

Report to: West Yorkshire and York Investment Committee

Date: 7 October 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 Fund, for consideration by the Investment Committee at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The Investment Committee has delegated decision making authority, this was approved by the Combined Authority on 13 December 2018. Where Investment Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.

2 Impact of COVID-19

- 2.1 The full implications of COVID-19 on the region and its economy and transport system are still to be understood and the impact on our programmes and schemes has been mixed. The schemes that were due to start in the first half of 2020/21 have experienced delays due to a variety of factors, therefore, during schemes' business case development and appraisal process we are working closely with our council partners to ensure that the delivery timescales reflect the current issues and schemes are actively stress tested to ensure ongoing viability.
- 2.2 In the wake of COVID-19 it is more important than ever to assess the changes to the landscapes of our towns and cities and the impact on current and future planned schemes, particularly, but not exclusively, those relating to transport. The impact of COVID-19 in relation to travel behaviour into and around towns and cities is assessed as part of scheme appraisal. However, the business cases for some schemes in this report, were developed prior to COVID-19 and aim to address issues identified prior to lockdown restrictions. Therefore, the data presented for some schemes in this report, for example, expected

increases in passenger numbers, reflects the pre COVID-19 position. While currently public transport patronage is lower than pre COVID-19 levels it remains a priority to invest in public transport infrastructure to both help with economic recovery and to have the required infrastructure in place to respond to increase in demand post COVID-19. As scheme business cases develop further, growth assumptions will be re-tested.

3 Integrated Clean Growth

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

- has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.
- requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.

3.2 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.

3.3 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

4 Report

4.1 This report presents proposals for the progression of seven schemes through the Combined Authority's assurance process in line with the Leeds City Region Assurance Framework. These schemes have a total combined funding value of £244.128 million when fully approved, of which the total value of £195.679 million will be funded by the Combined Authority. Further details on the schemes are summarised below and can be found as part of this report.

4.2 The assurance process is a three stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (Strategic Outline Case) and 5 (Final Business Case with Finalised Costs), with the requirement to meet the intervening activities deemed on a project by project basis.



Projects in stage 1: Eligibility

- 4.3 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, a long list of options will be considered with a shortlist being presented in the Strategic Outline Case (SOC). Consultation at this stage will be limited, but will be a key to the next activity, Outline Business Case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC.

Projects in Stage 2: Development

- 4.4 Projects at this development stage should demonstrate that they have tested the feasibility of a solution through their business case and that the necessary consultations have taken place. This business case should then be developed in order to confirm and detail the preferred solution including finalising its cost and obtaining the necessary statutory approvals. At this stage, funding may be sought to enable work to progress on the Final Business Case (FBC) and Final Business Case plus Finalised Costs (FBC+).

Projects in Stage 3: Delivery and Evaluation

- 4.5 Once in Delivery and Evaluation the scheme is delivered and Combined Authority funding is drawn down. When delivery is completed a review is carried out to ensure that the scheme has met all its requirements and outputs in accordance with its Funding Agreement. Finally, information about a scheme's performance following its completion is collected, in order to evaluate the success of the scheme.
- 4.6 Further background information on the Combined Authority's Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

Transforming Cities Fund (TCF) Funding

- 4.7 The March 2020 Budget announcement detailed that the West Yorkshire Combined Authority would receive £317 million from the DfT Transforming Cities Fund to progress all schemes identified in the bid as a 'Low Cost Scenario'. The original TCF bid to DfT was framed around three funding scenarios, Low, Core and High. These scenarios included a mix of schemes that were deliverable at different scales in the three scenarios as well as some schemes that were only funded in core and high scenarios.
- 4.8 The Combined Authority has since approved the use of future gainshare to support delivery of the 'High Cost Scenario' of the Transforming Cities programme at an additional cost of up to £164.5 million. Promoters are therefore developing a range of options as part of scheme Outline Business Cases to determine the best scheme, which will include a range of options costing up to the High Scenario.

- 4.9 Please note that any reference below to the Transforming Cities Fund means £317 million from the DfT Transforming Cities Fund and the £164.5 million funding from gainshare.

Value for Money - Benefit Cost Ratios

- 4.10 The Benefit to Cost Ratio (BCR) for some of the schemes in this report potentially represent low value for money, when assessed using the Department for Transport's Transport Appraisal Guidance TAG on the appraisal of transport schemes.
- 4.11 This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus, cycling and walking and as a consequence the monetised benefits arising from improvements to bus, cycling and walking journeys may be outweighed by the monetised dis-benefits to car users.
- 4.12 However, a key strategic objective of investment is to encourage modal switch to more sustainable modes and therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making.

<u>Scheme</u>	<u>Scheme description</u>
<p data-bbox="296 286 577 533">Huddersfield Stations Gateway package - Preparing for Transpennine Route Upgrade (TRU) at Huddersfield and opening up employment sites</p> <p data-bbox="296 546 395 577">Kirklees</p>	<p data-bbox="620 286 1385 443">The package aims to improve transport links between local areas and the town centre, improve access to and within the bus and rail station, increase station capacity and make it easier for people to get from one station to another to continue their journey.</p> <p data-bbox="620 456 1385 667">The package consists of three stand-alone schemes, Huddersfield Bus Station Upgrade, Huddersfield Major Walk and Cycle Routes (Trinity Street foot/cycle bridge and Walking and cycling gateway access) and Huddersfield Rail Station access (Cycle and taxi hub and High Speed 2 park and ride, Stair / lift tower St George’s Warehouse, Subway extension and new western rail station entrance)</p> <p data-bbox="620 680 1385 801">The package will be funded from the Transforming Cities Fund and will build on Growth Deal and West Yorkshire plus Transport Fund (WY+TF) investments to create a town centre transport hub.</p> <p data-bbox="620 815 708 846"><u>Impact</u></p> <p data-bbox="620 860 1385 981">The package is part of a wider programme to regenerate Huddersfield Station Gateway, in preparedness to capitalise on the regional growth potential of the Transpennine Route Upgrade (TRU) and HS2.</p> <p data-bbox="620 994 1385 1227">The package will improve bus and rail station access and rail / bus interchange and will support expected increases in capacity at both stations. The improvements will allow easier access to the town centre and are expected to increase footfall for businesses and reduce carbon emission, as a result of modal shift from cars to sustainable modes (bus, rail, cycling and walking).</p> <p data-bbox="620 1240 831 1272"><u>Decision sought</u></p> <p data-bbox="620 1285 1385 1384">Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 3 (Outline Business Case)</p> <p data-bbox="620 1397 1082 1429">Total value of the scheme - £37 million</p> <p data-bbox="620 1442 1321 1473">Total value of the Combined Authority funding - £28 million</p> <p data-bbox="620 1487 1134 1518">Funding recommendation sought - £99,679</p> <p data-bbox="620 1532 1385 1599">A recommendation to the Combined Authority is sought as part of this report.</p>

<u>Scheme</u>	<u>Scheme description</u>
<p data-bbox="296 286 574 533">Halifax, Walking Cycling and Bus Transformation Package - North Halifax Cycle Super Highways, Park Ward Streets for People, Bus Priority</p> <p data-bbox="296 546 430 577">Calderdale</p>	<p data-bbox="619 286 1316 376">This package will implement a series of improvements to transport facilities in and around Halifax, through individual schemes at Halifax Bus Station and Halifax Rail Station.</p> <p data-bbox="619 394 1378 515">It will also include bus priority improvements and bus connectivity improvements to the north and north west of the town and enhanced walking and cycling infrastructure within the town.</p> <p data-bbox="619 533 1366 622">The package comprises of five interrelated schemes at various stages of development and at different stages within the Combined Authority's assurance process:</p> <ul data-bbox="667 640 1359 864" style="list-style-type: none"> • Halifax Bus Station - Full Business Case • Halifax Rail Station Gateway - Outline Business Case • North Halifax Active Travel – Strategic Outline Case • Park Ward Streets for People - Strategic Outline Case • West Halifax Bus Efficiency Strategic Outline Case <p data-bbox="619 882 1369 940">This Strategic Outline Case brings together all five schemes as one package.</p> <p data-bbox="619 958 1369 1111">The package will be funded from the Transforming Cities Fund with additional funding from the West Yorkshire plus Transport Fund for the Halifax Rail Station Gateway Scheme and £1 million from the Local Transport Plan for the Park Ward Streets for People scheme.</p> <p data-bbox="619 1128 708 1160"><u>Impact</u></p> <p data-bbox="619 1178 1388 1420">The package will improve access to and around the town centre using sustainable modes of transport, from areas including North Halifax and new housing and employment developments in North and West Halifax. The package will improve bus connectivity, reliability and journey times through bus priority measures and will increase levels of cycling and walking. The package will also increase accessibility and safety at Halifax bus and rail stations and will improve public spaces in the town.</p> <p data-bbox="619 1438 833 1469"><u>Decision sought</u></p> <p data-bbox="619 1487 1347 1576">Approval for the package to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 3 (Outline Business Case) for individual schemes</p> <p data-bbox="619 1594 1133 1626">Total value of the scheme - £71.805 million</p> <p data-bbox="619 1644 1295 1675">Total value of Combined Authority funding - £53.9 million</p> <p data-bbox="619 1693 1152 1724">Funding recommendation sought - £0 million</p> <p data-bbox="619 1742 1369 1800">A recommendation to the Combined Authority is sought as part of this report.</p>

