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**Report to:** West Yorkshire Combined Authority

**Date:** 6 February 2020

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

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## **1 Purpose of this report**

- 1.1 To put forward proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund) and Growth Deal, for consideration by the Combined Authority's assurance process.
- 1.2 The schemes being considered today were presented to the West Yorkshire and York Investment Committee (the Investment Committee) on 9 January 2020 and 5 February 2020.
- 1.3 Please note, at the time of preparing this report 9 schemes will not have been considered by Investment Committee which meets the day before this meeting. However, in order to expedite scheme delivery and to avoid any delay (the next meeting of the Combined Authority is in April 2020) the schemes are being presented at this time. The recommendations within this report are based on those being put to Investment Committee. The Chair of the Investment Committee will provide a verbal update on the outcome of the 5 February 2020 Investment Committee's consideration of the schemes and whether there are any changes to the recommendations to be considered by the Combined Authority. Any significant changes will be presented in an addendum to the report.
- 1.4 In December 2018, the Combined Authority amended the terms of reference of the Investment Committee to provide for the Committee to make any decision to progress a scheme under the Leeds City Region Assurance Framework, in accordance with the scheme's bespoke approval pathway and approval route (subject to an exception relating to exceeding the cumulative total of the financial approval and tolerance levels agreed by the Combined Authority by more than 25%). This report includes information on the exercise of the Investment Committee's new delegated decision-making role. Decisions made by Investment Committee which are for the Combined

Authority's information, and those requiring an approval decision by the Combined Authority, will be made clear in this report through being highlighted in the summary table and the recommendations where applicable.

## **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 and updates will be provided to the Combined Authority.
- 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 10 schemes, which have been recommended for approval by the West Yorkshire and York Investment Committee and considered in line with the Leeds City Region Assurance Framework. These schemes have a total combined funding value of £161.049 million when fully approved, of which £84.9 million will be funded by the Combined Authority. A total expenditure recommendation to the value of £10.234 million is sought as part of this report for the development and delivery of these schemes. Further details on the schemes summarised below can be found as part of this report.
- 3.2 The Benefit to Cost Ratio (BCR) for some of the schemes in this report potentially represent low value for money when assessed using TAG, the Department for Transport's guidance on the appraisal of transport schemes. This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus and as a consequence the monetised benefits arising from improvements to bus journeys may be outweighed by the monetised dis-benefits to car users.
- 3.3 However, a key strategic objective of investment is to encourage modal switch to more sustainable modes in alignment with the priorities of the Strategic Economic Plan (SEP). Therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making.

<p><u>Scheme</u></p> <p><b>Leeds Transport Model Update 2020</b></p> <p>Leeds</p> <p>(9 January 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></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><b><u>Impact</u></b></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><b><u>Decision sought</u></b></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><b><u>Scheme</u></b></p> <p><b>York City Centre Access Improvements</b></p> <p>York</p> <p>(5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme will contribute to the redevelopment of the Castle Gateway area in the south eastern quarter of York City Centre. This scheme will support the delivery of the Castle Gateway Masterplan by repurposing public space, improving accessibility for pedestrians and cyclists and increasing active mode travel.</p> <p>The scheme will be funded from the West Yorkshire plus Transport Fund.</p> <p><b><u>Impact</u></b></p> <p>This scheme will lead to an increase in cycling, walking and bus usage around the Castle Gateway area of York City Centre, with associated health and environmental benefits. It will improve connectivity for pedestrians and cyclists into the city centre and provide improvements for safety and accessibility.</p> <p>Details on the schemes benefit cost ratio will be provided at the next stage of the assurance process.</p> <p>Benefits will be realised from increases in pedestrian and cycle use of the Castle Gateway area, journey time savings due to a new river crossing and additional revenue from renting out space on the Castle car park site.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).</p> <p>Total value - £8.1 million</p> <p>Total value of Combined Authority funding - £8.1 million</p> <p>Funding recommendation sought - £355,000</p>

<p><b><u>Scheme</u></b></p> <p><b>Leeds City Region Future Mobility Zone</b></p> <p>Leeds City Region (5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The Leeds City Region (LCR) Future Mobility Zone is a programme designed to deliver a unique innovative package which uses world class technologies to transform the mobility offer for some of the hardest to reach urban and rural communities.</p> <p>It will deliver a step change in mobility focused on local needs, place and people, particularly supporting communities where improving access to mobility technology and services together with new facilities can support Inclusive Growth</p> <p>The total cost of the FMZ programme is £32.01 million and the Combined Authority is seeking £27.28 million of this from the Department for Transport. The Combined Authority will contribute £3.513 million from the Local Transport Plan and Leeds Public Transport Investment Programme with the remaining £1.22 million coming from partner councils.</p> <p>Funding of £2.01 million is being sought from LTP and LPTIP and DfT funding (subject to formal approval of the FMZ funding by Government) to undertake development of the programme.</p> <p><b><u>Impact</u></b></p> <p>The FMZ programme is based on a series of innovative future mobility interventions which aim to:</p> <ul style="list-style-type: none"> <li>• Remove barriers to transport and mobility access for vulnerable groups and those people on low incomes.</li> <li>• Improve transport connectivity in poorly served rural areas and provide more reliable journey times for hard to reach communities.</li> <li>• Encourage modal shift from private cars to sustainable travel options.</li> <li>• Improve local connectivity and access, particularly between emerging centres of employment, education and mobility services.</li> </ul> <p>The FMZ programme will utilise new technologies to encourage the transition to low carbon and sustainable mobility modes, reducing transport related emissions and contributing to the City Region achieving its ambition to be net zero carbon by 2038.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on the development of business cases for individual schemes or packages</p> <p>Total programme value - £32.01 million</p> <p>Total value of Combined Authority funding - £30.793 million</p> <p>Funding recommendation sought - £2.01 million</p>
<p><b><u>Scheme</u></b></p> <p><b>Hebden Bridge Flood Alleviation</b></p>	<p><b><u>Scheme description</u></b></p> <p>Hebden Bridge has a significant risk of flooding from the River Calder, Hebden Water and the Rochdale Canal and in recent</p>

<p>Calderdale (5 February 2020 Investment Committee)</p>	<p>years businesses and local communities have suffered multiple flood events.</p> <p>The Hebden Bridge Flood Alleviation scheme will involve a series of works to significantly improve flood resilience in the area, with new/enhanced flood walls and barriers, and associated drainage and other infrastructure improvements.</p> <p>The design and delivery of the scheme is being led by the Environment Agency on behalf of the Calderdale Flood Partnership and construction is forecast to commence in May 2021 for completion in May 2023.</p> <p>The Environment Agency has secured all match funding and the Combined Authority will provide its funding through the Local Growth Fund.</p> <p><b><u>Impact</u></b></p> <p>The scheme aims to increase the City Region's resilience to current and future climate change through the reduction of flood risk to local business and communities.</p> <p>It will reduce the risk of flooding in the area in any given year from 20% to 2%, significantly improving the standard of flood protection for homes, businesses and essential infrastructure in the area, including rail, road, public transport, walking and cycling links.</p> <p>It will reduce flood risk to 183 homes and 231 businesses, potentially safeguarding 700 jobs in the area, supporting the delivery of Priority 3 (Clean Energy &amp; Environmental Resilience) 4b (Infrastructure for Growth) and 4c (Flood Alleviation) of the Strategic Economic Plan (SEP).</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case)</p> <p>Total value - £27.28 million</p> <p>Total value of Combined Authority funding - £1.9 million</p> <p>Funding recommendation sought - £1.9 million</p>
<p><b><u>Scheme</u></b> <b>Corn Exchange Gateway</b> Leeds (5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme will deliver a series of improvements to bus, pedestrian, and cycling infrastructures, as well as enhancements to the public realm. The interventions will be delivered across 2.2km of public highway, comprising of Vicar Lane, New Market Street, Kirkgate, and Meadow Lane.</p> <p>The scheme is to be funded by the Leeds Public Transport Investment Programme (LPTIP) with a contribution from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><b><u>Impact</u></b></p> <p>The changes to highway and bus infrastructure will improve end to end bus journey times and bus service reliability. Improved pedestrian crossings and footpath widening measures will enhance the walking provision. New protected cycle lanes and cycle crossings will improve connectivity to the cycle network. Provision of new green infrastructure and new public open spaces will enhance the townscape and</p>

	<p>attractiveness of the city centre to employers, residents, and visitors.</p> <p>The strategic drivers for investment are in line with public transport policies and strategies as per the LPTIP and WY+TF funding programmes.</p> <p>The scheme supports inclusive growth by improving access to employment, education, and retail opportunities to those from deprived or disconnected areas. The scheme also supports a better quality of life by improving air quality in the city centre.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £25.6 million</p> <p>Total value of Combined Authority funding - £24.7 million</p>
<p><b><u>Scheme</u></b></p> <p><b>Enterprise Zone: Parry Lane</b></p> <p>Bradford</p> <p>(5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The Parry Lane scheme has been developed for delivery through the Leeds City Region Enterprise Zone programme.</p> <p>The scheme seeks to deliver site enabling and de-risking works through securing outline planning permission, undertaking site remediation and infrastructure works and deliver a signalised junction and access route, to make development a more viable proposition for the private sector, to be funded through the Local Growth Fund (LGF).</p> <p>Full site development is to be realised by working with the private sector.</p> <p><b><u>Impact</u></b></p> <p>The Parry Lane site is anticipated to deliver up to 16,900 sqm of commercial floorspace, capable of accommodating 489 jobs, generating up to £166 million GVA, and a potential business rates income of approximately £5.3 million over the period to 2042.</p> <p>The scheme supports inclusive growth by developing land to unlock employment opportunities for residents across West Yorkshire and the City Region. Additionally, the scheme supports the regeneration of a deprived area, enhancing the local working environment.</p> <p><b><u>Decisions sought</u></b></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £18.88 million</p> <p>Total value of Combined Authority funding - £8.08 million</p> <p>Funding recommendation sought - £540,000</p>
<p><b><u>Scheme</u></b></p> <p><b>Leeds Inland Port</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme involves the construction of a new wharf port facility at Stourton to enable the transportation of non-perishable freight such as aggregates, timber, oil and steel from the Humber estuary into Leeds. The scheme comprises:</p>

