
Report to: Place, Regeneration and Housing Committee

Date: 20 April 2022

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, 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 The Place, Regeneration and Housing Committee has delegated decision making authority approved by the Combined Authority on 24 June 2021. Where the Finance, Resources and Corporate Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 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.

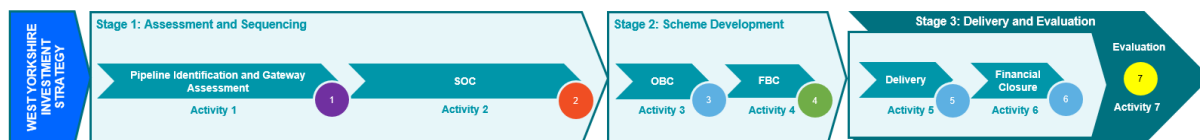
3 Tackling the Climate Emergency Implications

- 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 to complete the toolkit methodology is now complete and the toolkit and its guidance are being implemented into the Assurance Framework. The draft assessments of a selection of existing capital schemes progressing through the assurance process are being discussed with relevant scheme sponsors ahead of the publication of this part of the project by July 2022. This phased approach to the publication of the key components of the Carbon Impact Assessment project recognises the delays 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 work also involves the development of training and support material 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 schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. These schemes have a funding value of £230,837,000 when fully approved, of which £93,747,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £24,227,110 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 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.

Scheme Summaries

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| <p>Scheme:</p> <p>A62 to Cooper Bridge Corridor Improvement Scheme</p> <p>Location:</p> <p>Kirklees</p> | <p><u>Scheme description</u></p> <p>The A62 is the main road link between Huddersfield and North Kirklees, as well as linking Huddersfield with Leeds and Manchester via the M62. The A62 / A644 junction lies close to junction 25 of the M62 and sits on the boundary between Kirklees and Calderdale. It is the corridor with the largest movement of people in the region. This scheme will increase capacity for all forms of transport using a number of measures:</p> <ul style="list-style-type: none"> • Enlarged roundabout at Cooper Bridge junction including new left turn links. • Widening of Cooper Bridge Road from three lanes to four lanes between Cooper Bridge junction and Bradley junction. • Modifications to Bradley junction including reassignment of lane allocations and changes to permitted movements. • Five new signalised shared use crossings and 2.4km of new segregated cycling facilities. <p>This scheme is funded from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><u>Impact</u></p> <p>The scheme seeks to address congestion and to improve journey times and reliability for all users. Intelligent traffic management technology will give priority to buses at junctions to improve public transport. Significant upgrades to the infrastructure for pedestrians and cyclists in the area will offer healthy active travel modes. The scheme also supports the delivery of 1,460 new homes and improve access to employment opportunities in the area.</p> <p>The scheme presents an adjusted Benefit Cost Ratio (BCR) of 3.9:1 which is categorised as High Value for Money (VfM).</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (OBC) and work commences on activity 4 (FBC).</p> <p>Total value of the scheme - £75,100,000</p> <p>Total value of Combined Authority funding - £69,300,000</p> <p>Funding recommendation sought - £3,958,000</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p> |
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| <p>Scheme</p> <p>York Central Access</p> <p>Location</p> <p>York</p> | <p><u>Scheme description</u></p> <p>York Central is a major mixed-use regeneration scheme located on one of the largest city centre brownfield sites in the country, adjacent to the York mainline railway station.</p> <p>The York Central Access scheme forms part of the wider York Central regeneration scheme and will provide:</p> <ul style="list-style-type: none"> • A new spine road through the centre of the York Central site, from Water End to Leeman Road, including new bridges, junctions, footways and cycleways. • Interim public realm treatment to connect from the new road to the existing western entrance to the station. <p>The scheme will fund a compliant western station entrance which will be subject to a separate full business case with finalised costs in the future.</p> <p>The scheme is funded by the West Yorkshire plus Transport Fund (WY + TF).</p> <p><u>Impact</u></p> <p>The wider York Central regeneration scheme has the potential to deliver:</p> <ul style="list-style-type: none"> • Up to 2,500 homes, with 20% affordable homes. • Between 70,000 – 87,693 square metres of Grade A office space. • Up to 6,500 jobs created or safeguarded. • Up to 11,991 square metres of retail and leisure space. • A 400-bed hotel. • Significant publicly accessible open spaces including an urban park. <p>York Central is located immediately adjacent to the York Railway Station and the city centre which will discourage car use and encourage access by public transport, cycling and walking.</p> <p>The scheme has an adjusted Benefit Cost Ratio (BCR) of - 1.06:1, representing very poor value for money, due to an increase in vehicle usage as a result of the residential and commercial aspects of the scheme.</p> <p>The BCR is only one of several factors used to determine Value for Money and recent changes to HM Treasury guidance place a stronger emphasis on the strategic case and how the strategic objectives and priorities will be met through the delivery of the project. The strategic case for investment remains strong.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 5 (FBC+) and work commences on activity 5 (Delivery), subject to the conditions set by PAT.</p> <p>Total value of the scheme - £155,737,000</p> <p>Total value of Combined Authority funding - £24,447,000</p> <p>Funding recommendation sought - £20,269,110</p> |
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| | A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report |
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Decisions relevant to this thematic committee made through other delegations

- 4.19 Since the Place, Regeneration and Housing Committee's last meeting on 8 March 2022, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process.

Decisions made through the delegation to the Managing Director

- 4.20 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Managing Director.

