme code:</b>	LTP-CCAG-003d
<b>Lead organisation:</b>	West Yorkshire Combined Authority
<b>Senior responsible officer:</b>	Paul Stevenson, Wakefield Council (at this stage)
<b>Lead promoter contact:</b>	Andrew Norman, Transport Partnerships Lead, Combined Authority
<b>Case officer:</b>	Adam Kendall Ward, Combined Authority
<b>Applicable funding stream(s) – Grant or Loan:</b>	West Yorkshire Plus Transport Fund – grant
<b>Growth Fund Priority Area (if applicable):</b>	Priority 4 Infrastructure for Growth
<b>Approvals to date:</b>	<p><b>Decision Point 2:</b> Phase 3 Programme Level:</p> <p>Combined Authority Decision Point 2: 28 June 2018 – indicative approval of £14.82 million of which £14.42 million of which £12.053 million to be funded from the Transport Fund, circa £2.37 million from City Cycle Ambition Grant (CCAG) and £400,000 from Kirklees and Leeds Councils.</p> <p>In June 2018, the Combined Authority approved City Connect Phase 3 development funding to the value of £350,000 from the Transport Fund for the CityConnect Phase 3 programme. Following this approval, Castleford Greenway Phase 4 was allocated £15,000 by the Programme to progress to activity 4 (Full Business Case), as per the Grant Agreement dated 14 January 2019. Expenditure to date has remained within this allocation.</p>
<b>Forecasted full approval date (decision point 5):</b>	25/06/2020
<b>Forecasted completion date (decision point 6):</b>	31/03/2021
<b>Total scheme cost (£):</b>	£371,686.25
<b>Combined Authority funding (£):</b>	£371,686.25 West Yorkshire Transport Fund
<b>Total other public sector investment (£):</b>	£0

<b>Total other private sector investment (£):</b>	£0
<b>Is this a standalone project?</b>	Yes
<b>Is this a programme?</b>	Yes
<b>Is this project part of an agreed programme?</b>	Yes – CCAG Phase 3