<p>(5 February 2020 Investment Committee)</p>	<ul style="list-style-type: none"> <li>• The construction of a 11,875sqm concrete apron on a three-acre brownfield site in the Trust's ownership to enable aggregate storage, screening and distribution;</li> <li>• The installation of a basic mobile crane;</li> <li>• The installation of 80m of sheet piling to establish an apron for boats to moor against;</li> <li>• The dredging of the waterway to improve the navigability of the waterway at this point.</li> </ul> <p>The scheme is to be funded from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><b><u>Impact</u></b></p> <p>Once operational the port will move c200,000 tonnes of freight from road to water after year one, resulting in reduced road congestion. This will lead to the reduction of carbon emissions from road vehicles by 894 tonnes by the end of year three resulting in improved air quality for the Leeds City Region, and create up to 16 new jobs, safeguard three jobs, and assist 25 businesses, thereby supporting economic growth in the region.</p> <p>The project supports Strategic Economic Plan Priorities 1, 2, 3, and 4.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £3.37 million</p> <p>Total value of Combined Authority funding - £3.17 million</p> <p>Funding recommendation sought - £0</p>
<p><b><u>Scheme</u></b></p> <p><b>Leeds Bradford Airport Parkway</b></p> <p>Leeds</p> <p>(5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The Leeds Bradford Airport Parkway scheme will see delivery of a new rail station on the Harrogate railway line and associated access works and will serve as a rail interchange and parkway function to the airport.</p> <p>The scheme is being developed through the Leeds Public Transport Investment Programme (LPTIP).</p> <p>Please note that the funding made available through this report is to develop the final business case (FBC) only. A funding strategy for delivery of the project will be set out in the FBC.</p> <p><b><u>Impact</u></b></p> <p>The scheme will support an increase in international connectivity and the Leeds City Region Strategic Economic Plan (SEP) economic growth ambitions by improving the public transport access to and from the airport. Additionally, it is envisaged to enhance access to jobs within the surrounding area as well as the airport itself. This scheme supports the Leeds City Region Strategic Economic Plan (SEP) economic growth ambitions.</p> <p>The scheme will also support a reduction in road congestion levels and consequently improve air quality.</p>

	<p>The value for money assessment reflects a benefit cost ratio of 4.3:1, 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 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £41.98 million (subject to a funding strategy)</p> <p>Total value of Combined Authority funding - £5 million</p> <p>Funding recommendation sought - £4.5 million</p>
<p><b><u>Scheme</u></b></p> <p><b>Network Navigation</b></p> <p>Leeds</p> <p>(5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>Network Navigation (Leeds) is a standalone scheme within the Leeds Public Transport Investment Programme (LPTIP) Bus Delivery Package and, alongside the infrastructure works to reduce bus journey times, is a key component in delivering the target growth in bus use in the city.</p> <p>This scheme will provide a colour coded system to help people unfamiliar with using the bus navigate the network in Leeds. The scheme sits alongside various complimentary measures for infrastructure within the LPTIP and TCF programmes</p> <p>Once the Leeds Network is complete, the scheme will be rolled out across the rest of West Yorkshire, subject to further funding.</p> <p><b><u>Impact</u></b></p> <p>The scheme presents a benefit cost ratio (BCR) of 3.76:1 which represents a high value for money.</p> <p>This scheme will improve transport accessibility and user experience by providing a user-friendly and accessible network map, linked to new colour coded bus stop flags and shelters.</p> <p>This scheme has the potential to increase usage of the bus as well provide some wider social benefits. This includes health and economic benefits by supporting people to utilise public transport mitigating social isolation, accessing employment and training opportunities in the region.</p> <p>Furthermore, increase in bus patronage mitigates the emissions from private transport, supporting the clean growth agenda.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (OBC) and commence work on activity 5 (FBC+)</p> <p>Total value - £1.8 million</p> <p>Total value of Combined Authority funding - £1.8 million</p> <p>Funding recommendation sought - £150,000</p>



<b><u>Scheme</u></b>	<b><u>Scheme description</u></b>
<p><b>Moorthorpe Rail Car Park</b></p> <p>Wakefield</p> <p>(5 February 2020 Investment Committee)</p>	<p>This scheme will deliver a modern, reconfigured, and extended car park at Moorthorpe rail station, increasing the free rail car parking capacity to 102 spaces, including 6 blue badge bays.</p> <p>The scheme is to be wholly funded by the West Yorkshire plus Transport Fund.</p> <p><b><u>Impact</u></b></p> <p>The scheme will increase the parking capacity by 57 spaces, enabling additional users access to secured parking at the rail station, and to onward travel by rail, supporting the transport fund policies and strategies.</p> <p>The scheme will also deliver enhanced draining infrastructure, CCTV, LED lighting, and provision of electrical ducting for two future electric charging bays.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 2.8:1, judging the scheme as high value for money when assessed against the Department for Transport's value for money criteria.</p> <p>The scheme supports inclusive growth principle of a better quality of life by increasing the access to jobs, education, and retail through a more sustainable transport mode, and in the process reducing road traffic congestion, supporting ambitions to improve air quality.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 5 (full business case plus costs) and work commences on activity 6 (delivery).</p> <p>Total value of the scheme - £778,551</p> <p>Total value of Combined Authority funding - £778,551</p> <p>Funding recommendation sought - £778,551</p>

3.5 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.
- Indicative or full approval to the total value of the scheme funding requested.
- The Combined Authority's entry into a funding agreement with the scheme's promoter.
- The assurance pathway and approval route for future decision points.
- The scheme's approval tolerances.

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

3.7 Since the Combined Authority's meeting on 9 January 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 Investment Committee.

<p><b>York Outer Ring Road - Phase 3 - Clifton Moor</b></p> <p>York</p> <p>(9 January Investment Committee)</p>	<p><b><u>Scheme description</u></b></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"> <li>• A1237 westbound approach widened to three lanes</li> <li>• A1237 exits widened to two lanes</li> <li>• Lane designations re-allocated</li> <li>• Relocate and enlarge inscribed circle diameter of roundabout</li> <li>• Creation of underpass on A1237 eastbound</li> <li>• Addition of a 4th arm to access Site ST14 Land West of Wigginton Road</li> </ul> <p><b><u>Decision sought</u></b></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 - £38.378 million)</p> <p>Funding recommendation sought: £0</p>
<p><b>Bradford City Centre Heritage Properties Development Scheme</b></p> <p>Bradford</p> <p>(9 January Investment Committee)</p>	<p><b><u>Scheme description</u></b></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><b><u>Decision sought</u></b></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><b>York Scarborough Bridge (foot &amp; cycle bridge)</b></p> <p>York Wakefield</p>	<p><b><u>Scheme description</u></b></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>

<p>(9 January Investment Committee)</p>	<p>recently completed Scarborough Bridge by ensuring accessible access in the surrounding area.</p> <p><b><u>Decision sought</u></b></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><b>Superfast Broadband West Yorkshire and York Contract 3</b></p> <p>West Yorkshire and York</p> <p>(5 February 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>Superfast Broadband West Yorkshire and York (SBWYY) Contract 3 programme aims to deliver fast and reliable broadband infrastructure in some of the hardest to reach areas of market failure which are not currently on the targeted through a commercial roll out or were not targeted by previous phase (Contract 2) across the West Yorkshire and York geography.</p> <p>The scheme will deliver superfast broadband connectivity of at least 30 megabits per second (mpbs) to eligible Small and Medium sized Enterprises (SMEs) premises within eligible post code areas (referred to as ‘white postcodes’) in West Yorkshire and York, facilitating growth and support in the wider city region.</p> <p><b><u>Decision sought</u></b></p> <p>The scheme is funded from the Department for Environment, Food and Rural Affairs (DEFRA) and in its current scope will focus delivery in the rural areas across the West Yorkshire and York region.</p> <p>Activity 3 Change Request to reduce the delivery scope of the scheme to cover the rural white postcode areas funded by DEFRA as a result of no uptake on the urban area tender which was funded by ESIF and Gainshare. This change in scope reflects the proportionate reduction in total output of the scheme as outlined further in the report.</p> <p>Total value - £7.326 million</p> <p>Total value of Combined Authority funding - £7.326 million</p> <p>Funding recommendation sought - £0</p>

### Other approvals

- 3.8 At the Combined Authority’s meeting on 10 October 2019, the Clifton Business Park Enterprise Zone secured approval to proceed through decision point 3 and work commence on activity 5 (full business case with finalised costs). Meanwhile the requirement to enter into a funding agreement with Calderdale Council was omitted from the final report recommendations and approval to enter into that funding agreement is therefore requested at this meeting.

## Transport Fund Review

- 3.9 The Combined Authority's Investment Committee meeting on 9 January 2020 received a report summarising the review that has been undertaken of the West Yorkshire plus Transport Fund, which sought approval of revised funding and programme for all projects within that funding programme. The Investment Committee recommended to the Combined Authority the revised baseline allocation for each project (**Appendix 1** - Total Forecast Spend (£m) June 2019) and the revised programme dates for each project (**Appendix 2**) and the proposals set out in section 3.11 below.
- 3.10 The first conclusion of the review was that, following review by each partner council, the level of funding required by each project was considered to be at a manageable level. Whilst it exceeds the funding available it is considered that a level of over-programming is reasonable at this stage because the Transport Fund is ongoing over a number of years and includes levels of risk in relation to possible underspend. The attached Appendix 1 summarises the Transport Fund projects setting out actual and forecast spend, and the revised funding required. It also identifies the quantified risk assessment (QRA) included within each project. The revised funding baselines for the Transport Fund give a programme of between £1.12 billion and £1 billion. This is in line with the original aspirations/agreements and are therefore affordable.
- 3.11 The Combined Authority is asked to note that there is still the commitment to borrow £217 million to meet the programme costs. The Combined Authority is building up a reserve to do so and the timing and costs of such borrowing is being reviewed in the context of these baselines are included in the budget paper agenda item for this meeting.
- 3.12 The Transport Fund faces the challenge of slower progress than agreed. Accurate forecasts of spend and a programme for submission of business cases at each decision point through the assurance process has proved challenging due to a variety of factors involved. A full review of all forecast spend and programme dates has been undertaken to establish more accurate profiling across the lifetime of the programme and identify when borrowing is required.
- 3.13 The second conclusion of the review is that the following proposals should be agreed:
- (i) To fix a revised funding baseline allocation for each project. This amount is fixed and cannot be increased unless additional funding is sourced outside the Transport Fund or is considered to be acceptable at a future annual Transport Fund Review. Whilst these allocations represent maximum funding levels, they will be subject to approval through the Assurance Framework at the relevant Decision Points (Appendix 1).
  - (ii) To undertake an annual review of the Transport Fund to be carried out in June each year. The scope of this review will consider, for all projects: any increased requirement for funding; the QRA and risk of underspend; actual spend and forecast spend; and programme dates. Any future

changes to the baseline figures will be dealt with either individually through the Assurance Framework at the relevant Decision Points or through a further report to the Investment Committee following the annual review. Reference will be made to how the change will be managed at the programme level to ensure it is still affordable within the revised overall baseline.

- (iii) To over-programme to a percentage within the level of identified risk (QRA and other areas of possible underspend). This to be monitored annually as projects progress through the assurance process. Appendix 1 includes over-programming of just over 11% (£113.81 million) with QRA included within projects of £120.95 million. As the funding programme progresses the levels of underspend will be monitored, and over-programming levels may need to be adjusted.
- (iv) Two new transport projects and some additional funding for existing projects were agreed as part of the Call for Projects approved by the Combined Authority in June 2018. These are now all included within the Transport Fund. The Combined Authority agreed that all projects within the Call for Projects should come forward at full business case by June 2020 and must spend by March 2021. It is proposed that this requirement should be waived for projects within the Transport Fund as Transport Fund funding is not required to be spent until 31 March 2035.

3.14 There are numerous reasons for the changes to the proposed funding baselines and programme dates, including inflation, scope creep, scope change and / or revised scheme requirements. This reflects the usual ongoing development of projects and changes required following consultation and engagement, survey works, land assembly, detailed design and more detailed cost estimating.

## 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 3**.
- 4.2 Location maps for each of the schemes presented in this report (where applicable) are provided in **Appendix 4**.
- 4.3 All the schemes set out in this report for Combined Authority approval have been considered by the Investment Committee on 5 February 2020.