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| GBF One City Park, Bradford | <p>Approval of decision point 5 (of the former assurance pathway) and for work to commence on delivery.</p> <p>Funding approved: £7,500,000</p> <p>Total value of the scheme: £29,521,000</p> <p>Total value of Combined Authority funding: £7,500,000</p> |
| One Public Estate / Land Release Fund | <p>Approval of the change request to the One Public Estate / Land Release Fund to return £394,625 to One Public Estate, reducing the overall project cost to £81,250</p> <p>Funding approved: £ nil</p> <p>Total value of the scheme: £ 81,250 (Land Release Fund)</p> <p>Total value of Combined Authority funding: £81,250</p> |
| Knottingley Skills, Business & Services Hub | <p>Approval of the change request to the Knottingley Hub scheme to increase total development costs to £672,000 from the Getting Building Fund.</p> <p>Funding approved: £515,000</p> <p>Total value of the scheme: £9,600,000</p> <p>Total value of Combined Authority funding: £672,000</p> |
| Getting Building Fund (GBF) Programme | <p>Approval of the change request to the GBF programme to revise funding allocations:</p> <p>Funding approved:</p> <ul style="list-style-type: none"> • Reallocation of £1,495,000 comprising £950,000 to the Business Growth Programme, £400,000 to the Holbeck Victorian Retrofit Programme and £100,000 to the Wakefield Warm Homes scheme. • Reallocation of £455,343 to programme costs and £1,098,683 to the Corporate Overhead Recovery Charge. <p>Total value of the scheme: approximately £140,000,000</p> <p>Total value of Combined Authority funding: £52,600,000</p> |

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| BHF: Leeds West Phase 1 | <p>Approval of decision point 4 and for work to commence on delivery.</p> <p>Details of the costs and funding approval are commercially sensitive.</p> |
| Housing Pipeline Revenue Fund | <p>Approval of the change request to extend the timescale for spend to 31 March 2023 from 31 March 2022.</p> <p>Funding approved: £nil</p> <p>Total value of the scheme: £3,200,000</p> <p>Total value of Combined Authority funding: £3,200,000</p> |
| Leeds Station Sustainable Travel Gateway | <p>Approval of the change request for the release of an additional £3,241,107 for the Leeds Station Sustainable Travel Gateway project</p> <p>Funding approved: £3,241,107</p> <p>Total value of the scheme: £33,579,433</p> <p>Total value of Combined Authority funding: £33,579,433</p> |

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

5.3 There are no schemes to review at this stage.

Projects in Stage 2: Development

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| Project Title | A62 to Cooper Bridge Corridor Improvement Scheme |
| Stage | 2 (development) |
| Decision Point | 3 (outline business case) |

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| 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

- 5.4 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 5.5 The A62 is the main link road between Huddersfield and North Kirklees. It also links Huddersfield with Leeds and Manchester via the M62. The A62 / A644 junction is close to junction 25 of the M62 and sits on the boundary between Kirklees and Calderdale. This section of the A62 has is used by more vehicles than any other in the region.
- 5.6 The existing A62 / A644 junction in Kirklees is severely congested at peak times. It is a three-armed roundabout with traffic lights that connects the A62 Cooper Bridge Road (southern arm), the A644 Wakefield Road (western arm) and the A62 Leeds Road (eastern arm).
- 5.7 Kirklees and Calderdale Councils share a long-standing ambition to work together to increase economic growth to the cross-boundary area on either side of the M62 around junction 25. This has led to the creation of two new Spatial Priority Areas (SPA) being established, Bradley Garden Village in Kirklees and Brighouse Garden Village (including Clifton) in Calderdale.
- 5.8 A master planning framework has been developed to create well planned, sustainable places for new housing, jobs and services, which will need an integrated and accessible transport infrastructure. The A62 to Cooper Bridge

scheme is one of a number of planned improvements to the local transport network.

5.9 This scheme has gone through several previous iterations, including a new link road option, but these have all been rejected.

5.10 The proposed new scheme will include:

- A new enlarged roundabout at Cooper Bridge junction including new left turn links.
- Widening of Cooper Bridge Road from three lanes to four lanes between Cooper Bridge junction and Bradley junction.
- Changes to Bradley junction including reassignment of lane allocations, changes to permitted movements and improved signal timings.
- Widening of Colne Bridge Road and Leeds Road.
- Widening of Wakefield Road both on the approach to the M62 junction and the approach to Cooper Bridge junction.
- Making Oak Road one way (subject to further consultation).
- Improvements to pedestrian and cycling facilities throughout including changes to pedestrian islands, improvements to signal timings at existing crossings, 5 new crossings with signals and 2.38km new segregated cycling lanes. The proposed new cycle lanes will also link in with Bradley to Brighouse Cycleway scheme.
- New Intelligent Transport Systems (traffic signals) throughout to give priority to buses and reduce waiting times. Combined with the A62 Smart Corridor scheme and the CRSTS A62/A644 bus improvement scheme it will reduce bus journey times and improve air quality in the surrounding areas.

5.11 The current proposed scheme includes making Oak Road one way. Feedback from consultation with local residents about this element of the proposal will be reviewed and further addressed as the scheme progresses. The promoter is forming a steering group of local residents and councillors to work together on this aspect of the scheme.

