

Report to: West Yorkshire Combined Authority

Date: 9 December 2021

Subject: Capital Spending and Project Approvals

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1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for, two West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 or 3 of the Combined Authority's assurance process.
- 1.2 The schemes being considered for approval today have come directly to the Combined Authority due to expediency of delivery. The schemes will be reported to the relevant thematic Committee as appropriate.
- 1.3 The recommendations can be found in Section 13 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. Draft results of the outcomes of these assessments, including any potential mitigation of carbon impact, are currently being prepared and will be presented to the Combined Authority before the end of the calendar year. 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 Report

- 4.1 This report presents proposals for the progression of two schemes. These schemes have a total combined funding value of £108,501,000 when fully approved, of which £13,501,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £8,039,000 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.
- 4.2 The assurance process is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.
- 4.3 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

- 4.4 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 West Yorkshire Investment Strategy (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).
- 4.5 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

- 4.6 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.
- 4.7 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.
- 4.8 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

- 4.9 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 4.10 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.
- 4.11 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.
- 4.12 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.
- 4.13 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

- 4.14 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.
- 4.15 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.
- 4.16 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.
- 4.17 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.
- 4.18 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 netzero 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.

Scheme Summaries

Project Marigold

Leeds or Wakefield

Scheme description

This scheme is of a commercially sensitive nature and the business has requested to keep their company name confidential and will therefore be referred to as Project Marigold.

This scheme will put in place the facility for the Combined Authority to offer a commercial loan of £5,000,000 to Project Marigold. The loan would act as an incentive to bring forward £100,000,000 of investment by 2030.

The overall investment of £100,000,000, would be used to set up a manufacturing facility in West Yorkshire. Three potential sites are currently being considered in Leeds and Wakefield.

The proposal has a good strategic fit with several of the mayor's pledges including supporting local businesses and championing our regional economy and West Yorkshire Strategic Economic Framework priorities including Boosting Productivity and Enabling Inclusive Growth.

An indicative approval for the Combined Authority to offer a £5,000,000 loan facility to Project Marigold is sought at this stage. The loan will be funded from the Single Investment Fund.

Impact

The scheme will lead to a new manufacturing facility of between 200,000 and 250,000 square foot being set up in West Yorkshire. This will create 2500 new direct jobs in the advanced manufacturing sector and 2000 jobs across the supply chain.

The new manufacturing facility is planned to offer young people from disadvantaged backgrounds by funding apprenticeships and providing the support and advice required.

Decision sought

Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 4 (Full Business Case).

Indicative approval of the Combined Authority's contribution of £5,000,000 (by way of a commercial loan).

Total value of the scheme - £100,000,000

Total value of Combined Authority funding - £5,000,000

Funding recommendation sought - £0

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

Bradford Interchange Resurfacing Works

Bradford

Scheme description

The Bradford Interchange carriageway was constructed of reinforced concrete in 1973. This aging structure is now showing signs of deterioration and has been subject to a number of repairs.

This deterioration and constant repairs are causing safety concerns which whilst currently addressed require a more sustainable long-term renewal solution to avoid disruption for passengers and bus operators, affecting the day-to-day operation of this key transport facility in the city centre.

The scheme will involve repairs to the structure and waterproofing and resurfacing of the bus carriageways on a phased basis, so the interchange remains operational, and any disruption is minimal.

Once all the works have been completed, future repair and maintenance costs will be minimised for around the next 10 to 15 years.

The total estimated costs at Strategic Outline Case were £2,000,000. Following the Combined Authority's indicative approval of up to £2,000,000 and approval of £461,400 development costs, on 9 January 2020, the contractor, Balfour Beatty, carried out a feasibility study and site surveys. This work identified additional repairs which need to be made to the structure which were not anticipated when the Strategic Outline Case was considered. As a result of the contractor's discoveries the total scheme costs are now estimated to be £8,501,000.

The scheme will be funded from the Local Transport Plan Integrated Transport Block (ITB) programme, the 2022/2023 City Region Sustainable Transport Settlement and / or Transforming Cities Fund and / or Combined Authority capital receipts.

