
Report to: West Yorkshire and York Investment Committee

Date: 9 January 2020

Subject: **Capital Spending and Project Approvals**

Director: Melanie Corcoran, Director of Delivery

Author(s): Mary Innes / Craig Taylor

1 Purpose of this report

- 1.1 To put forward proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund) and Growth 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 highlighted in the summary table and 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 all existing Combined Authority schemes and additional resource to support the development and implementation of the new assessments.
- 2.3 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 4 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 £46.371 million when fully approved, of which the total value of £12.389 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.

<p><u>Scheme</u></p> <p>Leeds Transport Model Update 2020</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The project is to deliver a new multi-modal transport model for Leeds which reflects Department for Transport (DfT) best practice guidance. The model will be used to develop and appraise transport schemes and additionally for assessing development options associated with the Local Plan and wider Leeds City Region schemes.</p> <p><u>Impact</u></p> <p>Delivery of the model will be used to appraise the value of future pipeline schemes, indirectly allowing clean growth and climate change implications to be tested.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 and work commences on activity 5 (Full Business Case with finalised Costs)</p> <p>Indicative total scheme cost – £1.2 million.</p> <p>Total value of Combined Authority funding - £600,000.</p> <p>Funding recommendation sought – £0</p> <p>A recommendation to the Combined Authority is sought as part of this report.</p>
<p><u>Scheme</u></p> <p>York Outer Ring Road - Phase 3 - Clifton Moor</p> <p>York</p>	<p><u>Scheme description</u></p> <p>This scheme is phase 3 of the York Outer Ring Road Programme. Phase 1 is complete and Phase 2 is in Activity 6, Delivery. Phase 3 will deliver improvements to the roundabout at Clifton Moor, including:</p> <ul style="list-style-type: none"> • A1237 westbound approach widened to three lanes • A1237 exits widened to two lanes • Lane designations re-allocated • Relocate and enlarge inscribed circle diameter of roundabout • Creation of underpass on A1237 eastbound • Addition of a 4th arm to access Site ST14 Land West of Wigginton Road <p><u>Impact</u></p> <p>The value for money assessment reflects a benefit cost ratio of 2.94:1 judging the scheme as high value for money against the Department for Transport's value for money criteria. This is a programme level benefit cost ratio.</p>

	<p>The scheme supports inclusive growth by improving accessibility to employment, retail, and leisure sites in York which serve the wider population.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 and work commences on activity 5 (full business case with finalised costs).</p> <p>Indicative total scheme cost - £7.174 million (total programme - £44.216 million)</p> <p>Total value of Combined Authority funding - £2.174 million (total programme indicative - £38.378m)</p> <p>Funding recommendation sought: £0</p> <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>
<p><u>Scheme</u></p> <p>Bradford City Centre Heritage Properties Development Scheme</p> <p>Bradford</p>	<p><u>Scheme description</u></p> <p>This scheme forms part of the housing and regeneration programme and will redevelop three city centre properties to provide commercial floor space and residential units. The change request is to replace one property from the original programme with an alternative property.</p> <p>This scheme fits with Priority 4: Infrastructure for Growth of the Leeds City Region Strategic Economic Plan.</p> <p>The scheme is funded through the Local Growth Fund.</p> <p><u>Impact</u></p> <p>The scheme's value for money position is based on grant cost per housing unit which equates to £18,500. This is higher than the average across the Combined Authority's housing and regeneration programme (£13,907). However, the scheme offers reasonable value for money in relation to its wider regeneration benefits including delivering new housing.</p> <p>The scheme's wider social benefits include increased investment in the city centre due to the creation of commercial floor space.</p> <p><u>Decision sought</u></p> <p>Approval to accept the change request to replace one property with a new one at decision point 6 and work continues on activity 6 (delivery).</p> <p>Total value - £33.29 million</p> <p>Total value of Combined Authority funding - £7.4 million</p> <p>Funding recommendation sought - £0</p> <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>
<p><u>Scheme</u></p> <p>York Scarborough Bridge (foot & cycle bridge)</p>	<p><u>Scheme description</u></p> <p>This scheme forms part of the Transforming Cities Fund and will improve the pedestrian and cycle access to York City Centre and York rail station. This scheme will enhance the</p>