5.12 The scheme supports the Strategic Economic Framework priorities

- Boosting Productivity: This scheme improves connectivity which provides people with better access to jobs and opportunities
- Enabling Inclusive Growth: The areas served by this section of the A62 include some of the lowest household incomes in Kirklees. The scheme will allow better access to jobs and opportunities. Combined with the A62 Smart Corridor scheme and the CRSTS A62/A644 bus improvement scheme it will reduce bus journey times and improve air quality in the surrounding areas. The proposed new cycle lanes will also link in with Bradley to Brighouse Cycleway scheme. The scheme will deliver social value benefits for the local community, giving an opportunity for targeted job creation and apprenticeship uptake.

- **Tackling the Climate Emergency:** This scheme includes infrastructure for walking and cycling to allow people to move to more active ways to travel and away from cars. It also includes bus priority technology to improve public transport journey times and reliability. The scheme also includes enhanced landscaping.
- **Delivering 21st Century Transport:** The scheme provides transport infrastructure to accommodate future growth in housing and the economy as well as delivering improved active travel infrastructure which is segregated as much as possible.

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

Tackling the Climate Emergency Implications

- 5.14 By extensively improving the walking and cycling infrastructure in the area, the scheme will encourage people to move away from private car use.
- 5.15 The scheme includes bus priority technology to improve public transport journey times and reliability, encouraging people to move away from private car use.
- 5.16 The scheme also includes enhanced landscaping.
- 5.17 The total estimated net emissions from construction of the scheme is 4,709 tCO₂e, or an average of 2,354 tCO₂e per annum over the construction period (approximately 2 years). The total estimate emissions from operation of the scheme is 43,125 tCO₂e over the 60-year life, or an average of 719 tCO₂e per annum.

Outputs, Benefits and Inclusive Growth Implications

- 5.18 The scheme outputs and benefits include:
- A new enlarged roundabout at Cooper Bridge junction including new left turn links.
 - 815 metres of new carriageway and 2,635 metres of carriageway widening.
 - Modifications to Bradley junction including reassignment of lane allocations, changes to permitted movements and optimisation to signal timings.
 - Five new signalised shared use crossings.
 - 2.38km new segregated cycling facilities.
 - New intelligent traffic signals throughout to enable vehicle prioritisation.
 - Reduced traffic congestion on the A62 corridor which will improve journey times and reliability.
 - Reduced congestion benefiting public transport, leading to increased use of public transport.

- Improved infrastructure to increase routes for pedestrians and cyclists leading to increased levels of physical activity.
- Improved road safety and access for all users.
- Better prioritisation of public transport via intelligent transport system technology.
- Improved road infrastructure will enable up to 1,460 new homes to be built.
- This scheme supports transformational change and economic growth in the Spatial Priority Areas (SPA's) in Kirklees and Calderdale
- Provides improved connectivity to jobs, training and opportunities along the A62 corridor, the majority of which is within the 10% most deprived areas in the Borough.
- The procurement strategy for this scheme will benefit the local community by giving an opportunity for targeted job creation and apprenticeship uptake from these areas leading to well-paid and skilled career opportunities.

5.19 The scheme sets out a value for money position with an adjusted Benefit Cost Ratio (BCR) of 3.97:1, which is categorised as High value for money.

Equality and Diversity Implications

5.20 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 scheme develops further, equality and diversity impacts will be further taken account of.

Risks

5.21 The scheme risks include:

- Risk of the need to align with other delivery programmes e.g. TRU / bridge improvements, causing unforeseen programme delays.
Mitigated by ensuring a robust delivery schedule is prepared and regularly monitor. Considering use of lean techniques such as collaborative planning to maintain programme once Design & Build contractor appointed. Maintain close liaison with other local programmes e.g. Network Rail to coordinate works
- Risk of priced tenders being higher than the agreed budget leaving the scheme unaffordable.
Mitigated by ensuring robust cost estimates are prepared at key points throughout the design process to ensure business cases and funding requests are sufficient. Provide as much data as possible to tenders to ensure they are informed before pricing.
- Risk of proposed road alignment on Cooper Bridge Road may need to move north to accommodate Yorkshire Water easement requirements for their site.

Mitigated by early engagement with Yorkshire Water regarding easement requirements for site to south of Cooper Bridge Road, design to be reviewed accordingly.

Costs

5.22 The scheme costs are:

- The current total scheme cost is £75,100,000.
- The current Combined Authority contribution is £69,300,000, funded from West Yorkshire plus Transport Fund.
- Match funding of up to £5,800,000 has been confirmed from the Kirklees Council Capital Plan. This is being used as a contingency sum, should it not be possible to deliver the scheme within the West Yorkshire plus Transport Fund funding envelope.
- The currently approved development funding is £965,000.

5.23 The promoter now requests a further allocation of £10,003,000 for development funding to develop the scheme to Full Business Case (FBC). This will be released in four tranches. The first tranche of this funding is £3,958,000 and subsequent tranches will be released on achievement of development milestones, set by the Programme Appraisal Team, during FBC works as designs and land assembly are progressed.

5.24 At this point a funding agreement will need to be concluded with Kirklees Council for £4,923,000, including the previously approved funding of £965,000.

5.25 Release of the future funding up to £6,045,000 will be approved by the Combined Authority's Managing Director on achievement of development milestones.

Assurance Pathway and Approval Route

| Assurance pathway | Approval route | Forecast approval date |
|---------------------------|--|------------------------|
| 3 (outline business case) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee | 20/04/2022 |
| 4 (full business case) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director | 01/04/2025 |
| 5 (delivery) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery | 28/05/2027 |

Other Key Timescales

5.26 The significant milestones for the scheme are:

- Award Early Contractor Involvement (ECI) contract May 2023.
- Planning application submission November 2024.
- Planning decision (end of challenge period) March 2025.
- Start of works April 2025.
- Completion of works May 2027.

