

---

**Report to:** West Yorkshire Combined Authority

**Date:** 9 September 2021

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

---

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

**Author:** Craig Taylor, Head of Portfolio Management and Appraisal

---

## **1 Purpose of this report**

- 1.1 To report on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 Given the changes to the committee arrangements approved at the Combined Authority meeting on 24 June 2021, the schemes being considered for approval today have come directly to the Combined Authority due to expediency of delivery.
- 1.3 The recommendations can be found in Section 14 of this report.

## **2 Impact of COVID-19**

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

## **3 Tackling the Climate Emergency Implications**

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

- Has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.
  - Requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.
- 3.2 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology and tool for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.
- 3.3 Work is currently underway to refine the toolkit methodology by assessing a selection of existing capital schemes progressing through the assurance process. The outcomes of these assessments, including any potential mitigation of carbon impact will be available from late September 2021. This represents a delay due to difficulties encountered carrying out carbon impact assessments on an initial subset of schemes. This has allowed the consultants to take these challenges into account in making improvements to the methodology. The tool will be incorporated into the Assurance Framework so that it can be used to assess future proposals as they progress through the assurance process. This part of the commission will involve a training element to ensure carbon assessment is properly embedded in the assurance process.
- 3.4 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

## **4 Additional approvals**

### **Future approvals**

- 4.1 The Combined Authority approved new Committee arrangements at its meeting on 24 June 2021. Part of those proposals is to disband the West Yorkshire and York Investment Committee (the Investment Committee) and introduce new decision-making thematic committees. Currently, the Investment Committee has delegated decision making authority to approve schemes after decision point 2 (Strategic Outline Case) of the Assurance Framework. This delegated decision-making authority is now included in the terms of reference for the thematic committees, with the exception of the Transport Committee, which is limited to any scheme within the Integrated Transport Block of the Capital Programme, for which the cumulative total of the financial approval and tolerance threshold is £3,000,000 or under.
- 4.2 Schemes now need to be allocated a thematic committee and therefore it is recommended that:
- 4.3 The Combined Authority approves that the schemes in the following funding programmes are allocated to the indicated thematic committee:

- Finance, Resources and Corporate Committee:
  - Corporate Projects.
- Transport Committee (no proposed changes to current delegations due to ongoing review of Transport Committee):
  - Integrated Transport Block, for which the cumulative total of the financial approval and tolerance threshold is £3,000,000 or under.
- Place, Regeneration and Housing Committee:
  - Local Growth Fund: Priority 2 - Skilled People and Better Jobs, Priority 4a - Housing and Regeneration, Priority 4d - Enterprise Zone Development.
  - Brownfield Housing Fund.
  - Land Release Fund & One Public Estate.
  - Getting Building Fund, excluding Business Growth Programme, Holbeck Phase 2 Victorian Terrace Retrofit, Wakefield Warm Homes Fund and Beech Hill Phase 2.
  - Broadband.

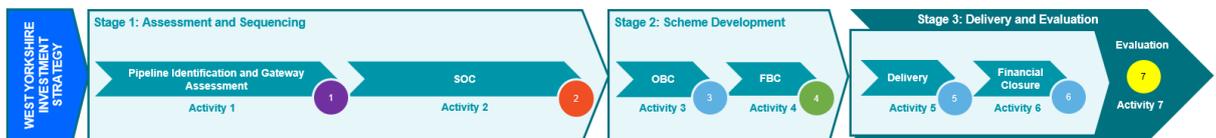
Plus the transport programmes below – until the outcome of the Transport Committee Review is known, when a further review / reallocation will take place:

- West Yorkshire plus Transport Fund.
- Leeds Public Transport Investment Programme.
- Transforming Cities Fund (Tranche 1 and Tranche 2).
- Integrated Transport Block, for which the cumulative total of the financial approval and tolerance threshold is over £3,000,000.
- City Connect.
- Active travel.
- Ultra-Low Emission Vehicles (ULEV) Taxi Scheme.
- Clean Bus Technology Fund.
- Ultra-Low Emissions Bus Scheme.
- Business, Economy and Innovation Committee:
  - Local Growth Fund: Priority 1 – Growing Business.
  - Getting Building Fund - Business Growth Programme.
- Climate, Energy and Environment Committee:
  - Local Growth Fund: Priority 3 - Clean Energy and Economic Resilience, Priority 4c - Economic Resilience Programme.
  - Getting Building Fund - Holbeck Phase 2 Victorian Terrace Retrofit, Wakefield Warm Homes Fund and Beech Hill Phase 2.
- Employment and Skills Committee:

- Employment and Skills related programmes.
- The governance and assurance arrangements for administering the adult education and skills functions of the Adult Education Budget. But please note that the AEB is not subject to the assurance process as set out in the Assurance Framework as it has its own governance arrangements.
- Culture, Arts and Creative Industries Committee:
  - British Library North.

## 5 Report

- 5.1 This report presents proposals for the progression of four schemes. Given the changes currently underway in relation to the Combined Authority’s approval of investment for schemes, following the Combined Authority meeting on 29 July 2021, the schemes being considered for approval today have come directly to the Combined Authority for expediency of delivery. These schemes have a total combined funding value of £73,054,000 when fully approved, of which £61,787,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £5,744,000 is sought as part of this report for the development and delivery of these schemes. Further details on the schemes summarised below can be found as part of this report. Please note, the figures quoted above do not include costs for the Wellington House Accommodation Project scheme, as this is commercially sensitive information.
- 5.2 The assurance process is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.
- 5.3 For more detail on the Combined Authority’s Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.



### Stage 1: Assessment and Sequencing

- 5.4 Programmes / schemes will start to be developed through an ongoing dialogue with the Region’s businesses, third sector and public organisations, in line with the WYIS. Schemes will access funding through either a commissioning process or through open calls. Programmes / schemes will be assessed through a Strategic Assessment (an early-stage gateway check and challenge review) to determine if they are eligible to proceed (Decision Point 1).

- 5.5 If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit in terms of project outcomes and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC. Consultation at this stage will be limited, but will be a key to the next activity, outline business case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC. Schemes will also be required to submit an Appraisal Specification Report (ASR). It is at the end of this stage where the Combined Authority approve the indicative funding, approval pathway and route and tolerance levels (Decision Point 2).

### Stage 2: Scheme Development

- 5.6 If approved the scheme will progress to outline business case (OBC) unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The Economic Case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (Decision Point 3) as set out in the approval pathway and route approved at Decision Point 2.
- 5.7 If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme. A Monitoring and Evaluation Plan and a Benefit Realisation Plan are mandatory products at this stage. The FBC should also be prepared in accordance with the five-case model and any conditions set at OBC should be resolved. The economic case must be developed in consistency with the agreed ASR. The scheme will be presented for approval by the decision-maker (decision point 4) as set out in the approval pathway and route approved at decision point 2.
- 5.8 The FBC approval will be granted with a condition that the scheme remains within set conditions. Where this condition has been met Approval to Proceed into Delivery (Activity 5) will be granted by the Managing Director (or by an officer under sub-delegated authority from the Managing Director). If the condition(s) is not met, the project will be required to re-submit the FBC.

### Stage 3: Delivery and Evaluation

- 5.9 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).

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

### **Value for Money - Benefit Cost Ratios**

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

commercial, economic, financial and management) and the economic case be balanced with these.

- 5.17 Her Majesty's Treasury (HMT) have now completed the review of the Green Book. The Green Book is guidance issued by HM Treasury on how to appraise policies, programmes, and projects. This review has endorsed the Combined Authority's approach by clarifying that overall Value for Money judgement should not depend solely on the BCR but be informed by a balanced consideration of all relevant evidence, that is, appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 5.18 In particular, HMT have clarified further that in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of a project. This might for example include, but not limited to, a greater focus on regional impacts to help deliver Levelling Up, ensuring transformational projects are given due consideration, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use, supporting / accelerating housing development and allowing a greater emphasis on the requirement to carry out equalities analysis as required by the Public Sector Equalities Duty. The specific approach will be determined on a programme-by-programme basis as funding and investment streams come forward.

**York Northern Outer Ring Road**

York

**Scheme description**

This scheme will improve five roundabouts on the York Northern Outer Ring Road (YNORR) and bring 7.5 kilometres of the route up to dual carriageway standard. It will also provide an orbital walking and cycling route and improved crossings at intersecting radial routes

The scheme will also provide faster access to two park and ride sites in York, where electric charging hyperhubs, a collection of ultra-rapid charging points for electric vehicles (EV), will be located.

Previously, two separate schemes were being progressed for this section of the YNORR. One scheme to improve seven roundabouts and the other to turn the route into a dual carriageway road. A Change Request gained approval in May 2021 for additional development costs to progress the scheme to full business case. This Change Request is to introduce the additional funding from Department for Transport (DfT) for the dualling scheme and merge with the scheme to improve seven roundabouts, outline the implications for the YNORR scheme business case and to request the full development costs needed to progress the combined scheme to full business case.