York	<p>recently completed Scarborough Bridge by ensuring accessible access in the surrounding area.</p> <p><u>Impact</u></p> <p>The schemes wider social benefits include reduced greenhouse gas emissions and health benefits due to a modal shift to sustainable modes of transport.</p> <p>The benefit cost ratio has been calculated at 3.04:1 which represents high value for money.</p> <p><u>Decision sought</u></p> <p>Approval to accept the change request to enhance the original scheme further, using £280,000 new funding from Transforming Cities Fund small bids, by complementing the approaches to the bridge and its links to walking and cycling at activity 6 (delivery) and work continues in activity 6 (delivery)</p> <p>Total value - £4.707 million</p> <p>Total value of Combined Authority funding – £2.215 million</p> <p>Funding recommendation sought - £280,000</p> <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>
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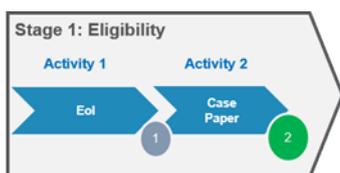
- 3.2 Since the Investment Committee’s meeting on 4 December 2019, the following decision points and change requests have been assessed in line with the Combined Authority’s assurance process and approved through the agreed delegation to the Combined Authority’s Managing Director. Under the delegation a total expenditure of £20,000 has been approved.

<p><u>Scheme</u></p> <p>Corporate Technology Programme – CRM improvements (package EO1)</p>	<p><u>Scheme description</u></p> <p>The Corporate Technology Programme (CTP) will deliver the Corporate Technology Strategy which was approved by the Combined Authority at decision point 2 in May 2018. Package EO1 relates to a new regional data system.</p> <p><u>Decision</u></p> <p>The Managing Director approved this decision point 5 approval on 8 November 2019, giving full approval to the EO1 work package value of £20,000 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.

Project Title	Leeds Transport Model Update 2020
Stage	1 (eligibility)
Decision Point	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 scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 4.4 The purpose of this scheme is to deliver a new multi-modal transport model for Leeds which reflects Department for Transport (DfT) best practice guidance, indirectly supporting the delivery of the Leeds City Region Strategic Economic Plan priorities by developing and appraising transport schemes and assessing development options associated with the Local Plan and wider Leeds City Region schemes. While the current Leeds Transport Model is fit for purpose, it needs updating as part of the normal 5 year cycle of refreshing transport models in order to reflect DfT best practice guidance. Failure to enhance the model could result in risk of challenge to outputs produced in the near future.

4.5 The new multi-modal transport model for Leeds will need to be able to model:

- Supply and demand constraints, increasing walking and cycling and managing peak transport times.
- Public transport route, capacity, fare and frequency changes.
- Highway and public transport (bus, rail, mass transit) schemes.
- Change in the use of walking and cycling.
- Leeds city centre parking supply and cost changes
- Park and Ride (bus, mass transit and rail)
- Work with a variety of planning growth

4.6 There is a requirement to collect data in spring 2020 ahead of a number of new schemes coming into delivery in Leeds city centre.

4.7 A summary of the scheme's business case is included in **Appendix 2**.

Clean Growth / Climate Change Implications

4.8 The Leeds Transport Model Update 2020 will be used to appraise future pipeline schemes, allowing clean growth and climate change implications to be tested.

Outputs, Benefits and Inclusive Growth Implications

4.9 The forecast outputs, benefits and inclusive growth implications are:

- Up to date origin and destination data for 2020 for use in model building.
- Transport model that meets the latest requirements of DfT guidance.
- A model that can be used in support of a wide range of transport schemes across Leeds.
- Transport model produces more reliable answers more quickly.
- Can be applied in the development and appraisal of schemes that support inclusive growth.

Risks

4.10 The key risks to the delivery of the scheme and associated mitigation measures are:

- Tight timescales for data collection to be completed by spring 2020 – Data collection needs to be completed by spring 2020 before work commences on major transport projects. This will be mitigated by prioritising data collection in areas most likely to be impacted by the works.
- Overall cost of model deemed unaffordable at tender stage – The specification of the model would be reviewed to achieve cost savings.

Costs

- 4.11 The total cost of the scheme is forecast to be approximately £1.2 million. The Combined Authority contribution sought is £600,000. Similar model updates have been procured by Bradford, Calderdale and Kirklees recently and have been used to inform the cost estimates for the model. The scope and scale of the Leeds Transport Model Update 2020 is different to these models in scale and complexity.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	09/01/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	29/05/2020

Other Key Timescales

- 4.12 Data collection is conducted by the end of spring 2020.