Assurance Tolerances

| Assurance tolerances |
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| 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

- 5.27 The strategic case for the scheme is well set out. It aims to support economic and housing growth as set out in the Kirklees Economic Strategy. The Infrastructure Delivery Plan, which is part of the Kirklees Local Plan evidence base, identifies improvements on the A62 Huddersfield to Leeds as 'Essential' to provide better and improved access to housing sites including land north of Bradley Road.
- 5.28 The main aim of the scheme is to relieve traffic congestion by improving capacity at the Cooper Bridge and Bradley Road junctions, which are already over capacity at peak times, affecting journey times and reliability for drivers and bus services. The junction experiences very low average speeds at peak times.
- 5.29 The scheme has cross-boundary impacts and supports the master planning framework for two Spatial Priority Areas, Bradley Garden Village in Kirklees and Brighouse Garden Village (including Clifton) in Calderdale. These were established by Kirklees and Calderdale Councils in the area on either side of the M62 corridor in the vicinity of junction 25.
- 5.30 The proposals have also been called in by Kirklees Council scrutiny panel on two occasions. At the second scrutiny panel the Portfolio Holder for Regeneration committed to reappraise elements of the scheme, specifically the Oak Road proposals. The promoter is forming a steering group of local residents and councillors to discuss the best way to address the concerns. It is therefore possible that elements of the scheme may change during the Full Business Case development.
- 5.31 In terms of establishing demand for the project, transport modelling shows that the highway network will become constrained and will fail to cope with the additional trips created by planned growth at strategic sites. Without highway

improvements, the attractiveness of the area will remain unchanged and perceived inaccessibility coupled with the poor image will prolong the lack of investment as it continues to be unattractive to potential occupants and investors.

- 5.32 The promoter has set out a procurement strategy which involves Early Contractor Involvement and the YOR Civil Major Works Framework is viewed as being the most suitable option to secure a contractor.
- 5.33 A robust economic appraisal has been set out in the OBC submission. The options assessment started with 30 potential interventions which were assessed in a 4-stage process.
- 5.34 The modelling work has been carried out using the existing Kirklees Transport Model and it has been agreed with the promoter that for the next stage of scheme development, the more up to date Calderdale and Kirklees transport Model will be used. It should be noted that the change of model may result in some changes to forecast benefits.
- 5.35 The scheme is costly and complex and has gone through several iterations to arrive at the current proposals. There are a large number of potential constraints on the project, such as widening of existing structures, all of which could lead to delays and/or cost increases. The promoter gives confidence that they understand the issues and are managing them effectively.
- 5.36 Planning Consent will be needed for the scheme. The scheme directly impacts on two listed buildings and others are close to the scheme boundary. Early engagement with Kirklees and Calderdale conservation officers and Historic England has taken place and will continue throughout the development of the scheme.
- 5.37 Relocation of a structure known as the dumb steeple is classed as demolition, this decision will need to be referred to the Secretary of State, which will be done as part of the planning application process.
- 5.38 There are many other constraints on the scheme, including the need for Network Rail possessions to enable two rail structures to be widened. There are also numerous items of statutory undertakers plant affected by the proposals, some of which impose particular constraints, such as a factory waste pipe which can only be closed down once a year.
- 5.39 Acquisition of 35 parcels of land are needed for the scheme and the promoter recognises that not all may be acquired by negotiation. Compulsory Purchase Orders (CPO) will be progressed in parallel to negotiated purchase. Further detail is required for the land acquisition and for this reason further development costs will be requested in the coming months as designs and land assembly costs are progressed.
- 5.40 The promoters procurement strategy is to appoint a contractor to develop the design after OBC approval and it is anticipated the FBC will be based on the negotiated target cost agreed with the contractor. Further development costs

will be requested in the coming months as designs and land assembly costs are progressed.

Recommendations

5.41 The Place, Regeneration and Housing Committee approves that:

- (i) The A62 to Cooper Bridge Corridor Improvement Scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
- (ii) An indicative approval to the Combined Authority's contribution of £69,300,000 is given. The total scheme value is £75,100,000.
- (iii) Approval to development costs of £3,958,000 is given in order to progress the scheme and commence the final business case, taking the total scheme approval to £4,923,000, including the existing development funding approval of £965,000.
- (iv) Approval to further development costs of £6,045,000 in order to progress the scheme to decision point 4 (full business case), to be released in three tranches on achievement of development milestones, set by the Programme Appraisal Team as designs and land assembly are progressed.
- (v) Delegation to the Combined Authority's Managing Director is approved to release the further development costs of £6,045,000.
- (vi) The Combined Authority enters into a Funding Agreement with Kirklees Council for expenditure of up to £4,923,000.
- (vii) 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.

| | |
|-----------------------|----------------------------|
| Project Title | York Central Access |
| Stage | 2 (development) |
| Decision Point | 4 (full business case) |