<u>Scheme</u>	<u>Scheme description</u>
<p data-bbox="296 286 595 383">TCF Leeds Rail Station Sustainable Travel Gateway (LSSTG)</p> <p data-bbox="296 398 373 427">Leeds</p>	<p data-bbox="619 286 1390 472">The aim of the Leeds Rail Station Sustainable Travel Gateway (LSSTG) scheme is to develop a fully accessible multi-modal transport hub to improve the transition between rail travel and pedestrian, cycling, taxi, and bus services and promote the use of sustainable travel opportunities (bus, rail, cycling and walking) in Leeds.</p> <p data-bbox="619 488 1050 517">The key features of the scheme are:</p> <ul data-bbox="619 533 1390 1066" style="list-style-type: none"> <li data-bbox="619 533 1390 658">• The redevelopment of the external concourse connecting it to Bishopgate Street with new steps, forecourt, and soft landscaping, as well as step-free access options including new passenger lifts <li data-bbox="619 674 1390 799">• New pedestrian priority areas on New Station Street, through the relocation of the existing taxi rank to Bishopgate Street and bus stops to locations on Boar Lane, Infirmary Street and Wellington Street <li data-bbox="619 815 1390 875">• New segregated cycle lanes through Neville Street, Dark Neville Street and Victoria Road <li data-bbox="619 891 1390 952">• A new 700 space cycle hub with supporting infrastructure for electric cycles <li data-bbox="619 967 1390 1066">• Environmental improvements to the cladding, road and pedestrian surfaces and lighting in Neville Street and Dark Neville Street. <p data-bbox="619 1081 1362 1111">The scheme will be funded from the Transforming Cities Fund.</p> <p data-bbox="619 1126 708 1155"><u>Impact</u></p> <p data-bbox="619 1171 1353 1200">The scheme has the potential to deliver the following impacts:</p> <ul data-bbox="619 1216 1390 1599" style="list-style-type: none"> <li data-bbox="619 1216 1390 1276">• Improving air quality in the immediate vicinity of Leeds Station <li data-bbox="619 1292 1390 1352">• Supporting mode shift to sustainable modes and away from the private car to help reduce carbon emissions <li data-bbox="619 1368 1390 1429">• Improving pedestrian flows and reduce barriers, making it easier for people to get to and from the rail station <li data-bbox="619 1444 1390 1505">• Enhancing Leeds Station's role, making it a welcoming and attractive gateway to the city <li data-bbox="619 1520 1390 1599">• Improving accessibility and enhanced options for step-free access to Leeds Station <p data-bbox="619 1615 831 1644"><u>Decision sought</u></p> <p data-bbox="619 1659 1390 1756">Approval to proceed through decision point 3 (outline business case) and work commences on activity 5 (full business case plus finalised costs).</p> <p data-bbox="619 1771 1118 1800">Total value of the scheme - £32.54 million</p> <p data-bbox="619 1816 1310 1845">Total value of Combined Authority funding - £32.44 million</p> <p data-bbox="619 1861 1187 1890">Funding recommendation sought - £3.01 million</p> <p data-bbox="619 1906 1390 2002">A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>

<u>Scheme</u>	<u>Scheme description</u>
<p data-bbox="296 286 523 349">A6110/Leeds City Centre Package</p> <p data-bbox="296 365 373 392">Leeds</p>	<p data-bbox="619 286 1374 443">The Leeds City Centre Package (LCCP) programme includes schemes at Infirmary Street, City Square, Armley Gyratory, and Meadow Lane, plus a series of small complementary schemes to be developed and implemented as a result of the closure of City Square in a combined package called City Square+.</p> <p data-bbox="619 459 1382 577">This Change Request is seeking approval to reallocate £11 million funding from the A6110 Outer Ring Road (ORR) scheme to the LCCP to support other schemes crucial to the effective operation of the highway network in Leeds.</p> <p data-bbox="619 593 1390 840">Leeds is still committed to delivering the A6110 ORR scheme, which is in the very early stages of development and the scheme will retain £1 million to develop an Outline Business Case (OBC) Approval is sought for development costs through this Change Request to progress to OBC. The scheme will then pause until further funding is found. Reaching OBC stage will prepare the scheme to capitalise on future funding opportunities to enable delivery.</p> <p data-bbox="619 855 1378 918">The LCCP programme and A6110 is wholly funded by the West Yorkshire plus Transport Fund (WY+TF).</p> <p data-bbox="619 934 708 963"><u>Impact</u></p> <p data-bbox="619 978 1385 1225">The LCCP programme aspiration is to transform travel within the city centre, by removing unnecessary through traffic. The programme includes the closure of City Square, capacity improvements to junctions on the Inner Ring Road (IRR) to mitigate the effect of diverted traffic, and highway improvements for pedestrians and cyclists to roads in the South Bank, to capitalise on the traffic reductions, improving the city centre environment.</p> <p data-bbox="619 1240 1382 1332">Through the planned LCCP measures, it is anticipated to deliver renewed and reliable infrastructure, reducing maintenance needs, and improving its resilience</p> <p data-bbox="619 1348 1385 1532">A reduction in traffic levels will increase the opportunities to improve public spaces with green infrastructure, as well as the opportunity to expand the active travel network (cycling and walking), improving accessibility and connectivity via sustainable modes of transport to and through the city centre, encouraging city centre living, potentially reducing travel demand.</p> <p data-bbox="619 1547 1366 1700">The LCCP programme supports inclusive growth of a better quality of life, improving multi modal (bus, rail, walking, cycling) access to employment, education, and retail through a low emission and sustainable transport system and supports better air quality and improvement to public spaces in the city centre.</p> <p data-bbox="619 1715 831 1744"><u>Decision sought</u></p> <p data-bbox="619 1760 1350 1823">Approval of the Change Request which seeks approval of the funding strategy for the LCCP as outlined below.</p> <p data-bbox="619 1839 1294 1868">Total value of Combined Authority funding - £77.8 million</p> <p data-bbox="619 1883 1034 1912">Funding recommendations sought:</p> <ul data-bbox="667 1928 1390 1991" style="list-style-type: none"> <li data-bbox="667 1928 1390 1991">• Reallocate £11 million from the A6110 Outer Ring Road scheme, reducing its indicate scheme allocation from £12

	<p>million to £1 million, to LCCP, increasing the total from £66.8 million to £77.8 million</p> <ul style="list-style-type: none">• Approval of development costs of £310,000 for the A6110 Outer Ring Road scheme, from the revised scheme costs allocation of £1 million, to progress the scheme to decision point 3 (Outline Business Case), taking the total scheme development costs from £286,000 to £596,000.• Reallocate £1.5 million from Armley Gyratory WY+TF development costs, taking the total from £5.078 million to £3.578 million to City Square + taking its total development costs approval from £3.774 million to £5.274 million. <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>
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<u>Scheme</u>	<u>Scheme description</u>
<p>Beech Hill, Halifax Calderdale</p>	<p>The Beech Hill estate lies on the western edge of Halifax Town Centre, close to a range of services, facilities, and transport links. It is a mixed-use area, which previously housed three vacant tower blocks and a former council depot.</p> <p>The regeneration of the site is a joint venture partnership between Calderdale Metropolitan Borough Council and Together Housing Association (THA).</p> <p>The overall scheme will accelerate housing delivery by unlocking underused brownfield land to deliver ambitious housing plans and will lever in other private/public investment, on a site that would otherwise have poor viability due to the level of contamination and infrastructure works required.</p> <p>The scheme was split into two phases, phase 1a and 1b. In June 2018, the Combined Authority approved £1.4 million from the Local Growth Fund for phase 1a, to contribute towards asbestos removal and demolition works across the site, including the removal of vacant tower blocks and a council depot. This is now complete.</p> <p>Phase 1b will undertake land remediation, remove contamination from the land and undertake infrastructure construction to prepare for the building of 105 new homes.</p> <p>The Full Business Case plus finalised costs (FBC+) is now seeking approval for the Combined Authority's contribution of £797,000 for phase 1b, to be funded from the Local Growth Fund.</p> <p>The Combined Authority's contribution will total £2.197 million towards the indicative total scheme cost of £21.742 million (Ph 1a and 1b). THA is contributing £14.418 million towards the total scheme costs, Homes England are contributing £4.725 million and CMBC are contributing £402,000.</p> <p><u>Impact</u></p> <p>105 new homes, available at affordable rents, will be constructed on the site through Phase 1; these will be owned and managed by Together Housing Association.</p> <p><u>Decision sought</u></p> <p>Approval for Beech Hill Phase 1b to proceed through decision point 5 and work commences on activity 6 (delivery).</p> <p>Total value of the scheme (Phase 1a and 1b) - £21.742 million</p> <p>Total value of Combined Authority funding - £797,000 (Phase 1b)</p> <p>Funding recommendation sought - £797,000 (Phase 1b)</p> <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>

<p><u>Scheme</u></p> <p>Strategic Business Growth</p> <p>Leeds City Region</p>	<p><u>Scheme description</u></p> <p>The Strategic Business Growth programme engages with small and medium sized enterprises (SMEs), across the Leeds City Region, with the ambition and aspirations to grow. The programme provides an integrated package of support, which will comprise of tailored advice along with financial support (capital grants) to help SMEs grow and create new employment opportunities.</p> <p>The Ministry of Housing, Communities & Local Government approved a Project Change Request on 8 April 2020 for an extension to the Strategic Business Growth Programme valued at £3.241 million to run until 31 March 2023.</p> <p>The costs have been agreed on a matched funding basis with a Government contribution of £1,620,551, Local Growth Fund match funding of £1,120,551 and SME match funding of £500,000.</p> <p>This change request recommends acceptance of the Government contribution and match funding from the Local Growth Fund.</p> <p><u>Impact</u></p> <p>The programme will run until 31 March 2023 funded through a combination of local and EU funding, matched by the enterprises engaged in the project and will deliver the following:</p> <ul style="list-style-type: none"> • Provide one-to-one and one-to-many support to a minimum of 345 businesses • Provide financial support to a minimum of 30 businesses (as part of the total of 345) where demonstrative evidence can be provided that financial intervention along with intensive business support will accelerate growth • Create a minimum of 690 jobs within the Leeds City Region • Seek to lever at least £0.5m of private sector funding • Support the growth of business in Leeds City Region's priority sectors • Through the financial strand of the programme, realise additionality in complementary projects - either supporting investment that would not otherwise happen, bring forward investment so that it is realised sooner or ensuring that investment happens on a greater scale. <p><u>Decision sought</u></p> <p>That the Change Request is approved for additional funding to allow the programme to continue to deliver until 31 March 2023.</p> <p>Total value of the scheme - £3.241 million</p> <p>Total value of Combined Authority funding - £2.742 million</p> <p>Funding recommendation sought - £2.742 million</p> <p>A decision by the Investment Committee using the delegated authority from the Combined Authority is sought as part of this report.</p>
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4.13 Since the Investment Committee’s meeting on 1 September 2020, the following decision points and change requests have been assessed in line with the Combined Authority’s assurance process and approved through the agreed delegation to the Combined Authority’s Managing Director. Under the delegation a total expenditure of £4.833 million has been approved.