Assurance Tolerances

Assurance tolerances
That the Combined Authority costs remain within 20% of those outlined in this report. That the timeframes outlined in this report remain within 3 months.

Project Responsibilities

Senior Responsible Officer	Gary Bartlett, Leeds Council
Project Manager	Tim Harvey, Leeds Council
Combined Authority case officer	David Powell

Appraisal Summary

- 4.13 A strong rationale exists for the Leeds Transport Model Update 2020, as it will indirectly contribute to delivering the Leeds City Region SEP priorities along with national, regional and local strategies through the appraisal of schemes and the development of more robust business cases.
- 4.14 With a large programme of schemes in the future pipeline, it is imperative that Leeds update their transport model according to the timescales outlined in this

report. There is a requirement to collect data in spring 2020 ahead of a number of new schemes coming into delivery in Leeds city centre.

- 4.15 There is a clear need for an up to date transport model that meets with DfT guidance. A clear procurement strategy is in place.

Recommendations

- 4.16 That Investment Committee recommends to the Combined Authority that:

- (i) The Leeds Transport Model Update 2020 project proceeds through Decision Point 2 and work commences on Activity 5 (full business case with finalised costs).
- (ii) An indicative approval of £600,000 is given from the West Yorkshire plus Transport Fund towards a total scheme cost of £1.2 million with full approval to spend being granted once the scheme has 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 Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Development



- 4.17 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.

Project Title	York Outer Ring Road Phase 3
Stage	2 (development)
Decision Point	4 (full business case)

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

Background

- 4.18 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 4.19 The York Outer Ring Road (YORR) upgrade project includes improvements to seven existing Outer Ring Road roundabouts between the Wetherby Road and Monks Cross junctions. The aim is to, where possible, upgrade junctions to a similar standard as the recently enhanced A19 and A59 roundabouts: i.e. approaches widened to 3 lanes, exits widened to 2 lanes, minor arm approaches widened to suit traffic flows, provision of walking and cycling improvements (including accommodation for future orbital and radial routes where possible).
- 4.20 Phase 3 will deliver improvements to the roundabout at Clifton Moor, including:

- A1237 westbound approach widened to three lanes
 - A1237 exits widened to two lanes
 - Lane designations re-allocated
 - Relocate and enlarge inscribed circle diameter of roundabout
 - Creation of underpass on A1237 eastbound
 - Addition of a 4th arm to access Site ST14 Land West of Wigginton Road
- 4.21 Programme entry for the phase 1 dualling of the A1237 (Rawcliffe to Hopgrove), funded by DfT, was achieved in October 2019 from the DfT. The City of York Council is currently reviewing the implications of the announcement on the roundabout upgrade programme to maximise delivery efficiency.
- 4.22 A summary of the scheme's business case and location map is included in **Appendix 3**.

Clean Growth / Climate Change Implications

- 4.23 The main objective of the A1237 upgrade scheme is to reduce delays and enable growth whilst also improving accessibility for cyclists and pedestrians. Greenhouse gas emissions are also projected to reduce as a result of the reduction in congestion on the route. Policies will be adopted to reduce the risk of suppressed demand taking up the additional capacity. Additional complementary measures within the city will also be considered in order to maximise any air quality benefits from the forecast slight reduction in vehicle trips through the city centre.
- 4.24 It is anticipated that a significant number of trips will divert from the main urban area (and adjacent villages) onto the YORR as a result of the additional capacity provided by the A1237 upgrades. This released capacity will be locked in by reassigning road space to more sustainable transport modes where possible. It is proposed to progress a variety of measures:
- Closure of traffic routes through residential areas creating safer routes for cycling and walking and improving air quality
 - Improving bus priority measures
 - Changes to junction layouts and sequencing at key locations in city centre to improve cycling and walking routes.
 - Improvements to cycling network building on the A1237 crossings provided through the WYTF YORR junction improvement programme.
- 4.25 The dual carriage way scheme, funded by DfT, also being progressed will complement the roundabout upgrade project by providing further capacity and further reducing congestion. This will then facilitate additional citywide sustainable transport measures to be taken forward, enabling a further reduction of trips away from the city centre area.