**Impact**

The scheme will increase the capacity of the YNORR and reduce traffic congestion. Journey times along the improved 7.5 kilometres of road will be shortened by a fifth and journey times for drivers using the route will be more consistent throughout the day rather than congestion increasing journey times at peak travel times

The scheme also provides a new segregated walking and cycling route along the improved section of road, which will give local communities near the YNORR better, faster, and safer cycling and walking links.

**Decision sought**

Approval of this Change Request for the York Northern Outer Ring Road to bring together the roundabout junction upgrade scheme and the dualling scheme and their associated funding allocations into one combined scheme and for development costs of £3,438,000 from the West Yorkshire + Transport Fund to progress the combined scheme to full business case, bringing the total development costs to £9,019,000 from the West Yorkshire + Transport Fund.

Total value of the scheme - £65,193,000

Total value of Combined Authority funding - £58,218,000

Funding recommendation sought - £3,438,000

A decision by the Combined Authority is sought as part of this report

<p><b>Department for Transport Capability Fund (Revenue)</b></p> <p>West Yorkshire wide</p>	<p><b><u>Scheme description</u></b></p> <p>The Department for Transport's Capability Fund (Revenue) allocated to the Combined Authority will promote and enable more people to walk and cycle across West Yorkshire.</p> <p>The scheme also includes funding to support the development of the region's Local Cycle and Walking Implementation Plans (LCWIPs) which will set out the programme of future cycling and walking schemes.</p> <p><b><u>Impact</u></b></p> <p>Enabling more people to walk and cycle, and reduced car use, through behaviour change activity, to allow safer and more convenient journeys by bike and on foot, for local journeys, travel to school and for work.</p> <p>Increased levels of physical activity leading to improved health, particularly in urban communities in areas of higher deprivation.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).</p> <p>Total value of the scheme - £1,351,341</p> <p>Total value of Combined Authority funding - £1,351,341</p> <p>Funding recommendation sought - £1,351,341</p> <p>A decision by the Combined Authority is sought as part of this report</p>
---	---

**Enterprise Zone  
Langthwaite Business  
Park Extension Phase  
1**

Wakefield

**Scheme description**

The scheme is being delivered through the government's Enterprise Zones (EZ) Programme and will extend the existing business park at Langthwaite, South Kirkby. The site, owned by the Combined Authority, covers 9.45 hectares of land.

The scheme will enable the provision of new premises for small medium sized enterprises (SMEs), and employment and skills development for residents within the deprived areas of South Kirkby and South Elmsall, supporting the Strategic Economic Framework (SEF) priorities "Boosting Productivity" and "Enabling Inclusive Growth" of the Strategic Economic Framework (SEF).

The scheme will be delivered in two phases:

- Phase 1 led by Wakefield Council, will involve the extension to Onward Way to enable an access road into the site.
- Phase 2, led by the Combined Authority, will involve de-risking and infrastructure works to the site to prepare it for commercial development. Works include remedial earthworks, services, balancing ponds to hold drainage water and roads, with two serviced development plots brought forward to the market.

This request for approval is for Phase 1 only.

The scheme will be funded from the Local Growth Fund and Getting Building Fund.

**Impact**

The scheme will prepare the site for commercial development and will create a new access road and bring forward two serviced plots to the market capable of accommodating 9,290sqm of floorspace. New cycling and walking access and new wildlife habitats will also be created. Once fully developed the site has the capacity to accommodate 26,942sqm of new employment floorspace, up to 650 gross new/safeguarded jobs, and associated Gross Value Added (GVA) benefits totalling £83,200,000.

**Decision sought**

Approval for Phase 1 to proceed through decision point 4 (full business case) and work commences on activity 5 (Delivery) subject to the conditions set by PAT

Total value of the scheme (Phase 1 and 2) - £6,509,000  
(£1,246,000 + £5,263,000)

Total value of Combined Authority funding (Phase 1 and 2) -  
£2,217,000 (£417,000 LGF, £1,800,000 GBF)

Funding recommendation sought - £954,000

A decision by the Combined Authority is sought as part of this report

<p><b>Wellington House Accommodation Project</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme is part of the Combined Authority's Transformation Programme and will fully refurbish and modernise the Combined Authority's Wellington House office in Leeds.</p> <p>The scheme aims to make the building fully accessible and resolve the organisation's increasing accommodation challenges, by improving meeting rooms, the reception area and the building's ventilation, toilets, kitchens and shower and cycle storage facilities.</p> <p>The scheme will deliver refurbished office accommodation, which will accommodate more employees and support flexible working, allowing the Combined Authority's City Exchange office lease to be terminated, and staff to be relocated to Wellington House.</p> <p>The scheme will be funded from the Combined Authority's own resources.</p> <p><b><u>Impact</u></b></p> <p>The refurbishment will make the building fully accessible and more secure and will increase its property value. The scheme will allow staff from the City Exchange office to relocate to Wellington House and the lease to be terminated resulting in rental savings.</p> <p>The scheme will also contribute to reducing carbon impact by undertaking condition and maintenance works which will deliver energy efficiency and running cost savings.</p> <p><b><u>Decision sought</u></b></p> <p>Approval of the Change Request as detailed in the exempt appendix 5 as the report contains commercially sensitive information.</p> <p>A decision by the Combined Authority is sought as part of this report</p>
---	---

## Decisions made through the delegation to the Managing Director

- 5.19 Since the Combined Authority's meeting on 29 July 2021, 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 £21,218,600 has been approved.

<p><b>Safety, Accessibility and Efficiency Programme</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme is to deliver improved provisions and facilities within bus stations and shelters across the region for safety, security and improved accessibility of both passengers and staff, and to encourage an increase in bus patronage. It also aims to increase the stations efficiency through utilising renewables and reducing water and electricity consumptions.</p> <p>The scheme is to be funded from the Local Transport Plan (LTP) – Integrated Transport Block fund.</p> <p><b><u>Impact</u></b></p> <p>The completed scheme will deliver across the bus station and shelter sites in scope:</p> <ul style="list-style-type: none"> <li>• Reduced Carbon (as well as other positive environmental impacts: air pollution, water pollution, reduce waste plastics)</li> <li>• Improved safety outcomes for passengers and staff</li> <li>• Reduce the risk and impact of 'black swan' type emergency events in the future</li> <li>• Improve orientation and wayfinding for the visually impaired</li> <li>• Support the Facilities &amp; Assets Team in meeting their revenue budget savings targets</li> <li>• Provide accurate footfall data for marketing retail space within bus stations</li> <li>• Support the ambition of a 21<sup>st</sup> Century Metro Style Transport System</li> </ul> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 4 on 2 July 2021, giving approval for the scheme to proceed through decision point 4 (full business case) of the new assurance process and, subject to conditions set by PAT, for work to commence on activity 5 (Delivery). The total value of the scheme is £1,948,000, fully funded by the Combined Authority.</p>
<p><b>TCF Kirklees Early Walking and Cycling Gateways – Dewsbury Rail Station Access and Huddersfield Better Connected Stations</b></p> <p>Kirklees</p>	<p><b><u>Scheme description</u></b></p> <p>These two schemes, both of which are in delivery, are to provide walking and cycling infrastructure improvements at Dewsbury and Huddersfield railway stations, alongside improvements to access routes to the stations.</p> <p>The schemes are funded by the Transforming Cities Fund Tranche 1 (Early wins).</p> <p><b><u>Impact</u></b></p> <p>The two schemes combined will provide:</p>

	<ul style="list-style-type: none"> <li>• Improved interchange accessibility for pedestrians, cyclists, and bus/rail users, including vulnerable users by providing a safe, direct, and attractive walking links.</li> <li>• Improved air quality - Contribute to a cleaner, attractive environment, measured by a reduction in atmospheric pollutants, measured by roadside NO2 and PM levels</li> <li>• Support for economic regeneration and access to jobs and education] facilities.</li> <li>• Safer and easier trips to public transport and sustainable transport opportunities leading to accident reduction (particularly for vulnerable users), improved health and reduced mortality.</li> </ul> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this change request on 12 July 2021, giving approval to the two schemes to change the completion dates and funding profile. The total value of the scheme is £2,608,000 (£448,000 – Dewsbury, £2,160,000 – Huddersfield) with the total value of Combined Authority funding being £1,895,000 (£160,000 – Dewsbury, £1,735,000 – Huddersfield).</p>
<p><b>Land Release Fund</b> Leeds City Region</p>	<p><b><u>Scheme description</u></b></p> <p>The Land Release Fund (LRF) is part of the wider One Public Estate programme and aims to remove barriers that would otherwise make land unsuitable for housing development.</p> <p>The Land Release Fund is funded by the Ministry of Housing, Communities and Local Government (MHCLG). The One Public Estate programme is an initiative funded by the Cabinet Office Government Property Unit and is delivered in partnership with the Local Government Association.</p> <p><b><u>Impact</u></b></p> <p>The key outputs/ benefits for the LRF were the delivery of 103 houses on 11 sites and the release of 4.79ha of land. As an outcome of this change request, it is anticipated that housing will fall to 74 units and land release to 3.15ha on 5 sites.</p> <p>The scheme had an indicative benefit cost ratio of 5.46:1. This is reduced to 4.11:1 as a result of the reduction in forecast housing from 103 units on 11 sites to 74 units on 5 sites.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this Change Request on 16 July 2021, giving approval to the project to return £186,250 of the £662,125 Land Release Fund to One Public Estate, and to extend the delivery timeframe for Craven’s Airedale Avenue and Wakefield’s Langthwaite Lane projects to March 2022. The total value of scheme is £475,875 (Land Release Fund)</p>
<p><b>CIP A58-A672 Corridor, Calderdale</b> Calderdale</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme is one of two Calderdale schemes in Corridor Improvement Programme (CIP) Phase 1 and consists of a package of work to improve highway traffic flow for the benefit of all road users, particularly improved bus, walking and cycling facilities, along the A58/A672 between Halifax and the M62 Junction 22 via Sowerby Bridge, Ripponden, and Rishworth.</p>