#### Current Assurance Process Activity:

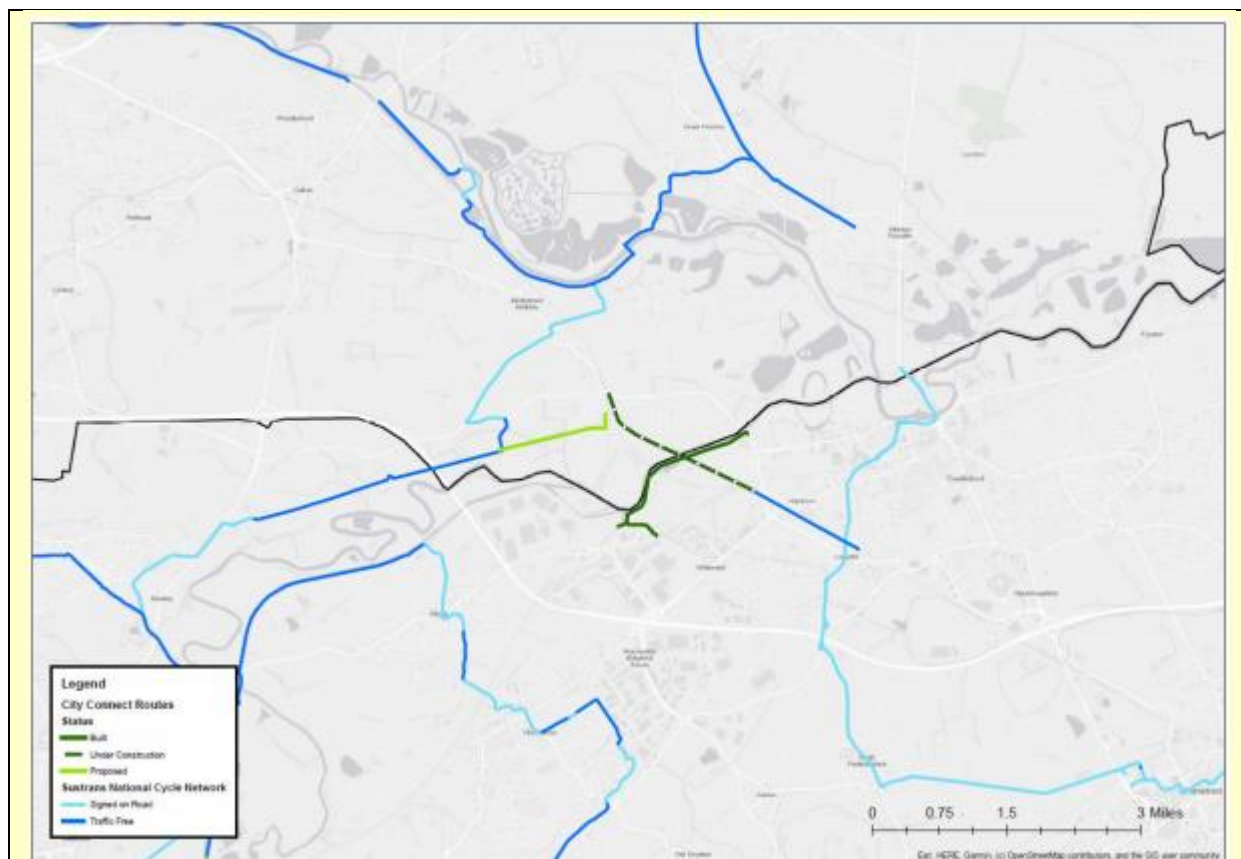


#### Scheme Description:

The scheme is part of the CityConnect Phase 3 package of cycle infrastructure enhancements across the Leeds District. This specific component, titled Castleford Greenway Phase 4 (CGP4), will deliver:

- The construction of a greenway link to the Trans Pennine Trail from the existing Wakefield to Castleford routes being delivered through CityConnect. This will provide a complete route between Leeds, Wakefield and Castleford.
- An off-highway greenway which will stretch 1.3km, 1.1km of which will be along a former railway line. The final 200m will drop off the railway alignment and through the woods in the rear of the Embleton Road / Pinders Green Drive and connects to the access track at the end of Pinders Green Walk.

The scheme extent is shown in light green in Figure 1.1 in relation to the surrounding CityConnect schemes.