Outputs, Benefits and Inclusive Growth Implications

4.26 The forecast outputs, benefits and inclusive growth implications are set at a programme level for the York Outer Ring Road. These are:

- Enable better access to employment, retail, health and leisure sites in York which serve the surrounding population.
- Enhanced connectivity to the A1(M) and other strategic destinations.
- Reduced end to end journey times around the northern section of the York Outer Ring Road by approximately 20% by 2021.
- Enhanced journey time reliability for cross-county movements (estimated to be 15-20% of traffic) between origins and destinations in North Yorkshire.
- Reduced localised congestion and delays on approach and exit from the junctions.
- Removal of through traffic from York City centre due to the decongestion of the Outer Ring Road route.
- Improved safety through the reduction in road accidents.
- Improved air quality in the city centre resulting from improved traffic flows.

Risks

4.27 The key risks to this project and the mitigation are:

- Risk: Agreement on the purchase of land needed for the project cannot be reached with landowners / agents, or the requested purchase price increases beyond the market value. Mitigation: City of York Council to enter into early engagement with landowners, simultaneously promoting a Compulsory Purchase Order alongside negotiations. The potential cost of each parcel of land will also be carefully considered in order to allocate an appropriate risk budget.
- Risk: Junctions outside the Outer Ring Road junction improvements require upgrading, potentially increasing the project scope. Mitigation: City of York Council will undertake robust assessment of other junctions and bring forward other funding if upgrades are deemed to be required. If this materialises the improvements would not require WYTF funding.
- Risk: Programme delays / abortive work arising from the A1237 dualling programme. Mitigation: City of York Council to consider the phasing of future phases of the Outer Ring Road junction improvement programme in light of potential interface with the dualling programme, to minimise abortive work and / or delays to the Outer Ring Road junction improvement programme.

Costs

4.28 The project costs are summarised as:

- The phase 3 costs have increased by £5 million reflecting inclusion of the 4th arm at Clifton Moor. Previous cost estimates were based on a three-arm roundabout improvement. This £5 million is not being sought from the WY+TF. City of York Council have confirmed that the £5 million is available from the council's reserves, with the funding to be reclaimed via future developer contributions.
- Phase 3 costs estimated at £7.174 million, final costs to be confirmed at decision point 5.
- Total programme costs estimated at £44.216 million. This is an increase from the total programme costs at the Phase 2 FBC+ of £38.926 million. This increase in total costs is mainly due to the addition of the 4th arm of the Clifton Moor junction. £44.216 million is made up from £38.378 million Combined Authority contribution, £838,000 City of York contribution and £5 million development funding/third party.
- The estimated Combined Authority funding required is £2.174 million for phase 3
- The total indicative total programme funding for the YORR project from the Combined Authority has increased since the Phase 2 FBC+ from £38.276 million to £38.378 million. This increase is due to the use of updated inflation indices.
- Additional development costs are not requested at this stage. Development costs of £2.45 million have been approved at a programme level.

Assurance Pathway and Approval Route for Phase 3

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	09/01/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	10/04/2020

Other Key Timescales

- Phase 3 site start – April 2020
- Phase 3 site completion – May 2021

Assurance Tolerances

Assurance tolerances

Costs should remain within 5% of the Combined Authority's contribution in this report.
Timescales should remain within 3 months of those set out in this report.

Project Responsibilities

Senior Responsible Officer	James Gilchrist (City of York Council)
Project Manager	Gary Frost (City of York Council)
Combined Authority case officer	Thomas Murphy

Appraisal Summary

- 4.29 The A1237 York Outer Ring Road (YORR) has been the subject of a comprehensive and long-term strategy to review and develop junction improvements at identified roundabouts along the route to improve and reduce journey times on this heavily congested route.
- 4.30 Overall the business case presented provides sufficient evidence and justification that Phase 3 should proceed. The Economic and Strategic Cases for Phase 3 are intrinsically linked to the programme as a whole, when considered at a programme level these cases are sufficiently developed to recommend progression. The programme benefit cost ratio is 2.94:1.
- 4.31 Whilst benefits are being measured at a programme level, there will be localised benefits realised at this junction once improvement works are delivered.