### Programmes and projects for consideration

#### Projects in stage 1: Eligibility



- 4.4 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>Leeds Transport Model Update 2020</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

- 4.5 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.
- 4.6 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 five 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.
- 4.7 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

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

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

4.9 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**

4.10 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**

4.11 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**

4.12 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. 50% of the costs of each were met by the Combined Authority. 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

- 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 The Combined Authority approves 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.

<b>Project Title</b>	<b>York City Centre Access Improvements</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline 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

- 4.17 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.
- 4.18 This scheme supports the redevelopment of Castle Gateway in the south eastern quarter of York City Centre by repurposing public space, improving accessibility for pedestrians and cyclists and increasing active mode travel. This area is made up of the land around the base of Clifford's Tower, Clifford Street, Tower Street, Coppergate, Piccadilly and the confluence of the rivers Ouse and Foss. The area is currently in the process of undergoing major regeneration with a wider masterplan being developed by City of York Council.
- 4.19 The Castle Gateway masterplan was approved by the City of York Council Executive in April 2018. The masterplan was developed through extensive public engagement under the 'My Castle Gateway' project and with guidance from the Castle Gateway Advisory Group which was comprised of major stakeholders and statutory bodies in the area. The resulting masterplan proposals celebrate the city's heritage and balance the public's desire for high quality public realm with commercial development opportunities that help fund that ambition.
- 4.20 The delivery of the overall masterplan and the public benefits is facilitated by the re-provision of parking at St George's Field. The new multi storey car park will include a high proportion of Electric Vehicle Charging points and other carbon reducing measures such as photovoltaic solar panels and a green wall. It should be noted that this car park is not being funded by the West Yorkshire plus Transport Fund.

- 4.21 Castle Gateway currently has low levels of active mode travel despite five of the six park and ride services operating here, and the area is bisected by York's Inner Ring Road, which is heavily congested at peak times. The proposed scheme will contribute towards the delivery of the wider masterplan, seeking to increase sustainable transport access to this area of the city and improve the environment for pedestrians and cyclists.
- 4.22 The proposed scheme comprises of the following interventions:
- The provision of a new formal pedestrian/ cyclist crossing over the A1036 Inner Ring Road (Tower Street) between Skeldergate Bridge and Piccadilly.
  - The provision of a new pedestrian footbridge across the River Foss between Piccadilly and the A61036 Inner Ring Road.
  - Improvements to bus stop facilities and bus routings in and around the York Castle Gateway area.
  - The creation of a public space at the location of Castle car park.
  - Public realm improvements on Tower Street, Clifford Street and Piccadilly.
- 4.23 The wider regeneration along Piccadilly and the creation of the new public realm and event space at the eye of York, will increase the number of visitors to, and journeys through, the Castle Gateway area. Simultaneously reducing the parking spaces available emphasises the importance of having accessible and attractive sustainable transport options. For example, the estimated predicted usage of the proposed Foss Bridge is 3,000 people per day.
- 4.24 This scheme gained approval to proceed through decision point 1 in May 2019 from the Strategic Assessment Review Group (SARG).

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

- 4.25 City of York Council has declared a climate emergency with a commitment to make the city carbon neutral by 2030. This scheme will reduce the number of vehicles entering the city centre thereby reducing emissions and improving air quality.
- 4.26 In December 2019 City of York Council passed the following motion
- "subject to the 'my city centre' consultation and a refresh of the Local Transport Plan, prepares a plan by 2021, in conjunction with residents and businesses, to significantly reduce or remove non-essential motor vehicle journeys from 'within the city walls', taking into account all financial and legal considerations".
- 4.27 Therefore, this scheme will support and enable the City of York Council motion to reduce non-essential motor vehicle movements inside the city wall. It should also be noted that a key Critical Success Factor for the scheme is to 'Support

the “car free” city centre vision’, supporting the City of York Councils objectives for a “car free” city.

- 4.28 A key objective of the scheme is also to ‘Improve air quality and health outcomes. The benefits of this objective cover both noise, air quality and carbon.
- 4.29 The target of this intervention is to reduce the number of private vehicles on Tower Street/ Clifford Street by 30%. This is a location in proximity to a number of key tourist attractors, such as The York Dungeon, therefore the improvements in air quality will impact on a significant pedestrian population.
- 4.30 Further details on quantifying climate change implications will be undertaken as the scheme progresses through the assurance process.

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

- 4.31 Key outputs, benefits and inclusive growth implications are:
- Increase the accessibility of the York Gateway area for sustainable modes with a 20% reduction in the generalised travel costs for walking and cycling modes from key locations outside of the Castle Gateway to Clifford’s Tower by 2026.
  - Increase of commuting and shopping journeys from car to bus, walking and cycling and a 10% increase in the number of bus passengers on all bus services within York by 2026.
  - A 30% reduction of the number of vehicles within the Inner Ring Road by 2026.
  - A reduction in harmful emissions within the Inner Ring Road to improve air quality.
- 4.32 Further details on the outputs, benefits and inclusive growth implications will be provided at the next stage in the assurance process.

### **Risks**

- 4.33 The key risks for this scheme are:
- The scheme and/ or wider masterplan experiences a loss of public and/ or political support. This will be mitigated through the next stage of engagement on My Castle Gateway where continual updates will be provided through the Castle Gateway social media accounts and ongoing dialogue with political party leaders, including attendance at appropriate ward committees and public meetings.
  - Failure to secure planning permission for the new multi-storey car park by City of York Council would mean that Castle Car Park could not close. This would reduce the scope and benefits of the scheme. This will be mitigated by ongoing dialogue with statutory bodies and public engagement through ‘My Castle Gateway’.

- There is a risk that scheme delivery could be adversely affected if the Castle Gateway area suffered heavy floods. This will be mitigated through consideration of resilience to flooding in the scheme design.

## Costs

- 4.34 The scheme will be funded from the West Yorkshire-plus Transport Fund and the total scheme cost is £8.1 million for the preferred way forward.
- 4.35 The cost ranges for the shortlisted options are:
- Business as usual- £750,000- £1.2 million
  - Do minimum- £1.5 million - £2.6 million
  - Preferred way forward- £6.0 million- £10.1 million
  - More ambitious- £11.8 million - £19.6 million
- 4.36 At Decision Point 1 a budget of £55,000 was approved for development costs, however payment of these costs was subject to the successful progression of the scheme through Decision Point 2.
- 4.37 At this Decision Point (DP2) a development budget of £300,000 is requested to support development of the Outline Business Case, a bus routing study and scheme development and design.
- 4.38 The total scheme cost (£8.1 million) is less than the revised baseline allocation (£8.77 million) recommended by the Investment Committee to the Combined Authority on 09 January 2020. Combined Authority are being requested to approve the revised baseline allocations on 06 February 2020.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	13/02/2020
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	30/05/2020
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/07/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/11/2020

## Other Key Timescales

- 4.39 The scheme is expected to start on site in December 2020 and be completed by November 2021.

## Assurance Tolerances

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

## Project Responsibilities

Senior Responsible Officer	James Gilchrist, City of York Council
Project Manager	Julian Ridge, City of York Council
Combined Authority case officer	Heather Briggs

## Appraisal Summary

- 4.40 The strategic drivers have been suitably established with the promoter demonstrating the proposed interventions and the desired outcomes and benefits align to the ambitions and objectives of the Leeds Public Transport Investment Programme and the West Yorkshire plus Transport Fund. The scheme also makes a strong case in supporting the Leeds City Region Strategic Economic Plan, with the scheme to facilitate economic growth in Leeds city centre through making improvements to the public transport and active mode infrastructure, enhancing accessibility and connectivity to employment, education and retail.
- 4.41 Appropriate consideration has been given to the commercial and management cases at outline business case, with fundamental elements to be worked up at the next stage, such as risk allocation and transfer which will be developed in line with detailed design and contractual arrangements.

## Recommendations

- 4.42 The Combined Authority approves that:
- (i) The York City Centre Access Improvements scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
  - (ii) An indicative approval to the total project value of £8.1 million 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.

- (iii) Development costs of £355,000 approved in order to progress the scheme to activity 3 (outline business case).
- (iv) The Combined Authority enters into a Funding Agreement with City of York Council for expenditure of up to £355,000 from the West Yorkshire-plus Transport Fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 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 set out in this report.

<b>Project Title</b>	<b>Leeds City Region Future Mobility Zone</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline 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

- 4.43 The Leeds City Region Future Mobility Zone (LCR FMZ) is a £32.01 million programme designed to deliver a step change in mobility in the City Region that is focused on local needs, place and people, particularly supporting those communities where improving access to mobility technology and services together with new facilities can support Inclusive Growth.
- 4.44 The Future Mobility Zone will deliver a unique, innovative package which will utilise world class technologies to transform the mobility offer for some of the hardest to reach urban and rural communities.
- 4.45 The LCR FMZ programme has been developed by the Combined Authority and district partners in response to a competitive bidding process for LCR FMZ funds by the Department for Transport (DfT). At its meeting on 6 September 2019 the Combined Authority approved the submission of the LCR FMZ funding bid. A copy of the bid has been published and a decision from the DfT is expected in early February 2020.
- 4.46 The LCR FMZ programme will enable the development and trial the delivery of:
- **Dynamic demand responsive** bus services in areas where commercial services are limited, and which enable pick-up / drop-off locations nearer to people's homes;
  - A **Mobility as a Service** (MaaS) app to better integrate the provision of travel information and booking, including provisions such as the use of voice activated software to improve accessibility;
  - **Mobility credits** and other measures to reduce the cost of travel and encourage the use of transport services in targeted communities;



- **Mobility hubs** with access to demand responsive bus services, shared bikes and car club vehicles to complement existing public transport networks; and
  - **Dynamic network management** enabling a data led approach to the management, access and use of our kerb and road-space which will help to rebalance priorities for pedestrians and cyclists.
- 4.47 Investment in future mobility, through the LCR FMZ, provides a significant opportunity to support the emerging LCR Local Industrial Strategy (LIS) which focuses on stimulating inclusive growth, tackling our productivity gap, improving living standards (particularly in areas experiencing high levels of deprivation) supporting our clean growth aspirations.
- 4.48 Subject to the decision on the funding bid by DfT which is expected in February and approval of partnership funding from the Combined Authority and District Partners, the LCR FMZ programme will run initially to 31 March 2023, the date by which DfT funding must have been spent.
- 4.49 The programme will be managed within the governance structure that is being established for the larger LCR Transforming Cities Fund (TCF) programme which the DfT are also expected to announce funding for in March 2020. Individual schemes in the FMZ programme will come forward for approval through the Combined Authority's assurance process.

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

- 4.50 The FMZ programme will utilise new technologies to encourage the transition to low carbon and sustainable mobility modes, reducing transport related emissions and contributing to the City Region achieving its ambition to be net zero carbon by 2038.