Impact

This project is required to maintain an operational public transport asset and will allow the continued, safe operation of Bradford Interchange. The repair and resurfacing of the carriageway is one part of a proposed programme to further improve the interchange in the longer term.

Decision sought

Approval to proceed through decision point 4 (Full Business Case) and work commences towards activity 5 delivery.

Total value of the scheme - £8,501,000

Total value of Combined Authority funding - £8,501,000

Funding recommendation sought - £8,039,000

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

4.19 Since the Combined Authority's meeting on 22 October 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 Finance, Resources and Corporate Committee. Under the delegation a total expenditure of £1,100,000 has been approved. The decisions were made by the Finance, Resources and Corporate Committee following a recommendation from Combined Authority Programme Appraisal Team.

Fair Work Charter

Scheme description

West Yorkshire

The scheme will contribute to achieving the Mayor of West Yorkshire's pledge to support local business and also aligns with the Combined Authority's Strategic Economic Framework, specifically in relation to inclusive growth.

A Fair Work Charter secures commitment from employers to drive positive employment behaviours and practices and recognises their efforts through accreditation.

The scheme will develop, launch, and embed a West Yorkshire Fair Work Charter which aims to boost workforce productivity, profitability, innovation, reduce in-work poverty, boost health and wellbeing, and promote greater economic inclusion for disadvantaged groups and communities.

The scheme will recruit a dedicated team to increase capacity and expertise to engage with businesses and to undertake communications and marketing activities to support the launch and raise awareness of the Charter, its benefits and to encourage businesses to seek accreditation. Activities will complement existing business engagement and support offered by the Combined Authority and its partners.

This scheme will be funded from the Single Investment Fund.

Impact

A Fair Work Charter has the potential to positively change the way the economy works by creating an inclusive and accessible fair work 'movement' by setting "the standards we expect for good work in our region" and supporting businesses to realise the benefits to both employees and employer.

The scheme's wider social benefits include reducing in-work poverty, boosting health and wellbeing and promotion of greater inclusion for disadvantaged groups.

Decision

The Finance, Resources and Corporate Committee at its meeting of 3 November 2021 gave approval to proceed through decision point 2 (Strategic Outline Case) and decision point 4 (Full Business Case) and work commences on activity 5 (Delivery).

Total value of the scheme - £600,000

Total value of Combined Authority funding - £600,000

Funding approved - £600,000

Supporting Local Business Pledge Development Programme

West Yorkshire

Scheme description

The scheme will develop a programme pipeline, focussing on new activities to support businesses, which complement the existing business support offered by the Combined Authority and local partners. The pipeline developed will be especially linked to the needs of businesses in economic recovery, in line with the West Yorkshire Investment Strategy (WYIS).

The scheme will recruit two new Combined Authority posts to develop the programme pipeline which proposes to include:

- The design, development, and piloting of new activities to support businesses to recover, by improving their productivity and resilience.
- Development of a Mayoral Challenge competition and empowering the West Yorkshire Innovation Network's work to stimulate further entrepreneurial innovation and new support activities
- Developing a regional approach to working with sectors on key agendas, for example boosting productivity, including delivering the West Yorkshire Manufacturing Task Force

Work will also take place to identify new activities which could support the growth of co-operative, social enterprise, and worker-owned businesses.

The scheme will commission work from external organisations when additional resource and / or expertise is required.

The scheme is seeking approval for £500,000 from the Single Investment Fund which will fund the programme for three years. This will fund the development of the programme pipeline only. Additional funding will need to be secured to deliver any new programmes and projects identified.

Impact

The scheme will support local businesses, especially those in economic recovery, to become more productive and more resilient, by developing and piloting a range of new business support activities. The development of the programme pipeline will support future funding bids and increase the knowledge and understanding of what businesses, social enterprises, cooperatives, and other types of business need so that any new activities offer the right support.

Decision

The Finance, Resources and Corporate Committee at its meeting of 3 November 2021 gave approval to proceed through decision point 2 (SOC) and decision point 4 (FBC) and work commences on activity 5 (Delivery).