	<p>The scheme is to be funded from the West Yorkshire plus Transport Fund (WY+TF)</p> <p><b><u>Impact</u></b></p> <p>The completed scheme will deliver:</p> <ul style="list-style-type: none"> <li>• Journey time savings of up to 3 minutes in the peak periods, supporting an improvement in journey times for all traffic travelling along the corridor by 5%.</li> <li>• Improved access and promote housing growth through improving traffic flow on the highway network, supporting a proposed 246 new homes identified in the Calderdale Local Plan along the corridor.</li> <li>• Improved safety for all users along the corridor, particularly for pedestrians and cyclists.</li> <li>• Support improvement to air quality along the corridor by reducing vehicle congestion and queuing.</li> <li>• A carbon saving of 1,998 tonnes over a 60-year appraisal period, resulting in a monetised benefit of £87,000.</li> </ul> <p>The scheme has a Very High value for money BCR of 4.19:1</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved the decision point 5 approval on 30 July 2021, giving approval for the scheme to proceed through decision point 5 (full business case with finalised costs) under the previous assurance process and for work to commence on activity 6 (Delivery). The total value of the scheme is £4,947,000, fully funded by the Combined Authority.</p>
<p><b>CIP A646-A6033 Corridor, Calderdale</b> Calderdale</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme is one of two Calderdale schemes in Corridor Improvement Programme (CIP) Phase 1 and is to deliver a package of work to improve highway traffic flow for the benefit of all road users, particularly improved bus, walking and cycling facilities, along the A646-A6033 corridor between Todmorden and Skircoat Moor via Hebden Bridge, Mytholmroyd and Luddenden Foot.</p> <p>The scheme is to be funded from the West Yorkshire plus Transport Fund (WY+TF)</p> <p><b><u>Impact</u></b></p> <p>The completed scheme will deliver:</p> <ul style="list-style-type: none"> <li>• Journey time savings of up to 1 minute in the peak periods supporting an improvement in journey reliability for all traffic travelling along the corridor by 5%.</li> <li>• Improved access and promote housing growth through enhancing the operational capacity of the highway network, supporting a proposed 319 new homes identified in the Calderdale Local Plan along the corridor.</li> <li>• Improved safety for all users along the corridor, particularly for pedestrians and cyclists.</li> <li>• Support improvement to air quality along the corridor by reducing vehicle congestion and queuing along the corridor.</li> </ul>

	<ul style="list-style-type: none"> <li>• A net decrease in carbon emissions of 920 tonnes over a 60-year appraisal period, resulting in a monetised benefit of £40,000.</li> </ul> <p>The scheme has a Very High value for money BCR of 4.10:1</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 30 July 2021, giving approval for the scheme to proceed through decision point 5 (full business case with finalised costs) under the previous assurance process and for work to commence on activity 6 (Delivery). The total value of the scheme is £4,313,000 with the total value of Combined Authority funding being £3,988,000.</p>
<p><b>Integrated Corporate Systems</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme delivers the replacement of the old and legacy software systems currently in use as the core Finance and Human Resource systems for the Combined Authority. The project will combine some of these disparate functions replacing six obsolete computer systems, from the main finance system (DREAM) and the payroll functions (Payrite) with those of the main HR system (Carval), into one new Enterprise Resource Planning (ERP) software system.</p> <p><b><u>Impact</u></b></p> <p>The completed scheme would deliver:</p> <ul style="list-style-type: none"> <li>• Flexible working capability</li> <li>• The right tools for the job</li> <li>• Greater process efficiencies</li> <li>• Greater controls</li> <li>• Improved management reporting</li> <li>• Ease of maintenance</li> <li>• Future-proofed systems.</li> </ul> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 6 August 2021, giving approval to the scheme to proceed through decision point 5 (full business case with finalised costs) under the previous assurance process and for work to commence on activity 6 (Delivery). The total scheme value is £1,720,000.</p>
<p><b>LTP-ITB Rail Accessibility Package</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme will deliver Option Selection Reports for Customer Experience Improvements at 20 West Yorkshire railway stations, as part of the Local Transport Plan – Integrated Transport Block Programme Rail Accessibility Package.</p> <p>The reports will survey and analyse railway stations for accessibility and inclusivity and will set out recommendations to improve the user experience, which the Combined Authority will use to assist in developing future schemes so that West Yorkshire railway stations meet the Equality Act.</p> <p>The scheme will be funded from the £750,000 indicatively allocated to the Rail Accessibility Package as part of the LTP-</p>

	<p>ITB 2019-2022 programme approved by Combined Authority on 29 April 2019.</p> <p>This Change Request is therefore seeking to reallocate £30,000 from the previously approved Menston Access for All scheme and approval for £15,600 from the Rail Accessibility Package's original £750,000 indicative allocation, to fund Northern to deliver Option Selection Reports for an additional 20 stations, which releases £25,650 back to LTP-ITB.</p> <p><b><u>Impact</u></b></p> <p>The scheme will identify proposed interventions for West Yorkshire railways stations that are required to improve equality, diversity, and inclusion to make them accessible to all.</p> <p>The Option Selection Reports will recommend improvements needed to enhance the customer experience at these stations to meet the requirements of the Equality Act.</p> <p>The reports will set out recommendations which the Combined Authority needs to develop an investable rail implementation programme for City Region Sustainable Transport Settlements (CRSTS) and other funding streams.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this Change Request on 13 August 2021, giving approval to reallocate £30,000 from the previously approved Menston Access for All scheme, and approval for £15,600 from Local Transport Plan – Integrated Transport Block Programme Rail Accessibility Package indicative allocation of £750,000, which releases £25,650 back to LTP-ITB. The total package value is £724,350, fully funded by the Combined Authority.</p>
<p><b>Leeds City Centre Grey to Green</b></p> <p>Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme will deliver a series of public space, greenspace and walking and cycling connectivity improvements between Leeds South Bank and the city centre. It consists of:</p> <ul style="list-style-type: none"> <li>• A new footbridge across the River Aire from Sovereign Square to connect the South Bank to the city centre and Leeds Railway Station</li> <li>• A new green space on Meadow Lane (replacing an existing surface car park) that will form an entrance to the planned "Aire Park" on the former Tetley site.</li> <li>• Additional public space improvements in the area linked to the Corn Exchange Gateway.</li> <li>• The redesign of Crown Point Road to improve connectivity between Aire Park and key uses in the area including education facilities and transport hubs.</li> </ul> <p>The scheme will be funded from the Getting Building Fund (GBF).</p> <p><b><u>Impact</u></b></p> <p>The scheme will directly deliver 6,700 m<sup>2</sup> of new green space and public space, 1.4 kilometres of cycling and walking improvements and an annual reduction in CO<sub>2</sub> of 3,500 kilograms. When completed it has the potential to support up to 2,445 new/safeguarded jobs and provide 33,944 m<sup>2</sup> of new commercial</p>

	<p>floorspace and unlock the delivery of 1,150 new houses across Leeds South Bank.</p> <p><b><u>Decision</u></b></p> <p>The Managing Director approved this decision point 5 approval on 13 August 2021, giving approval for Stage 2 of the scheme (Meadow Lane) to proceed through decision point 5 (full business case with finalised costs) under the previous assurance process and for work to commence on activity 6 (Delivery), together with approval to the re profiling of the GBF funding to increase the Stage 1 - Corn Exchange project from £400,000 to £1,187,000. The total value of the overall scheme is £11,887,000 with the total value of Combined Authority funding being £8,600,000.</p>
--	---

### **Decisions made through the delegation to the Director of Delivery**

- 5.20 The following Project Closure Reports (decision point 7 under the previous assurance process) have recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Director of Delivery.