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

- 4.51 The FMZ programme will make it easier and cheaper for people to access and use low carbon modes of transport, helping to build new, more sustainable travel habits and stimulating the growth of the sustainable technology sector.
- 4.52 The FMZ will enable Inclusive Growth through improving equity of access to transport / mobility services. The FMZ will:
- improve transport for all, and reduce barriers to mobility for people who are currently excluded;
  - Deliver transformed innovative local connectivity, particularly between deprived communities and employment / skills opportunities;
  - Address the affordability of public transport, particularly for low income workers, job seekers and those in areas of deprivation;
  - Utilise new technologies to encourage the transition to low carbon and sustainable mobility modes, reducing transport related emissions and

contributing to the City Region achieving its ambition to be net zero carbon by 2038; and

- Ensure digital and financial inclusion is at the heart of the development of new solutions to help boost productivity.

4.53 Given the innovative nature of FMZ, monitoring and evaluation of the outcomes and benefits of the proposed interventions is a key part of the programme and the submission to the DfT as a means of gathering knowledge, learning and best practice. This will include developing key metrics to determine the effectiveness of these interventions, including value for money, and develop a robust evidence base to support the development of the programme beyond the current period.

### Risks

4.54 Subject to the decision on the funding bid by DfT and approval of partnership funding from the Combined Authority and district partners, the main risks to the development and delivery of the programme and associated mitigating measures are:

- **Mobility as a Service (MaaS)** - limited support from operators and suppliers, long development lead in times and technical complexities. Mitigated through early market, stakeholder and community engagement, building on MCard and YorCard solutions and existing service interfaces.
- **Mobility credits** - the unintended consequences of a credit-based system including revenue risk to the Combined Authority. Mitigated by establishing clearly defined and communicated parameters for credit incentives based on consultation with potential users and exploring the use of revenue streams generated by the programme.
- **Digital demand responsive** - low take up from operators and users and operational risks associated with service provision, including the integration of new with established services and revenue risks to Council's and operators. Mitigated by early dialogue with operators (including the Bus Alliance) and building on stakeholder engagement for an initial East Leeds demand responsive travel scheme and existing Access Bus services.
- **Mobility hubs** - not securing the necessary planning and other consents (where required). Mitigated by ongoing engagement with Local Planning Authorities and Network Rail (for specific locations) and drawing on previous schemes across the City Region to integrate public transport with walking and cycling and other community facilities.

4.55 A more detailed assessment of risks will be undertaken as individual thematic outline business cases come forward through the Combined Authority's Assurance process together with an assessment of programme risks in relation to expenditure, milestones, technology and data protection.

## Costs

- 4.56 The total cost of the LCR FMZ programme is £32.01 million and the Combined Authority is seeking £27.28 million of this from the DfT. The Combined Authority will contribute £3.51 million from the following sources:
- LTP (Local Transport Plan) - £2.75 million (programme level approval by Transport Committee)
  - LPTIP (Leeds Public Transport Investment Programme) - £0.763 million included in the bus delivery package
- 4.57 The remaining £1.22 million will come from District Partners and is subject to approval. Funding and expenditure scenarios have been developed to reflect potentially different levels of FMZ funding awarded by the DfT and will be confirmed after the announcement is made.
- 4.58 As part of this Strategic Outline development funding of £2.01 million is sought from a combination of LTP funding (£300,000), LPTIP funding (£762,500) and DfT FMZ funding (£750,000). Development funding from the DfT FMZ will only be agreed subject to formal sign off of the FMZ funding stream by Government.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
6 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	TBC
7 (review and close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	TBC

- 4.59 This assurance pathway and approval route relates to the programme only. Individual schemes (or packages where appropriate) will come forward on a specific approval route agreed with the Combined Authority when accounting for their scale, complexity and timetable.

## Other Key Timescales

- 4.60 The LCR FMZ programme will initially operate until 31 March 2023 and key milestones for individual schemes and work packages will be confirmed as they come through the assurance process. Given the scope of work involved and the time constraints for expenditure it is expected that the technology-

based aspects of the programme will be in operational testing by the end of 2021 with mobility hubs and associated network infrastructure operational in the following year.

### Assurance Tolerances

Assurance tolerances
That the Combined Authority's contribution to the programme should remain within plus 10% of the total contribution set out
That the programme delivery timescale remains within three months of the timescales identified within this report

### Project Responsibilities

<b>Senior Responsible Officer</b>	Liz Hunter, Head of Transport Policy
<b>Project Manager</b>	Kate Gifford, Head of Future Mobility
<b>Combined Authority case officer</b>	Jonathan Rogers, Project Manager, Transport Partnerships

### Appraisal Summary

- 4.61 The programme has a very strong strategic fit with the priorities of the SEP and the emerging objectives of the Local Industrial Strategy and commitment to address climate change. It has been developed as a result of extensive engagement with local communities, stakeholders and transport operators with a clear focus on inclusive growth.
- 4.62 The potential benefits to individuals and communities, particularly those in greatest need, are clearly set out in the economic case. Given the innovative nature of many of the interventions proposed, developing key metrics to determine value for money and how these will be monitored and evaluated will be a key feature of the programme. This will be linked to the monitoring and evaluation plan for the LCR Transforming Cities Fund (TCF) programme.
- 4.63 The procurement strategy will be developed for individual schemes or packages as they come forward through the assurance pathway, benefitting from the experience of the Combined Authority, District Partners and others as well as best practice in delivering similar types of schemes (MCard and Access Bus).
- 4.64 Leeds City Region was one of seven areas in England and Wales shortlisted in July 2019 to progress to the second round of bidding for the FMZ fund by DfT. It is anticipated that up to three areas will be chosen by the Secretary of State as Future Mobility Zones from a total fund of £70 million. The programme could not be delivered in its entirety without DfT funding.
- 4.65 Subject to funding it will be managed within the overarching governance structure that is being established for the TCF programme. Key risks

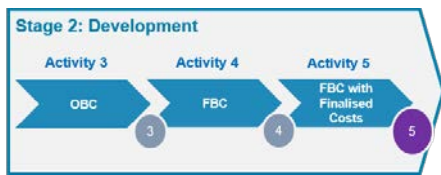
particularly in relation to service and technology innovation are understood and milestones appear reasonable.

### **Recommendations**

4.66 The Combined Authority approves that:

- (i) That the Future Mobility Zone (FMZ) programme proceeds through Decision Point 2 and work commences on the development of business cases for individual packages
- (ii) An indicative approval to £30.793 million, which will be funded from the Local Transport Plan (£2.75 million), the Leeds Public Transport Investment Programme (£0.763 million) and the Department for Transport FMZ fund (£27.28 million) is given with full approval to spend being granted as individual scheme or packages have progressed through the Assurance Process to Decision Point 5. The total programme cost is £32.01 million, including £1.22 million from District Partners.
- (iii) An approval for development funding of £2.01 million be made to enable initial work on outline business cases for individual packages, subject to DfT funding being announced.
- (iv) That future programme approvals are made in accordance with the assurance pathway and approval route outlined in this report including at Decision Point 6 and 7 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



- 4.67 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>Hebden Bridge Flood Alleviation</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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

### **Background**

- 4.68 The Hebden Bridge Flood Alleviation Scheme is part of the Leeds City Region Flood Alleviation for Growth Programme. The aim of the programme is to improve the resilience of businesses and communities in those areas which are currently affected by high flood risk. Other schemes in this programme include the Wyke Beck and city centre schemes in Leeds, Mytholmroyd, Skipton and schemes to increase flood resilience through natural flood management techniques in the upper Calder, Colne and Aire valleys.
- 4.69 Hebden Bridge has a significant risk of flooding from the River Calder, Hebden Water and the Rochdale Canal. In recent years businesses and local communities have suffered multiple flood events, including the Boxing Day 2015 floods where river levels were the highest ever recorded and flooding was widespread throughout the whole of the Calder Valley.
- 4.70 The Hebden Bridge Flood Alleviation Scheme is designed to address all sources of flooding in Hebden Bridge including the two rivers, the canal and surface water, taking account of the natural topography and historic fabric of the area.

- 4.71 Hebden Bridge currently has a 20% risk of flooding in any given year. The scheme aims to reduce this risk to 2% in any given year, significantly improving the standard of flood protection for homes, businesses and essential infrastructure in the area, including rail, road, public transport, walking and cycling links.
- 4.72 The scheme will reduce flood risk to 183 homes and 231 businesses, potentially safeguarding 700 jobs in the area, supporting the delivery of Priority 3 (Clean Energy & Environmental Resilience) 4b (Infrastructure for Growth) and 4c (Flood Alleviation) of the Strategic Economic Plan (SEP)
- 4.73 The Hebden Bridge scheme is part of the Flood Alleviation for Growth Programme which is funded from several partnership sources including the Combined Authority (Local Growth Fund) Environment Agency (Flood Defence Grant in Aid and Booster Funding), the European Structural & Investment Fund (ESIF) and District Partners.
- 4.74 The Combined Authority approved its Local Growth Fund contribution to the programme on 27th June 2017 and this funding is targeted at reducing the flood risk to businesses and safeguarding jobs across the City Region, mitigating the risk of disruption or loss of access that affect current and potential business viability.
- 4.75 The design and delivery of the scheme is being led by the Environment Agency on behalf of the multi-agency Calderdale Flood Partnership which includes the Calderdale Council, the Canals & Rivers Trust, Yorkshire Water and Network Rail.

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

- 4.76 The scheme aims to increase the City Region's resilience to current and future climate change through the reduction of flood risk to local business and communities and is designed to enhance accessibility for walking and cycling in the area.

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

- 4.77 The outputs, benefits and inclusive growth implications of the scheme will include:
- Reducing the flood risk to 183 homes and 231 businesses, potentially safeguarding 700 jobs in the area.
  - Reduce the potential cost of future flood damage by over £60 million.
  - Improving business confidence in the area and business continuity in the event of future flood events.
  - Protecting essential infrastructure in the area, including rail, road, public transport, walking and cycling links.
  - Supporting the visitor economy by enhancing and sustaining accessibility to waterfront amenities and key heritage attractions.

- Reduce the potential risks to public safety as a result of rapid onset flooding

4.78 The scheme presents a benefit cost ratio (BCR) of 2:1 where the whole-life costs of the scheme have been compared to the monetised benefits arising from a reduction in damages to property and vehicle, evacuation and emergency services costs, risk to life and other health impacts.

### Risks

4.79 A quantified risk assessment (QRA) has been prepared by the Environment Agency. The scheme is at the design stage and the key delivery risks and associated mitigation measures identified at this stage relate to the process of securing stakeholder support, planning and other statutory consents, refining scheme designs and cost estimates and ensuring adequate funding is in place to enable delivery.

4.80 A minor risk for the Combined Authority is that the funding being approved is for the design stage of the scheme, rather than construction. This is because construction is not due to commence until May 2021 and the Local Growth Fund (LGF) allocation must be spent by 31 March 2021. Therefore, the implementation of the scheme cannot be guaranteed at this time. However, taking account of the status of the scheme promoter and their commitment to fund over 90% of the total scheme costs and to the delivery of the scheme, this risk will be mitigated through a series of conditions in a Funding Agreement with the Environment Agency linked to the 'clawback' of grant in the event that key design and delivery milestones are not met and any reduction in their scheme funding or outputs.

### Costs

4.81 The total cost of the scheme is £27.283 million. The Environment Agency has secured £25.383 million (Flood Defence Grant in Aid and Booster Funding). The Combined Authority agree to provide development matched funding of £1.9 million from the £20 million Local Growth Fund allocation for the Flood Alleviation programme.