Recommendations

- 4.32 That Investment Committee approves:
- (i) The York Outer Ring Road Phase 3 project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
 - (ii) An indicative approval to phase 3 to the value of £2.174 million is given from the West Yorkshire plus Transport Fund towards a total scheme cost of £7.174 million 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) An indicative approval to the YORR programme to the value of £38.378 million, an increase from £38.276 million, is given from the West Yorkshire plus Transport Fund towards a total programme cost of £44.216 million, an increase from £38.926 million.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme

Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Bradford City Centre Heritage Properties Development Scheme
Stage	3 (delivery and evaluation)
Decision Point	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
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

Background

- 4.33 This scheme is funded through the Local Growth Fund. The purpose of this funding is to attract the next generation of jobs and deliver a step change to the growth of the City Region. The Growth Deal enables implementation of the priorities set out in the Strategic Economic Plan including the development of housing and commercial sites, expansion of a skilled workforce, support to growing businesses, promotion of resource efficiency and investment in integrated transport (through the West Yorkshire plus Transport Fund).
- 4.34 This scheme forms part of the Housing & Regeneration programme originally aiming to redevelop three key heritage property buildings in Bradford. The properties fall within the Bradford City Centre area which has been endorsed by the Council as a priority regeneration zone. This scheme was submitted as part of the call for projects and gained approval to proceed from the Combined Authority in June 2018.
- 4.35 All three property refurbishments will create commercial floor space on the ground and lower floors, due to their unsuitability for residential conversion, and upper floors will be converted for residential use.
- 4.36 The three properties are proceeding separately through the assurance process. Proposals for Conditioning House gained outline business case approval by Investment Committee in September 2019.

Description of Change Request

- 4.37 The original scheme included a significant heritage property identified as Property Two as part of the programme, however, the owners have concluded that redevelopment of this property for residential purposes is not practical or viable. Bradford Council have continued to work with the owners for alternative development options for this building.

- 4.38 As a result, Bradford Council wish to replace this option with an alternative suitable heritage property that will result in an increase in net housing outputs being delivered through the programme.
- 4.39 The replacement Property Two was subject to a previous development scheme which did not progress and requires investment intervention to progress to delivery. The interested developer is bringing forward an adjacent residential conversion which has received significant interest and sales.
- 4.40 Property Two and the third property will submit separate business cases for approval in time for spend prior to March 2021.

Clean Growth / Climate Change Implications

- 4.41 This scheme will redevelop three properties within Bradford City Centre to provide new apartments and commercial floorspace. Improvements to the buildings include wind/ water proofing. The Conditioning House scheme will adopt high quality sustainable design and encourage public transport use by its occupiers given its central city location. Further details on clean growth implications for the following two properties will be provided as the schemes progress through the assurance process.

Outputs, Benefits and Inclusive Growth Implications

- 4.42 The forecast outputs, benefits and inclusive growth implications for the programme are:
- Conditioning House is estimated to deliver 150 homes by March 2021
 - Replacement Property Two is estimated to deliver 150 homes by August 2022. This is an increase of 100 housing outputs from the original property which was to deliver 50.
 - Property Three is estimated to deliver 100 homes by March 2023
 - The scheme's value for money position is based on grant cost per housing unit which equates to £18,500. This is higher than the average across the Combined Authority's housing and regeneration programme (£13,907) and on that basis could be considered to provide low value for money. However, the scheme will deliver much needed housing.
 - A total of 4,366 square metres of floor space will be created which it is anticipated will trigger further investment in the city centre.

Risks

- 4.43 The key risks for this scheme are:
- Programme delays during the funding agreement legal process. This will be mitigated by early preparations to engage in the legal process and ensuring the appropriate resources are available and in place.
 - Costs are higher than expected. This will be mitigated by the use of an experienced development partner and cost management systems in

place. Any unavoidable cost increases will be managed through exploring redesign options, scheme finance engineering or contingencies.

- Delays in undertaking the essential rehabilitation and delivery works. This will be mitigated by diligent efforts applied to the legal process by externally appointed specialist lawyers.
- Delays to business case submissions. The full business case with finalised costs for Property Two and Property Three must be approved by June 2020 in order for the Local Growth Fund monies to be spent by March 2021. If there are delays to the business case submissions, these elements will be removed from the programme. This will be mitigated by the Council committing appropriate resources to managing the business case preparations and submissions including, where necessary, external specialist advice and assistance from expert property consultants.

Costs

4.44 The total scheme cost has increased by £1.69 million (previously £31.6 million) and is now estimated to be £33.29 million. This is due to details being refined for the programme and a variation of costs between the original Property Two and the replacement Property Two. The Combined Authority contribution for this scheme remains at £7.4 million.