<p><b>East Leeds Housing Growth – Red Hall</b> Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme was to enable up to 400 homes through the delivery of a 29-hectare strategic housing site by preparatory site works releasing the Red Hall site for development while also providing land for the route of the East Leeds Orbital Road (ELOR).</p> <p>The scheme received a Growth Deal loan of £4,000,000 - £2,000,000 was spent on the relocation of an existing operational LCC depot, nursery to a new purpose-built site at Whinmoor Grange and the second £2,000,000 was to fund site demolition and clearance, investigations and remediation of the vacated depot and nursery site at Red Hall, along with installing drainage to ensure the site was ready for sale for housing by 2018</p> <p><b><u>Impact</u></b></p> <p>Key scheme benefits were still to be realised at the time of project closure, with only 150 houses expected to be delivered by 31 March 2025 as opposed to the 'up to 400' in the loan agreement</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and work to commence on benefits realisation.</p>
<p><b>Mytholmroyd Flood Alleviation Scheme</b> Calderdale</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme, part-funded by the Growth Deal, has delivered the construction of new flood walls for the River Calder and Cragg Brook in Mytholmroyd as well as the widening of the river channel; the construction of a new bridge; and the removal of the bridge at Orchard Business Park.</p> <p><b><u>Impact</u></b></p>

	<p>The key benefits of the scheme are the protection against flooding for 1116 jobs and 196 businesses in Mytholmroyd and surrounding locations.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and work to commence on benefits realisation.</p>
<p><b>Wykebeck Flood Alleviation Scheme</b> Leeds</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme, funded through Growth Deal was to deliver flood alleviation measures on three sites in and around the Wyke Beck valley in East Leeds with the creation of a temporary flood storage area at Killingbeck Meadows, the creation of an open water channel at Arthur’s Rein, and landscaping and biodiversity works at Halton Moor Local Nature Reserve (LNR)</p> <p><b><u>Impact</u></b></p> <p>At the time of submission of the project closure report the following outcomes/benefits were reported</p> <ul style="list-style-type: none"> <li>• Facilitating development on circa 19.2 hectares of brownfield land – exceeded objective.</li> <li>• A reduction in the extent of flooding in 1:20 year event by 18,952m<sup>2</sup> – met objective.</li> <li>• A reduction in the risk of flooding to 29 homes in a 1:20 flood year event; 5 homes in a 1:75-year event and 3 homes in a 1:200-year event – met objective.</li> </ul> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and work to commence on benefits realisation.</p>
<p><b>Parry Lane Enterprise Zone (Growth Deal element)</b> Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme, initially funded by Growth Deal as part of the EZ programme, is to provide the necessary enabling works for the future development of the Parry Lane EZ site in Bradford with an overall objective of unlocking, enabling, and accelerating site development to deliver economic growth. Phase 2 is to be funded through the Getting Building Fund (GBF).</p> <p><b><u>Impact</u></b></p> <p>The Growth Deal funding has delivered</p> <ul style="list-style-type: none"> <li>• Demolition of old buildings/foundations</li> <li>• Removal of concrete and tarmac surfaces</li> <li>• GPR surveys</li> <li>• Removal of Japanese Knotweed</li> <li>• Removal of waste</li> <li>• Establishment of site compound</li> </ul> <p>Full scheme benefits will be realised at the end of the GBF works and again once the commercial units are complete and occupied. These benefits will not be counted as Growth Deal outputs as they will be delivered through GBF activity.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure for the Growth Deal element of this scheme.</p>

<p><b>Langthwaite Business Park extension (Growth Deal element)</b> Wakefield</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme aims to create an extension to the existing Langthwaite Business Park industrial estate, by providing an access road to the site from the existing Onward Way to open up the site for further development and preparing the site for industrial development by undertaking de-risking works such as remedial works and delivering site infrastructure. Phase 1 was funded from the LGF, with Getting Building Fund (GBF) funding to be used to deliver phase 2</p> <p><b><u>Impact</u></b></p> <p>The Growth Deal element of the scheme (phase 1) funded:</p> <ul style="list-style-type: none"> <li>• Project development costs to enable delivery of phase 2.</li> <li>• Initial work to put the overhead powerlines which cross the site underground.</li> </ul> <p>Full scheme benefits will be realised at the end of the GBF works and again once the commercial units are complete and occupied. These benefits will not be counted as Growth Deal outputs as they will be delivered through GBF activity.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure for the Growth Deal element of this scheme.</p>
<p><b>Wakefield South East Gateway – Kirkgate</b> Wakefield</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme, funded by the Growth Deal aims to deliver 60 affordable homes in the Kirkgate area of Wakefield with the LGF funding contributing towards the acquisition of Chantry House and demolition, site clearance and de-risking to adjacent sites to prepare for the construction of housing units.</p> <p><b><u>Impact</u></b></p> <p>The scheme objectives have all been met 60 affordable homes enabled by 31 December 2020 through demolition and site clearance to unlock the housing site and support the planning application. The 60 affordable homes are to be completed by 31 March 2024.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and work to commence on benefits realisation.</p>
<p><b>Bradford Heritage Buildings – Conditioning House</b> Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme, funded by the Growth Deal (GD), has enabled the rehabilitation and redevelopment of a Bradford key Grade 2 listed heritage property, an historic mill that had been vacant and unused for 25 years. The Combined Authority funding through GD was used to contribute to the cost of carrying out essential remediation, rehabilitation, enabling, and development works on the building</p> <p><b><u>Impact</u></b></p> <p>The key objectives of the scheme, all of which have been met, were:</p> <ul style="list-style-type: none"> <li>• To restore 1 No. priority heritage and listed building back into productive use.</li> </ul>

	<ul style="list-style-type: none"> <li>• To provide 150 No. new homes (apartments) in a key priority urban centre.</li> <li>• To create 1500m2 of commercial business space that will provide opportunities to accommodate approximately 17 businesses and 105 jobs.</li> </ul> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and work to commence on benefits realisation.</p>
<p><b>Bradford Heritage Buildings – Midland Mill</b> Bradford</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme, which was due to be funded by the Growth Deal (GD), was to deliver the redevelopment of a key heritage property to provide a mix of new housing units and commercial floor space. The Combined Authority funding, requested through GD was due to contribute towards the funding of enabling works.</p> <p><b><u>Impact</u></b></p> <p>The project did not progress due to the developer not progressing the scheme in the current market.</p> <p>As a result of the project not progressing no GD funding was spent on the scheme.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure.</p>
<p><b>GPF Loan FP Processing Ltd (Fresh Pastures)</b> Wakefield</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme, due to be funded by a GPF loan, was to fit out a new facility in Normanton to the required standard for food grade manufacture for Fresh Pastures (FP), who were a small milk processing company, specialising in the supply of milk in 1/3rd pint cartons to the school market.</p> <p><b><u>Impact</u></b></p> <p>The project did not progress due to the company going into administration in December 2018.</p> <p>The £800,000 loan has been formally impaired in the Combined Authority's accounts.</p> <p><b><u>Decision</u></b></p> <p>The Director of Delivery approved the decision point 7 project closure and steps are taken to write off the loan and lift the charge on the property concerned. .</p>

## **6 Information**

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

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

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

### **Projects in Stage 1: Assessment and Sequencing**

6.3 There are no schemes to review at this stage.

## Projects in Stage 2: Development

<b>Project Title</b>	<b>York Northern Outer Ring Road</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	Change request (activity 4)

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

### Background

- 6.4 This scheme will be funded from the West Yorkshire plus Transport Fund, a £1 billion fund, covering West Yorkshire and York, to enable key employment and housing development areas, helping to create about 20,000 new jobs over the next 10 years and a Major Road Network grant from the Department for Transport.
- 6.5 This scheme will improve five roundabouts on the York Northern Outer Ring Road (YNORR) and bring 7.5 kilometres of the route up to dual carriageway standard. It will also provide an orbital walking and cycling route and improved crossings at intersecting radial routes. The scheme will also provide faster access to two of York's strategic park and ride sites where electric charging hyperhubs, a collection of ultra-rapid charging points for electric vehicles (EV), will be located.
- 6.6 Previously, two separate schemes were being progressed for this section of the YNORR. One scheme to improve seven roundabouts and the other to turn the section of the route into a dual carriageway road:
- **York Northern Outer Ring Road (YNORR) upgrade scheme** which included upgrades to seven roundabouts on the A1237 YNORR, which had gained full business case (FBC) approval and was funded by the West Yorkshire + Transport Fund (WT+TF).
  - **Outer Ring Road Dualling scheme**, to upgrade the YNORR to dual carriageway, which gained outline business case (OBC) approval but was only funded for a feasibility study, which was used as the basis for a bid for Department for Transport (DfT) Major Route Network (MRN) improvement funding.