**Figure 1.1 – CityConnect Routes**

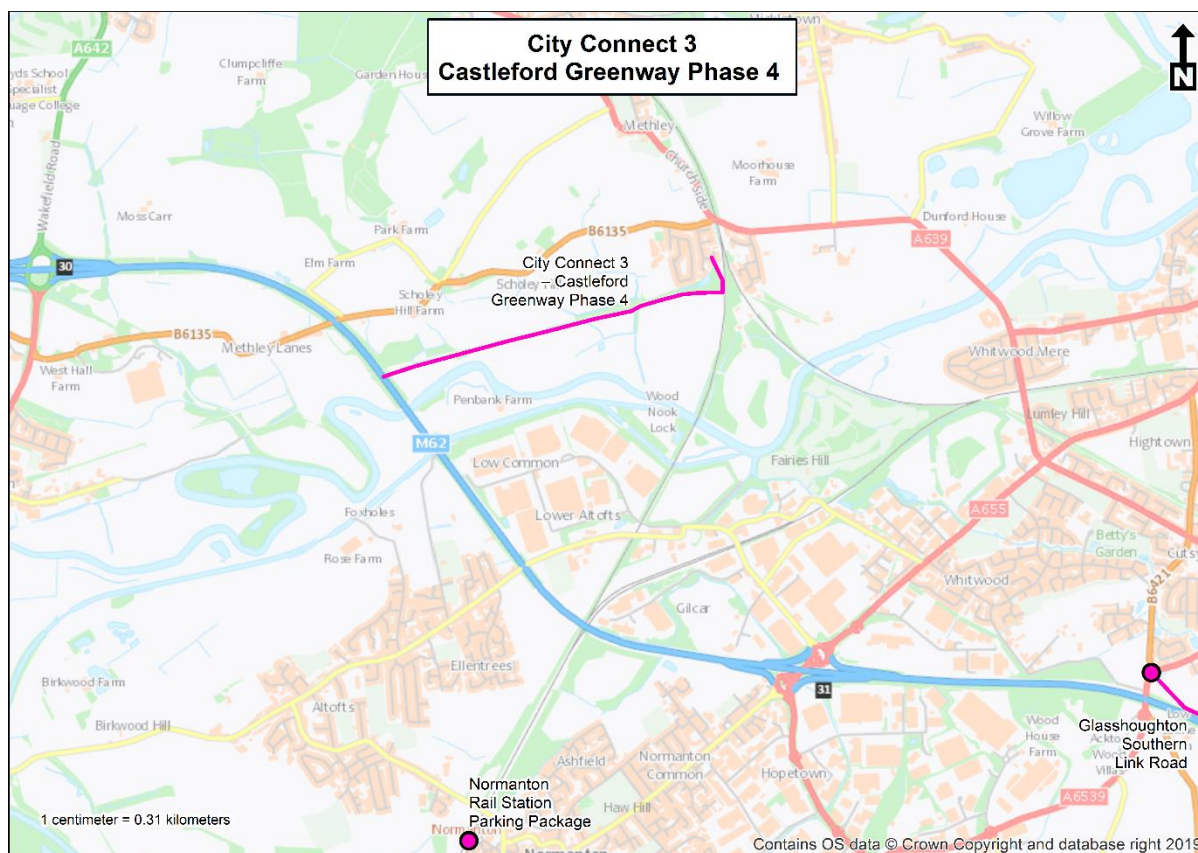
### Business Case Summary:

<b>Strategic Case</b>	<p>The proposed Castleford Greenway is being delivered through the CityConnect programme and will help to address a missing off-road cycle link in the local cycle network in the Methley area by providing a 1.3km connection to the Trans Pennine Trail (TPT). This will encourage an uptake in cycling and walking as “the natural choice for short journeys or as part of a longer journey.”</p> <p>The scheme is strongly aligned with the Leeds City Region’s Strategic Economic Plan’s (SEP) Priority 4 - Infrastructure for Growth, primarily through complementing the growth ambitions set out in the Castleford Masterplan, Aire River Growth Corridor, and the Calder Valley Greenway. The proposals also contribute towards the achievement of other national, regional and local policy &amp; strategy ambitions, including the West Yorkshire Transport Strategy’s target of 300% more trips to be made by bike by 2027.</p>
<b>Commercial Case</b>	<p>Existing barriers to cycling in West Yorkshire have been identified as a lack of infrastructure, safety concerns, and training and education issues. At a local level, the lack of off-road cycle provision in the Methley junction area, together with disjointed connectivity with the Trans Pennine Trail and cycle networks, demonstrate a strong case for change. Despite the lack of provisions for cycling in the Methley junction area, the FBC demonstrates that there is still a demand for commuter routes.</p>