Total value of the scheme - £500,000

Total value of Combined Authority funding - £500,000

Funding approved - £500,000

4.20 Since the Combined Authority's meeting on 22 October 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 Place, Regeneration and Housing Committee. Under the delegation a total expenditure of £29,720,988 has been approved. The decisions were made by the Place, Regeneration and Housing Committee following a recommendation from Combined Authority Programme Appraisal Team.

Rail Parking Package - Outwood

Wakefield

Scheme description

The scheme is part of the Rail Park & Ride Programme, a package of car park extensions which aims to increase access to train services in West Yorkshire and beyond.

The scheme will increase car parking capacity at Outwood Rail Station to support increased access to train services. This will help reduce congestion, improve local air quality, and enhance people's access to jobs, training, and apprenticeship opportunities, as well as leisure and family/caring responsibilities.

The scheme is to be funded by the West Yorkshire plus Transport Fund.

Impact

The scheme's wider social benefits include noise reduction, air quality improvement and greenhouse gas emission associated with the reduction in car use as a result of the car parking provision provided. Enhanced landscaping will counterbalance the loss of some greenfield land while improving drainage and reducing flood risks.

The scheme represents very high value for money with a benefit to cost ratio of 4.5:1.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).

Total value - £2,731,000

Total value of Combined Authority funding - £2,731,000

Funding approved-£296,000

TCF - North Halifax Improved Streets for People

Calderdale

Scheme description

The scheme will encourage walking and cycling in north Halifax through a series of improvements including 4 kilometres of new cycle lanes, walking pathway improvements and traffic calming measures, providing improved access between Ovenden in north Halifax and the town centre.

The scheme will be funded by the Transforming Cities Fund (TCF).

Impact

By improving journeys by bike and on foot, the scheme will improve access to training, education, employment, retail, and leisure for local residents.

By encouraging walking and cycling, the scheme will help to increase physical activity and contribute to improved health for local residents. Reduced reliance on private vehicles will reduce transport related emissions and improve local air quality.

The scheme's value for money reflects a benefit cost ratio (BCR) of 1.81:1 which represents medium value for money.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).

Total value of the scheme - £10,958,000

Total value of Combined Authority funding – £10,958,000

Funding approved – £1,350,000

TCF - West Halifax Improved Streets for People

Calderdale

Scheme description

The scheme will improve journeys made by bus and on foot, in the Park ward area in west Halifax, through a series of improvements, including new pedestrian crossing facilities, traffic calming and parking restrictions, along with bus priority measures at key junctions. The scheme will improve access on foot and by bus between the Park ward area in west Halifax and the town centre.

The scheme will be funded jointly by the Transforming Cities Fund (TCF) and the Integrated Transport Block (Streets for People Demonstration Project).

Impact

By improving journeys made by bus and on foot, the scheme will improve access to training, education, employment, shops, and leisure for local residents.

By encouraging walking and cycling, the scheme will also help to increase physical activity and contribute to improved health for local residents. Reduced reliance on private vehicles will reduce transport related emissions and improve local air quality.

The scheme's value for money assessment reflects a benefit cost ratio (BCR) of 1.37:1 which represents low value for money. However, when considering the sensitivity test results and given additional modelling work to be undertaken at the next stage to better capture the scheme's benefits, it is likely that the scheme's value for money will fall into the medium category.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).

Total value of the scheme - £9,240,000

Total value of Combined Authority funding - £8,240,000

Funding approved - £1,275,000

BHF West Leeds Phase 1

Leeds

Scheme description

The scheme will deliver 623 new homes and 362 student residential accommodation on brownfield land located southwest of Leeds City Centre.

The scheme will be funded from the Brownfield Housing Fund and provide 230 affordable homes.

Impact

This scheme will deliver a new riverside walkway and cycle/footbridge across the River Aire to encourage cycling and walking, improving health of local residents and encourage less reliance on private cars, therefore improving local air quality. The development includes provisions for cycle parking spaces, a resident's car club, and a number of energy efficiency measures will be included in the building designs, including air source heating pumps, along with new green outdoor space.

The scheme will provide 10 homes for homeless people on the site. It is proposed that nine of the units will be occupied and the one will be used for healthcare and training.