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

Background

- 5.42 The York Central Access scheme is funded by the West Yorkshire plus Transport Fund (WY + TF). The WY+TF is a £1 billion fund covering West Yorkshire and York. The objective of the WY + TF is to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years.
- 5.43 York Central is a major mixed-use regeneration scheme located on one of the largest city centre brownfield sites in the country located directly adjacent to the York mainline railway station. The Combined Authority has worked with City of York Council and its partners over several years to develop proposals for the site and its wider location, including a new access road to 'unlock' residential and commercial development and improved access to the city's railway station. The development project is being led by Homes England and Network Rail.
- 5.44 York Central is critical for the city's Local Plan and has the potential to transform the economy of the historic city and wider region by generating approximately £1.1bn of growth. The development will also enable a £50,000,000 extension to the National Railway Museum and a new accessible western railway station entrance which will be accessed directly from the site.
- 5.45 York is a key economic contributor of the Leeds City Region, generating high-value economic outputs to the region. The scheme is mentioned as a key project in the Strategic Economic Framework (SEF) and supports the SEF priorities.
- 5.46 The scheme also supports the West Yorkshire Mayoral priorities to:
- Create 1,000 well paid, skilled jobs for young people

- Build 5,000 sustainable homes including council houses and affordable homes
- Support local businesses and be a champion for our regional economy.

5.47 The York Central site has the potential to deliver:

- Up to 2,500 homes, with 20% affordable homes.
- Between 70,000 – 87,693 square metres of Grade A office space.
- Up to 6,500 jobs created or safeguarded.
- Up to 11,991 square metres of retail and leisure space.
- A 400-bed hotel.
- Significant publicly accessible open spaces including an urban park.

5.48 The Combined Authority has committed funding of £37,320,000 from the WY + TF to fund site access infrastructure and improvements to the railway station frontage. This funding is split across 3 schemes as follows:

- York Central Access - led by Homes England and drawing on £24,447,000 of the allocated WY+TF, previously approved at decision point 4 (full business case).
- Provision of a Compliant Western Station Entrance, to be funded from the York Central Access allocation above, subject to a separate full business case with finalised costs (FBC+) to be developed at a later date.
- York Station Gateway - led by City of York Council and drawing on the remaining £12,873,000 of the allocated WY+TF approval. This scheme will also be funded by £13,117,000 Transforming Cities Fund allocation previously approved at decision point 2 (Strategic outline case).

5.49 This report considers the FBC+ for the York Central Access scheme (excluding the Compliant Western Station Entrance) which will provide infrastructure development to unlock the York Central site and undertake improvements to the station. The scheme will result in:

- Construction of a new spine road through the centre of the York Central site, extending from Water End in the west to join with the existing Leeman Road in the east, including,
 - Construction of a new signalised junction on Water End to provide access to the York Central site.
 - Construction of a new road to the south of “Millennium Green” and adjacent to the East Coast Main Line.
 - Construction of a new road bridge to cross over the East Coast Main Line railway.
 - Construction of a new road (“Park Street”) through the York Central site along the south side of the proposed park.

- realignment of “Cinder Lane” and connection with the existing Leeman Road.
 - Demolition of the Holgate Works (delivered).
 - Earthworks to level the area on the eastern part of the York Central site to allow for the construction of the new road
 - Segregated cycleways and new footways will be constructed alongside the new carriageways.
 - A new cycle route will be created in the eastern part of the site, along the “Boulevard” which passes on the south side of the National Railway Museum and provides more direct access to the city centre.
 - Construction of a new pedestrian and cycle bridge crossing over the East Coast Main Line railway adjacent to the existing “Severus” road bridge on Water End. This bridge allows for the relocation of the footway and cycleway to provide space for a right turn lane into the York Central Site.
 - Construction of a spur road (“Leeman Road Northern Connection” from the new highway to connect with Leeman Road close to the point where it passes below the railway to connect to the existing community.
 - Interim public realm treatment to connect from the new road to the existing western entrance to the station.
- 5.50 Following the award of £77,100,000 Housing Investment Grant (HIG) funding by the Department for Levelling Up, Housing and Communities (DLUHC) to Homes England, the decision was taken by the Landowners (Homes England and Network Rail) as promoters of the development site to progress the delivery of the York Central Access directly. As such, Homes England will act as the contracting authority for the design and build of the infrastructure and will be the recipient of all future funding from the Combined Authority.
- 5.51 The Strategic Case was approved by the Combined Authority on 31 March 2016. The Full Business Case was approved by the Combined Authority’s Investment Committee on 13 March 2019, subject to conditions. The discharge of these Conditions was approved by the Combined Authority on 4 March 2021, along with assurance pathways for separate FBC+ submissions for each individual scheme. Due to the proposed change in lead delivery partner from City of York Council to Homes England, the assurance pathways require that the FBC+ is considered by the Combined Authority.
- 5.52 To ensure that the scheme can be delivered within the required timescales, an approval for delegated authority from the Combined Authority to the Place, Regeneration and Housing Committee to approve the scheme FBC+ was given on 17 March 2022.
- 5.53 It should also be noted that a separate Local Growth Fund contribution has already been made towards the wider York Central development. Funding of £2,550,000 million (£2,350,000 loan and £200,000 grant) was provided by the Combined Authority to City of York Council to fund key site acquisition and survey & design works. This project was approved to be closed in July 2019

and a Benefits Realisation Plan is in place to capture the outcomes by March 2024.

- 5.54 The Combined Authority approval on 4 March 2021 set out that the FBC condition related to reserved matters consents for York Central Access could not be discharged for the Compliant Western Station Entrance element of the scheme as a reserved matters planning approval was still required for this element. To maintain the momentum of the York Central Access project it was recommended that a separate FBC+ for the Compliant Western Station Entrance would be required.
- 5.55 Therefore, an FBC+ submission will come forward for the Compliant Western Station Entrance once cost certainty and planning consents are in place. An indicative approval of £3,365,015 for the Compliant Western Station Entrance scheme is sought as part of this report.
- 5.56 A summary of the scheme's business case and location map is included in Appendix 3.