	<p>A procurement strategy which involves a selective tendering process has been set out in the FBC with the contractual arrangements overseen by Sustrans up to scheme completion.</p> <p>The proposed Castleford Greenway extends across land of two landowners belonging to Railway Paths Ltd (RPL) and Bank of Scotland PLC. An agreement is in place with RPL and negotiations are underway with the second landowner to transfer ownership of the land as part of this scheme's delivery.</p>
<b>Economic Case</b>	<p>The scheme's economic case provides evidence on how the scheme is predicted to perform, in relation to its stated objectives, identified problems and target outcomes. The economic case sets out the optioneering work which has been undertaken and the appraisal of the preferred scheme against Critical Success Factors. Much of the scheme appraisal has been completed using the Department for Transport's Active Mode Appraisal Toolkit (AMAT).</p> <p>The economic case also determines whether the proposed package is a viable investment, describing the common appraisal criteria and assumptions used to determine the scheme's economic value for money (VfM) and worth. The scheme appraisal for this scheme has focused on those aspects of scheme performance that are relevant to the nature of the intervention such as impact on health, journey quality and traffic decongestion.</p> <p>At Full Business Case the core scenario benefit cost ratio (BCR) is 4.80, which is judged as 'Very High' Value for Money when assessed against the Department for Transport's value for money criteria.</p>
<b>Financial Case</b>	<p>The total cost for the Castleford Greenway is £371,686.25. This is to be wholly funded out of the West Yorkshire Transport Fund.</p> <p>The main financial risk is that costs may exceed the budget, however Sustrans have considerable experience in providing cost estimations for such schemes which has been applied to the cost estimations for this scheme. Other risks include incorrect pricing and cost overruns by contractors, however satisfactory mitigation measures are in place. The grant agreement between Sustrans and the Combined Authority will be fixed.</p>
<b>Management Case</b>	<p>The Castleford Greenway scheme forms part of the CityConnect Programme which is overseen by West Yorkshire Combined Authority programme management team. Each of the CityConnect projects are managed by the respective partner authority, in this case, currently, Leeds City Council. The day-to-day project management is being executed by Sustrans who in turn report to Leeds City Council.</p> <p>Scheme completion is forecast for March 2021.</p> <p>The scheme's delivery constraints have been identified, as have the Project risks have been identified in line with the programme Risk Management Strategy.</p> <p>A Monitoring and Evaluation Plan is in place for all CityConnect schemes and includes pre- and post- scheme delivery user counts and surveys.</p>

**Location map:** The following location map shows the scheme in relation to the other Combined Authority funded schemes in the surrounding area.



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-the-economy/leeds-city-region-infrastructure-map/>

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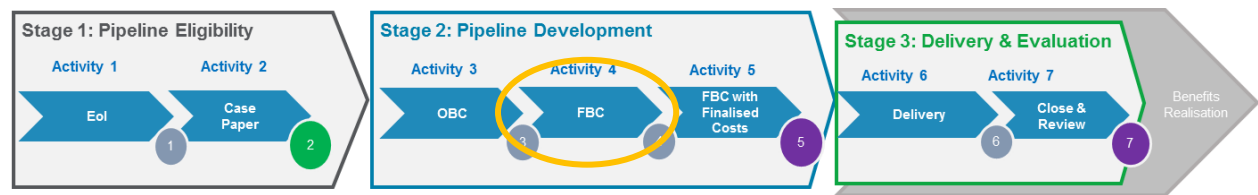


## Section A: Scheme Summary

<b>Name of scheme:</b>	<b>A650 Newton Bar</b>
<b>PMO scheme code:</b>	WYTF-PA4-038a-13
<b>Lead organisation:</b>	Wakefield Council
<b>Senior responsible officer:</b>	Graham West, Wakefield Council
<b>Lead promoter contact:</b>	Paul Stevenson, Wakefield Council
<b>Case officer:</b>	Asif Abed, Combined Authority
<b>Applicable funding stream(s) – Grant or Loan:</b>	Grant - West Yorkshire-plus Transport Fund
<b>Growth Fund Priority Area (if applicable):</b>	Priority area 4 – Infrastructure for Growth
<b>Approvals to date:</b>	<p><b>Decision point 2:</b> June 2017 - Combined Authority Corridor Improvement Programme (CIP) approval (phase 1), with allocation of £75,000 to Wakefield Council to support Outline Business Case (OBC) costs. Total scheme cost estimate of £4.5 million.</p> <p><b>Decision Point 3:</b> December 2018 – Combined Authority approval of indicative scheme cost of £6.752 million, with approval of an additional £129,800 from the West Yorkshire-plus Transport Fund, taking the total development cost approval to £204,800.</p>
<b>Forecasted full approval date (decision point 5):</b>	August 2020
<b>Forecasted completion date (decision point 6):</b>	September 2021
<b>Total scheme cost (£):</b>	£9.353 million
<b>Combined Authority funding (£):</b>	£9.268 million
<b>Total other public sector investment (£):</b>	£0
<b>Total other private sector investment (£):</b>	£0.085 million Section 106

Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes – West Yorkshire-plus Transport Fund Corridor Improvement Programme

### Current Assurance Process Activity:



### Scheme Description:

This scheme comprises a major junction improvement of an existing roundabout and approach roads around the A650 at Newton Bar, Wakefield. It involves the construction of a new signalised “hamburger” roundabout (where the main road goes through the centre of the roundabout), the upgrade of an adjacent signal-controlled junction, additional traffic lanes, the provision of shared cycle/pedestrian footways, signalised pedestrian/cycle crossings, and the extension of a bus lane along the A650/A61 corridor.

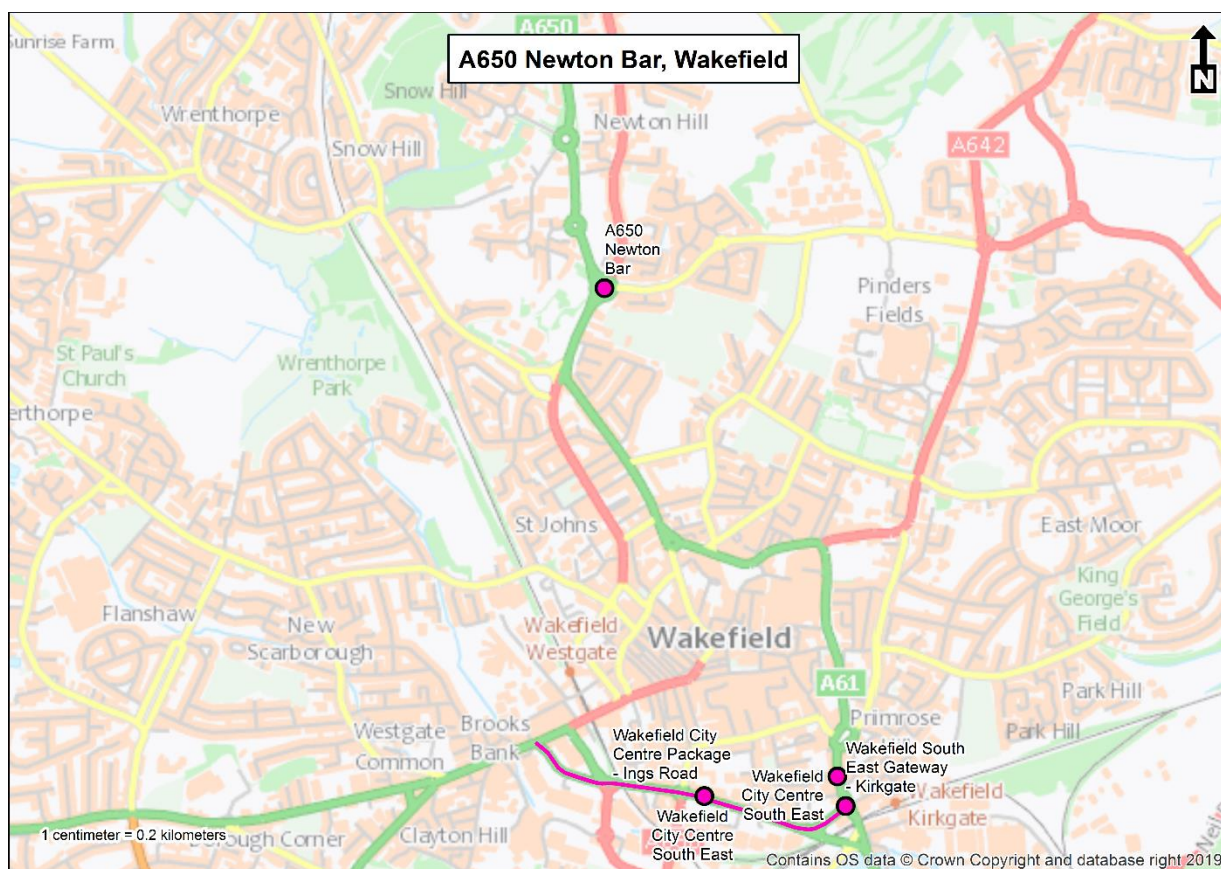


<b>Business Case Summary:</b>	
<b>Strategic Case</b>	<p>The Corridor Improvement Programme (CIP) is a key component of the West Yorkshire-plus Transport Fund and aims to tackle the connectivity challenges Leeds City Region faces, which are constraining growth associated with new housing and employment sites.</p> <p>This scheme will support the ambitions of CIP by improving journey reliability through reduced journey times along the corridor, by enhancing the active mode provision for pedestrians and cyclists, and by facilitating housing growth and developments in the area by addressing current and forecast transport constraints.</p> <p>Improved connectivity between areas of deprivation and employment/training opportunities will support the principles of inclusive growth.</p>
<b>Commercial Case</b>	<p>The A650 Newton Bar corridor forms a key route to Pinderfields Hospital, and ease of access from the A650 corridor to the M1 Motorway, Leeds Road (A61) and Bradford Road is essential for emergency services going to and from the hospital's Accident and Emergency Department.</p> <p>The 2016 Office for National Statistics (ONS) figures show that the population of Wakefield district is forecast to grow by 28,600 in the next 20 years. Improved connectivity between housing and jobs, businesses and markets, will be required for planned levels of growth to be achieved. This includes accommodating the increase in residents as a result of the new homes being built in the area and further housing development expected at Snowhill and Paragon Business Park.</p>