The benefit cost ratio for this scheme has been identified as 2.2:1 representing high value for money.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).

BHF Hebden Bridge

Calderdale

Scheme description

The scheme will build 20 new homes in Hebden Bridge.

This scheme will be funded from the Brownfield Housing Fund and provide 20 affordable homes.

Impact

The scheme is providing 100% affordable homes.

This scheme will deliver energy efficient homes with zero-carbon-ready heat technology. Cycle storage and electric vehicle charging points will be built in, and where possible, onsite renewable energy provision with battery storage will be installed to enhance the scheme's low carbon credentials. The homes will also help tackle fuel poverty.

The benefit cost ratio for this scheme is expected to be around 1:1. This will be confirmed at the next stage of the assurance process.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).

BHF Leeds Central

Leeds

Scheme description

The scheme will deliver 185 new homes on brownfield land located on a derelict corner site in Leeds.

The scheme will be funded from the Brownfield Housing Fund and provide 37 affordable homes.

Impact

The new homes will have a significant amount of external and internal leisure and workspace. The development will also include cycle spaces, which will encourage cycling and walking thereby improving health of local residents, reducing reliance on private vehicles, therefore improving local air quality.

The scheme will connect to the Leeds Pipes District Heating Network. This will provide low carbon heating and hot water and open up the possibility for other surrounding new and existing developments to also benefit from being connected, driving investment in locally generated secure, sustainable, and low carbon energy, contributing to the Combined Authority 'Tackling the climate emergency' priority.

The benefit to cost ratio for this scheme is 3.8:1, representing high value for money.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 4 (full business case, and work commences on activity 5 (delivery).

BHF Leeds South 1B

Leeds

Scheme description

The scheme will deliver 142 homes on brownfield land in the South Bank area of Leeds city centre.

The scheme will be funded from the Brownfield Housing Fund and provide 13 affordable homes.

Impact

The scheme will deliver homes that are seven to ten times more energy efficient than current building regulations. This is based on the technology used in the properties, their airtightness, and the installation of mechanical ventilation with heat recovery, removing the need to artificially heat the properties. This will support the scheme to deliver an estimated carbon saving of 490 tonnes per year.

The benefit to cost ratio for this scheme is 4.9:1, representing very high value for money.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 4 (full business case, and work commences on activity 5 (delivery).

BHF Knottingley

Wakefield

Scheme description

The scheme will build 175 new homes and two retail units on the site of a former industrial site in the Wakefield area.

The scheme will be funded from the Brownfield Housing Fund. No affordable homes are provided, however it is hoped the scheme will help stimulate regeneration in the locality.

Impact

The scheme will help stimulate regeneration in the Wakefield area by increasing attractiveness of the area and encourage investment of one of the most deprived areas in Wakefield.

The scheme will lead to reduced energy consumption by the installation of photovoltaic panels, which transform solar energy into electricity, to a number of the housing units. The scheme aims to reduce average domestic carbon emissions of the new housing units by 20%.

Development of the site also includes the delivery of a large, public access ecology area with four ponds to enhance public space and provide suitable habitat for great crested newts.

The value for money assessment reflects a benefit cost ratio of 1.3:1 representing acceptable value for money. The wider benefits of the scheme relate to the transformation an area in one of the most deprived parts of Wakefield.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through decision point 4 (full business case, and work commences on activity 5 (delivery).

White Rose Station

Leeds

Scheme description

This scheme will deliver a new rail station on the Leeds-Huddersfield line. The proposed station will sit between Morley and Cottingley on this section of the Transpennine route. The scheme will enable a shift from road to rail journeys.

The scheme will be funded from the Leeds Public Transport Investment Programme, Transforming Cities Fund, New Stations Fund, and other public and private sector match funding.

Impact

The scheme contributes to the delivery of the Strategic Economic Framework priority of Delivering 21st Century Transport.

The scheme's wider social benefits include enhanced access to employment and training opportunities at the White Rose Office Park, together with enhanced transport services for local people and businesses to Leeds city centre, Dewsbury, Huddersfield and across the north of England. The station will provide the catalyst for continued expansion of the office park and wider economic development in the area, contributing to regeneration in south Leeds. The scheme will provide an accessible rail station for commuters and shoppers, including the provision of step free access between platforms. A reduction in emissions is also expected because of the shift from road to rail journeys.