<u>Scheme</u>	<u>Scheme description</u>
<p data-bbox="300 573 528 633">One Public Estate phase 6</p> <p data-bbox="300 651 571 680">Harrogate & Wakefield</p>	<p data-bbox="639 573 1366 801">One Public Estate (OPE) is an established national programme delivered in partnership by the Cabinet Office Government Property Unit (GPU) and the Local Government Association (LGA). It provides practical and technical support and funding to councils to deliver ambitious property-focused programmes in collaboration with central government and other public sector partners.</p> <p data-bbox="639 819 1358 949">The Combined Authority’s phase 6 allocation of £320,000 of revenue funding for several projects designed to help public sector sharing and collaboration on land and property issues was confirmed in March 2018.</p> <p data-bbox="639 967 1382 1128">After funding was confirmed two partner councils, Kirklees and Wakefield withdrew their bids, following which the Combined Authority received Cabinet Office/ OPE approval to reallocate the £80,000 unclaimed funding to Harrogate Council (£50,000) and Mid-Yorkshire Hospitals NHS Trust (MYT) (£30,000).</p> <p data-bbox="639 1146 727 1176"><u>Impact</u></p> <p data-bbox="639 1193 1302 1261">Re-allocation of this funding will enable OPE partners to continue to develop their schemes, specifically:</p> <p data-bbox="639 1279 1374 1440">Harrogate Council – continuation of junction design/ modelling for the Harrogate Station Gateway scheme, a development appraisal, legal costs for the development agreement, the business case for a North Yorkshire LGF application and communications and marketing costs.</p> <p data-bbox="639 1458 1366 1588">MYT - developing vacant land at Pontefract Dispensary: surveying the site (which includes a Grade 1 listed structure) for disposal for housing and providing a ‘sales pack’ for prospective purchasers to make an informed offer for the site.</p> <p data-bbox="639 1606 847 1635"><u>Decision sought</u></p> <p data-bbox="639 1653 1390 1917">The Managing Director approved this change request on 14 August 2020 giving approval to allocate a further £50,000 to Harrogate Council for the Station Gateway project and £30,000 to the Mid Yorkshire Hospitals NHS Trust for the Pontefract Dispensary project and reduce the contribution to Wakefield and Kirklees Council from £80,000 to £0 from OPE phase 6. This change remains within the overall Combined Authority approval of £320,000</p>

<p><u>Scheme</u></p> <p>Transport Hubs & Public Transport Access Schemes – Phase 2</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>These schemes are part of a package within the Transport Hubs and Connecting Communities workstream within the Leeds Public Transport Investment Programme (LPTIP)</p> <p>The three individual schemes that are the subject of this approval are: Middleton Bus Stop Improvements, Cottingley Bus Stop Improvements and Rothwell and Robin Hood Walking & Cycling Links</p> <p>These will create new or upgrade existing facilities to improve the waiting environment and travel information offer as well as enhancing connections within and between other public transport hubs and communities by improving walking and cycling links.</p> <p>The schemes will be funded through the LPTIP.</p> <p><u>Impact</u></p> <p>The schemes’ wider social benefits include health benefits by encouraging active mode travel and improved air quality through anticipated reduction in traffic congestion, and a better quality of life with improved access to public transport, particularly for those in areas of deprivation, and subsequently to communities / jobs within the City Region, and more attractive waiting environments.</p> <p>The value for money assessment at FBC+ gives a combined BCR value of 1.62</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this decision point 5 (full business case with finalised costs) on 28 August 2020 giving approval to the Combined Authority funding of the total scheme cost of £3.09 million and for work to commence on activity 6 (delivery)</p>
<p><u>Scheme</u></p> <p>Urban Traffic Management Control (UTMC) Element C</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The scheme is to deliver a combined Urban Traffic Management Control (UTMC) service- reorganising the existing UTC services within West Yorkshire, and combining the existing four UTC teams, to provide improved day-to-day management and coordination across the network through an integrated team at a single location</p> <p>The scheme is to be funded through the West Yorkshire plus Transport Fund.</p> <p><u>Impact</u></p> <p>Delivery of the new combined UTMC service will enable more efficient and seamless management of the West Yorkshire highway network, which will have a number of benefits for the economy, environment and those living and working in the region, this including:</p> <ul style="list-style-type: none"> • Better management of congestion to unlock capacity on the highway network and to improve journey times • A more resilient network able to better manage unplanned events • Air quality improvements

	<ul style="list-style-type: none"> • Increase in employment and the promotion of economic growth by the completion of transport schemes across West Yorkshire regardless of boundaries <p>Element C will contribute to the clean growth agenda by reducing the resources used (such as electricity, water etc.) by providing one central combined office</p> <p>The overall programme has a BCR of 1.82 (medium value for money)</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this decision point 5 (full business case with finalised costs) on 28 August 2020 giving approval to the Combined Authority funding of the total scheme cost of £1.20 million and for work to commence on activity 6 (delivery)</p>
<p><u>Scheme</u></p> <p>Corporate Technology Programme – B07 Meeting Room Technology</p>	<p><u>Scheme description</u></p> <p>The Corporate Technology Programme (CTP) will deliver the Corporate Technology Strategy (CTS) which was approved by the Combined Authority’s (CA) Organisation Management Team on 20th March 2018.</p> <p>The Meeting Room Technology workstream is to deliver the procurement and installation of Meeting Room Systems and technology to the required standards.</p> <p>This comprises</p> <ul style="list-style-type: none"> • Audio Visual equipment – screens and Video Conferencing equipment • Meeting Room Booking system <p><u>Impact</u></p> <p>The equipment delivered will be fit for purpose and encourage and enhance collaboration within the CA and between the CA and Local Partner Councils, including consultants and other external stakeholders. The current COVID-19 situation has provided concrete evidence that remote working can be an effective working model for the future therefore suitable technology will ensure effective and collaborative working environment to future proof the CA and in supporting its expansion and growing business needs.</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this change request on 28 August 2020 giving approval to the CTP Meeting Room Technology project to increase the overall CTP budget by £120,000.</p>
<p><u>Scheme</u></p> <p>Digital Inward Investment Fund / Strategic Inward Investment Fund</p>	<p><u>Scheme description</u></p> <p>As part of Growth Deal 3 a total of £13.45 million was awarded to set up a business support fund to meet identified gaps in provision across the city region with two schemes created to deliver this.</p> <p>The Digital Inward Investment Fund (DIIF), which has a current allocation of £2.5 million, is a scheme to support the growth of</p>

	<p>the creative, digital and technology sector in Leeds City Region.</p> <p>The Strategic Inward Investment Fund (SIIF), which has a current allocation of £10.95 million, is a scheme to support inward investing businesses to locate in Leeds City Region and foreign owned businesses growing in the City Region</p> <p><u>Impact</u></p> <p>The change will lead to a flexible funding pot being created that will continue to support inward investments into the City Region as part of COVID-19 recovery, while also growing digital businesses with an existing presence in the region</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this change request on 28 August 2020 giving approval to merge the existing Strategic Inward Investment Fund and the Digital Inward Investment Fund into one fund, with a total allocation of £13.45 million.</p>
<p><u>Scheme</u></p> <p>City Connect Phase 3: Castleford Greenway Phase 4</p> <p>Leeds/Wakefield</p>	<p><u>Scheme description</u></p> <p>The scheme will deliver a 1.3km off-road greenway link to the Trans Pennine Trail from the existing Wakefield to Castleford routes being delivered through the City Connect programme. This will address a missing off-road cycle link within the Methley area cycle network, and provide a complete route between Leeds, Wakefield, and Castleford.</p> <p><u>Impact</u></p> <p>The scheme's wider social benefits include improved journey quality for cyclists by creating a more direct and traffic-free route; health benefits as a result of increased cycling uptake; inclusive growth benefits through improved access to employment, skills and education for low income and vulnerable groups from deprived communities via the greenway; and environmental benefits through encouraging modal shift towards active modes, thereby improving air quality and reducing carbon emissions within the local area.</p> <p>The value for money assessment gives a Very High BCR of 4.73</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this decision point 5 (full business case with finalised costs) on 28 August 2020 giving approval to the Combined Authority funding of the total scheme cost of £371,686 and for work to commence on activity 6 (delivery)</p>
<p><u>Scheme</u></p> <p>Transforming Travel Centres</p>	<p><u>Scheme description</u></p> <p>The Transforming Travel Centres scheme aims to deliver remodelled travel centres in Bradford, Huddersfield and Pontefract bus stations and bring them in line with banks and other retailers by increasing the number of self-service machines. This will provide a balance of face to face counter service and self-service, reducing the time customers spend queuing.</p>

	<p>The Change Request sought approval for further development costs of £51,000 from the indicative total scheme allocation of £1 million, to progress the scheme to decision point 2 (Strategic Outline Case), bringing the total development costs to £101,000.</p> <p><u>Impact</u></p> <p>The change will enhance scheme development which in turn will lead to a more efficient service being provided for customers, including shorter waiting times. The transformed travel centres will provide a modern face to the bus service provided, improving the uptake of public transport in the region, and contributing to the net zero carbon 2038 target.</p> <p><u>Decision sought</u></p> <p>The Managing Director approved this change request on 11 September 2020 giving approval to increase the scheme development costs by £51,000, bringing the total development costs to £101,000, to continue the scheme's progression to decision point 2.</p>
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5 Information

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

Projects in stage 1: Eligibility

Project Title	Huddersfield Stations Gateway package - Preparing for Transpennine Route Upgrade (TRU) at Huddersfield and opening up employment sites
Stage	1 (eligibility)
Decision Point	2 (strategic outline case)

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

Background

- 5.2 This package will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs and will build on Growth Deal and West Yorkshire plus Transport Fund (WY+TF) investments.
- 5.3 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and interchange facilities. Local partners are developing packages of schemes for approval at Strategic Outline Case (SOC) before bringing individual schemes through the assurance process at Outline Business Case.
- 5.4 The package is part of a wider programme to regenerate Huddersfield Station Gateway, in preparedness to capitalise on the regional growth potential of the Transpennine Route Upgrade and High Speed 2. The wider Gateway programme is anticipated to accelerate the delivery of a major mixed-use development, planned at St. George's Warehouse, adjacent to the rail station along with several town centre housing schemes and other private sector investment projects to support the town's growth. The package seeks to address current challenges including:
- bus and rail station capacity and the improvements needed to prepare for the Transpennine Route Upgrade (TRU), which will see passenger numbers increase
 - a lack of disabled access at the bus and rail station

- the dominance of private cars on the approach to the main urban areas and within Huddersfield Town Centre
- the need to improve access to, and interchange between, sustainable transport modes (rail, bus, cycling and walking) to continue journeys, to encourage more people to switch from private car and make employment, leisure and retail more accessible to more people

5.5 At activity 2 (Strategic Outline Case), the package consists three stand-alone schemes, which will progress individually through the Combined Authority's assurance process:

- **Huddersfield Bus Station**
 - **Huddersfield Bus Station upgrade** – upgrade of the bus station building, including access improvements for entry to the bus station and inside the station, improvements to the main entrance and improving the attractiveness of public spaces next to the station
- **Huddersfield major walk and cycle routes**
 - **Trinity Street foot/cycle bridge** – a new bridge over the inner ring road (IRR) (Castlegate) at the Trinity Crossing, to improve the quality and capacity of crossing the IRR at Trinity Street. Other options are also being appraised and being developed in parallel, including upgrades to the existing surface crossing and underpass
 - **Walking and cycling gateway access** – major improvements to the quality and safety of the walking and cycling route between east Huddersfield districts, the rail station and other key town centre destinations. Includes improvements to public spaces to increase the attractiveness of the walking and cycling routes and town centre
- **Huddersfield Rail Station access**
 - **Cycle and taxi hub and High Speed 2 (HS2) park and ride** – creation of a new cycle hub, with changing and locker facilities, next to Huddersfield Rail Station car park, to accommodate increased demand from cyclists. Creation of new taxi hub in the car park to the north east of the railway station to make walking access to the station through St George's Square easier for pedestrians and measures to create park and ride car spaces within St George's Warehouse car park
 - **Connection of the railway station to St George's Warehouse** – an additional eastern entrance at the station by re-opening an historic doorway, highway improvements and acquisition of the warehouse and car park
 - **Subway extension and new western rail station entrance** – extension to the existing rail station subway with a new western entrance linking the rail station with the St George's Warehouse site. This proposal will primarily be funded by the £5 million West Yorkshire plus Transport contribution

5.6 Overall, the package will improve links between the local area and the town centre and improve access to the bus and rail station.