4.82 Construction is not due to commence until May 2021. To ensure that the Combined Authority's Local Growth Fund (LGF) allocation is spent before the 31 March 2021 it will be used for the design stage of the scheme rather than the delivery stage.

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020



4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team  Decision: Combined Authority's Managing Director	31/03/2021
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### Other Key Timescales

- 4.83 Scheme construction is forecast to commence in May 2021 and be completed by June 2023.

### Assurance Tolerances

<b>Assurance tolerances</b>
That the Combined Authority grant funding should remain within £1.9 million  That the project delivery timescale remains within three months of the timescales identified within this report.

### Project Responsibilities

<b>Senior Responsible Officer</b>	Will Benedikz, Environment Agency
<b>Project Manager</b>	Christian Merriman, Environment Agency
<b>Combined Authority case officer</b>	Ian McNichol

### Appraisal Summary

- 4.84 The scheme has a strong strategic and economic case, with improved levels of protection to homes and businesses potentially delivering a benefit cost ratio (BCR) of 2:1, safeguarding up to 700 jobs and providing a range of wider economic benefits.
- 4.85 The scheme is being led and delivered by the Environment Agency. Governance, stakeholder engagement and project management mechanisms are in place and the procurement strategy and contracting structure is clear, with a good understanding of risk.
- 4.86 All match funding for the scheme has been secured by the Environment Agency. The Combined Authority will need to provide its funding to contribute to the cost of the design stage of the scheme rather than the delivery stage in order to meet the requirement to defray the Local Growth Fund allocation by 31st March 2021.
- 4.87 The risk to the Combined Authority of the scheme not being delivered can be mitigated through a series of conditions in a Funding Agreement with the Environment Agency linked to the 'clawback' of grant.

## **Recommendations**

4.88 The Combined Authority approves that:

- (i) The Hebden Bridge Flood Alleviation Scheme proceeds through decision point 3 and work commences on activity 4 (full business case)
- (ii) Development costs of £1.9 million are approved in order to progress the scheme to activity 4 (full business case) from the Local Growth Fund. The total project value is £27.283 million.
- (iii) The Combined Authority enters into a Funding Agreement with the Environment Agency for development expenditure of up to £1.9 million from the Local Growth fund.
- (iv) 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.

<b>Project Title</b>	<b>Corn Exchange Gateway</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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

## Background

- 4.89 The Corn Exchange Gateway scheme has been developed through the Leeds Public Transport Investment Programme (LPTIP), a £182.3 million programme which brings together economic growth ambitions through public transport, access and connectivity improvements across Leeds.
- 4.90 The Corn Exchange Gateway encompasses a high proportion of key city centre bus, cycle, and pedestrian movements. The scheme is formed of Vicar Lane, New Market Street, Kirkgate, New York Street, Harper Street, Kirkgate York Street, Cross York Street, Duncan Street, Call Lane, Boar Lane, Lower Briggate, Bridge End, and Meadow Lane - just under 2.2km of public highway.
- 4.91 This scheme will deliver a series of improvements to the bus, pedestrian, and cycling infrastructure, as well as improve the urban environment to transform the Corn Exchange into a world class Gateway to Leeds city centre. Changes to the highway structure, bus gates, and bus re-routing measures will improve end to end bus journey times and bus service reliability. Improved pedestrian crossings and footpath widening measures will enhance the walking provision. New protected cycle lanes and cycle crossings will improve connectivity to the cycle network. Provision of new green infrastructure and new public open spaces will enhance the townscape and attractiveness of the city centre to employers, residents, and visitors.
- 4.92 Scheme delivery will support priority area 4 'infrastructure for growth' of the Leeds City Region Strategic Economic Plan (SEP), supporting the City Region realise its economic growth ambitions by enhancing connectivity to employment, education, and retail opportunities through public transport and active mode improvements.
- 4.93 The scheme has come forward at outline business case (activity 3) with a total forecast scheme cost of £25.6 million. The Combined Authority contribution is estimated to be £24.7 million, of which £18.6 million will be funded by the

Leeds Public Transport Investment Programme (LPTIP) and a contribution of £6.1 million from the West Yorkshire plus Transport Fund (WY+TF).

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

- 4.94 The scheme will deliver provision of new green infrastructure, bus priority and enhanced public realm, and will encourage modal switch to public and active modes thereby improving air quality and reducing CO2 emissions within the city centre.
- 4.95 Further details on clean growth and climate change implications will be brought forward at activity 4 (full business case)

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

- 4.96 The scheme outputs and benefits include:
- Support the overall increase in bus patronage by 100% by 2026.
  - Improve end to end journey times for bus services through the Gateway by 20% by 2022.
  - Improve air quality in the Gateways by supporting mode shift to public transport and active travel modes.
  - Improve the quality of bus passenger experience and levels of satisfaction by 2022.
  - Improve network safety for all users by 2026.
  - Improve access to employment and training opportunities.
  - Enhance streetscape, the built environment, and green infrastructure in the Gateways.
  - Improve connectivity between bus and rail services in the city centre, contributing to an increase percentage share of non-car modes to 70% by 2026.
  - The value for money assessment based on WebTAG appraisal reflects a core benefit cost ratio (BCR) of -0.35:1. Should highway user disbenefits be discounted, the BCR improves to 0.65:1. Appraisal does however consider the strategic drivers for investment which are in line with public transport policies and strategies as per the LPTIP and WY+TF funding programmes.
  - The scheme supports inclusive growth by improving access to employment, education, and retail opportunities to those from deprived or disconnected areas through the public transport and active mode enhancements. The scheme also supports a better quality of life by improving air quality in the city centre through reducing road traffic and subsequently carbon emissions, and additionally by improving the working and living environment through provision of new green infrastructure and public open spaces.

## Risks

4.97 The scheme risks include:

- Additional surface water drainage capacity may be required as a response to the Leeds city council's climate emergency declaration. Potential need for early works to ensure surface water flows can be conveyed to a storage tank in city square.
- Unplanned utilities are identified during construction - the delivery partner will manage on site. Extensive Ground Penetrating Radar surveys will be commissioned.

## Costs

4.98 The scheme costs are:

- The total forecast scheme cost is £25.6 million.
- The Combined Authority contribution is £24.7 million, of which £18.6 million will be funded by the Leeds Public Transport Investment Programme (LPTIP) and a contribution of £6.1 million from the West Yorkshire plus Transport Fund (WY+TF) – Leeds City Centre Package.
- A £900,000 S106 developer contribution is pending approval.

4.99 The scheme is to draw down funding for business case development costs through the LPTIP programme allocation. A scheme funding agreement is therefore not required at this stage.

4.100 The contribution of £6.1 million from the WY+TF is from the £66.8 million allocated to the Leeds City Centre Network Improvements scheme and is therefore within the revised baseline allocation recommended by the Investment Committee to the Combined Authority on 09 January 2020. Combined Authority are being requested to approve the revised baseline allocations on 06 February 2020.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	14/05/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team	17/09/2020

	Decision: Combined Authority's Managing Director	
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### Other Key Timescales

- Construction commence is forecast for June 2020.
- Practical completion is forecast for December 2021.

### Assurance Tolerances

<b>Assurance tolerances</b>
That any scheme cost increase remains within 10% of cost set out.
That the delivery programme remains within 3 months of the timescales set out.

### Project Responsibilities

<b>Senior Responsible Officer</b>	Gary Bartlett, Leeds City Council
<b>Project Manager</b>	Gwyn Owen, Leeds City Council
<b>Combined Authority case officer</b>	Asif Abed

### Appraisal Summary

- 4.101 The strategic drivers have been suitably established with the promoter demonstrating the proposed interventions and the desired outcomes and benefits align to the ambitions and objectives of the Leeds Public Transport Investment Programme and the West Yorkshire plus Transport Fund. The scheme also makes a strong case in supporting the Leeds City Region Strategic Economic Plan, with the scheme to facilitate economic growth in Leeds city centre through making improvements to the public transport and active mode infrastructure, enhancing accessibility and connectivity to employment, education and retail.
- 4.102 Appropriate consideration has been given to the commercial and management cases at outline business case, with fundamental elements to be worked up at the next stage, such as risk allocation and transfer which will be developed in line with detailed design and contractual arrangements.
- 4.103 The financial case has adequately demonstrated a breakdown of scheme costs and funding contributions, and additionally reflected scheme affordability based on the current LPTIP and WY+TF funding allocations. It has been recommended that an updated funding strategy paper is submitted at the next stage to reflect more accurately the status of the LPTIP and WY+TF programmes and the outcome of the S106 developer contribution to the scheme.
- 4.104 The value for money assessment does reflect the current scheme as a “very poor” value for money scheme when considering the core benefit cost ratio,

which after discounting the highway user disbenefits, only improves it to a “poor” value for money category. It is however acknowledged that a scheme design which is largely focused on public transport and public realm improvements does not perform well under WebTAG appraisal, so given the scheme is very much to deliver in accordance to public transport policies and strategies, the wider strategic benefits have to be taken into consideration. It would still be a recommendation that the promoter reflects on the outline design and seeks to improve the value for money position by making refinements at the detailed design stage.

### **Recommendations**

4.105 The Combined Authority approves that:

- (i) The Corn Exchange Gateway project proceeds through decision point 3 and work commences on activity 4 (FBC).
- (ii) An indicative approval to the Combined Authority’s contribution of £24.7 million is given, with £18.6 million to be funded through the Leeds Public Transport Investment Programme and £6.1 million 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 (FBC with finalised costs). The total project value is £25.6 million.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 and 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>Enterprise Zone: Parry Lane</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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

## Background

- 4.106 On a regional scale, Enterprise Zones (EZ) are a key part of central Government's national agenda to devolve responsibility for growth and incentivise additional economic development.
- 4.107 The Leeds City Region (LCR) EZ programme secured funding approval of up to £44.939 million through the Local Growth Fund (LGF) programme which runs to 31 March 2021.
- 4.108 The Parry Lane site is part of the M62 Enterprise Zone, which covers sites in Wakefield, Bradford, Kirklees and Calderdale. The land is owned by Bradford Council thereby removing the need for extensive land acquisition costs and sits within the area designated the Bradford Business Development Zone (BDZ); a catalyst for wider regeneration in the area. There has been no physical development on the site for approximately 15 years.
- 4.109 This scheme through the LCR EZ programme supports Priority Area 4 (Infrastructure for Growth) and the 'good growth' principles of the LCR Strategic Economic Plan (SEP), through unlocking opportunities for high-quality employment space in the advanced and innovative manufacturing and complementary sectors.
- 4.110 The Parry Lane scheme, through the LGF programme, seeks to deliver site enabling and de-risking works to make the development a more viable proposition for the private sector. Working with the private sector, it is anticipated that full site development could be realised by March 2025, with delivery of up to 16,900 sqm of commercial floor space capable of accommodating 489 jobs, generating up to £166 million GVA, and potential business rates income of approximately £5.3 million over the period to 2042.
- 4.111 The scheme has come forward at outline business case (activity 3) with a total scheme cost forecast of £18.88 million, and based on the net development



value estimates, seeks indicative approval of £8,081,037 through the LGF to fund the viability gap. The LGF is to support the securing of outline planning permission, the undertaking of site remediation and infrastructure works, and delivery of an essential signalised junction and access route in order to ready the site for development.