- 6.7 The promoter was successful in its bid to DfT and secured £25,093,000 funding to deliver the dualling scheme. DfT agreed to devolve the funding to the Combined Authority for it to be managed through its Assurance Process.
- 6.8 A Change Request (CR4) which gained approval in May 2021 for additional development costs to progress the scheme to full business case, set out a pragmatic approach to deliver these two schemes, in one combined scheme, which would be known as York Outer Ring Road Dualling – A19 to Little Hopgrove.
- 6.9 As a new planning application will be required for the dualling scheme, the most practical approach is to pursue a single planning application, produce a single combined full business case (FBC) and seek efficiencies through streamlined scheme development and procurement by combining the roundabouts and dualling schemes.
- 6.10 As part of the CR4 approval, the promoter, City of York Council (CYC), was asked to submit a further Change Request (this request), to provide more detailed information about the combined scheme and seek approval to merge the two schemes and for the full development costs needed to progress the combined scheme to full business case.
- 6.11 The original Combined Authority contribution to the YNORR upgrade scheme, to upgrade seven roundabout junctions, was £38,378,000. The Wetherby Road roundabout scheme has already been delivered at a cost of £3,853,000 and the Great North Way roundabout will progress as a separate phase with a budget of £1,400,000, after development of the combined scheme. Therefore, the combined scheme will only include five roundabouts. The Combined Authority's contribution to the combined scheme will therefore be the remaining £33,125,00 from original £38,378,000 from the West Yorkshire + Transport Fund.
- 6.12 The promoter now comes forward with this change request, which sets out an overall scheme cost of £65,193,000. This will be funded by the West Yorkshire + Transport Fund £33,125,000, DfT MRN £25,093,000 (which will be devolved to the Combined Authority), CYC £1,975,000 capital funding and £5,000,000 developer contribution (underwritten by CYC)
- 6.13 This Change Request (CR5), is now seeking approval to introduce the additional DfT funding of £25,093,000 for the dualling scheme to the combined scheme costs and to request development costs of £3,438,000 to progress the combined scheme to full business case, bringing the total development costs to £9,019,000 from the West Yorkshire + Transport Fund.
- 6.14 The merger of the schemes will mean that formal closure of Phase 2 - Monks Cross and Phase 3 – Clifton Moor from the original York Northern Outer Ring Road (YNORR) upgrade scheme will be required and these are being progressed separately through the Assurance Framework.
- 6.15 A new planning application will be required for the dualling scheme and therefore the most practical approach is to combine the roundabouts and

dualling schemes, pursue a single planning application, produce a single combined FBC and seek efficiencies through streamlined scheme development and procurement.

### **Tackling the Climate Emergency Implications**

- 6.16 The scheme will increase the capacity of York Northern Outer Ring Road (YNORR) between the A19 and the A64 at Little Hopgrove.
- 6.17 The increase in capacity will reduce existing delays, which will result in reduced emissions from vehicles.
- 6.18 The scheme will also deliver walking and cycling routes along the route of YNORR, as well as improved crossing facilities at junctions with radial routes. This will contribute to achieving a shift from motorised transport to walking and cycling by providing better, safer, and faster routes, as well as making the YNORR less of a barrier for local communities.
- 6.19 The improved YNORR will provide faster access to the nearby Monks Cross and Poppleton Bar park and ride sites, which will also contain electric vehicle charging hyperhubs, a collection of ultra-rapid charging points for electric vehicles (EV), making the park and ride services more attractive and also assist in the wider uptake of electric vehicles.
- 6.20 The planting of 50,000 new trees in the York Community Woodland, next to YNORR, will capture and store 28,000 tonnes of CO<sub>2</sub> over 50 years.
- 6.21 The promoter will also make maximum use of low carbon materials in construction and carefully plan construction operations order to minimise the carbon impacts of the scheme.
- 6.22 By providing a higher capacity route which will attract drivers away from York City Centre, the scheme is also seen as an enabler for CYC's commitment to a reducing vehicle levels in the city centre and their plans to reduce the impact of vehicles in residential areas and to encourage more trips using active modes.

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

- 6.23 The scheme outputs, benefits and inclusive growth implications include:
  - Capacity improvements to five roundabouts on York Northern Outer Ring Road (YNORR)
  - Upgrade of YNORR from single carriageway to dual carriageway for 7.5 kilometres between A19 and A64 junctions.  
  
Orbital cycle and walking network with improved crossing facilities at intersecting radial routes, providing better connectivity via low cost, healthy active travel modes (cycling and walking) to key employment, leisure, and retail opportunities
  - Reduced vehicle emissions.

- Reductions in journey times of 20% on the improved section and better journey time reliability on cross-county routes
- Reductions in localised congestion at roundabouts on YNORR
- Improved connectivity from outlying settlements to city centre
- Improved accessibility to ultra-fast EV charging facilities in hyperhubs at Monks Cross and Poppleton Bar park and ride sites, which will both support increased uptake of zero emission vehicles and increase the attractiveness of the park and ride services.
- Traffic displacement from York City Centre to YNORR will facilitate the introduction of measures to encourage more sustainable travel.
- Reductions in road collisions
- Improved accessibility of outlying settlements by walking and cycling will provide access to opportunities by low-cost travel modes.
- The promoter states a Benefit Cost Ratio (BCR) of 2.45, representing high value for money. The previous roundabout and dualling schemes had BCR's of 2.9 and 2.0 respectively, which both represented high value for money.

## **Risks**

6.24 The scheme risks include:

- Risk of programme delay due to difficulties acquiring land by private agreement. Mitigated by continuing to attempt to purchase land by private agreement and simultaneously prepare Compulsory Purchase Order (CPO)
- Risk of construction delay and increased capital costs due to more extensive/complex utility diversions. Mitigated by considering advance phasing of works; holding regular planning meetings with utility company; undertaking trial holes
- Risk of construction delay due to presence of ecological species. Mitigated by undertaking additional ecological surveys pre-construction due to extended time period since previous surveys
- Risk of planning approval not given for the scheme. Mitigated by working with all consultees and key stakeholders including planning authority and politicians to understand risks and issues affecting planning application
- Risk of tender prices being higher than anticipated, making the scheme unaffordable. Mitigated by cost estimates being reviewed at six monthly intervals ahead of tender award. Tenders to be reviewed by CYC commercial team

## **Costs**

6.25 The total scheme cost is £65,193,000. The Combined Authority's contribution to the scheme is £58,218,000 (£33,125,000 from the West Yorkshire +

Transport Fund (WY+TF) and £25,093,000 from Department for Transport Major Route Network funding which will be devolved to the Combined Authority), £1,975,000 from City of York Council capital funds and £5,000,000 from developer contribution (underwritten by CYC). As the DfT funding is fixed and through the terms of the Partnership Agreement with CYC the Transport Fund contribution is fixed, it should be noted that any overspend will be underwritten by CYC.

6.26 This Change Request is seeking approval for an additional £3,438,000 development costs, in addition to the £5,581,000 already approved, bringing the total development costs to £9,019,000 from the West Yorkshire plus Transport Fund.

6.27 The additional development funding will cover the following activities:

- Design and Technical Services - £1,112,000
- Land valuation and negotiation services - £250,000
- Legal support for CPO drafting and Public Inquiry preparation - £110,000
- CYC Legal services, property advice and communications - £166,000
- Land Purchase - £1,800,000

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/09/2021
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	01/03/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/06/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2023
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/08/2026

## Other Key Timescales

- Detailed Design - December 2021
- Planning Approval - January 2022
- Land Acquisition - September 2022
- Full business case submitted - April 2023
- Start of construction phase – June 2023
- Completion of construction phase - July 2025

## Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report
Delivery (DP5) timescales remain within 6 months of those outlined in this report.

## Appraisal Summary

- 6.28 This Change Request builds on the Change Request 4 approved in May 2021 and is submitted in compliance with conditions placed in the approval of that Change Request.
- 6.29 The strategic case for the combined scheme remains unchanged from the previous approval stages where a good strategic fit was evidenced, supporting policy at regional and local levels.
- 6.30 The scheme supports the following Leeds City Region Strategic Economic Framework (SEF) priorities:
- **Enabling inclusive growth** - by providing new and improved walking and cycling routes which allow people to access employment, training, and retail / leisure opportunities by healthy, low-cost active travel modes (cycling and walking).
  - **Tackling the climate emergency** – by reducing carbon emissions by reducing delays to traffic. Providing new and improved walking and cycling routes, helping more people to use active travel instead of motorised transport. Providing faster access to park and ride sites and electric vehicle charging hyperhubs.
  - **Boosting productivity** - by shortening journey times and improving journey time reliability.
  - **Delivering 21st century transport** – by improving the capacity of the York Northern Outer Ring Road, shortening journey times, enabling housing growth and unlocking development.
- 6.31 The overall commercial case for the scheme remains unchanged from the previous approval stages. The demand for additional capacity on YNORR has

been demonstrated and the scheme will assist in delivering future housing developments. Research and stakeholder engagement undertaken as part of the development of the City of York Local Transport Plan and the emerging York Local Plan has identified the need for improvements to the YNORR in support of local, regional, and national policies and strategies.

- 6.32 The new combined scheme presents a Benefit Cost Ratio (BCR) of 2.45:1, which represents high value for money. The roundabouts improvement scheme had a BCR of 2.9:1 and the dualling scheme had a BCR of 2:1, both representing high value for money.
- 6.33 Further work will be required in the FBC development to demonstrate that the promoter has fully considered the impacts of ongoing work to reduce carbon emissions.
- 6.34 The scheme has demonstrated affordability and all capital funding required for it is in place.
- 6.35 The promoter has demonstrated deliverability. An updated programme of work has been provided and scheme risks and mitigations updated.
- 6.36 The promoter has increased the size of their project management team to deal with the increased scope of the scheme. Procurement has also been completed for all services required to develop the scheme to FBC.
- 6.37 Overall, the promoter has provided sufficient evidence to recommend approval the change request and give confidence that the scheme can be progressed to the next approval stage with the requested development funding.