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

Clean Growth / Climate Change Implications

5.8 Through achieving modal shift from private car towards more sustainable ways of travel, this package should reduce emissions, resulting in improved air quality which will positively contribute toward Leeds City Region and Kirklees partner council's carbon reduction targets.

5.9 The improved pedestrian and cyclist infrastructure will help achieve the short- and long-term ambitions outlined in the Cycling and Walking Investment Strategy, by encouraging an increased uptake of walking and cycling, as these modes are perceived as the most convenient, accessible and safest way to travel.

5.10 The cycle route forms part of the priority Local Cycling and Walking Infrastructure Plan (LCWIP) route to be funded through the 'Walk and Cycle Access' sub-package, a key element of this package. By encouraging increased uptake of sustainable travel modes, including walking and cycling, the package will reduce transport related emissions across Huddersfield Town Centre and adjoining areas, improve local air quality and help tackle the national challenge of air pollution, as outlined in the Clean Air Strategy.

Outputs, Benefits and Inclusive Growth Implications

5.11 The scheme outputs and benefits include

- Improved access to and connectivity between Huddersfield Rail Station, Huddersfield Bus Station, the town centre, colleges, and suburbs / outlying villages
- Reduced carbon emissions and improved air quality because of the increased use of sustainable modes (bus, rail, cycling and walking) to travel to, from and around the town centre
- Enabling inclusive growth by connecting more people to opportunities and opening access to jobs, services, and the wider economy
- Bus user benefits relating to journey time savings and improved passenger experience for new and existing bus users
- Revenue benefits from regenerated retail floorspace in Huddersfield Bus Station and the likely generation of additional jobs
- Better access to education and employment, leisure, and retail
- Potential reduction in CO2 emissions due to the installation of energy efficient facilities as part of the redevelopment of Huddersfield Bus Station

Risks

5.12 The scheme key risks include:

- COVID-19 pandemic and not being able to conduct site visits / public consultations, therefore there is a risk of not being able to deliver the scheme by 2023. Mitigated by the Combined Authority discussing possible funding extension / timescale reconfiguration with Department for Transport
- Non-agreement from landowner with consequences for programme and cost. Mitigated by early dialogue with landowners, and early scoping of planning and environmental issues
- If the St George's Warehouse site cannot be acquired the stair/lift, taxi hub, park and ride and cycle hub cannot be delivered. Mitigated by ongoing engagement with the landowner and Kirklees Council and alternative land options included for cycle hub, taxi hub and park and ride.
- Listed Building Consent may be required for the Grade I listed railway station and Grade II listed St George's Warehouse. Mitigated by developing scheme options to be sympathetic to the environment to give the best chance of success
- Potential disruption to road network during construction period. Mitigated by public consultation at early stages and throughout the process and measures put in place to minimise disruption where possible.

Costs

5.13 The scheme costs are:

- This package has a TCF funding allocation of £16.5 million for Low Cost Scenario, £18.5 million for Medium Cost Scenario and £28 million for the High Cost Scenario.
- The total value of the package is £42 million; £28 million from the Transforming Cities Fund (TCF), £10 million from West Yorkshire plus Transport Fund (WY+TF – Huddersfield Station Gateway Phase 1 and 2) and £4 million from Kirklees Council's Kirklees Town Centre Capital fund.
- Combined Authority approved £816,321 of development costs from TCF, on 25 June 2020, for the package to develop individual Outline Business Cases and progress to decision point 3. A further £99,679 is now requested to progress the schemes to OBC. This will bring the total approval to £0.916 million.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	10/11/2020
3 (outline business case) for individual schemes	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	Dependent on individual scheme assurance pathway

Other Key Timescales

- 5.14 This package comprises of three individual schemes (Huddersfield Major Walking & Cycling Routes, Huddersfield Bus Station, Huddersfield Rail Station Access). Following decision point 2 approval, each individual scheme will develop an Outline Business Case and follow its own specific assurance pathway. At package level, start on site is expected to begin January 2022 and completion on site is expected in March 2023.

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within an increase of 10% of those outlined in this report.
That the timeframes remain within 6 months of those outlined in this report.

Project Responsibilities

Senior Responsible Officer	Angela Blake, Kirklees Council
Project Manager	Keith Bloomfield, Kirklees Council
Combined Authority case officer	Alpha Thiam, West Yorkshire Combined Authority

Appraisal Summary

- 5.15 This package is aligned with national, local, and regional strategies and policies, including Strategic Economic Plan priorities. Package objectives have been provided. The forecasted outcomes and benefits have been defined, and

although high level, they appear to be realistic and achievable. A wide range of options have been identified and appraised to recommend a preferred way forward for the package and indicative costs are shown for each option. The promoter has been asked for clarity around planned work for St George's Warehouse.

Recommendations

- 5.16 The Investment Committee recommends to the Combined Authority that
- (i) The Huddersfield Stations Gateway package proceeds through Decision Point 2 and work commences on Activity 3 (outline business case)
 - (ii) An indicative approval to the Combined Authority contribution of £28 million from the Transforming Cities Fund, with full approval to spend once the package has progressed through the assurance process to decision point 5 (Full Business Case plus finalised costs). Total Project Costs are £42 million (£28 million TCF, £10 million WY+TF and £4 million from Kirklees Council's Kirklees Town Centre Capital fund).
 - (iii) Development costs of £99,679 are approved, to progress the scheme to decision point 3 (outline business case), taking the total approval to £0.916 million.
 - (iv) The Combined Authority issue an addendum to the existing Funding Agreement with Kirklees Council for expenditure of up to £0.916 million from the Transforming Cities Fund.
 - (v) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Halifax, Walking Cycling and Bus Transformation Package - North Halifax Cycle Super Highways, Park Ward Streets for People, Bus Priority
Stage	1 (eligibility)
Decision Point	2 (strategic outline case)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		

Background

- 5.17 This package will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs.
- 5.18 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities. Local partners are developing packages of schemes for approval at strategic outline case (SOC) before bringing individual schemes through the assurance process at outline business case.
- 5.19 The primary issues and challenges identified which this package seeks to address are:
- The barriers caused by the A58 and A629, which make journeys into the town centre more difficult for people in surrounding areas
 - High levels of deprivation and unemployment in north and west Halifax
 - Bus reliability, journey times and connectivity in west Halifax and parts of north Halifax
 - A bus station in need of modernisation
 - Poor accessibility to the rail station
 - Reducing existing barriers to travel including availability of travel information, waiting environment and safety / improved accessibility.
- 5.20 The package comprises of five interrelated schemes, which will improve transport facilities in and around Halifax addressing the challenges identified in para 5.19 above. The schemes are at different stages of business case development, as outlined below. This Strategic Outline Case brings together all five schemes as one package.
- **Halifax Bus Station** (Full Business Case plus finalised costs) – The scheme will include creating a modern, fully accessible bus station which reduces barriers to travel and creates a better and safer waiting environment. The bus station design will incorporate energy and carbon saving features and will support smoother integration between different transport modes. The bus station will also have electric bus charging,

cycle parking, electric bike charging and better travel information with links to rail real time information.

- **Halifax Rail Station Gateway** (Full Business Case) - The scheme will include creating a multi modal (bus, train, cycling and walking) transport interchange, a new footbridge between the rail station and the town centre, an underpass for walkers and cyclists beneath the station, in conjunction with an extension to the Hebble Trail for other cycling and walking routes and a revised car park layout including accessibility measures and electric vehicle charging.
- **North Halifax Active Travel** (Strategic Outline Case) - The scheme will create cycle links from the town centre towards Mixenden, Ovenden and Illingworth and create greater space for walking within residential areas of Ovenden and Holmfield.
- **Park Ward Streets for People** (Strategic Outline Case) - The scheme will include walking improvements to address barriers Park Ward residents' experience when accessing the town centre and community led improvements to public spaces within Park Ward.
- **West Halifax Bus Efficiency** (Strategic Outline Case) - The scheme will improve journey times for residents from areas of high deprivation, with bus priority measures at known hotspots which cause delays.

5.21 The package will be funded from the Transforming Cities Fund with additional funding from the West Yorkshire plus Transport Fund for the Halifax Rail Station Gateway Scheme and £1 million from the Local Transport Plan for the Park Ward Streets for People scheme.

5.22 A summary of the scheme's business case and location map is included in **Appendix 3**.

Clean Growth / Climate Change Implications

5.23 The provision of new cycleways, pedestrian access facilities and interventions to make the Halifax transport system more joined-up, will contribute to transport behavioural change in Halifax and Calderdale, by encouraging people to choose sustainable travel modes (rail, bus, cycling and walking), mitigating against the impacts of the climate emergency whilst supporting a transition to a low carbon economy.

5.24 The package will also make key contributions to reducing carbon by providing electric bus and bike charging infrastructure and improving cycle parking at Halifax Bus Station. The bus station design will also incorporate energy and carbon saving features including 100m² of solar panels on the roof and LED lighting throughout and a living roof and green wall.

5.25 Considerations such as solar panels, energy saving lighting and rainwater recycling will be incorporated into the design of the Rail Station Gateway scheme. The scheme will also include improved cycle parking, a green

retaining wall, tree planting, sustainable urban drainage, and wildflower planting.

Outputs, Benefits and Inclusive Growth Implications

5.26 The package is aiming to:

- Improve access to Halifax Town Centre, including the bus and rail stations, by sustainable modes for residents in areas including North Halifax and Park Ward
- Improve bus availability, reliability, and journey times through bus priority measures at known delay hotspots and improved connectivity
- Increase levels of walking and cycling within Halifax and improved journey times because of new infrastructure Improve safety and accessibility all users at Halifax Bus and Rail stations
- Improve the attractiveness of public spaces in Halifax
- Promote inclusive growth by making it easier for people to access educational facilities and employment sites in Halifax and further afield through transport improvements
- Higher levels of sustainable travel from new housing and employment development sites Modal shift from car to sustainable modes (rail, bus, walking and cycling) resulting in air quality improvements
- This package has a forecast benefits cost ratio (BCR) of 1.38.