The scheme has a benefit cost ratio of 2.25:1 judging the scheme as high value for money when assessed against the Department for Transport's value for money criteria.

Decision

The Place, Regeneration and Housing Committee at its meeting of 25 November 2021 gave approval to proceed through full business case with finalised costs and work commences on delivery.

Total value of the scheme - £26,500,000

Total value of Combined Authority funding - £22,000,000

Funding approved - £22,000,000

5 Information

- 5.1 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.
- 5.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

Project Title	Project Marigold
Stage	1 (eligibility)
Decision Point	2 (strategic outline case)

Is this a key decision?		□ No
Is the decision eligible for call-in by Scrutiny?		□ No
Does the report contain confidential or exempt information or appendices?		□ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	⊠ Yes	□ No

Background

- 5.3 This scheme is of a commercially sensitive nature and the business has requested to keep their company name confidential. The scheme / business will be referred to as Project Marigold in this report to maintain confidentiality.
- 5.4 The scheme would put in place the facility for the Combined Authority to offer a commercial loan of £5,000,000 to Project Marigold. The loan would act as an incentive to bring forward £100,000,000 of investment by 2030.
- 5.5 The overall investment of £100,000,000, would be used to set up a manufacturing facility in West Yorkshire. Three potential sites are currently being considered in Leeds and Wakefield.
- 5.6 This would deliver 2500 direct jobs and a further 2000 jobs across the supply chain. It would also deliver £51,000,000 of Gross Value Added (GVA) to the region.
- 5.7 Project Marigold has indicated that a £5,000,000 repayable loan from the Combined Authority would provide sufficient incentive to secure the investment in the City Region
- 5.8 Since the Strategic Inward Investment Fund (SIIF) ended, the Combined Authority does not have any facility in place to offer loans to potential inward investors, so this report seeks a specific decision on the Project Marigold proposal.
- 5.9 An indicative approval for the Combined Authority to offer a £5,000,000 loan facility to Project Marigold is sought at this stage. A comprehensive due

- diligence exercise will then be undertaken as part of the appraisal of the full business case. No undertakings would be entered into, or monies expended until the full business case has been approved.
- 5.10 The scheme gained decision point 1 (Strategic Assessment) approval in October 2021.
- 5.11 The scheme contributes to the Strategic Economic Framework Priorities:
 - Boosting Productivity
 - Enabling Inclusive Growth
 - Tackling the Climate Emergency the new production facility will be zero net carbon
 - Securing Money and Powers bringing £100,000,000 of investment into the region
 - Please refer to exempt **Appendix 2** for more information.
- 5.12 The scheme is well aligned with the following Mayor's pledges:
 - Supporting local businesses and championing our regional economy
 - Prioritising skills and training to ensure everyone in West Yorkshire has the skills they need to secure work
 - Tackling the climate emergency and protecting our environment
- 5.13 The scheme also supports strategic policy in the two Local Authority areas, where sites are being considered, as well as supporting National Government policy.
- 5.14 Due to the commercial nature of this Strategic Outline Case, some details, relevant to the approval being sought but which could reveal the identity of the business, have been included in exempt **Appendix 2**.
- 5.15 A summary of the scheme's business case is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 5.16 The proposed new manufacturing facility will be net carbon zero and will contribute to the City Region's ambition of being a net carbon zero economy by 2030.
- 5.17 Please refer to exempt **Appendix 2** for further implications.

Outputs, Benefits, and Inclusive Growth Implications

- 5.18 The scheme outputs and benefits include:
 - A new manufacturing facility of between 200,000 and 250,000 square foot in West Yorkshire

- 2500 new direct jobs in the manufacturing sector and 2000 jobs across the supply chain
- Bringing £51,000,000 of Gross Value Added (GVA) to the region
- Increasing the value of exports
- Please refer to exempt Appendix 2 for further outputs and benefits.