### **Recommendations**

- 6.38 The Combined Authority approves:
  - (i) The change request to the York Northern Outer Ring Road project to bring together the roundabout junction upgrade scheme and the dualling scheme and their associated funding allocations, into one combined scheme, with total scheme costs of £65,193,000, and for development costs of £3,438,000 from the West Yorkshire plus Transport Fund to progress the combined scheme to full business case, bringing the total development costs to £9,019,000 from the West Yorkshire plus Transport Fund.
  - (ii) The Combined Authority enters into an addendum to the existing funding agreement with City of York Council for expenditure of up to £9,019,000 from the West Yorkshire + Transport Fund.
  - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

<b>Project Title</b>	<b>Department for Transport Capability Fund (Revenue)</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	4 (full business case)

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

## Background

- 6.39 In March 2021 the Department for Transport (DfT) announced a new Capability Fund for 2021/22 which is designed to support behaviour change activities to encourage cycling and walking and the development of local cycling and walking infrastructure plans.
- 6.40 The West Yorkshire Combined Authority made a submission this fund in April 2021 and were successful in securing the full allocation of £1,351,341, which was confirmed in August 2021.
- 6.41 The submission was made of two key components; a comprehensive behaviour change package to support people to walk and cycle more, building on the successful delivery of activity through the Combined Authority's CityConnect programme, and a second element to enable further development of schemes aligned with the emerging Local Cycling and Walking Infrastructure Plans (LCWIPs) for the five West Yorkshire partner Councils, the development of which is currently being co-ordinated by the Combined Authority.
- 6.42 Through the Combined Authority's CityConnect programme, dedicated to enabling more people to travel by bike or on foot, a comprehensive behaviour change programme has been developed, delivered alongside high-quality infrastructure, to enable people to cycle and walk more.
- 6.43 Since 2014, the Combined Authority has invested £60,000,000 in cycling and walking infrastructure, building over 67km of new routes, resulting in nearly 5 million journeys. As well as the Combined Authority's ambitious programme of infrastructure, initiatives aimed at overcoming barriers to participation through targeted engagement with schools, workplaces and communities have been delivered. Support has been provided to:

- Over 306 organisations to become bike friendly employers, with a 20% increase in staff cycling to work at participating organisations.
- Schools across the region to help them become more bike friendly with 50% of pupils at our Bike Friendly Schools learning to ride for the first time.
- 1800 people to start cycling, or get back on their bikes, through a free adult cycle training programme, with 60% of participants now cycling at least once a week.

6.44 This activity is delivered by a core central communications and engagement team in the Combined Authority, in partnership with Local Authority partners, as well as national organisations, including a long-term partnership with Cycling UK, through the Cycle 4 Health programme, which has seen 1000 people receive support, resulting in significant physical and mental health benefits. The Combined Authority is also a partner with Living Streets, a walking charity, to deliver schools and workplace engagement and look to expand on this activity as well as pilot further activity in an early-years setting.

6.45 Through the Capability Fund, the Combined Authority and partners intend to build on the work that delivered through the CityConnect programme to encourage walking and cycling further and develop the community support network that is needed for people to access services that target barriers to cycling and walking.

6.46 The programme of activity includes:

- Support to businesses to become more walk and cycle friendly through targeted support and small grants
- Support to communities through the development of community based active travel hubs and a small grants scheme
- Support to schools and early years settings, such as nurseries, to become more walk and bike friendly through targeted engagement
- Continued delivery of free adult cycle training as well as providing access to free bikes for eligible participants
- Development of an inclusive cycle training offer to widen participation in active travel to disabled people.
- Continued delivery of health-based referral cycle training.

This delivery will be supported by targeted behaviour change campaigns and communications.

6.47 In addition, this scheme will also enable further development of schemes prioritised for development through the emerging district LCWIPs. This is part of the Combined Authority's plan to develop a cohesive and coherent network of walking and cycling routes across West Yorkshire, with a clear pipeline of schemes for delivery through future funding programmes.

6.48 Outline design work on a number of routes has already been undertaken, and this funding will enable further prioritisation and outline design work to be

undertaken on links identified as key for delivery, getting more schemes ready for detailed design and business case development once appropriate delivery funding has been identified.

- 6.49 A summary of the scheme's business case is included in **Appendix 2** and a letter from the Department for Transport confirming the funding is included in **Appendix 3**.

### **Tackling the Climate Emergency Implications**

- 6.50 The delivery of activities identified in this report to deliver behaviour change and other supporting measures required to enable more people to and cycle more, will support the Combined Authority in responding to the Climate Emergency and working towards achieving the changes in travel behaviour currently being identified through the Carbon Emissions Reduction Pathway work.
- 6.51 The important role that increased levels of walking and cycling is expected to play in reducing carbon emissions required for the region to meet its ambition to be net-zero carbon by 2038, as set out in the "Strengthened decision making in the light of the Climate Emergency" report approved at the November 2020 meeting of the West Yorkshire and York Investment Committee.
- 6.52 Current and future delivery of improvements and support for walking and cycling is informed by investment planning work being carried out through the ongoing development of our Local Cycling and Walking Infrastructure Plans with the district partners. This will provide a prioritised list of schemes to form a cohesive and coherent network that enables safe, direct and convenient movement by cycle or on foot; key to enabling more people to walk and cycle in the region.

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

- 6.53 The scheme outputs and benefits include:
- Adult cycle training for a further 200 participants trained and providing access to 100 bikes for eligible participants to enable people to learn to ride, improve their skills and confidence on new routes and the highway network.
  - Delivery of business walking engagement support to 15 organisations.
  - Delivery of health-based cycle training to 260 individuals trained through 20 x 12 week courses.
  - Delivery of inclusive cycle training at existing hubs in West Yorkshire delivering 42 events/training sessions to 138 individual participants.
  - Support to develop five Community Active Travel Hubs in West Yorkshire with potential activities which could include:
    - Support staff, mechanics, ride leaders
    - Pool bikes

- Cargo bike loans for businesses & families
- Potential activities - Dr Bikes, events, led rides, led walks, wellbeing workshops
- Bike library setup - including equipment hire and swap
- Balance bike loans
- Recycled bike giveaways
- Delivery of 55 community or business grants to support engagement activity and implement facilities such as bike parking at organisations.
- LCWIP Development progress – to continue prioritising and conducting route assessment to develop pipeline of schemes across all five partner Councils and develop further identified schemes for future capital funding rounds (e.g. City Region Sustainable Transport Settlement).
- A study on how best to approach the development and roll out of residential bike parking across West Yorkshire, including operational models and priorities for potential bike storage on residential streets.

6.54 The scheme will help support the most disadvantaged communities across West Yorkshire to access the transport network. The scheme will ensure inclusive and increased participation for all targeted groups in walking and cycling.

### **Risks**

6.55 The scheme risks include:

- Potential risk to delivery of cycle training due to a reduced number of instructors available to undertake training. This will be mitigated with instructor training delivered through other funding, and through the procurement exercise to confirm a local delivery partner who will employ local instructors based on the delivery model the Combined Authority has developed and put into practice.
- Potential risk to delivery of bikes due to ongoing issues in the supply chain following the COVID-19. This will be mitigated by an early procurement for the 2022/23 stocks in early autumn 2021.

### **Costs**

6.56 The scheme costs are:

- The overall scheme costs are £1,351,341 broken down into:
  - Behaviour change programme (up to £1,203,986)
  - Cycle and walking development (up to £147,355)

### **Assurance Pathway and Approval Route**

Assurance pathway	Approval route	Forecast approval date
-------------------	----------------	------------------------

4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/09/2021
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2023
6 (financial close)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/05/2023
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/05/2023

### Other Key Timescales

- 6.57 The scheme funding will be committed by March 2022 and activities delivered by spring 2023.

### Assurance Tolerances

<b>Assurance tolerances</b>
That the Combined Authority's costs remain within the DfT Capability Fund (revenue) funding allocated to the Combined Authority.
That the programme remains within 3 months of the timescales set out in this report.

### Appraisal Summary

- 6.58 An application for £1,351,341 of the Department for Transport's Capability Fund (revenue) was approved in August 2021. Successful applicants must fully commit the funds this financial year (i.e. by the end of March 2022).
- 6.59 The outputs, benefits, climate and inclusive growth implications support the Combined Authority's priorities including the Strategic Economic Framework and West Yorkshire Investment Strategy. Plans for the funding, risks and mitigation measures are in place.

### Recommendations

- 6.60 The Combined Authority approves that:
- (i) The Department for Transport Capability Fund (revenue) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).