Risks

5.27 The scheme risks include:

- Risks associated with acquisition of third-party land which has cost and delay implications. Mitigated by minimising third party land requirements where possible and early engagement with key third party landowners (through public consultation and / or direct engagement)
- Unforeseen ground conditions and services increasing cost. Mitigated by undertaking site surveys to inform options appraisal and development costs
- Public and stakeholder acceptance of the scheme proposals mitigated through early engagement and stakeholder management along with inclusive and comprehensive consultation processes on scheme designs as they are developed.

Costs

5.28 The scheme costs are:

- This package has a TCF funding allocation of £39.9 million in the Low Scenario and Core Scenario and £53.9 million in the High Scenario.

- The total value of the package is £71.805 million; TCF contribution is £53.9m, £16.5m from WY+TF, £405,000 CMBC and £1m LTP for Park Ward Streets for People.
- The Combined Authority has to date approved development costs of £5.203 million for this package from the Transforming Cities Fund, for each of the five schemes to develop business cases and progress individually through the assurance process. No further funding is required.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	10/11/2020
3 (outline business case) for individual schemes	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	Dependent on individual scheme assurance pathway

Other Key Timescales

- 5.29 This package comprises of five individual schemes: Halifax Bus Station (FBC+), Halifax Rail Station Gateway (FBC), North Halifax Active Travel (SOC), Park Ward Streets for People (SOC), West Halifax Bus Efficiency (SOC).
- 5.30 Following decision point 2 approval, each individual project will develop an Outline Business Case and follow their own specific assurance pathway. All five schemes are at different stages in the Combined Authority's assurance process.

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within a 10% increase of those outlined in this report.
That the timeframes remain within 6 months of those outlined in this report.

Project Responsibilities

Senior Responsible Officer	Steven Lee, Calderdale Metropolitan Borough Council
Project Manager	Tom Jones, Calderdale Metropolitan Borough Council
Combined Authority case officer	Alpha Thiam, West Yorkshire Combined Authority

Appraisal Summary

- 5.31 The package aligns with national, local, and regional strategies and policies, including Strategic Economic Plan priorities. Objectives are clearly outlined. The challenges the package aims to address have been provided, however, public sector costs associated with the current situation are absent. The scope and package requirements are given. A wide range of options have been identified and indicative costs and benefits for each option have been provided. Forecast costs have also been provided for each option with a recommendation to approve the High Cost Scenario at decision point 5 (Full Business Case plus finalised costs).

Recommendations

- 5.32 The Investment Committee recommends to the Combined Authority that:
- (i) The Halifax Walking, Cycling, Rail and Bus Transformation package proceeds through Decision Point 2 and work commences on Activity 3 (outline business case) for individual schemes.
 - (ii) An indicative approval to the Combined Authority contribution of £53.9 million from the Transforming Cities Fund, with full approval to spend once the package has progressed through the assurance process to decision point 5 (Full Business Case plus finalised costs). Total Project Costs are £71.805 million (£53.9 million TCF, £16.5 million WY+TF, £405,000 CMBC and £1m LTP for Park Ward Streets for People.
 - (iii) An indicative approval to the total package value of £53.9 million is given from the Transforming Cities Fund with Full Approval to spend being granted once the scheme has progressed through the Assurance Process to Decision Point 5.
 - (iv) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Development

Scheme Title	TCF Leeds Rail Station Sustainable Travel Gateway
Stage	2 (development)
Decision Point	3 (outline business case)

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

Background

- 5.33 This scheme will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 5.34 Leeds Rail Station is the busiest in the North of England and Network Rail has indicated that in its current configuration it will be struggling to accommodate passengers by 2026. Passenger numbers are forecast to increase by over 80% by 2043, driven by investment in High Speed Rail 2 (HS2), Northern Powerhouse Rail (NPR) and major upgrades to Trans-Pennine routes and services.
- 5.35 A number of key challenges are driving the need for early improvements to the station and its immediate environs including:
- Increased carbon emissions (Neville Street has the highest levels of carbon emissions of any street outside London), poor pedestrian, cycle, and disabled accessibility at Leeds Station.
 - Conflicting uses (general traffic, service vehicles and taxis) and congestion create an unsafe and unwelcoming environment
 - A lack of legible and prioritised pedestrian and cycle routes to and from Leeds Station and the city centre and surrounding areas

- Poor quality and disjointed public realm in and around areas of Leeds Station, giving a poor sense of 'arrival' and limited attraction as a key civic space.
- 5.36 The aim of the Leeds Station Sustainable Travel Gateway (LSSTG) scheme - part of the Leeds Integrated Station Masterplan (LISM) – is to develop a fully accessible multi-modal transport hub to improve the transition between rail travel and pedestrian, cycling, taxi and bus services and promote the use of sustainable travel opportunities. Key stakeholders continue to be consulted on the emerging designs for the scheme to ensure that it meets the needs of the range of users of the station.
- 5.37 The key components of the scheme are:
- Redevelopment of the external concourse, connecting it to Bishopgate Street with new steps and soft landscaping, as well as step-free access options including new passenger lifts
 - New safer pedestrian priority areas on New Station Street, through the relocation of the existing taxi rank to Bishopgate Street and bus stops to locations on Boar Lane, Infirmary Street and Wellington Street
 - New segregated cycle lanes through Neville Street, Dark Neville Street and Victoria Road
 - A new 700 space cycle hub with supporting infrastructure for electric cycles
 - Environmental improvements to the cladding, road and pedestrian surfaces and lighting in Neville Street and Dark Neville Street to address issues around safety and security.
- 5.38 The LSSTG scheme was part of the Active and Sustainable Travel in Leeds City Centre package, which received decision point 2 (Strategic outline case) approval from the Combined Authority on 25 June 2020. The other scheme in this package, Leeds City Centre Cycle Connectivity, received decision point 3 (Outline business case) approval from the Combined Authority on 27 July 2020
- 5.39 The scheme will support the delivery of Priority 4 (Infrastructure for Growth) of the Strategic Economic Plan (SEP) by improving connectivity between homes and jobs, the city centre, and wider City Region
- 5.40 The scheme will be delivered by Leeds City Council. Balfour Beatty has been appointed as principal contractor, with Atkins Global as principal consultant. Network Rail is a key delivery partner and represented on the Station Programme Board along with the Combined Authority and other key stakeholders.
- 5.41 A summary of the scheme's business case and location map is included in **Appendix 4**.

Clean Growth / Climate Change Implications

- 5.42 The scheme will support mode shift to sustainable active travel and away from the private car to help reduce carbon emissions. There is a specific scheme objective to improve air quality in the immediate vicinity of Leeds Station, with measurable reductions in nitrogen dioxide (NO₂) on Bishopgate Street and Dark Neville Street following completion of the scheme.
- 5.43 Further work to establish the climate change implications of the scheme will be undertaken as it progresses through the assurance process.

Outputs, Benefits and Inclusive Growth Implications

- 5.44 The scheme outputs and benefits include:
- Improving air quality in the immediate vicinity of Leeds Station – achieving a 10% reduction in the NO₂ levels on Bishopgate Street and Dark Neville Street by 2024
 - Supporting mode shift to sustainable modes and away from the private car to help reduce carbon emissions - increasing the number of cycle trips to and from Leeds Station by 70% by 2024
 - Improving pedestrian flows and connectivity between the city centre and the station - leading to a measurable reduction in pedestrian crowding on New Station Street, Bishopgate Street and Boar Lane by 2024
 - Enhancing Leeds Station's role as a civic gateway - increasing annual pedestrian footfall on New Station Street, Bishopgate Street and Dark Neville Street from 34 million to 46 million by 2026
 - Improving accessibility and enhanced options for step-free access to Leeds Station, ensuring that the designs meet user requirements and are DDA Compliant - using passenger satisfaction surveys before and after scheme completion and continuing to engage with key stakeholders to ensure that the scheme addresses equality and accessibility needs
 - Supporting and facilitating forecast growth in rail passengers using Leeds Station by providing safe, secure, and welcoming pedestrian access.
- 5.45 An assessment of potential social impact provided by the scheme promoter indicates that the scheme will have a broadly beneficial impact on all social groups by providing more direct access routes between the station and Leeds City Centre, facilitating the use of sustainable transport modes and improving connectivity between the station and city centre enhancing journey quality, safety and the perception of security throughout the immediate area.
- 5.46 The principal contractor has made a number of social value commitments as part of its contract with Leeds City Council, which include commitments to targets for skills and training, local spend, the use of SMEs and social enterprise and minimising environmental impacts during construction.

Risks

5.47 The scheme risks include:

- Late vacation of leasehold premises delays the programme. Mitigated through ongoing negotiations (led by Network Rail) and early access for survey work
- Structural investigations lead to delays to programme and increase in costs – mitigated by undertaking surveys before detailed design phase and reviewing cost estimates
- Significant changes to statutory undertakers' equipment leading to increased construction costs and delays to programme. Mitigated by integrating utilities searches/investigation findings into the RIBA Stage 3 design stage and the early employment of a specialist utilities sub-contractor
- Delay in removing asbestos from the roof below the station leading to increased design costs and delays to programme. Mitigated by Network Rail removing asbestos ahead of main construction works
- Traffic management during scheme construction leading to increased congestion and poor public perception of the scheme. Mitigated by stakeholder engagement on the development of the traffic management plan
- Planning consent conditions impact of scheme scope, costs, and programme. Mitigated by allowing for the resolution of conditions in the programme
- Stakeholders have raised concerns over accessibility for all to the station. This is being mitigated at OBC by engaging and consulting with number of representative organisations including the Access and Usability Group (AUAG), the Network Rail BEAP group, the Leeds Disabled Peoples Organisation. The scheme has established an Inclusive Design Group which has representatives from all Equality Act protected characteristic groups. Feedback and concerns will be incorporated into further design stages when the scheme comes forward at FBC.
- Significant amendments to the design required by Network Rail leads to delays to programme and increased costs. Mitigated by engagement with Network Rail on the LSSTG scheme board and the Station programme board

Costs

5.48 The total cost of the scheme is £32.54 million. This will be funded by:

- £31.69 million from Transforming Cities Fund (TCF)
- £500,000 from West Yorkshire plus Transport Fund (WY+TF)

- £250,000 from the Leeds Public Transport Investment Programme (LPTIP)
- £100,000 from the Network Rail Heritage Fund

- 5.49 The TCF allocation for this scheme is part of the Active and Sustainable Travel in the Leeds City Centre package decision point 2 approval of £39.5 million, approved by the Combined Authority. The other scheme in this package (Leeds City Centre Cycle Connectivity) has received decision point 3 (Outline business case) approval for £7.810 million from the Combined Authority. The costs of the component schemes within the package will continue to be monitored and managed within the overall TCF package allocation as the schemes progress to decision point 5 (Full business case plus finalised costs).
- 5.50 This package has a TCF funding allocation of £31.69 million in all three scenarios.
- 5.51 The WY+TF funding for this scheme will be drawn from the City Centre Package (City Square) indicative allocation. This will allow enabling works to Boar Lane to be brought forward from the City Square scheme to support this one. A provisional allocation of £5.089 million remains for the City Square scheme and an outline business case for that is expected in spring 2021.
- 5.52 The LPTIP funding is part of the LISM allocation approved by the Combined Authority. Network Rail Heritage Funding is subject to approval and will be confirmed at the next stage of the assurance process.
- 5.53 Development costs of £2.084 million have been approved to date for this scheme. A further £3.01 million is now requested to progress the scheme to RIBA Stage 4 (Technical Design) and start on site. This will bring the total approval to £5.094 million.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	10/11/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/04/2021

Other Key Timescales

- Start on site – June 2021
- Construction completion – December 2022

Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within an increase of 5% of costs set out in this report.
Timescale for completion to remain within two months of the timescale set out in this report.