4.112 The promoter as part of full business case (activity 4) is to demonstrate a viable funding strategy, route to development, and a refined delivery programme and consideration of all the options available. Further progression of the scheme through the assurance process will be conditional upon this.

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

4.113 The following aspects of the enabling works will be assessed from an environmental impact as part of the final business case development:

- land clearance and management of waste.
- substitution of materials with sustainable resources.

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

4.114 The direct scheme outputs to be delivered through this scheme are to provide a de-risked and serviced site with a signalised junction and access route.

4.115 The indirect scheme outcomes and benefits are delivery of up to 16,900 sqm of commercial floor space by March 2025, capable of accommodating 489 jobs, generating up to £166 million GVA, and potential business rates income of approximately £5.3 million over the period to 2042.

4.116 The scheme supports inclusive growth by developing land to unlock employment opportunities for residents across West Yorkshire and the City Region. Additionally, the scheme supports the regeneration of a deprived area, enhancing the local working environment.

### **Risks**

4.117 The scheme risks include:

- The LGF programme timescale of 31 March 2021 represents a significant constraint and risk to the scheme, with the indication that full delivery of the proposed site may not be achieved. To mitigate against this the scheme promoters will contract for the completion of the enabling works in the summer of 2020.
- The outcome to negotiations with the private sector on the funding agreement and scheme design taken forward. As per other EZ schemes, robust clauses will be inserted into the funding agreement to protect the public sector and support the realisation of the desired economic growth outputs.
- Site risks such as utility diversions and unexpected ground conditions. To be mitigated through improved engagement with Northern Power Grid

and contractor (to be appointed) engagement as part of detailed design stage.

- Rental aspirations are not achieved. Market appraisal has informed the business case with the risk to be monitored.

## Costs

4.118 The scheme costs include:

- The total scheme cost estimate for a fully developed site is £18.88 million, the net development value assessment is currently £11.04 million, therefore forecasting a viability gap.
- The promoter seeks an indicative approval of £8.081 million through the £44.939 million Local Growth Fund allocation to the LCR Enterprise Zone programme which is sufficient to meet the viability gap and does contain £1.6 million attributed to risk.
- The promoter seeks approval of £536,849 from the Local Growth Fund to fund full business case development costs. To date the scheme has drawn down business case development costs from the £1.923 million EZ programme funding pot.
- A funding agreement will be required with City of Bradford District & Metropolitan Council to assist in the development of the full business case as part of the funding allocation of £536,849.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	24/04/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	24/07/2020

## Other Key Timescales

- March 2020: Submit outline design planning application.
- May 2020: Contractor appointment.
- June 2020: Secure outline design planning approval.
- July 2020: Commencement of site enabling construction works.

- May 2021: Practical completion of site enabling construction works.
- March 2025: Completion of full site development.

### Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within 10% of the costs set out.
That the scheme delivers site enabling works by 31 May 2021

### Project Responsibilities

Senior Responsible Officer	Kate Thompson, Combined Authority
Project Manager	Sara Brook, Combined Authority
Combined Authority case officer	Asif Abed

### Appraisal Summary

- 4.119 The strategic drivers are suitably established, with the business case highlighting the potential economic growth opportunities that could be realised through developing the Parry Lane site as part of the LCR Enterprise Zone programme, and its support to the LCR SEP and inclusive growth principles to the local area of Bradford.
- 4.120 The March 2021 LGF spend constraint however poses a significant risk to the scheme, requiring a viable funding strategy, route to development, and a refined delivery programme to be in place following discussions with BEIS and the consideration of all options available.
- 4.121 The value for money assessment also needs to be worked up. It is apparent the Parry Lane site provides the opportunity to realise significant economic growth outputs in terms of commercial floorspace, jobs, and GVA, however the private sector will largely deliver them, and as a consequence the promoter should establish the value for money position based solely on the LGF investment and the direct outputs. Implications on land value uplift should also be considered.

### Recommendations

- 4.122 The Combined Authority approves that:
- The EZ Parry Lane scheme proceeds through decision point 3 and work commences on activity 4 (full business case).
  - The total cost of the scheme is £18.88 million. An indicative approval to the Combined Authority's contribution of £8.081 million through the Local Growth Fund is given, with full approval to spend being granted once the

scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).

- (iii) Development costs of £540,000 are approved in order to progress the scheme to decision point 4 (full business case).
- (iv) Approval is given to enter into a Funding Agreement with the City of Bradford District & Metropolitan Council in order to assist in the development of the full business case for up to £540,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 and 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>Leeds Inland Port</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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

### **Background:**

- 4.123 The Leeds Inland Port project enables the potential of the 100 km waterway between Hull, Immingham and Leeds to be unlocked through the delivery of a new wharf facility at Stourton to enable the transportation of non-perishable freight such as aggregates, timber, oil and steel from the Humber estuary into Leeds.
- 4.124 The wharf, which will be located on land off Haigh Park Road, Stourton, LS10, is well placed because currently freight is coming from the Humber ports by road and therefore demand is proven and the port will change this mode of travel.
- 4.125 It is anticipated that the project will support the development of flagship projects such as Leeds Southbank and High Speed 2 by enabling construction materials to be transported on water, thereby reducing congestion on the roads and generating carbon savings.

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

- 4.126 894 tonnes of carbon savings by the end of year three, and a reduction in road freight by 200,000 tonnes after year one.
- 4.127 Move 200,000 tonnes of freight from road to water after year one, resulting in reduced road congestion.

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

4.128 Outputs:

- One new freight facility for the city of Leeds;
- Up to 16 new jobs;
- 200,000 tonnes of freight moved to water per annum.

#### 4.129 Benefits:

- An improvement in air quality as reliance on road freight transport is diminished;
- Increased connectivity between the Humber ports and northern Europe.

#### 4.130 Inclusive Growth:

- Reduce carbon emissions from road vehicles by 894 tonnes by the end of year three resulting in improved air quality for the Leeds City Region;

#### Costs

4.131 The scheme will be funded from the West Yorkshire-plus Transport Fund and the total scheme cost is £3.37 million with the Combined Authority contribution being £3.17 million. No funding recommendation is being sought at this stage.

4.132 The total scheme cost (£3.17 million) is the same as the revised baseline allocation (£3.17 million) recommended by the Investment Committee to the Combined Authority on 09 January 2020. Combined Authority are being requested to approve the revised baseline allocations on 06 February 2020.

#### Risks

4.133 The promoter has identified the following risks at this stage:

- **Cost overruns** - Pain share principles will be applied through contracts where possible, but where this is not possible, the promoter may absorb any cost overruns.
- **Market uptake** - Evidence of market research has been submitted along with evidence of a solid understanding of the field.

#### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/04/2020
5 (full business case plus finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/06/2020

#### 4.134 Other Key Timescales

- Construction on site (target): Sept 2020
- Construction completion (target): March 2021

#### Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within 10% of cost set out. That the delivery programme remains within 3 months of the timescales set out.

#### Project Responsibilities

Senior Responsible Officer	Steve Higham – Funding Manager, Canals and Rivers Trust
Project Manager	Chris Moses
Combined Authority case officer	Daisy Johnson

#### Appraisal Summary

- 4.135 The project has a strong strategic fit with the Strategic Economic Plan and Transport Strategy and will deliver against SEP priorities 1, 2, 3, and 4 to grow business, create better jobs and deliver infrastructure for growth. The project could provide a viable alternative to road transport for construction materials needed to bring forward flagship developments such as Leeds Southbank and High Speed 2.
- 4.136 Commercially, the promoter has demonstrated the scheme can be viable, although further work is required on risk and formal written legal advice relating to state aid is required.
- 4.137 The project seeks £3.17 million from the Combined Authority. A full cost plan and spend profile has been provided.

#### Recommendations

- 4.138 The Combined Authority approves that:
- The Leeds Inland Port project proceeds through decision point 3 and work commences on activity 4 (Full business case).
  - An indicative approval to the Combined Authority's contribution of £3.17 million is given, to be funded 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 (FBC with finalised costs). The total project value is £3.37 million.

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



<b>Project Title</b>	<b>Leeds Bradford Airport Parkway</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
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

## Background

- 4.139 The Leeds Bradford Airport Parkway scheme is being developed through the Leeds Public Transport Investment Programme (LPTIP), a £182.3 million programme which brings together economic growth ambitions through public transport, access and connectivity improvements across Leeds.
- 4.140 This scheme will deliver a new rail station on the Harrogate railway line, between Horsforth station and Bramhope tunnel, and serve as a rail interchange and parkway function to the airport. Connection to the airport is to be provided by regular shuttle buses.
- 4.141 The scheme includes construction of two platforms with associated station facilities such as waiting rooms, passenger information screens, lighting, and ticket vending machines. It will also include the provision of a 350-space car park and construction of a spur road to the airport to all users.
- 4.142 Proposals for LBA Parkway include a spur road which will connect the station to Scotland Lane. From there the Combined Authority has worked closely with Leeds City Council to consider options to connect the Parkway station to Leeds Bradford Airport. These options include a new section of highway from Scotland Lane to the south of the LBA long stay car park, or improvements to the northern section of Scotland Lane. These initial considerations formed part of the consultation exercise undertaken in early 2019. Work to confirm the connectivity between the Parkway and LBA will continue through the next design phase, working with Leeds City Council to develop a solution in the context of the wider LBA connectivity strategy.
- 4.143 Scheme delivery will support an increase in international connectivity and contribute to the Leeds City Region Strategic Economic Plan (SEP) economic growth ambitions by improving the public transport access to and from the airport. Additionally, it is envisaged to enhance access to jobs within the surrounding area as well as the airport itself. The station could also be

considered as a park & ride site, to serve residents for onward travel by rail to employment, education and retail opportunities across West Yorkshire and the City Region. This would benefit the road network and air quality priorities by reducing congestion and carbon emission levels.

4.144 Scheme delivery does require the acquisition of third party land. One landowner has indicated a preference for their whole land holding to be purchased by the Combined Authority, which would include residual land. Legal advice has been sought concluding the Combined Authority has sufficient powers to purchase the entire holding should this be the preferred approach. Any acquisition will however be subject to the development of a management plan for the residual land and the satisfactory conclusion to landowner negotiations.

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

4.145 Both the Combined Authority and Leeds City Council have declared a Climate Emergency. One of the objectives of the parkway station is to increase international connectivity and, as a consequence, supports air travel within the City Region. However, the parkway station will improve the public transport access to LBA, helping to satisfy surface access demand to/from the airport in a more sustainable way than is currently possible.

4.146 Furthermore, the parkway station will serve as a rail park and ride, connecting existing and proposed residential areas to local urban centres such as Leeds, Harrogate and York, reducing congestion levels.

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

4.147 The scheme outputs and benefits include:

- Improve international connectivity by improving access to and from the airport by public transport.
- Provide a park and ride service for residents of north west Leeds and beyond.
- Connect existing and proposed new residential areas to local urban centres such as Leeds, Harrogate and York.
- Support employers in the area access a wider labour network following delivery of a new rail station.
- Provide a more sustainable mode of travel, reducing congestion levels and improving air quality by reducing carbon emissions.

4.148 The value for money assessment reflects a benefit cost ratio of 4.3:1 judging the scheme as very high value for money. However, further work to refine the economic case at the next stage is to be required.