- (ii) Approval of £1,351,341 which will be funded through Department for Transport Capability Fund (revenue).
- (iii) Approval is delegated to the Director of Delivery to enter into small grant agreements with community organisations and businesses for expenditure up to £50,000 from the DfT's Capability Fund, as agreed by the scheme's Programme Board.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

<b>Project Title</b>	<b>Enterprise Zone Langthwaite Business Park Extension Phase 1</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	4 (full business case)

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

## Background

- 6.61 The Langthwaite Business Park Extension scheme is being delivered through phase two of the Government’s Enterprise Zones (EZ) Programme and involves the expansion of the existing business park at Langthwaite situated in South Kirkby, Wakefield.
- 6.62 The site covers 9.45 hectares of land, now owned by the Combined Authority, and is a Spatial Priority Area. Once fully developed the site has the capacity to accommodate 26,942sqm of new employment floorspace, up to 650 gross new/safeguarded jobs, and associated Gross Value Added (GVA) benefits totalling £83,200,000. The scheme will enable the provision of new premises for small medium sized enterprises (SMEs), and employment and skills development for residents within the deprived areas of South Kirkby and South Elmsall, supporting the Strategic Economic Framework (SEF) priorities “Boosting Productivity” and “Enabling Inclusive Growth”.
- 6.63 Scheme delivery is being led by the Combined Authority in partnership with Wakefield Council.
- 6.64 The scheme will be delivered in two phases:
- Wakefield Council will deliver Phase 1, the extension to Onward Way to enable an access road into the site, procuring the works off the Leeds City Council framework. An appointment is expected by September 2021.
  - The Combined Authority will deliver Phase 2, site de-risking and infrastructure works across the site, including remedial earthworks, services, balancing ponds to hold drainage water, and roads, with two serviced development plots to bring to the market. Balfour Beatty has

been appointed on a NEC4 Contract off the SCAPE framework to deliver Phase 2.

- 6.65 The total scheme cost is £6,509,000, of which £2,217,000 has been secured (£417,000 is from LGF and £1,800,000 is from GBF). Funding options for the remaining £4,292,000 are currently being explored.
- 6.66 The scheme comes forward at full business case (FBC) to seek approval for Phase 1 of the scheme only. The FBC will be updated to seek approval of Phase 2, if and when further funding is secured.
- 6.67 The project team is exploring options for the Combined Authority's commercial development route. The agreed route will have an influence on the final site masterplan design and subsequently the Phase 2 site de-risking and infrastructure works programme and cost.
- 6.68 A summary of the scheme's business case and location map is included in **Appendix 4**.

### **Tackling the Climate Emergency Implications**

- 6.69 The scheme seeks to reduce its construction carbon footprint through its cut and fill design, negating the need to remove muck or bring in muck offsite and the need for vehicle trips.
- 6.70 In line with emerging national policy one of the design objectives of the scheme is to increase biodiversity on the site, which it intends to do through creating an open green space within the site, the development of new habitat in the form of containment ponds from a sustainable urban drainage system, and a new green walkway alongside the beck. Furthermore, the retaining structures on site will maximise the use of gabions, which are cages full of soil or rock, and timber to promote habitat creation for flora and fauna on site.

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

- 6.71 The scheme outputs and benefits include:
- Phase 1: Extension to Onward Way to create a new access road, including cycling and walking access off Broad Lane, by December 2021.
  - Phase 2: Site de-risking and infrastructure works across the site to make it a developable proposition, and to bring forward two serviced units to the market capable of accommodating 9,290sqm of floorspace, by December 2022.
- 6.72 The outputs and benefits once the site is fully developed include:
- A fully developed site capable of accommodating 26,942sqm of new commercial floorspace to support 650 gross jobs and generate a GVA of £83,200,000.
  - Potential to generate a capital receipt of £2,250,000 for the Combined Authority from plot sales.

- Potential for the Combined Authority to receive a Business Rates Return income of £11,000,000 by 2042.
- A 10% biodiversity net gain, supported by the development of new habitat in the form of balancing ponds from a sustainable urban drainage system, an area of open green space within the site, and a green corridor with walkway enabling two public footpaths to be linked at the long the side of Langthwaite Beck.
- The value for money assessment for the direct enabling works reflects a Benefit Cost Ratio (BCR) of 0.31:1 (Poor) which significantly improves to 16:1 (Very High) when accounting for GVA impacts from a fully developed site. This demonstrates the value of delivering the enabling works as the catalyst to realise the wider economic and social strategic outcomes and benefits.

6.73 The scheme also supports inclusive growth by unlocking employment opportunities within the deprived areas of South Kirkby and South Elmsall, which will also be accessible by bike or walking, reducing the reliance on car ownership and car trips, supporting better air quality, and encouraging a healthy lifestyle.

### **Risks**

6.74 The key risks and associated mitigating measures include: -

- The scheme is unaffordable, mitigated by securing funding for Phase 1 access road works through GBF and commencing discussions with the Combined Authority's Finance and Policy teams to identify a funding solution to address Phase 2 costs.
- The scheme does not have a clear route to commercial development incurring further delay to the programme and additional costs mitigated by commencing discussions with the Combined Authority's Finance & Policy teams and working alongside the Trade & Investment team.
- Impact of COVID-19 affecting business case development and Phase 1 construction works mitigated by managing activities in adherence to government guidelines and anticipation that the pandemic will have eased prior to construction commencing.
- Economic impact of Brexit affecting commercial viability to deliver full site development mitigated by encouraging feedback from the Trade & Investment team following talks with interested parties by, reflecting buoyancy in the commercial property market.
- Unexpected ground conditions lead to an increase in site enabling costs, mitigated by completion of Detailed Design to Phase 1 works and the retention of an appropriate contingency allowance in the cost plan.

### **Costs**

6.75 The scheme costs are:

- The total scheme cost is £6,509,000, of which £2,217,000 has been secured (£417,000 is from LGF and £1,800,000 is from GBF). Funding options for the remaining £4,292,000 are currently being explored. Costs are:
  - Phase 1: £1,246,000
  - Phase2: £5,263,000
- Delays to the development of the access road has meant that only £417,000 of the original Local Growth Fund allocation of £1,262,000 was spent by the March 2021 programme end date. The delay has also reduced the projected spend from the Getting Building Fund (GBF) to £1,800,000 by the March 2022 programme end date, against an allocation of £2,697,000.
- In addition to the reduced spend, the funding gap is also the result of the scheme cost increasing by £860,000 from the Outline Business Case (OBC) approval. Detailed Design works identified complications around level changes to deliver the access road extension and the scheme has had to account for Combined Authority project team salary costs. A reduction to the scheme cost however is expected, and subsequently the funding gap, once funding for Phase 2 is identified and once delivery of Phase 1 is complete, as this will remove a risk cost of £773,000.
- Additional approval of £954,000 is now sought, bringing the total approval to £2,217,000 (£417,000 from LGF and £1,800,000 from GBF):
  - Phase 1: £854,000 (£392,000 previously approved). Total approval £1,246,000.
  - Phase 2 development costs and GBF programme costs: £100,000 (£871,000 previously approved). Total approval £971,000.
- The Combined Authority will enter into an addendum to the existing Funding Agreement with Wakefield Council for expenditure up to £1,246,000 from the GBF fund to deliver Phase 1.

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/09/2021
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	10/09/2021
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team	30/12/2022

	Decision: Combined Authority's Managing Director	
--	--	--

### Other Key Timescales

6.76 The other key timescales include:

#### Phase 1

- August 2021 - Preferred contractor identified
- September 2021 – Combined Authority and Wakefield Council enter into addendum to the existing Funding Agreement
- September 2021 – Contractor appointment
- September 2021 – Construction commences
- December 2021 – Construction completes

#### Phase 2

- September 2021 – Outline planning approval
- January 2022 – Construction commences
- December 2022 – Construction completes

### Assurance Tolerances

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

### Appraisal Summary

- 6.77 The scheme still reflects a very good strategic case, highlighting the opportunity to unlock commercial development and the creation of employment opportunities in an area of deprivation, supporting principles of the Strategic Economic Framework. Additionally, the Value for Money assessment for a fully developed site presents a Very High value for money classification and it is reinforced that the Combined Authority stand to receive a capital receipt of £2,250,000 from future land sale and a significant Business Rate Return income of £11,000,000 up to 2042. The business case also gives encouragement of market interest to the future development and occupancy of the site.
- 6.78 It is however recognised that delay to the access road works has had a significant impact to its funding streams and affordability and incurred a cost increase since outline business case. It is therefore critical that the scheme efficiently identifies a funding solution in tandem with a preferred commercial delivery route to support the development of a final site masterplan design and the final Phase 2 cost and construction programme.

## Recommendations

6.79 The Combined Authority approves that, subject to the conditions set by PAT:

- (i) The Enterprise Zone Lanthwaite Business Park Extension Phase 1 scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £2,217,000 of which £417,000 is from the Local Growth Fund and £1,800,000 is from the Getting Building Fund.
- (iii) The Combined Authority enters into an addendum to the existing Funding Agreement with Wakefield Council for expenditure up to £1,246,000 from the Getting Building Fund.
- (iv) 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.