Scheme Responsibilities

Senior Responsible Officer	Martin Farrington, Leeds City Council
Scheme Manager	Chloe Dummer, Leeds City Council
Combined Authority Lead appraiser	Ian McNichol, West Yorkshire Combined Authority

Appraisal Summary

- 5.54 The strategic drivers for the scheme and the interrelationship with LISM and associated transport, economic development and regeneration proposals and schemes in Leeds City Centre are clearly set out. An update on consultation and engagement (which has been impacted by COVID-19) illustrates that concerns raised particularly in terms of accessibility for all users will need to be addressed before the next stage of the assurance pathway.
- 5.55 The economic case presents a 'core' benefit cost ratio of 2.7 which puts the scheme in the High value for money (VFM) category when assessed using the DfT's Transport Appraisal Guidance (TAG). However, most potential monetised benefits from the scheme relate to public realm benefits which are highly variable depending on the assumptions that they are based on.
- 5.56 On this basis the scheme promoter has been requested to submit an addendum to the economic case and present a revised VfM statement. This will be reported to the Investment Committee at its meeting on 7 October 2020.
- 5.57 The principal contractor has been appointed by Leeds City Council and the scheme team is in place with representation from key delivery partners and this sits within the Station Programme Board governance structure. A scheme-specific project board will be established during the next stage of the assurance process. The key delivery constraints/risks are understood with appropriate mitigating measures in place.
- 5.58 Further work will also be required at the next stage of the assurance process to confirm the Benefits Realisation and Monitoring & Evaluation plans for the scheme, within the context of the wider TCF programme.

Recommendations

- 5.59 The Investment Committee approves that:

- (i) The Leeds Station Sustainable Travel Gateway (LSSTG) scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (full business case plus finalised costs)
- (ii) An indicative approval to the Combined Authority's contribution of £32.44 million (which will be funded through £31.69 million from the Transforming Cities Fund, £500,000 from the West Yorkshire plus Transport Fund and £250,000 from the Leeds Public Transport Investment Programme) 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). A further £100,000 in match funding will come from Network Rail taking the total project cost to £32.54 million.
- (iii) Development costs of £3.01 million are approved, to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total approval to £5.094 million
- (iv) The Combined Authority issue an addendum to the existing Funding Agreement with Leeds City Council for expenditure of up to £5.094 million from the Transforming Cities Fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 (Full business case plus finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	A6110/Leeds City Centre Package
Stage	2 (development)
Decision Point	Change request (activity 3)

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

- 5.60 Over the next five to ten years, Leeds City Centre will be the focus of major changes, through a series of infrastructure investments, aimed at the improvement and transformation of public transport, public realm, and the promoting of active travel (cycling and walking) modes.
- 5.61 The West Yorkshire plus Transport Fund (WY+TF) Leeds City Centre Package (LCCP) programme aspiration is to transform travel within the city centre, through the removal of unnecessary through traffic. The programme includes the closure of City Square, highway improvements for pedestrians and cyclists to roads in the South Bank and capacity improvements to junctions on the Inner Ring Road (IRR).
- 5.62 A reduction in traffic levels will increase the landscaping opportunities across the city centre, as well as the opportunity to expand the active travel network (cycling and walking), improving accessibility and connectivity via sustainable modes of transport to and through the city centre and encouraging city centre living, potentially reducing travel demand.
- 5.63 The LCCP programme includes schemes at Infirmary Street, City Square, Armley Gyratory and Meadow Lane, plus a series of small complementary schemes.
- 5.64 Through the planned LCCP measures, it is anticipated to deliver renewed and reliable infrastructure, reducing maintenance needs and improving its resilience, as well as deliver Smart City enhancements using new technologies to make Leeds resilient and adaptive to future transport and mobility needs.

- 5.65 As development of each scheme has progressed, a funding gap of £11 million has been identified to deliver all of the schemes.
- 5.66 This Change Request is seeking approval to reallocate £11 million funding from the A6110 Outer Ring Road (ORR) scheme to the LCCP to support other schemes, crucial to the effective operation of the highway network in Leeds.
- 5.67 The promoter is still committed to delivering the A6110 ORR scheme, which is in the very early stages of development and the scheme will retain £1 million. The scheme is seeking development costs to develop the Outline Business Case (OBC) through this Change Request, at which stage the scheme will pause, until further funding is secured. Reaching OBC stage will prepare the scheme to capitalise on future funding opportunities to enable delivery. Further details can be found in the Costs section.
- 5.68 The resulting LCCP programme is set out in the below table:

Scheme	WY+TF Indicative Allocation
Infirmary Street	£8.9 million
Meadow Lane	£9.5 million
Armley Gyratory	£45 million
City Square +	£14.4 million
<ul style="list-style-type: none"> • City Square • Boar Lane • Complementary Schemes 	<ul style="list-style-type: none"> • £5.9 million • £0.5 million • £8 million
Total Programme Cost	£77.8 million

- 5.69 The smaller complementary schemes within the LCCP, intended to support the closure of City Square, have been grouped with City Square into a single scheme known as City Square+, which includes East Parade bus gate, business district traffic management, Westgate merge signals at A58(M), Great Wilson St widening, Holbeck traffic management (Globe Road signalisation), a signage strategy and a trial closure (or access restrictions) for City Square and associated traffic management to assist buses, pedestrians and cyclists.
- 5.70 This Change Request is also seeking approval for development costs to support the City Square + to progress to decision point 5 (Full Business Case + costs).
- 5.71 The trial closure is planned for 2021 with the potential for a phased introduction of traffic management measures, possibly including the reallocation of road space to cycling on the approaches to City Square, starting later this year, depending on the prevailing traffic and economic conditions. This is subject to further assessment, engagement activity and approvals. The trial would be implemented in a carefully managed way, enabling a smoother transition to a full and permanent closure in 2022.

5.72 Attention is also drawn to Boar Lane, which forms a part of City Square+ but has been identified for early implementation through the TCF Leeds Station Sustainable Travel Gateway scheme.

Clean Growth / Climate Change Implications

5.73 The LCCP programme will remove unnecessary through traffic from the city centre, with scheme interventions reprioritising strategic corridors to / from and within the town centre to public transport, active travel (walking, cycling), and public realm, enhancing accessibility to employment, education, and retail via a low emission, sustainable transport system and supporting better air quality.

Outputs, Benefits, and Inclusive Growth Implications

5.74 The scheme outputs and benefits include:

- The LCCP programme supports inclusive growth of a better quality of life, improving multi modal (bus, rail, walking, cycling) access to employment, education, and retail through a low emission and sustainable transport system, supporting better air quality and improvement to public spaces in the city centre.

Risks

5.75 The scheme risks include:

- Integration of the design and implementation programmes, with multiple schemes from different funding sources being developed and implemented in parallel with this scheme. Mitigated by close liaison with scheme promoter, project and programme boards, funder, and others to secure the necessary approvals in a timely manner.
- Affordability, given cost pressures which have emerged in recent scheme estimates and construction tender prices Mitigated by early contractor involvement and feeding in learning from current Leeds Public Transport Investment Programme and Combined Authority experiences
- The current appraisal guidance and scope of expected benefits makes it hard to fully capture all the economic benefits of closing City Square, whilst capturing the economic disbenefits from traffic having to re-route around the edge of the city centre. Mitigated by close liaison between Combined Authority officers and the promoter in developing the business case
- The closure of City Square, together with the other measures, is a major change to the well-established highway network of Leeds City Centre and raises the risk of unexpected consequences. Mitigated by proposing to fully explore a trial closure or access restrictions for City Square, to assist with robust planning for a permanent closure situation, as well as consultation and engagement, seeking to minimise adverse impacts on buses.

Costs

5.76 The scheme costs are £77.8 million.

This Change Request is seeking approval:

- To reallocate £11 million from the A6110 Outer Ring Road (ORR) scheme (reducing the indicative scheme costs from £12 million to £1 million) to the Leeds City Centre Package WY+TF programme budget to support other schemes crucial to the effective operation of highway network in Leeds, increasing the total LCCP scheme costs from £66.8 million to £77.8 million
- For development costs of £310,000 for the A6110 Outer Ring Road scheme, from the revised indicative total scheme costs allocation of £1 million, to progress the scheme to decision point 3 (Outline Business Case), taking the total scheme development costs from £286,000 to £596,000
- For the Combined Authority to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure up to £596,000 from the WY+TF for the A6110 ORR scheme
- To reallocate £1.5 million from Armley Gyratory WY+TF development costs, (taking the total from £5.078 million to £3.578 million to progress the scheme to decision point 5 (FBC+)), to City Square+ taking the total development costs from £3.774 million to £5.274 million to progress to decision point 5 (Full Business Case plus finalised costs).
- For the Combined Authority to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure up to £3.578 million from the WY+TF for the Armley Gyratory scheme.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	07/10/2020

Other Key Timescales

5.77 The City Square+ Outline Business Case is expected in Spring 2021. However, to support delivery timescales, the Boar Lane works included in the City Square+ scheme have been progressed as part of the Transforming Cities Fund (TCF) Leeds Station Sustainable Travel Gateway Outline Business Case. This scheme is also being considered by the Investment Committee on 7 October 2020.

- 5.78 The Armley Gyratory Full Business Case plus finalised costs (decision point 5) is now expected in August 2021, rather than January 2021 as further work is required to develop the reduced scope scheme option. Scheme opening (decision point 6) is still expected in December 2022, as the construction programme will likely be shorter given reduced land remediation and land acquisition and less interface with utilities.
- 5.79 The Meadow Lane scheme is being delivered as part of the Corn Exchange Leeds Public Transport Investment Programme (LPTIP) scheme. The Full Business Case (decision point 4) was approved on 31 July 2020. The indicative approval for Meadow Lane (LCCP) is £9.5 million and £15 million for Corn Exchange (LPTIP).
- 5.80 The Infirmary Street scheme is in delivery (Activity 6).