4.45 The Combined Authority costs for the programme per building are:

- Conditioning House - £ 1.5 million
- Property Two - £3 million
- Property Three - £2.9 million

Assurance Pathway and Approval Route for Property Two

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	09/01/2020
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	30/04/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/06/2020
6 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team	29/10/2021

	Decision: Combined Authority's Director of Delivery	
7 (review and close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/05/2023

Other Key Timescales

4.46 Key timeframes for this scheme include:

- Replacement Property Two outline business case approval April 2020
- Property Three outline business case approval April 2020
- Conditioning House full business case with finalised costs approval February 2020
- Replacement Property Two and Property Three full business case with finalised cost approval June 2020

Assurance Tolerances

Assurance tolerances
That the Combined Authority costs remain within those outlined in this report.
That the timeframes outlined in this report remain within 3 months.
That the number of homes remain within 10% of those outlined in this report.

Project Responsibilities

Senior Responsible Officer	Shelagh O'Neil, Bradford Council
Project Manager	Simon Woodhurst, Bradford Council
Combined Authority case officer	Heather Briggs

Appraisal Summary

- 4.47 The replacement of the original Property Two with an alternative heritage building does not affect the strategic elements of the programme and the scheme will still redevelop vacant heritage buildings within Bradford City Centre to provide a mix of new housing units and commercial floor space.
- 4.48 A developer who is already active in the city is keen to commit and progress with the delivery of the alternative Property Two, however before progress can be made, the charges on the title must be removed, which is not possible without Local Growth Funding.
- 4.49 The replacement of Property Two with a similar replacement heritage property is expected to increase the total number of housing outputs. There does

however remain a risk that the business case submissions for replacement Property Two and replacement Property Three will be delayed which will result in them being removed from the programme as the Local Growth Fund contributions are required to be spent by March 2021. If the business cases are not submitted within the timeframes outlined in this report, the programme will only proceed with Conditioning House which will result in 150 homes being provided.

Recommendations

4.50 That Investment Committee approves that:

- (i) The change request to the Bradford City Centre Heritage Properties Development scheme to alter the scope and replace original Property Two with the alternative heritage property is approved.
- (ii) 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.

Projects in Stage 3: Delivery and Evaluation



- 4.51 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.

Project Title	York Scarborough Bridge (foot & cycle bridge)
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 6)

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

Background

- 4.52 This scheme 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 1 of the fund, which is focused on “small bids” of £10 million or less.
- 4.53 The original scheme was completed in August 2019 and has transformed sustainable access into the railway station and York Central development site. The scheme has delivered a new shared-use foot and cycle bridge spanning the River Ouse and replaced the substandard previous narrow footbridge which could only be accessed by steep narrow stairs.
- 4.54 The new crossing has provided a wider bridge incorporating ramped access to improve access for pedestrians, cyclist, pushchair and wheelchair users. The

bridge has a direct connection into York railway station which promotes use of sustainable travel.

Description of Change Request

- 4.55 As a result of a successful Transforming Cities Bid made by the Combined Authority, there is now the opportunity to enhance the original scheme further by delivering complementary approaches to the bridge and its connectivity to adjacent walking and cycling routes.
- 4.56 The sub-projects are composed of the following improvements:
- Bootham Crossing - a proposed controlled crossing to provide a safer way for cyclists to cross the A19 Bootham.
 - Ramp from St Mary's to Marygate Lane - the optimum route to the station from Bootham encounters a significant change in level at the south-western end of St Mary's. The proposal is to provide a ramp over the existing steps by raising the level of the surrounding footway to reduce the ramps gradient. The current retaining wall at the top of the steps will be removed to increase visibility.
 - Floodgate - the current flood defences, consisting of a wall and 1.4 metre wide flood gate which is closed during high river levels, mean users have to cross the flood gate which involves a small step thereby pushchair and wheelchair users struggle from accessing this route and have to undertake a lengthy detour. The improvements proposed will widen the flood gate to remove the pinch point for users and remove the step from the design.
 - Improvements to Post Office Lane - the northern half of the lane was subject to improvements during delivery which involved the removal off all pre-existing fencing, installing new kerbs and landscaping adjacent to the embankment which has opened up and transformed the approach for users. It is proposed that similar work is undertaken on the southern half of the lane to improve visibility and make the area safer for lone travellers.

Clean Growth / Climate Change Implications

- 4.57 The scheme's clean growth implications include reduced greenhouse gas emissions through an increase in cyclists and footfall due to improved sustainable modes of transport access into the city centre.