Tackling the Climate Emergency Implications

- 5.57 The scheme is estimated to give rise to an additional 416,000 tonnes of CO₂, 342 tonnes of NO_x gases and 48 tonnes of fine PM_{2.5} particles.
- 5.58 Although it is recognised that there will be additional carbon released by the development associated with the York Central Access scheme, the project is at the heart of the city's focus on increasing the number of trips by public transport, cycling and walking. The spine road in the York Central Access scheme provides significant new accessible pedestrian routes, it resolves a key gap in the cycle network providing access from the west of the city to the city centre and together with the York Station Gateway scheme provides a route past the station segregated from traffic at this busy interchange.
- 5.59 The development aspires to encourage sustainable modes of transport and reduce car usage. Low levels of parking provision will be provided for both office and residential uses. Where parking is provided, provision shall be made for electric vehicle charging and fast charge points for electric vehicle charging shall be provided in the car parks. The proposed development also includes proposals to improve public transport access to the site.
- 5.60 A travel plan will seek to ensure that residents, staff and visitors to the site are fully aware of the travel choices available to them and ensure maximum opportunity is taken for promoting sustainable travel options, with facilities such as ultra-fast broadband encouraging homeworking and further reducing work-based travel. The parking strategy for the site, through low parking provision, aims to discourage access by car and reduce the impact of traffic on the local highway network.
- 5.61 Targets relating to the number of vehicle journeys arising from the development are included within planning requirements and will be developed as part of the emissions mitigation strategy, along with expectations for the use of electric vehicles. These planning conditions will enable carbon

reduction to be a key factor in bringing forward the development by the landowners.

Outputs, Benefits and Inclusive Growth Implications

5.62 The York Central Access scheme will facilitate the provision of the wider York Central development and so the benefits of both need to be considered together to gain the full picture. The outputs and benefits for York Central Access include:

- Improvements to access and construction of new roads including;(a new spine road (3,360m), six new junctions, two junction improvements, cycle lanes (2,200m), new footway (6,700m), a new boulevard, and parking facilities.
- One new vehicle bridge over the East Coast Mainline and one new pedestrian / cycle bridge, adjacent to the existing Severus Bridge over the East Coast Mainline.
- Improvements to public transport including a new bus lane (440m) and eight new bus stops.
- Systems to manage water drainage for the site and highways, to include flood preventions measures, culvert diversion, and new surface water and foul drainage.
- New Utility Supplies & Statutory Service Diversions.
- A new railway spur line for the National Railway Museum.
- Site remediation and ground improvements.

5.63 The wider York Central development will provide the following outputs and benefits:

- up to 2,500 homes, with 20% affordable Homes. Building designs shall be non-hierarchical with social housing and private sector apartments both enjoying positive amenities, daylighting and views. The mix and tenure of building designs within the development shall be considered from the outset of the development design process
- Between 70,000 – 87,693 square metres of Grade A office space.
- Up to 6,500 jobs created or safeguarded.
- Up to 11,991 square metres of retail and leisure space.
- A 400-bed hotel.
- Significant publicly accessible open spaces including an urban park.

5.64 The scheme has an adjusted Benefit Cost Ratio (BCR) of -1.06:1, representing very poor value for money, due to an increase in vehicle usage as a result of the residential and commercial aspects of the scheme.

5.65 The BCR is only one of several factors used to determine Value for Money and recent changes to HM Treasury guidance place a stronger emphasis on the strategic case and how the strategic objectives and priorities will be met

through the delivery of the project. The strategic case for investment remains strong

Equality and Diversity Implications

- 5.66 An equality impact assessment has been undertaken as part of the planning for this scheme. The assessment has determined that the impact of the York Central Access scheme is neutral.
- 5.67 York Central will provide new highways and access improvements including pedestrian and cycle paths, a new bus lane and bus stops and significant open spaces which are available for all.
- 5.68 It is not anticipated that there will be negative impacts, but if these do occur, the York Central Partners (Homes England, Network Rail, City of York Council and the National Railway Museum) will work together to mitigate against these (where possible and practical) for the benefit of the development.
- 5.69 Equality and diversity implications will continue to be assessed and responded to as the scheme progresses.

Risks

- 5.70 The scheme risks include:
- Delays to the execution of design contracts for the work impacting on scheme delivery, mitigated by seeking early authorisation of contract strategies and budgets.
 - Delays to obtaining relevant licenses and agreements impacting on scheme delivery, mitigated by early engagement with Network Rail and other relevant parties.
 - Current programme dates may not align with the Leeman Road stopping up order and the planned extension of the National Railway Museum (NRM), mitigated by early engagement with the NRM to ensure that planned works are suitable for all parties.
- 5.71 In addition, the appraisal of the FBC+ has flagged a risk relating to the design and cost of the East Coast Mainline (ECML) bridge. Two bridge designs are being considered and the lower cost bridge design has been included within the cost profile. There remain planning consent risks and uncertainties in relation to this lower cost design. Reverting to the higher cost bridge design will have cost and funding implications. To mitigate this risk, the promoter is considering progressing approval for two different bridge options and City of York Council is seeking in principle approval for funding to meet additional costs of the bridge. Due to the potential impact of this risk, a condition is included for the promoter to provide evidence of cost certainty for the full scheme before any Combined Authority funding can be drawn down