Assurance Tolerances

Assurance tolerances
Cost and programme tolerances to be set through the respective scheme business cases.

Project Responsibilities

Senior Responsible Officer	Gary Bartlett
Project Manager	Mark Philpott
Combined Authority case officer	Asif Abed

Appraisal Summary

- 5.81 The Change Request suitably sets out the rationale behind the funding revisions made to enable affordability of the LCCP programme, bringing together the approach as set out in the funding strategy paper endorsed at the Combined Authority's Programme Appraisal Team meeting on 14 July 2020. As a result, it will enable the delivery of the overarching Connecting Leeds strategic ambitions and realisation of the anticipated benefits and outcomes. Delivery of LCCP schemes will complement activities being delivered through funding programmes including LPTIP, TCF, and City Connect.
- 5.82 It is also recognised that the reduced scope of the Armley Gyratory scheme will still support delivery of the primary objective of removing traffic from central Leeds to more suitable routes, including the IRR. The promoter is now developing the scheme to Full Business Case (decision point 4) which is expected in June 2021.
- 5.83 Appraisal also notes that the promoter is still committed to delivering the A6110 ORR scheme, developing the scheme to Outline Business Case (decision point 3) and continuing to explore funding opportunities to support construction.

Recommendations

- 5.84 The Investment Committee approves the Change Request which seeks approval of the funding strategy for the LCCP as outlined below:
- (i) The reallocation of £11 million from the A6110 Outer Ring Road (ORR) scheme (reducing the indicative scheme costs from £12 million to £1 million) to the Leeds City Centre Package West Yorkshire plus Transport Fund programme budget, increasing the total from £66.8 million to £77.8 million.
 - (ii) Development costs of £310,000 for the A6110 Outer Ring Road scheme, from the revised indicative total scheme costs allocation of £1 million, to progress the scheme to decision point 3 (Outline Business Case), taking the total scheme development costs from £286,000 to £596,000.
 - (iii) The Combined Authority enters into an addendum to the existing A6110 scheme funding agreement with Leeds City Council to increase expenditure from up to £286,000 to up to £596,000 from the WY+TF.
 - (iv) The reallocation of £1.5 million from Armley Gyratory WY+TF development costs (taking the total from £5.078 million to £3.578 million to progress the scheme to decision point 5 (Full Business Case plus finalised costs), to City Square+ taking the total development costs from £3.774 million to £5.274 million to progress to decision point 5 (Full Business Case plus finalised costs).
 - (v) The Combined Authority enters into an addendum to the existing Armley Gyratory scheme funding agreement with Leeds City Council, to decrease expenditure from up to £5.078 million to up to £3.578 million from the WY+TF
 - (vi) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure to up to £5.274 million from the West Yorkshire plus Transport Fund for the City Square+ scheme
 - (vii) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report, including delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Beech Hill Halifax
Stage	2 (development)
Decision Point	5 (full business case with finalised costs)

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

Background

- 5.85 The Beech Hill scheme is part of the Combined Authority's Housing and Regeneration Programme and aligns with Strategic Economic Plan (SEP) Priority 4 - Infrastructure for Growth.
- 5.86 The Beech Hill estate lies on the western edge of Halifax Town Centre, close to a range of services, facilities, and transport links. It is a mixed-use area, which previously housed three vacant tower blocks and a former council depot.
- 5.87 The regeneration of the site is a joint venture partnership between Calderdale Metropolitan Borough Council and Together Housing Association (THA).
- 5.88 The overall scheme will accelerate housing delivery by unlocking underused brownfield land to deliver ambitious housing plans and will lever in other private/public investment, on a site that would otherwise have poor viability due to the level of contamination and infrastructure works required.
- 5.89 The scheme was split into two phases, phase 1a and 1b. In June 2018, the Combined Authority approved £1.4 million from the Local Growth Fund for phase 1a, to contribute towards asbestos removal and demolition works across the site, including the removal of vacant tower blocks and a council depot. This is now complete.
- 5.90 Phase 1b will undertake land remediation, remove contamination from the land and undertake infrastructure construction to prepare for the building of 105 new homes.
- 5.91 This Full Business Case plus finalised costs (FBC+) is now seeking approval for the Combined Authority's contribution of £797,000 for phase 1b, to be funded from the Local Growth Fund.

- 5.92 The Combined Authority's contribution will total £2.197 million towards the indicative total scheme cost of £21.742 million (Ph 1a and 1b). THA is contributing £14.418 million towards the total scheme costs, Homes England are contributing £4.725 million and CMBC are contributing £402,000.
- 5.93 Calderdale Metropolitan Borough Council (CMBC) is the promoter and is responsible for the development and project management of the scheme. Together Housing Association (THA) is the developer and will contract with ESH Construction to deliver the housing units. CMBC and THA have a long-established partnership and will be responsible for securing the full funding package for the site.
- 5.94 A summary of the scheme's business case and location map is included in **Appendix 5**.

Clean Growth / Climate Change Implications

- 5.95 The project aims to construct 105 new homes on a remediated brownfield site, which if left undeveloped, would have further deteriorated, and blighted the area. The vacant tower blocks and old depot were removed as part of phase 1a of the scheme, with the spoil created through demolition, being retained on site, and used within the remediation works.
- 5.96 The site is close to Halifax Town Centre and public transport links. A cycleway will be constructed within the site and will link to the town centre to encourage and facilitate active travel (cycling and walking).
- 5.97 The homes will be available at affordable rents and there is an aspiration to achieve greater levels of energy efficiency.

Outputs, Benefits and Inclusive Growth Implications

- 5.98 The scheme outputs and benefits include:
- transforming and regenerating a deprived area of Halifax which is disproportionately affected by lower income, educational attainment, and residents with no qualifications in comparison to Calderdale as a whole
 - constructing 105 homes, to be owned and managed by Together Housing Association and all available at affordable rents by the end of 2022
 - providing housing to cater for a range of needs through improved accessibility and providing a range of sizes of homes for families
 - remediating and bringing back into use 2.7 hectares of brownfield land
 - 150 full time equivalent construction jobs, provided through the demolition, remediation, and construction, resulting in £9 million net additional Gross Value Added (GVA) within the City Region
 - the benefit to cost ratio is 1.2:1 in terms of the total public sector funding (4:1 if considering the Combined Authority's funding only). It should be

noted however that the inclusive growth and regeneration benefits of the improved quality of housing provision, and of place, are difficult to monetise, and are therefore not captured within this assessment.

Risks

5.99 The scheme risks and mitigating measures for the promoter include:

- securing full planning permission; reserve matters are being dealt with and changes have been made to the site design to accommodate the requirements; this has resulted in 105 units rather than 107, together with some fluctuations in cost
- escalating costs; a contractor has now been procured through the Efficiency North framework and a fixed sum design and build contract will be signed. All design, programme and financial risk will sit with the contractor
- the scheme has been developed over a number of years with considerable consultation with, and input from, the local community; should the scheme stall, or fail to deliver aspirations, the damage to confidence in the community could be significant. The project board has representatives from all local stakeholders to ensure continued buy-in, regular communication and all partners are fully committed to delivering the scheme
- technical difficulties found on site; extensive and detailed site investigations carried out, mitigations costed and worked into programme.

Costs

5.100 The scheme costs are:

- This Full Business Case plus finalised costs (FBC+) is now seeking approval for the Combined Authority's contribution of £797,000 for phase 1b, to be funded from the Local Growth Fund.
- The Combined Authority's contribution will total £2.197 million towards the indicative total scheme cost of £21.742 million (Ph 1a and 1b). THA is contributing £14.418 million towards the total scheme costs, Homes England are contributing £4.725 million and CMBC are contributing £402,000.
- The risk of major changes to costs is low, however they remain indicative until the full funding package is secured and full planning permission achieved. THA will be responsible for any rise in costs, should this minor risk materialise

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
5 (full business case with finalised costs)	Recommendation: Investment Committee Decision: Investment Committee	07/10/2020
6 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/11/2022
7 (review and close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2023

Other Key Timescales

5.101 Final designs and costs agreed, full planning permission secured and enter design and build contract – September 2020

5.102 Start on site – October 2020

5.103 Completion – November 2022

Assurance Tolerances

Assurance tolerances
That the total scheme cost remains within 10% of the costs identified within this report.
That the scheme delivery timescale remains within three months of the timescales identified within this report.
That housing outputs remain within 10% of the figures set out in this report

Project Responsibilities

Senior Responsible Officer	Heidi Wilson - CMBC, Strategic Housing Delivery Manager
Project Manager	Fern Petrovic - CMBC, Housing Project Manager Richard Armitage - CMBC, Housing Enabling and Projects Manager
Combined Authority case officer	Vicky Dumbrell – West Yorkshire Combined Authority, Programme Manager

Appraisal Summary

- 5.104 The Beech Hill scheme aims to transform and regenerate a deprived area of Halifax by providing 105 new homes, available at affordable rents, within a mixed-use site. The site is a brownfield site and has required significant remediation to prepare it for construction. If the development did not go ahead the area would have been likely to deteriorate further.
- 5.105 The area currently has poor quality housing together with low income levels, educational attainment and residents with no qualifications compared to the rest of Calderdale. The area is more diverse in terms of ethnicity. The scheme therefore is strongly aligned with the Combined Authority's inclusive growth agenda and will contribute towards enhanced social inclusion. In addition, the cycleway will facilitate active travel and connect the area to the town centre. It is noted that the BCR is low (1.2:1); however, the wider benefits to the community are difficult to monetise and have not been accounted for in this calculation.
- 5.106 The Growth Deal will contribute around 10% of the total cost of the scheme, if approved. The demolition is complete, significant progress has been made on the reserve matters on the planning application. and the full funding package will be in place by the end of August. This will trigger the signing of the design and build contract. There is a risk of further changes to the design and costs, however this is now low risk due to the progress made. Any additional costs will be covered by Together Housing. Calderdale and Together Housing have a strong track record of partnership working.