Outputs, Benefits and Inclusive Growth Implications

- 4.58 The schemes outputs, benefits and inclusive growth implications are:
- Improved pedestrian and cycle user safety from the removal of fencing and opening existing pathways to improve sightlines and perception of personal safety.

- Enhanced journey quality improvements for station users accessing the station by walking and cycling.
- Increased economic activity within York city centre through improved travel options and access.
- Reduced greenhouse gas emissions through increased active mode travel (train and cycle). An increase of 65% of cycle users has been forecast along with this scheme.
- The benefit cost ratio (BCR) has been calculated at 3.04:1 which represents high value for money. The BCR is being re-calculated incorporating this change request.

Risks

4.59 The scheme's key risks and proposed mitigation strategies are:

- Land ownership for the ramp and cycle path realignment. This will be mitigated through early engagement with the landowners.
- Risk of conflict with utilities for the new ramp and crossing. This will be mitigated through surveys to identify locations of apparatus.
- Interactions with the Bootham Hospital development. This will be mitigated by close working relationships with the developer to understand the aspirations for the site.

Costs

4.60 The scheme costs were originally £4.407 million with a Combined Authority contribution of £1.935 million. Due to the successful Transforming Cities Fund bid, the scheme costs have increased by £300,000 with an increase of £280,000 of Combined Authority funds. The new total scheme cost is £4.707 million with a Combined Authority contribution of £2.215 million.

4.61 The sub-project costs are:

- Bootham Crossing- £135,000
- Ramp from St Mary's to Marygate Lane- £95,000
- Floodgate- £40,000
- Improvements to Post Office Lane- £30,000

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 6)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	09/01/2020

6 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2021
7 (review and close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/10/2019

Other Key Timescales

4.62 Key timeframes for this scheme include:

- Works will be entered into contract by March 2020
- Construction commences:
 - Bootham Crossing – August 2020
 - St Mary's to Marygate Lane – August 2020
 - Floodgate – February 2021
 - Post Office Lane – January 2020
- Construction complete:
 - Bootham Crossing – November 2020
 - St Mary's to Marygate Lane – December 2020
 - Floodgate – March 2021
 - Post Office Lane – March 2020

Assurance Tolerances

Assurance tolerances
That the Combined Authority costs remain within those outlined in this report. That the timescales remain within 3 months of those outlined in this report.

Project Responsibilities

Senior Responsible Officer	Tony Clarke, City of York Council
Project Manager	Richard Holland, City of York Council
Combined Authority case officer	Heather Briggs

Appraisal Summary

- 4.63 The sub-projects detailed in this report will enhance the connectivity around York City Centre. The scheme has a strong strategic fit with the Leeds City Region Strategic Economic Plan and Transforming Cities Fund objectives.
- 4.64 The sub-projects will maximise the use of the new Scarborough Bridge and improve the walking and cycling access to York rail station to increase and encourage the use of sustainable transport.

Recommendations

- 4.65 That Investment Committee approves that:
- (i) The change request to the York Scarborough Bridge project to enhance the original scheme, increase the Combined Authority contribution by £280,000 and increase the timeframe to March 2021 is approved.
 - (ii) The Combined Authority enters into an addendum to the existing funding agreement with York Council for additional expenditure of up to £280,000 from the Transforming Cities Fund.
 - (iii) 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.

Decisions made through the delegation to the Managing Director

4.66 Since Investment Committee's meeting in December, decisions regarding the following schemes has been exercised. This decision was made through the delegation to the Combined Authority's Managing Director or Director of Delivery following a recommendation from Combined Authority's Programme Appraisal Team. In order for a decision to be made through a delegation to the Managing Director or Director of Delivery, the scheme must remain within the assurance tolerances that have been approved at an earlier decision point. All the schemes outlined below have remained within their approved delegations unless stated otherwise below.

4.67 Corporate Technology Programme – CRM improvements (package E01)

4.68 The Corporate Technology Programme (CTP) is delivering the Corporate Technology Strategy which was approved by the Combined Authority in May 2018. Packages for the programme are progressing separately through the assurance process as long as they remain within tolerance. The package, which will be delivered by the Combined Authority's delivery partner, now requiring approval relates to a review of how data systems are used by the Combined Authority and partner organisations to explore and make recommendations in relation to a regional approach to a common data system. The Managing Director approved this decision point 5 approval on 8 November 2019, giving full approval to the EO1 work package value of £20,000 and work commences on activity 6 (delivery).