Equality and Diversity Implications

- 5.19 An Equality Impact Assessment (EqIA) has been undertaken for the project and equality and diversity impacts taken account of as part of the development of the project and the business case development. As the Project Marigold scheme develops, equality and diversity impacts will be further taken account of.
- 5.20 Commitments to equality and diversity can be introduced as conditions of the loan and monitored alongside other commitments such as the number of jobs created. Measures to manage non-compliance can be incorporated into the loan agreement.
- 5.21 As a condition of the loan, it is proposed that young people from socially and economically disadvantaged backgrounds will be recruited. This will be achieved by funding apprenticeships, and facilitating the support and advice required to ensure apprentices have the tools and drive to succeed

Risks

- 5.22 The scheme risks include:
 - Risk that the investment in the manufacturing facility is made outside of Leeds City Region and all associated benefits are lost. Mitigated by seeking internal Combined Authority approvals to support the project and working with partner councils' Directors of Delivery to ensure partner councils support for the project is optimised.
 - Risk of the Project Marigold company declining the offer of a loan and locating the production facility elsewhere. Mitigated by procuring external expertise to progress delivery, which has worked well on similar schemes.
 - Risk of the Project Marigold company not delivering the expected outputs and benefits. Mitigated by using external expertise to provide due diligence on the company, its business plan, its project plan, and its forward projections, to ensure outputs are robust and achievable before final approval to a loan is given and monies are defrayed
 - Risk of the company defaulting on loan repayments. Mitigated by using external expertise to provide due diligence.

Costs

5.23 The scheme costs are:

- The total scheme cost is estimated to be £100,000,000
- The Combined Authority's contribution to this is a £5,000,000 loan from the Single Investment Fund.
- The Combined Authority will ultimately enter into a loan agreement with Project Marigold, but not until the full business case has been approved and all due diligence checks have been concluded.
- Please refer to exempt **Appendix 2** for further cost information.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/12/2021
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/02/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/03/2022
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2022
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	To be confirmed at Full Business Case stage

Other Key Timescales

- 5.24 Project Marigold's Board are expected to take a decision on making the investment in January 2022.
- 5.25 March 2022 to March 2023 Project Marigold select site for manufacturing facility and commence work on site.
- 5.26 Manufacturing commences March 2023

Assurance Tolerances

Assurance tolerances

Combined Authority costs remains within +0% of the costs identified within this report.

Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Appraisal Summary

- 5.27 The strategic case for the scheme is well established, it addresses several of the Strategic Economic Framework (SEF) priorities as well as aligning with several of the Mayor's pledges.
- 5.28 The scheme supports strategic policy in both Local Authority areas being considered for the production facility site and also aligns with National Policy set out by the National Audit Office.
- 5.29 The economic case is currently less well defined, in part due to the site for the new manufacturing facility not being confirmed yet, so costs and benefits cannot yet be fully quantified. This will be addressed in the full business case (FBC) submission.
- 5.30 Similarly, the scheme's commercial case needs further refinement for the next approval stage. The FBC submission will include full details of the heads of terms for the proposed loan. The Combined Authority is seeking guarantees from Project Marigold's parent company on underwriting the loan and is undertaking a full due diligence exercise on the company.
- 5.31 The financial case will also require further clarifications at the FBC stage, including full details of the sources of funding being utilised by Project Marigold to finance the project and details of what exactly the Combined Authority loan will be used for. The due diligence checks which will be carried out will provide assurance on the viability of Project Marigold and will also give advice on issues such as state aid implications.
- 5.32 The management case provides sufficient assurance to recommend progress to the next approval stage, but further details will be required in the FBC on the risk management strategy to be employed by the Combined Authority.
- 5.33 Overall, there is a strong strategic case for the project, which is sufficient to recommend approval of the Strategic Outline Case, subject to the other cases being further refined for the full business case submission.

Recommendations

- 5.34 The Combined Authority approves that:
 - (i) The Project Marigold scheme progresses through decision point 2 (Strategic Outline Case) and work commences on activity 4 (Full Business Case)
 - (ii) An indicative approval of the Combined Authority's contribution of £5,000,000 is given. The total scheme value is £100,000,000.

(iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required any change requests are delegated to the Business, Economy, and Innovation Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Development

Project Title	Bradford Interchange Resurfacing Works
Stage	2 (development)
Decision Point	4 (full business case)

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

Background

- 5.35 The scheme will be funded from the Local Transport Plan Integrated Transport Block. The Integrated Transport Block (ITB) provides funding support to local authorities for transport capital improvement schemes.
- 5.36 Bradford Interchange is one of the Combined Authority's assets. It was constructed in 1973 and is made of reinforced concrete which, whilst maintained, is an aging structure, and at a point where significant renewal is required to prolong its lifespan in a more cost-effective way and safe way.
- 5.37 This scheme is one of several developments in Bradford which includes further planned schemes at Bradford Interchange, redevelopment of the city centre and its gateway route into the city's commercial centre.
- 5.38 The proposed scheme will remove the surfacing of the carriageway and failing waterproof barrier so that inspection, repair, or replacement of the concrete slab can be undertaken from above the structure.
- 5.39 This scheme fits within the Strategic Economic Framework (SEF) priorities of, delivering 21st Century Transport, Tackling the Climate Emergency. The scheme also helps lay the foundations for other planned improvements to the bus station, subsequently supporting the delivery of Strategic Economic Framework Priority 'Enabling Inclusive Growth'.
- 5.40 The Combined Authority previously gave indicative approval for up to £2,000,000 as part of the decision point 2 (Strategic Outline Case) approval on

9 January 2020. Following the approval, the contractor, Balfour Beatty, carried out a pre-construction feasibility study and site surveys. These surveys discovered unexpected failures of the structure that if not rectified may pose a public safety risk and as a result of these discoveries the total estimated scheme costs have risen to £8,501,000.

5.41 A summary of the scheme's business case and location map is included in **Appendix 4.**

Tackling the Climate Emergency Implications

5.42 Whilst no direct clean growth and climate impacts are derived, indirectly the scheme should increase passenger numbers through an improved asset this in turn increases sustainable travel and reduces carbon and other vehicular air pollutants.

Outputs, Benefits, and Inclusive Growth Implications

- 5.43 The scheme outputs and benefits include:
 - Repair existing concrete slabs
 - · Replace waterproofing membrane
 - Replace and repair drainage on-site
 - Lay new carriageway and resurface
 - Improved safety within the bus station
 - Reduced impact of poor-quality asset on users
 - Reduced maintenance costs and customer disruption
 - Reduced loss of income from tenanted units

Equality and Diversity Implications

5.44 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.

Risks

- 5.45 The scheme risks include:
 - Financial Risk: Surveys completed within the pre-construction phase have indicated that the concrete deck will need between 3% and 5% repairs however, there is still uncertainty around this. The true condition of the concrete deck will not be realised until it is uncovered in the first phase of works. If the concrete is in worse repair than expected this will impact on the cost and programme of works. Mitigated by following the pre-construction period, the design team will be in a better position to estimate the repairs required during the construction phase and will be able to liaise with the concrete repair specialist to create a robust cost.

 Management Risk: Increased interfaces and interdependencies with other schemes during the construction phase especially considering the projected 2023 completion date affecting other interchange schemes. Mitigated by - Monthly interdependencies meetings with other Bradford Interchange schemes to ensure Project Managers are aware of the scope and programme of projects which could affect their own. Increased communication between Project Managers that may be affected by this increased construction period.

Costs

- 5.46 The current total forecast scheme costs are £8,501,000. The scheme will be funded from the Combined Authority's Local Transport Plan (LTP) Integrated Transport Block (ITB) Programme, the 2022/2023 City Region Sustainable Transport Settlement and / or Transforming Cities Fund and / or Combined Authority capital receipts.
- 5.47 The total forecast scheme cost is an increase of £6,501,000 on the £2,000,000 total scheme costs at decision point 2 (Strategic Outline Case), which gained indicative approval from the Combined Authority on 9 January 2020.
- 5.48 The Combined Authority also approved £461,400 of development costs to progress the scheme to Full Business Case.
- 5.49 The cost increase is due to a lack of information available at feasibility stage and lack of detail and certainty regarding deliverability. There has also been increases in the cost of materials and inflation has risen due to Brexit and COVID-19. Following feasibility surveys and investigations the contractor provided a more robust estimate of cost and resource which has resulted in higher overall delivery cost.