Costs

- 5.72 The Combined Authority has committed funding of £37,320,000 from the West Yorkshire plus Transport Fund (WY+TF) to fund site access infrastructure and

improvements to the railway station frontage. This funding is split across 3 schemes as follows:

- York Central Access - led by Homes England and drawing on £24,447,000 of the allocated WY+TF, previously approved at decision point 4 (full business case).
- Provision of a Compliant Western Station Entrance, to be funded from the York Central Access allocation above, subject to a separate full business case with finalised costs (FBC+) to be developed at a later date.
- York Station Gateway - led by City of York Council and drawing on the remaining £12,873,000 of the allocated WY+TF approval. This scheme will also be funded by £13,117,000 Transforming Cities Fund allocation previously approved at decision point 2 (Strategic outline case).

5.73 At the Combined Authority approval of 4 March 2021, the full York Central Access scheme (including the Compliant Western Station Entrance) had a total forecast cost of £155,737,000, to be funded as follows:

| Source | Total |
|--|---------------------|
| Combined Authority (West Yorkshire + Transport Fund) | £24,447,000 |
| MGHLG (Housing Infrastructure Fund) | £77,100,000 |
| City of York (Prudential Borrowing) | £35,000,000 |
| City of York (S106/S272 Agreements) | £11,420,000 |
| City of York (Capital programme) | £4,660,000 |
| York North Yorkshire & East Riding LEP (Local Growth Fund) | £3,110,000 |
| Total | £155,737,000 |

5.74 The City of York funding is agreed in principle only, and an agreement is yet to be signed. It is therefore recommended that the promoter be conditioned to provide evidence that this funding is approved and in place before drawing down any Combined Authority funding.

5.75 The total WY+TF contribution of £24,447,000 is now to be split between the two schemes as follows:

- £21,090,985 to be allocated to York Central Access. Of this, £821,875 has previously been awarded to City of York Council for development costs, with £20,269,110 remaining funding to be awarded to Homes England.
- £3,356,015 to be allocated to the Compliant Western Station Entrance. Of this, £125,125 has previously been awarded to City of York Council

for development costs, with £3,230,890 remaining funding to be awarded to Homes England.

- 5.76 The table below summarises the split of the £37,320,000 West Yorkshire + Transport Fund towards the York Central scheme.

| | York Central Access | Compliant Western Station Entrance | York Station Gateway | Total |
|---|---------------------|------------------------------------|----------------------|--------------------|
| Previous City of York Council Development Funding | £821,875 | £125,125 | £2,333,125 | £3,280,125 |
| Remaining Funding | £20,269,110 | £3,230,890 | £10,539,875 | £34,039,875 |
| Total | £21,090,985 | £3,356,015 | £12,873,000 | £37,320,000 |

- 5.77 In the event of cost overruns, City of York Council will provide additional funding support to ensure the delivery of the scheme using borrowing levered in from the Enterprise Zone status of the development site.
- 5.78 The York Partnership agreement for the WY+TF sets out that York should get up to £85,000,000 from the WY+TF and sets out a mechanism by which York will pay a reduced levy equivalent if they receive total grant below £72,000,000. As the approvals in this report approve funding to Homes England, the York Partnership agreement needs to be reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- 5.79 The Combined Authority will need to enter into a funding agreement with Homes England for £20,269,110.

Assurance Pathway and Approval Route

York Central Access (excluding Compliant Western Station Entrance)

| Assurance pathway | Approval route | Forecast approval date |
|-----------------------------|--|------------------------|
| Decision point 5 (delivery) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery | 27/06/2025 |

Compliant Western Station Entrance

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

| | | |
|--|---|-------------------------|
| Decision point 5 (full business case with finalised costs) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director | 01/11/2022 ¹ |
|--|---|-------------------------|

Other Key Timescales

5.80 Other key milestones are:

- Main works contract awarded April 2022
- Main works contract start on site May 2022
- HIG funding expiry March 2024
- Main works contract planned completion June 2025
- Western Station entrance works start on site October 2024
- Western Station entrance works completion 2026
- Commercial development commences October 2023
- Residential development commences October 2024

Assurance Tolerances

| Assurance tolerances |
|--|
| Combined Authority costs remain within +0% of those outlined in this report. |
| Delivery (DP5) timescales remain within 3 months of those outlined in this report. |

Appraisal Summary

- 5.81 The strategic case for this scheme is strong, with good policy fit at local and regional level. The scheme is part of a masterplan to redevelop the site, which has been an ambition of City of York Council and its partners for decades but has proved difficult to deliver without public sector intervention.
- 5.82 The main justification for the scheme is the strategic case, as the economic case is weak, with the adjusted Benefit Cost Ratio of -1.06:1 being categorised as offering very poor value for money. The reason the economic case appears weak is due to this scheme being assessed as a transport scheme against TAG which therefore includes the increase in vehicle trips due to the residential and commercial development associate with the scheme.
- 5.83 The main benefits arising from an uplift in the value of the land and walking and cycling benefits are largely offset by negative impacts arising from congestion and associated environmental impacts.
- 5.84 The BCR is only one of several factors used to determine Value for Money, and recent changes to the HM Treasury guidance place a stronger emphasis

¹ Senior Leadership Team (SLT) meeting date to confirmed.

on the strategic case and how the strategic objectives and priorities will be met through the delivery of the project.