4.149 The scheme supports inclusive growth principles by supporting deprived communities' access to the airport via public transport, as well as to local urban centres such as Leeds for employment, education or retail opportunities.

The scheme also supports a better quality of life by reducing road traffic congestion levels and consequently carbon emission levels, improving air quality.

## Risks

4.150 The scheme risks include:

- Potential shortfall in funding. Possible funding solutions are being explored with stakeholders, including ongoing negotiations with landowners on the sale value.
- Operational analysis shows increased number of passengers at peak times, which could cause capacity issues on trains. To be monitored as part of discussions with the train operator and consultants.
- Declaration of climate emergency in Leeds constraining ambitions of economic growth through international connectivity. The scheme has demonstrated it supports reduction to congestion levels and encourages sustainable travel by train.

## Costs

4.151 The scheme costs are:

- The total scheme cost estimate at outline design has been estimated at £41.98 million.
- The Combined Authority contribution for this scheme is £5 million which will be funded from the Leeds Public Transport Improvement Programme (LPTIP). This funding is specifically to undertake detailed designs and approval to final business case with finalised costs (FBC+).
- Several options are being explored to the development of a funding package to deliver the construction works.
- At outline business case, the promoter seeks approval of an additional £4.5 million from the LPTIP, taking total approval to £5 million. This will be used for land acquisition (£2.7 million) with the remainder used to develop the full business case.
- At this stage a funding agreement is not required given the Combined Authority's internal project delivery team are developing the scheme.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team	01/04/2021

	Decision: Combined Authority's Managing Director	
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	02/05/2022

### Other Key Timescales

- Construction commence is forecast for May 2022.
- Practical completion is forecast for April 2024.
- These timescales are based on current assumptions and are subject to the availability of funding, obtaining the necessary consents and approvals, and land assembly.

### Assurance Tolerances

<b>Assurance tolerances</b>
That any cost increase remains within 10% to costs set out. That delivery timescales remain within 3 months to that set out.

### Project Responsibilities

<b>Senior Responsible Officer</b>	Liz Hunter, Combined Authority
<b>Project Manager</b>	Tom Murphy, Combined Authority
<b>Combined Authority case officer</b>	Asif Abed

### Appraisal Summary

- 4.152 At outline business case, the promoter has reasonably established the strategic drivers for the scheme, primarily reflecting the scheme's support to the Leeds City Region strategic economic plan (SEP) economic growth ambitions by delivering public transport infrastructure to improve access and connectivity to and from the airport, and the associated benefits in line with local and regional transport policies of reducing road congestion levels and improving air quality.
- 4.153 With respect to the climate emergency declaration, the scheme does seek to increase international connectivity and as a consequence support air travel, recognising the importance of LBA to the City Region's economy. The parkway station will improve the public transport access to LBA, helping to satisfy surface access demand to/from the airport in a more sustainable way.
- 4.154 It is highlighted that the parkway station will also function as a park & ride site for residents who seek onward travel via rail to local urban centres within the City Region. This is a reasonable consideration and presents wider benefits.

4.155 The commercial and management cases have been adequately presented but constrained and should be considered indicative given a funding solution to deliver the works is still in development.

4.156 The value for money assessment reflects a very high value for money scheme, and although the economic case has been adequately presented, appraisal has highlighted areas of refinement for the promoter to address at the next stage. It is not believed to have a significant impact on the value for money position.

### **Recommendations**

4.157 The Combined Authority approves that:

- (i) The Leeds Bradford Airport Parkway project proceeds through decision point 3 and work commences on activity 4 (full business case).
- (ii) Indicative approval to the total project value of £5 million has been given from the 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).
- (iii) The development costs of £4.5 million are approved in order to progress the scheme to decision point 4 (Full business case), taking the total project approval to £5 million.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report, including at decision point 4 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team (subject to the scheme remaining within the tolerances outlined in this report), with decision point 5 approval through a delegation to the Investment Committee following a recommendation by the Combined Authority's Programme Appraisal Team.

<b>Project Title</b>	<b>Network Navigation</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

## Background

- 4.158 The Network Navigation project forms part of the Leeds Public Transport Investment Programme, a £173.5 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 health outcomes by reducing overall transport emissions.
- 4.159 This scheme is one of 10 projects within the bus delivery workstream that aims to improve accessibility to the bus network across the communities of Leeds. The scheme is seeking to respond to feedback from the Leeds Transport Conversation and West Yorkshire Bus Strategy that called for the provision of better bus route information and an increase in the availability of bus service information. The principles for the scheme were identified as a key outcome for the programme by the West Yorkshire Transport Committee.
- 4.160 The scheme addresses the current issues of poor legibility and disjointed presentation by ensuring high frequency and strategic bus services are easily recognisable and the network is presented as unified, accessible and easy to navigate. This will improve existing and potential bus users' ability to identify bus routes via easy to navigate Leeds network maps and associated corridors making the bus offer more attractive.
- 4.161 This scheme aims to deliver a package of user friendly, highly visible materials to help customers identify and navigate the bus network in Leeds. It will improve transport accessibility and user experience by providing a user-friendly and accessible network map, linked to new colour coded bus stop flags and shelters. The scheme sits alongside various complimentary measures for infrastructure within the LPTIP and TCF programmes. It is proposed that on completion of Leeds, the scheme will be rolled out across the rest of West Yorkshire, through other funding opportunities.

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

4.162 This scheme directly does not have climate change implications, however, as an overarching network navigation tool for the various infrastructure improvement schemes part of LPTIP and TCF programmes, this scheme aims at promoting the use of sustainable transport mode which supports the clean growth and climate change priorities.

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

4.163 The outputs, benefits and inclusive growth implications of the scheme will include

- A unified, easy to navigate core Leeds network map and associated corridor maps to be displayed on-street and digitally
- Enhancements to approximately 1,624 bus shelters including approximately 771 coloured bus stop flags that are highly recognisable to the customer
- Colour added to the bus shelters with named key locations, so passengers find it easier to identify their current location
- Revised presentation of roadside timetables to make it easier for passengers to understand when and where their bus services are travelling.

4.164 The scheme presents a BCR of 3.76 which represents high value for money.

4.165 The principles developed within this workstream will eventually be applied across the core bus network for the rest of West Yorkshire through other funding programmes. This also includes applying the Network Map and Corridor routes to digital formats.

## **Risks**

4.166 The key risk to the delivery of the scheme and associated mitigation measures is:

- Future changes to infrastructure integration e.g. service changes which mean on-street infrastructure (e.g. bus flags) may need to be changed. This is mitigated by developing a maintenance agreement with operators.

## **Costs**

4.167 The total cost of the scheme is £1.8 million. The Combined Authority will fund 100% of this cost from the devolved DfT Leeds Public Transport Investment Programme.

4.168 The scheme requires approval of development costs of £150,000 to bring the business case to FBC+ stage. The scheme has programme level approved development costs of £100,000 taking the total project approval to £250,000.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	05/02/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/08/2020

## Other Key Timescales

- Scheme commences in August 2020
- Scheme completion March 2021

## Assurance Tolerances

Assurance tolerances
That the total project cost remains within 10% of the costs identified within this report. That the project delivery timescale remains within three months of the timescales identified within this report.

## Project Responsibilities

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

## Appraisal Summary

- 4.169 The scheme has a strong strategic case in the LPTIP Bus Infrastructure Package which aims to address congestion and disjointed presentation of the high frequency and strategic bus network by making bus offer easy to access and more attractive therefore encouraging modal shift on key routes into the city centre.
- 4.170 The economic case for the scheme takes account of a range of different options and the value for money position (captured by the preferred scheme BCR of 3.76:1) will be further refined as detailed scheme designs come forward at the next stage of the assurance.
- 4.171 The scheme is part of the established governance, programme and project management arrangements for LPTIP. The approach to risk and mitigation is



appropriate to the scale and complexity of the scheme and the overall delivery programme appears reasonable.

### **Recommendations**

4.172 The Combined Authority approves that:

- (i) The Network Navigation (Leeds) scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (Full Business Case plus cost).
- (ii) An indicative approval to the total project value of £1.8 million is given from the 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).
- (iii) Development costs of £150,000 are approved in order to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total project approval to £250,000.
- (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.

<b>Project Title</b>	<b>Moorthorpe Rail Car Park</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	5 (full business case with finalised costs)

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

- 4.173 As part of the West Yorkshire plus Transport Fund (WY+TF), a programme of car park extensions at rail stations was identified to enhance connectivity to, from, and within West Yorkshire. This scheme is part of phase 1 of the programme.,
- 4.174 The current car park at Moorthorpe rail station can accommodate 45 vehicles, albeit the land is predominantly gravel, with only 18 lined spaces. Capacity audits since 2014 reflect the car park reaches 99% capacity by 9am on most term time weekdays and given growth in rail demand is set to continue, this scheme provides opportunity to deliver a modern, fit for purpose car park that supports the growth.
- 4.175 The car park is to be constructed entirely within Network Rail land and will increase the free rail car parking offer to 102 spaces, including 6 blue badge bays. Additionally, the scheme will deliver enhanced draining infrastructure, CCTV, LED lighting, and provision of electrical ducting for two future electric charging bays.
- 4.176 Scheme delivery will support priority area 4 'infrastructure for growth' of the Leeds City Region Strategic Economic Plan (SEP), with the increase to secure parking enhancing access via rail to employment, education, and retail opportunities across West Yorkshire and the City Region.
- 4.177 The scheme has come forward at full business with finalised costs (activity 5) with total scheme costs of £778,551, to be funded from the West Yorkshire plus Transport Fund (WY+TF).
- 4.178 The Combined Authority will enter into a Section 56 funding agreement with Arriva Rail North for expenditure up to £635,000 from the WY+TF.

4.179 The Combined Authority will enter into a Basic Asset Protection Agreement (BAPA) with Network Rail for £32,000.

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

4.180 The scheme will contribute to the delivery of a low emission transport system with the station car park extension enabling more users to access free secure parking, and as a result complete onward journeys to employment, education, or retail via the rail network.

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

4.181 The scheme outputs and benefits include:

- An increase to the free parking capacity by 57 spaces, enabling the car park to accommodate 102 vehicles, including 6 blue badge bays.
- A modern, fit for purpose car park with enhanced draining infrastructure, CCTV, LED lighting, and provision of electrical ducting for two future electric charging bays.
- An increase in rail patronage through enhancing the parking capacity.
- A reduction to overall journey times through better access to secure parking and to the rail network.
- Support a reduction to carbon emissions with commuters choosing rail for onward journeys.
- A benefit cost ratio of 2.8:1 judging the scheme as high value for money when assessed against the Department for Transport's value for money criteria.
- Support to the inclusive growth principle of a better quality of life by enhancing access to employment, education, and retail opportunities through a more sustainable transport mode.

### **Risks**

4.182 The scheme risks are:

- Unknown or unidentified site conditions or contamination from hazardous waste materials. Site surveys completed shows no significant finds. Contractor to monitor as part of works. Waste to be disposed following guidance and regulations.
- Presence of buried services requiring rerouting. To be mitigated through contractor surveys.
- Risk from works adjacent to live railway line (platform edge) or overhead line equipment. Appropriate works plan to be put in place to avoid / mitigate this risk.

## Costs

4.183 The scheme costs are:

- The total forecast scheme cost is £778,551, to be wholly funded by the West Yorkshire plus Transport Fund (WY+TF).