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	09/12/2021
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	15/12/2021
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	30/06/2028

Decision: Combined Authority's Director of Delivery	
Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2028
	Delivery Recommendation: Combined Authority's Programme Appraisal Team

Other Key Timescales

- Start on site January 2022
- On-site completion June 2023
- Monitoring and evaluation of scheme May 2024 to May 2028

Assurance Tolerances

Assurance tolerances

Combined Authority costs remain within +20% of those outlined in this report

Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Appraisal Summary

- 5.50 The scheme forecast cost is £8,501,000. Development costs of £461,400 were approved at decision point 2 (Strategic Outline Case). The scheme is to be funded from the Local Transport Plan Integrated Transport Block Programme, the 2022/2023 City Region Sustainable Transport Settlement and / or Transforming Cities Fund and / or Combined Authority capital receipts. It is a Combined Authority led scheme and subject to its management and governance processes.
- 5.51 Whilst the scheme is essentially a repair scheme of an aging asset, due to the structure's potential safety and sustainability issues, there is a strong strategic fit with local, regional, and national, policies, strategies, and priorities.
- 5.52 There is also a safety need which is strengthened by specialist advice given on an alternative proposal to move the bus stops to on street parking which would gridlock the city centre.
- 5.53 The SCAPE framework, which is available to any public body in the UK for procurement of contractors, has been utilised for the procurement of a design and build contractor.
- 5.54 Value for money is derived from the significant revenue savings from increased ad hoc maintenance, among other deferred savings.

Recommendations

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

- (i) The Bradford Interchange Resurfacing Works 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 £8,039,000, bringing the total to £8,501,000, is given. The total scheme value is £8,501,000.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required any change requests are delegated to the Place, Regenerations and Housing Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

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

- (i) Confirmation of funding and total scheme cost is within those set out in the FBC approval.
- (ii) Contract with delivery partner finalised and evidenced
- (iii) Confirmation whether an Asset Protection Agreement from Network Rail is required and if so, what impact this has on the programme
- (iv) Supply of an up-to-date programme for delivery
- (v) Confirmation of project board set up and met

Projects in Stage 3: Delivery and Evaluation

5.56 There are no schemes to review at this stage.

6 Tackling the Climate Emergency Implications

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

7 Inclusive Growth Implications

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

8 Equality and Diversity Implications

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

9 Financial Implications

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

10 Legal implications

- 10.1 The information contained in Appendix 2 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.
- 10.2 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.

11 Staffing implications

11.1 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.

12 External consultees

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

13 Recommendations (Summary)

Project Marigold

13.1 The Combined Authority approves that:

- (i) The Project Marigold scheme progresses through decision point 2 (Strategic Outline Case) and work commences on activity 4 (Full Business Case)
- (ii) An indicative approval of the Combined Authority's contribution of £5,000,000 is given. The total scheme value is £100,000,000.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required any change requests are delegated to the Business, Economy, and Innovation Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Bradford Interchange Resurfacing Works

- 13.2 The Combined Authority approves that, subject to the conditions set by PAT:
 - (i) The Bradford Interchange Resurfacing Works 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 £8,039,000, bringing to total to £8,501,000. The total scheme value is £8,501,000.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Place, Regenerations and Housing Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

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

- (i) Confirmation of funding and total scheme cost is within those set out in the FBC approval.
- (ii) Contract with delivery partner finalised and evidenced
- (iii) Confirmation whether an Asset Protection Agreement from Network Rail is required and if so, what impact this has on the programme
- (iv) Supply of an up-to-date programme for delivery
- (v) Confirmation of project board set up and met

14 Background documents

None as part of this report.

15 Appendices

Appendix 1 – Background to the Combined Authority's Assurance Framework

Exempt Appendix 2 – Project Marigold

Appendix 3 – Project Marigold - Business Case Summary

Appendix 4 – Bradford Interchange Resurfacing Works - Business Case Summary