- 5.85 For the commercial case, there are some concerns arising from the Target Cost Contract. One of the four phases (zones) of the scheme, Zone 1, is not yet developed sufficiently for the Target Cost to be agreed with the contractor so provisional costs are currently being used. The promoter states that these provisional costs are robust but cannot yet demonstrate cost certainty. Failure to deliver Zone 1 of the scheme in full could have significant impacts on the overall scheme. It is therefore recommended that the promoter be conditioned to provide evidence of cost certainty for the full scheme before drawing down any Combined Authority funding.
- 5.86 The promoter has obtained the planning consent (OPA & RMA) required to progress the development but will need to progress Traffic Regulation Orders.
- 5.87 Approval of a 'Stopping Up Order' for part of Leeman Road, which is required for the planned expansion of the National Rail Museum (NRM), has been approved and evidence provided.
- 5.88 The promoter has confirmed that all land required to deliver the project is in their ownership. Where third party land is required a licence will be in place by the end of April to enable work to start onsite on in April.
- 5.89 The promoter has provided a monitoring and evaluation plan but has not included a benefits realisation plan or confirmation of a ring-fenced budget, so it is recommended that a condition be set for this to be provided before any Combined Authority funding can be drawn down.

Recommendations

- 5.90 The Place, Regeneration and Housing Committee approves that:
- (i) The York Central Access scheme proceeds through decision point 5 (FBC+) and work commences on activity 5 (Delivery).
 - (ii) Approval to the Combined Authority's contribution of £21,090,985 is given towards York Central Access. Of this amount, £20,269,110 is to provide funding to Homes England. The total scheme value is £155,737,000. Approval is subject to the conditions below, to be discharged via a report to the PAT and the Director of Development.
 - (iii) Indicative approval to the Combined Authority's contribution of £3,356,015 is given towards the Compliant Western Station Entrance scheme. Of this amount, £3,230,890 is to provide funding to Homes England.
 - (iv) The Combined Authority enters into a Funding Agreement with Homes England for expenditure of up to £20,269,110 from the West Yorkshire + Transport Fund, to be entered into once conditions are discharged.

- (v) The York Partnership agreement is reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- (vi) 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.

Conditions

- 5.91 That the promoter, Homes England, provide a report to the Combined Authority's PAT by 31 May 2022, to include:
- (i) evidence of cost certainty for the full scheme
 - (ii) confirmation and evidence of the City of York Council contribution and funding has been approved and is available
 - (iii) a benefits realisation plan and confirmation of the budget allocation
 - (iv) evidence of licences and consents to carry out works from the National Railways Museum, Network Rail and the Millennium Green Trust
 - (v) evidence of an approved tender for all Infrastructure Package 2 zones
 - (vi) market analysis and demand evidence in relation to the scheme

Projects in Stage 3: Delivery and Evaluation

- 5.92 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 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)

A62 to Cooper Bridge

- 13.1 The Place, Regeneration and Housing Committee approves that:
- (i) The A62 to Cooper Bridge Corridor Improvement Scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
 - (ii) An indicative approval to the Combined Authority's contribution of £69,300,000 is given. The total scheme value is £75,100,000.
 - (iii) Approval to development costs of £3,958,000 is given in order to progress the scheme and commence the final business case, taking the total scheme approval to £4,923,000, including the existing development funding approval of £965,000.
 - (iv) Approval to further development costs of £6,045,000 in order to progress the scheme to decision point 4 (full business case), to be released in three tranches on achievement of development milestones, set by the Programme Appraisal Team as designs and land assembly are progressed.
 - (v) Delegation to the Combined Authority's Managing Director is approved to release the further development costs of £6,045,000.
 - (vi) The Combined Authority enters into a Funding Agreement with Kirklees Council for expenditure of up to £4,923,000.
 - (vii) 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.

York Central Access

13.2 The Place, Regeneration and Housing Committee approves that:

- (i) The York Central Access scheme proceeds through decision point 5 (full business case with finalised costs) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority's contribution of £21,090,985 is given towards York Central Access. Of this amount, £20,269,110 is to provide funding to Homes England. The total scheme value is £155,737,000. Approval is subject to the conditions below, to be discharged via a report to the PAT and the Director of Development.
- (iii) Indicative approval to the Combined Authority's contribution of £3,356,015 is given towards the Compliant Western Station Entrance scheme. Of this amount, £3,230,890 is to provide funding to Homes England.
- (iv) The Combined Authority enters into a Funding Agreement with Homes England for expenditure of up to £20,269,110 from the West Yorkshire + Transport Fund, to be entered into once conditions are discharged.
- (v) The York Partnership agreement is reviewed and amended to ensure the funding to be paid to Homes England is treated as part of the £85,000,000 that was agreed for York.
- (vi) 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.

Conditions

13.3 That the promoter, Homes England, provide a report to the Combined Authority's PAT by 31 May 2022, to include:

- (i) evidence of cost certainty for the full scheme
- (ii) confirmation and evidence of the City of York Council contribution and funding has been approved and is available
- (iii) a benefits realisation plan and confirmation of the budget allocation
- (iv) evidence of licences and consents to carry out works from the National Railways Museum, Network Rail and the Millennium Green Trust
- (v) evidence of an approved tender for all Infrastructure Package 2 zones
- (vi) market analysis and demand evidence in relation to the scheme

14 Background Documents

14.1 None as part of this report.

15 Appendices

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

Appendix 2 – A62 to Cooper Bridge – Business Case Summary

Appendix 3 – York Central Access – Business Case Summary