4.184 The total scheme cost (£778,551) is less than the revised baseline allocation (£1.08 million) recommended by the Investment Committee to the Combined Authority on 09 January 2020. Combined Authority are being requested to approve the revised baseline allocations on 06 February 2020.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
5 (full business case with finalised costs)	Recommendation: Investment Committee Decision: Combined Authority	06/02/2020
6 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	25/12/2020

## Other Key Timescales

- Approval and signing of the Section 56 agreement is forecast for February 2020.
- Construction commence is forecast for March 2020.
- Practical completion is forecast for December 2020.

## Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within 10% of costs set out. That the delivery programme remains within 3 months of timescales set out.

## Project Responsibilities

Senior Responsible Officer	Dave Haskins, Combined Authority.
Project Manager	John Huxall, Combined Authority
Combined Authority case officer	Asif Abed

## **Appraisal Summary**

- 4.185 The strategic drivers have been well presented with the promoter establishing the scheme as one of 14 sites identified as part of the transport fund's phase 1 rail car park programme, with the car park extension to enhance access and connectivity to rail in line with local and regional transport policies, as well as priority area 4 'infrastructure for growth' of the Leeds City Region Strategic Economic Plan.
- 4.186 The commercial, management and financial cases have also been adequately demonstrated, with the business case reflecting the project delivery team and governance structure is in place, the conclusion to the contractor procurement process (tender evaluation and award), and scheme affordability with total scheme costs within the WY+TF budget of the phase 1 rail car park programme.
- 4.187 The value for money assessment has been suitably presented, with appraisal indicating the scheme will deliver high value for money.

## **Recommendations**

- 4.188 The Combined Authority approves that:
- (i) The Moorthorpe Rail Car Park project proceeds through decision point 5 and work commences on activity 6 (Delivery).
  - (ii) Approval to the total project value of £778,551 million is given from the West Yorkshire plus Transport Fund.
  - (iii) Approval for the Combined Authority to enter into a Section 56 Funding Agreement with Arriva Rail North for expenditure of up to £635,000 million from the West Yorkshire plus Transport Fund.
  - (iv) Approval for the Combined Authority to enter into a Basic Asset Protection Agreement with Network Rail for £32,000.
  - (v) 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**



4.189 There are no schemes requiring consideration at this assurance stage.

### **Other approvals - Clifton Business Park (Enterprise Zone)**

4.190 At the Combined Authority's meeting on 10 October 2019, the Clifton Business Park Enterprise Zone secured approval to proceed through decision point 3 and work commence on activity 5 (full business case with finalised costs). The recommendation to enter into a funding agreement with Calderdale Council was omitted from the final report recommendations and approval to enter into that funding agreement is therefore requested at this meeting.

That the Combined Authority approves that:

- (i) The Combined Authority enters into a funding agreement with Calderdale Council for expenditure of up to £3.156 million from the Local Growth Fund for the Clifton Business Park (Enterprise Zone) as approved by the Combined Authority on 10 October 2019.

### **Decisions made by the Investment Committee**

4.191 The Investment Committee is authorised to progress a scheme under the Assurance Framework in accordance with any bespoke approval pathway and approval route, subject to an exception relating to exceeding the cumulative total of the financial approval and tolerance levels agreed by the Combined Authority by more than 25%. Decisions regarding the following schemes have been made by Investment Committee on the 9 January 2020 and one from Investment Committee on 5 February 2020 – Superfast West Yorkshire and York Contract 3 (if the Investment Committee does not approve this scheme the Chair of Combined Authority will be briefed in advance of this meeting). The decisions were made by the Investment Committee following a recommendation from Combined Authority Programme Appraisal Team. All the schemes outlined below have remained within the financial approvals and tolerance levels agreed by the Combined Authority unless stated otherwise below.

#### **York Outer Ring Road - Phase 3 - Clifton Moor**

4.192 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:

- 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

4.193 The Investment Committee agreed approval to proceed through decision point 4 (full business case) and for work to commence on activity 5 (full business case with finalised costs).

4.194 Indicative total scheme cost - £7.174 million (total programme - £44.216 million), total value of Combined Authority funding - £2.174 million (total programme indicative - £38.378 million), funding recommendation sought: £0.

### **Bradford City Centre Heritage Properties Development Scheme**

4.195 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.

4.196 The Investment Committee agreed 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).

4.197 Total value - £33.29 million, total value of Combined Authority funding - £7.4 million, funding recommendation sought - £0.

### **York Scarborough Bridge (foot & cycle bridge)**

4.198 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 recently completed Scarborough Bridge by ensuring accessible access in the surrounding area.

4.199 The Investment Committee agreed 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).

4.200 Total value - £4.707 million, total value of Combined Authority funding – £2.215 million, funding recommendation sought - £280,000.

### **Superfast Broadband West Yorkshire and York Contract 3**

4.201 Superfast Broadband West Yorkshire and York (SBWYY) Contract 3 programme aims to deliver fast and reliable broadband infrastructure in some of the hardest to reach areas of market failure which are not currently on the targeted through a commercial roll out or were not targeted by previous phase (Contract 2) across the West Yorkshire and York geography.

4.202 The Investment Committee agreed approval to accept the change request to reduce the delivery scope of the scheme to cover the rural white postcode areas funded by DEFRA as a result of no uptake on the urban area tender which was funded by ESIF and Gainshare. This change in scope reflects the proportionate reduction in total output of the scheme.

## **5 Clean Growth Implications**

5.1 Clean growth implications are outlined in each scheme, see above.

## **6 Inclusive growth implications**

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

## **7 Financial implications**

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

## **8 Legal implications**

8.1 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.

## **9 Staffing implications**

9.1 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.

## **10 External consultees**

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

## **11 Recommendations**

### **Leeds Transport Model Update 2020**

11.1 The Combined Authority approves 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 City Centre Access Improvements**

11.2 The Combined Authority approves that:

- (i) The York City Centre Access Improvements scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
- (ii) An indicative approval to the total project value of £8.1 million 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.
- (iii) Development costs of £355,000 approved in order to progress the scheme to activity 3 (outline business case).
- (iv) The Combined Authority enters into a Funding Agreement with City of York Council for expenditure of up to £355,000 from the West Yorkshire-plus Transport Fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 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 set out in this report.

### **Leeds City Region Future Mobility Zone**

11.3 The Combined Authority approves that:

- (i) That the Future Mobility Zone (FMZ) programme proceeds through Decision Point 2 and work commences on the development of business cases for individual packages
- (ii) An indicative approval to £30.793 million, which will be funded from the Local Transport Plan (£2.75 million), the Leeds Public Transport Investment Programme (£0.763 million) and the Department for Transport FMZ fund (£27.28 million) is given with full approval to spend being granted as individual scheme or packages have progressed through the Assurance Process to Decision Point 5. The total programme cost is £32.01 million, including £1.22 million from District Partners.
- (iii) An approval for development funding of £2.01 million be made to enable initial work on outline business cases for individual packages, subject to DfT funding being announced.

- (iv) That future programme approvals are made in accordance with the assurance pathway and approval route outlined in this report including at Decision Point 6 and 7 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

### **Hebden Bridge Flood Alleviation**

11.4 The Combined Authority approves that:

- (i) The Hebden Bridge Flood Alleviation Scheme proceeds through decision point 3 and work commences on activity 4 (full business case)
- (ii) Development costs of £1.9 million are approved in order to progress the scheme to activity 4 (full business case) from the Local Growth Fund. The total project value is £27.283 million.
- (iii) The Combined Authority enters into a Funding Agreement with the Environment Agency for development expenditure of up to £1.9 million from the Local Growth fund.
- (iv) 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.

### **Corn Exchange Gateway**

11.5 The Combined Authority approves that:

- (i) The Corn Exchange Gateway project proceeds through decision point 3 and work commences on activity 4 (FBC).
- (ii) An indicative approval to the Combined Authority's contribution of £24.7 million is given, with £18.6 million to be funded through the Leeds Public Transport Investment Programme and £6.1 million 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 (FBC with finalised costs). The total project value is £25.6 million.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 and 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.

### **Enterprise Zone: Parry Lane**

11.6 The Combined Authority approves that:

- (i) The EZ Parry Lane scheme proceeds through decision point 3 and work commences on activity 4 (full business case).
- (ii) The total cost of the scheme is £18.88 million. An indicative approval to the Combined Authority's contribution of £8.081 million through the Local Growth Fund is given, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) Development costs of £540,000 are approved in order to progress the scheme to decision point 4 (full business case).
- (iv) Approval is given to enter into a Funding Agreement with the City of Bradford District & Metropolitan Council in order to assist in the development of the full business case for up to £540,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 and 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.

### **Leeds Inland Port**

11.7 The Combined Authority approves that:

- (i) The Leeds Inland Port project proceeds through decision point 3 and work commences on activity 4 (Full business case).
- (ii) An indicative approval to the Combined Authority's contribution of £3.17 million is given, to be funded 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 (FBC with finalised costs). The total project value is £3.37 million.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report, including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **Leeds Bradford Airport Parkway**

11.8 The Combined Authority approves that:

- (i) The Leeds Bradford Airport Parkway project proceeds through decision point 3 and work commences on activity 4 (full business case).
- (ii) Indicative approval to the total project value of £5 million has been given from the 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).
- (iii) The development costs of £4.5 million are approved in order to progress the scheme to decision point 4 (Full business case), taking the total project approval to £5 million.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report, including at decision point 4 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team (subject to the scheme remaining within the tolerances outlined in this report), with decision point 5 approval through a delegation to the Investment Committee following a recommendation by the Combined Authority's Programme Appraisal Team.

### **Network Navigation**

11.9 The Combined Authority approves that:

- (i) The Network Navigation (Leeds) scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (Full Business Case plus cost).
- (ii) An indicative approval to the total project value of £1.8 million is given from the 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).
- (iii) Development costs of £150,000 are approved in order to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total project approval to £250,000.
- (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.

### **Moorthorpe Rail Car Park**

11.10 The Combined Authority approves that:

- (i) The Moorthorpe Rail Car Park project proceeds through decision point 5 and work commences on activity 6 (Delivery).

- (ii) Approval to the total project value of £778,551 million is given from the West Yorkshire plus Transport Fund.
- (iii) Approval for the Combined Authority to enter into a Section 56 Funding Agreement with Arriva Rail North for expenditure of up to £635,000 million from the West Yorkshire plus Transport Fund.
- (iv) Approval for the Combined Authority to enter into a Basic Asset Protection Agreement with Network Rail for £32,000.
- (v) 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.

### **Other approvals - Clifton Business Park (Enterprise Zone)**

11.11 That the Combined Authority approves that:

- (i) The Combined Authority enters into a funding agreement with Calderdale Council for expenditure of up to £3.156 million from the Local Growth Fund for the Clifton Business Park (Enterprise Zone) as approved by the Combined Authority on 10 October 2019.

## **12 Background documents**

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

[9 January 2020 Investment Committee](#)

[5 February 2020 Investment Committee](#)

## **13 Appendices**

**Appendix 1** - Transport Funding & Spend

**Appendix 2** - Transport Fund Programme

**Appendix 3** - Background to the Combined Authority's assurance framework

**Appendix 4** - Location maps for the schemes presented in this report