<b>Economic Case</b>	<p>The preferred option scheme presented is a signal-controlled "hamburger" layout, including extension of the bus lane and upgrading of an adjacent signal-controlled junction.</p> <p>An enlarged signal-controlled roundabout enables a one-way link through the centre of the roundabout to be accommodated, towards the city centre from the A650. This link reduces the volume of traffic currently passing across two arms of the roundabout and, therefore, provides the most efficient means of traffic control, in this instance for the heavy volume of traffic from Junction 41 of the M1 motorway.</p> <p>The value for money assessment reflects a benefit to cost ratio of 15.97:1, judging the scheme as very high value for money when judged against the Department for Transport's value for money criteria.</p> <p>Appraisal has been developed in line with HM Treasury's Green Book principles, Green Book Supplementary Guidance, WebTAG, DMRB, and the Leeds City Region Assurance Framework.</p>
<b>Financial Case</b>	<p>The total scheme cost estimate at Full Business Case is £9.353 million, with £9.268 million to be funded from the West Yorkshire-plus Transport Fund and a £0.085 million Section 106 developer contribution.</p> <p>Scheme costs include provision for risk, informed by a Quantified Risk Assessment (QRA). Should there be cost overruns, they will be met through the allocated contingency budget for each element of the</p>

	scheme, which if exceeded, will be managed within the overall scheme contingency budget.
<b>Management Case</b>	<p>The project will be controlled and managed by the Council's Project Management Guidelines based on PRINCE2 project management arrangements in order to deliver the scheme. The project will also be subject to the Combined Authority's Project Assurance processes to ensure that the proposal aligns with the approved funding criteria and procedures.</p> <p>Construction is anticipated to commence in September 2020 with completion by September 2021.</p>

### Location map:

The following location map shows the location of the A650 – Newton Bar 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-the-economy/leeds-city-region-infrastructure-map/>

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