Decisions made through the delegation to the Director of Delivery

4.69 Several decision point 7 closure reports have recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Director of Delivery.

ShIPLEY College – Mill Building – Local Growth Fund

4.70 The decision point 7 approval (Project Closure) related to the ShIPLEY College – Mill Building and work continuing on benefits realisation. The scheme contributed to improving the quality of all student space in the Mill Building through refurbishment works. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 21 October 2019.

Leeds Flood Alleviation Scheme Phase 1 – Local Growth Fund

4.71 The decision point 7 approval (Project Closure) related to the first phase of the Leeds Flood Alleviation Scheme and work continuing on benefits realisation. This was the first phase of a scheme to defend Leeds city centre against a 1 in 75 year river flood event to a 1 in 100 year event through an uplift in the standard of flood defence protection for the city centre.

The FAS phase 1 is now complete and safeguarded 500 businesses and 23,102 jobs from the risk of flood. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 29 October 2019.

York Central development work – Local Growth Fund

- 4.72 The decision point 7 approval (Project Closure) related to the York Central development work scheme and work continuing on benefits realisation. The scheme contributed to the development of brownfield land in central York for housing and employment through site acquisition works and survey and design works. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 29 October 2019.

Barnsley Town Centre (Glassworks) development work – Local Growth Fund

- 4.73 The decision point 7 approval (Project Closure) related to the Barnsley Town Centre (Glassworks) scheme and work continuing on benefits realisation. The scheme has contributed to the creation of a new town centre in Barnsley through funding enabling demolition works. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 29 October 2019.

Wakefield Civic development work – Local Growth Fund

- 4.74 The decision point 7 approval (Project Closure) related to the Wakefield Civic scheme and work continuing on benefits realisation. The scheme contributed to the creation of a Civic Quarter in central Wakefield through selective demolition and site assembly works. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 29 October 2019.

Bradford Odeon enabling works – Local Growth Fund

- 4.75 The decision point 7 approval (Project Closure) related to the Bradford Odeon scheme and work continuing on benefits realisation. The scheme has contributed to the on-going transformation of the vacant Bradford Odeon building in Bradford City Centre into a 3,000 capacity world class live music/ performance venue through funding internal strip out and demolition works to enable the on-going regeneration of the building. The Director of Delivery approved the decision point 7 closure report and work continuing on benefits realisation on 27 November 2019.

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

Leeds Transport Model Update 2020

- 9.1 That Investment Committee recommends to the Combined Authority that:

- (i) The Leeds Transport Model Update 2020 project proceeds through Decision Point 2 and work commences on Activity 5 (full business case with finalised costs).
- (ii) An indicative approval of £600,000 is given from the West Yorkshire plus Transport Fund towards a total scheme cost of £1.2 million with full approval to spend being granted once the scheme has 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 Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

York Outer Ring Road Phase 3

- 9.2 That Investment Committee approves:

- (i) The York Outer Ring Road Phase 3 project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
- (ii) An indicative approval to phase 3 to the value of £2.174 million is given from the West Yorkshire plus Transport Fund towards a total scheme cost of £7.174 million 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) An indicative approval to the YORR programme to the value of £38.378 million, an increase from £38.276 million, is given from the West Yorkshire plus Transport Fund towards a total programme cost of £44.216 million, an increase from £38.926 million.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Bradford City Centre Heritage Properties Development Scheme

9.3 That Investment Committee approves that:

- (i) The change request to the Bradford City Centre Heritage Properties Development scheme to alter the scope and replace original Property Two with the alternative heritage property is approved.
- (ii) 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.

York Scarborough Bridge (foot & cycle bridge)

9.4 That Investment Committee approves that:

- (i) The change request to the York Scarborough Bridge project to enhance the original scheme, increase the Combined Authority contribution by £280,000 and increase the timeframe to March 2021 is approved.
- (ii) The Combined Authority enters into an addendum to the existing funding agreement with York Council for additional expenditure of up to £280,000 from the Transforming Cities Fund.
- (iii) 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.

10 Background documents

10.1 None as part of this report.

11 Appendices

Appendix 1 - Background

Appendix 2 – Business case summary Leeds Transport Model Update 2020

Appendix 3 - Business case summary YORR Junctions Phase 3