6.80 Conditions

### Phase 1

The following Conditions have been set by PAT to gain Approval to Proceed to Delivery:

- (i) That the Phase 1 works tendered cost is within the approval set out at full business case
- (ii) Confirmation that all land parcels required for delivering Phase 1 have been acquired.
- (iii) Confirmation that Wakefield Council is in a position to enter into an addendum to the existing Funding Agreement with the Combined Authority for Phase 1 works.

### Phase 2

The following Conditions have been set by PAT for the **full business case** submission for Phase 2:

- (iv) Confirm the Combined Authority's preferred commercial development route.
- (v) Confirm the funding strategy to demonstrate affordability.

## Projects in Stage 3: Delivery and Evaluation

<b>Project Title</b>	<b>Wellington House Accommodation Project</b>
<b>Stage</b>	3 (delivery and evaluation)
<b>Decision Point</b>	Change request (activity 6)

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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

### Background

- 6.81 This scheme is part of the West Yorkshire Combined Authority and Leeds Enterprise Partnership's Transformation Programme.
- 6.82 The scheme will refurbish and modernise the Combined Authority's Wellington House office in Leeds making it fully accessible, more secure and will resolve the organisation's increasing accommodation challenges, by improving meeting rooms, the reception area and the building's ventilation, toilets, kitchens and shower and cycle storage facilities.
- 6.83 The scheme will deliver refurbished office accommodation that supports the Combined Authority's changing culture, is flexible, future proofed and enables collaborative working. It will also allow staff from the Combined Authority's City Exchange office, to relocate to Wellington House, and the lease to be terminated, resulting in rental savings.
- 6.84 The refurbishment will contribute to reducing carbon impact by undertaking condition and maintenance works which will deliver energy efficiency savings and reduce running costs. Improvement to shower facilities will also encourage more Combined Authority employees to travel to work by bike.
- 6.85 The refurbished building's design will make it fully accessible, improve security and increase Wellington House's property value,
- 6.86 The scheme will be funded from the Combined Authority's own resources.
- 6.87 The scheme gained its full business case plus finalised costs approval from Investment Committee in June 2019 and is currently in delivery. Total scheme

costs of £7,859,000 were approved and the scheme was expected to be delivered by July 2021.

- 6.88 Subsequent to the approvals made and since refurbishment started, additional design and construction work required to complete the refurbishment has been identified.
- 6.89 The discovery of the additional work and the time taken to find solutions to address what needed doing, has impacted on the scheme's costs and delivery timescales. Delivery timescales have also been impacted by two separate site shutdowns, as a result of potential COVID-19 outbreaks.
- 6.90 Therefore, a change request for additional funding and extension to the delivery time frame is required to complete the project. Due to the commercial nature of this change request, the details of the additional funding and extension to the delivery time frame are outlined in exempt **Appendix 5**.
- 6.91 The additional spend and time extension are not driven by a change in the scope which remains as per the approved full business case, meaning this Change Request does not impact upon the scheme objectives which seek to deliver flexible, modern office space for the Combined Authority, and meet the needs of the organisation and its partners now and into the future. Claims for additional time and cost have been reviewed, challenged, and approved where appropriate by the NEC Project Manager on behalf of the Combined Authority to ensure value for money continues to be achieved through the construction phase.

### **Tackling the Climate Emergency Implications**

- 6.92 The scheme supports clean growth and active travel (cycling and walking) through the provision of a more energy efficient building, photo voltaic (PV) panels, which convert light into electricity, and facilities for people travelling to work by bike, including cycle storage and showers.
- 6.93 The refurbished building will include:
- High efficiency LED lighting
  - Daylight sensing and presence / absence controls
  - Energy efficient emergency lighting
  - Solar Panels
  - Insulation of the whole building so it is protected from the outside elements
  - Roof insulation
  - Electric Vehicle charging for two vehicles

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

- 6.94 The scheme outputs and benefits include:

- Future proofed, refurbished office accommodation to accommodate more employees and support flexible working and allow the Combined Authority's City Exchange office lease to be terminated and staff to be relocated to Wellington House.
- A fully accessible and more secure building for employees and visitors.
- Improved facilities to accommodate increasing number of employees, including meeting rooms, reception area, ICT network, ventilation, non-gender toilets, kitchens, showers, and cycle storage facilities.
- A highly accessible site to support partnership working.

**Risks**

6.95 The scheme risks include:

- Site shut down or issues receiving supplies due to COVID-19 resulting in programme delays and associated cost increases. Strict protocols are in place within the construction site to control this risk and reduce its likelihood and impact. The risk of COVID impacts affecting the supply of materials has been effectively managed throughout the contract and will continue to be managed for the remainder of the programme.
- Design variations required during the remainder of the programme due to unforeseen site conditions. This is a reducing risk given the stage of the project and the work undertaken in response to lessons learned from earlier construction phases. Regular design meetings are held to identify and manage any queries effectively between the designer and contractor.

**Costs**

6.96 Please refer to exempt Appendix 5.

**Assurance Pathway and Approval Route**

6.97 Please refer to exempt Appendix 5.

**Other Key Timescales**

6.98 Please refer to exempt Appendix 5.

**Assurance Tolerances**

Assurance tolerances
<p>The scheme costs should remain within +5% of the costs set out in this report.</p> <p>The programme timescales should remain within 3 months of the timescales set out in this report.</p>

**Appraisal Summary**

6.99 Please refer to exempt Appendix 5.

### **Recommendations**

6.100 Please refer to exempt **Appendix 5**.

## **7 Tackling the Climate Emergency Implications**

- 7.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

## **8 Inclusive Growth Implications**

- 8.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

## **9 Equality and Diversity Implications**

- 9.1 Equality Impact Assessments (EQIA) have been undertaken on all projects included in this report as part of their business case development.

## **10 Financial Implications**

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

## **11 Legal implications**

- 11.1 The information contained in Appendix 5 is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.
- 11.2 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.

## **12 Staffing implications**

- 12.1 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.

## **13 External consultees**

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

## **14 Recommendations (Summary)**

### **Future Approvals**

- 14.1 The Combined Authority approves that

- (i) the schemes in the funding programmes shown in paragraph 4.3 of this report are allocated to the indicated thematic committee also shown in paragraph 4.3 of this report.

### **York Northern Outer Ring Road**

14.2 The Combined Authority approves:

- (i) The change request to the York Northern Outer Ring Road project to bring together the roundabout junction upgrade scheme and the dualling scheme and their associated funding allocations, into one combined scheme, with total scheme costs of £65,193,000, and for development costs of £3,438,000 from the West Yorkshire plus Transport Fund to progress the combined scheme to full business case, bringing the total development costs to £9,019,000 from the West Yorkshire plus Transport Fund.
- (ii) The Combined Authority enters into an addendum to the existing funding agreement with City of York Council for expenditure of up to £9,019,000 from the West Yorkshire + Transport Fund.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **Department for Transport Capability Fund (Revenue)**

14.3 The Combined Authority approves that:

- (i) The Department for Transport Capability Fund (revenue) scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
- (ii) Approval of £1,351,341 which will be funded through Department for Transport Capability Fund (revenue).
- (iii) Approval is delegated to the Director of Delivery to enter into small grant agreements with community organisations and businesses for expenditure up to £50,000 from the DfT's Capability Fund, as agreed by the scheme's Programme Board.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

### **EZ Langthwaite Extension Phase 1**

14.4 The Combined Authority approves that, subject to the conditions set by PAT:

- (i) The Enterprise Zone Langthwaite Business Park Extension Phase 1 scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).

- (ii) Approval to the Combined Authority's contribution of £2,217,000 of which £417,000 is from the Local Growth Fund and £1,800,000 is from the Getting Building Fund.
- (iii) The Combined Authority enters into an addendum to the existing Funding Agreement with Wakefield Council for expenditure up to £1,246,000 from the Getting Building Fund.
- (iv) 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.

### Conditions

#### Phase 1

- (i) The following Conditions have been set by PAT to gain Approval to Proceed to Delivery:
- (ii) That the Phase 1 works tendered cost is within the approval set out at full business case
- (iii) Confirmation that all land parcels required for delivering Phase 1 have been acquired.
- (iv) Confirmation that Wakefield Council is in a position to enter into an addendum to the existing Funding Agreement with the Combined Authority for Phase 1 works.

#### Phase 2

- (v) The following Conditions have been set by PAT for the full business case submission for Phase 2:
- (vi) Confirm the Combined Authority's preferred commercial development route.
- (vii) Confirm the funding strategy to demonstrate affordability.

### **Wellington House Accommodation Project**

14.5 Please refer to exempt **Appendix 5**.

### **15 Background Documents**

15.1 None as part of this report.

### **16 Appendices**

**Appendix 1** – Background to the Combined Authority's assurance framework

**Appendix 2** – Department for Transport Capability Fund (Revenue) – Business Case Summary

**Appendix 3** – DfT Capability Fund letter

**Appendix 4** - Enterprise Zone Lanthwaite Business Park Extension Phase 1  
– Business Case Summary

**Appendix 5** – Exempt Appendix 5 - Wellington House Accommodation Project