Recommendations

- 5.107 The Investment Committee approves that:
- (i) The Beech Hill Phase 1b scheme proceeds through decision point 5 (full business case plus finalised costs) and work commences on activity 6 (delivery)
 - (ii) Approval to the Combined Authority's contribution of £797,000 funded from the Local Growth Fund is given. Total Project Costs for Phase 1a and 1b are £21.742 million; £1.4 million from previous the Local Growth Fund approval, £14.418 million THA, £4.725 million Homes England and £402,000 CMBC.
 - (iii) That the Combined Authority issue an addendum to the existing Funding Agreement with Calderdale Metropolitan Borough Council for expenditure of up to £2.197 million from the Growth Deal (£1.4 million Ph 1a, £0.797 million Ph 1b).
 - (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 Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 3: Delivery and Evaluation

Project Title	Strategic Business Growth
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 6)

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

Background

- 5.108 The Strategic Business Growth Programme (BGP) was originally launched in February 2013, with funding previously awarded through the Regional Growth Fund. The original programme ran from February 2013 to March 2015. Once the Growth Deal was agreed, a further £18 million was awarded from the Local Growth Fund round 1, covering the period 1 April 2015 to March 2018. A further £9 million was awarded from round 3, to extend the programme to March 2021.
- 5.109 The programme engages with small and medium sized enterprises (SMEs) across the Leeds City Region with the ambition and aspirations to grow. The programme provides an integrated package of support, which will comprise of tailored advice along with financial support (capital grants) to help SMEs grow and create new employment opportunities.
- 5.110 The support will be targeted at SMEs operating within the Leeds City Region Enterprise Partnership's priority sectors of manufacturing, low carbon, and environmental, financial, and business services, digital and creative and health and life sciences.
- 5.111 The previous Growth Deal funded scheme ran until March 2021 and supported the creation of over 500 net new jobs to the Leeds City Region, supporting 165 businesses in the priority sectors and leveraging in £50 million of private sector investment. The scheme exceeded its forecasts and continues to deliver strongly. If additional funding is allocated to the scheme it would enable the programme to deliver until March 2023 and support more businesses.

Description of the Change Request

- 5.112 The Ministry of Housing, Communities & Local Government approved a Project Change Request on 8 April 2020 for an extension to the Strategic Business Growth Programme valued at £3.241 million to run until 31 March 2023.
- 5.113 The costs have been agreed on a matched funding basis with a Government contribution of £1,620,551, Local Growth Fund matched funding of £1,120,551 and SME matched funding of £500,000.
- 5.114 This change request recommends acceptance of the Government contribution and match funding from the Local Growth Fund.
- 5.115 The programme will run until 31 March 2023 and will be funded through a combination of local and European Union funding, matched by the SMEs engaged in the programme.
- 5.116 Through the financial strand of the programme, either support investment that would not otherwise happen, bring forward investment so that it is realised sooner, or ensuring that investment happens on a greater scale.
- 5.117 Approving the Change Request will enable the programme to continue to provide grant support to businesses until the end of the programme (31 March 2023)
- 5.118 The change does not require any change to the delivery model and the existing project team will deliver the additional outputs.

Outputs, benefits and inclusive growth implications

- 5.119 The forecast outputs, benefits and inclusive growth implications from the funding requested, as part of this Change Request are:
- Provide one-to-one and one-to-many support to a minimum of 345 SMEs
 - Provide financial support to a minimum of 30 businesses (as part of the total of 345), where demonstrative evidence can be provided that financial intervention, along with intensive business support will accelerate growth
 - Create a minimum of 690 jobs within the Leeds City Region
 - Seek to lever at least £500,000 of private sector funding
 - Support the growth of business in Leeds City Region Enterprise Partnership's priority sectors

Risks

- 5.120 As this is a government funded programme where funding has already been agreed and signed there is no risk directly associated to the Combined Authority.

Costs

- 5.121 Ministry of Housing, Communities & Local Government approved a Project Change Request on 8 April 2020 for an extension to the Strategic Business Growth Programme valued at £3.241 million to run until 31 March 2023.
- 5.122 The costs have been agreed on a matched funding basis with a Government contribution of £1,620,551, Combined Authority funding being £1,120,551 and SME matched funding of £500,000

Timescales

- 5.123 The forecast completion of the Strategic Business Growth Programme is March 2023

Assurance pathway and approval route

Assurance pathway	Approval route
Activity 6 Change Request	Recommendation: Investment Committee and Decision: Combined Authority

Assurance tolerances

Assurance tolerances
That the total Combined Authority costs for the project remain within the costs outlined within this request That the programme delivery timescales remain within 3 months of those set out in this report

Project responsibilities

Senior Responsible Officer	Henry Rigg – West Yorkshire Combined Authority
Project Manager	Neill Fishman – West Yorkshire Combined Authority
Combined Authority case officer	Ian Pegg – West Yorkshire Combined Authority

Appraisal summary

- 5.124 The Change Request is in line with the overall business for the Strategic Business Growth Programme, and the proposed change will derive further positive outcomes for the programme, for partnership-working and for the local economy.

Recommendations

5.125 The Investment Committee approves that:

- (i) The Change Request for additional funding for the Strategic Business Growth Programme is approved to continue to deliver until 31 March 2023:
 - Government contribution of £1,620,551.
 - Local Growth Fund matched funding of £1,120,551.
 - SME matched funding of £500,000.
- (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined within this report.

6 Financial implications

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

7 Legal implications

7.1 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.

8 Staffing implications

8.1 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.

9 External consultees

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

10 Recommendations

Huddersfield Stations Gateway package - Preparing for Transpennine Route Upgrade (TRU) at Huddersfield and opening up employment sites Scheme

10.1 The Investment Committee recommends to the Combined Authority that

- (i) The Huddersfield Stations Gateway package proceeds through Decision Point 2 and work commences on Activity 3 (outline business case)

- (ii) An indicative approval to the Combined Authority contribution of £28 million from the Transforming Cities Fund, with full approval to spend once the package has progressed through the assurance process to decision point 5 (Full Business Case plus finalised costs). Total Project Costs are £42 million (£28 million TCF, £10 million WY+TF and £4 million from Kirklees Council's Kirklees Town Centre Capital fund).
- (iii) Development costs of £99,679 are approved, to progress the scheme to decision point 3 (outline business case), taking the total approval to £0.916 million.
- (iv) The Combined Authority issue an addendum to the existing Funding Agreement with Kirklees Council for expenditure of up to £0.916 million from the Transforming Cities Fund.
- (v) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Halifax, Walking Cycling and Bus Transformation Package - North Halifax Cycle Super Highways, Park Ward Streets for People, Bus Priority

10.2 The Investment Committee recommends to the Combined Authority that:

- (i) The Halifax Walking, Cycling, Rail and Bus Transformation package proceeds through Decision Point 2 and work commences on Activity 3 (outline business case) for individual schemes.
- (ii) An indicative approval to the Combined Authority contribution of £53.9 million from the Transforming Cities Fund, with full approval to spend once the package has progressed through the assurance process to decision point 5 (Full Business Case plus finalised costs). Total Project Costs are £71.805 million (£53.9 million TCF, £16.5 million WY+TF, £405,000 CMBC and £1m LTP for Park Ward Streets for People).
- (iii) An indicative approval to the total package value of £53.9 million is given from the Transforming Cities Fund with Full Approval to spend being granted once the scheme has progressed through the Assurance Process to Decision Point 5.
- (iv) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

TCF Leeds Rail Station Sustainable Travel Gateway

10.3 The Investment Committee approves that:

- (i) The Leeds Station Sustainable Travel Gateway (LSSTG) scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (full business case plus finalised costs)
- (ii) An indicative approval to the Combined Authority's contribution of £32.44 million (which will be funded through £31.69 million from the Transforming Cities Fund, £500,000 from the West Yorkshire plus Transport Fund and £250,000 from the Leeds Public Transport Investment Programme) 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). A further £100,000 in match funding will come from Network Rail taking the total project cost to £32.54 million.
- (iii) Development costs of £3.01 million are approved, to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total approval to £5.094 million
- (iv) The Combined Authority issue an addendum to the existing Funding Agreement with Leeds City Council for expenditure of up to £5.094 million from the Transforming Cities Fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 (Full business case plus finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

A6110/Leeds City Centre Package

10.4 The Investment Committee approves the Change Request which seeks approval of the funding strategy for the LCCP as outlined below:

- (i) The reallocation of £11 million from the A6110 Outer Ring Road (ORR) scheme (reducing the indicative scheme costs from £12 million to £1 million) to the Leeds City Centre Package West Yorkshire plus Transport Fund programme budget, increasing the total from £66.8 million to £77.8 million.
- (ii) Development costs of £310,000 for the A6110 Outer Ring Road scheme, from the revised indicative total scheme costs allocation of £1 million, to progress the scheme to decision point 3 (Outline Business Case), taking the total scheme development costs from £286,000 to £596,000.

- (iii) The Combined Authority enters into an addendum to the existing A6110 scheme funding agreement with Leeds City Council to increase expenditure from up to £286,000 to up to £596,000 from the WY+TF.
- (iv) The reallocation of £1.5 million from Armley Gyratory WY+TF development costs (taking the total from £5.078 million to £3.578 million to progress the scheme to decision point 5 (Full Business Case plus finalised costs), to City Square+ taking the total development costs from £3.774 million to £5.274 million to progress to decision point 5 (Full Business Case plus finalised costs).
- (v) The Combined Authority enters into an addendum to the existing Armley Gyratory scheme funding agreement with Leeds City Council, to decrease expenditure from up to £5.078 million to up to £3.578 million from the WY+TF
- (vi) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure to up to £5.274 million from the West Yorkshire plus Transport Fund for the City Square+ scheme
- (vii) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report, including delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Beech Hill, Halifax

10.5 The Investment Committee approves that:

- (i) The Beech Hill Phase 1b scheme proceeds through decision point 5 (full business case plus finalised costs) and work commences on activity 6 (delivery)
- (ii) Approval to the Combined Authority's contribution of £797,000 funded from the Local Growth Fund is given. Total Project Costs for Phase 1a and 1b are £21.742 million; £1.4 million from previous the Local Growth Fund approval, £14.418 million from THA, £4.725 million Homes England and £402,000 CMBC.
- (iii) That the Combined Authority issue an addendum to the existing Funding Agreement with Calderdale Metropolitan Borough Council for expenditure of up to £2.197 million from the Growth Deal (£1.4 million Phase 1a, £0.797 million Phase 1b).
- (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 Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

Strategic Business Growth

10.6 The Investment Committee approves that:

- (i) The Change Request for additional funding for the Strategic Business Growth Programme is approved to continue to deliver until 31 March 2023:
 - Government contribution of £1,620,551.
 - Local Growth Fund matched funding of £1,120,551.
 - SME matched funding of £500,000.
- (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined within this report.

11 Background documents

11.1 None as part of this report.

12 Appendices

Appendix 1 – Background to assurance framework

Appendix 2 - Huddersfield Stations Gateway package – summary business case

Appendix 3 - Halifax, Walking Cycling and Bus Transformation Package – summary business case

Appendix 4 – TCF Leeds Station Sustainable Travel Gateway – summary business case

Appendix 5 – Beech Hill, Halifax – summary business case