
Report to:	West Yorkshire Combined Authority
Date:	23 June 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 schemes outlined in this report have come directly to the Combined Authority as they are seeking decision point 2 (strategic outline case) approval and delegation of authority to the relevant thematic committee to approve future change requests. 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 We will continue to stress test the schemes as part of scheme appraisal, given external factors such as the effects of COVID-19, supply chain issues, material costs and supply, which can impact on our schemes, costs, benefits and demand.

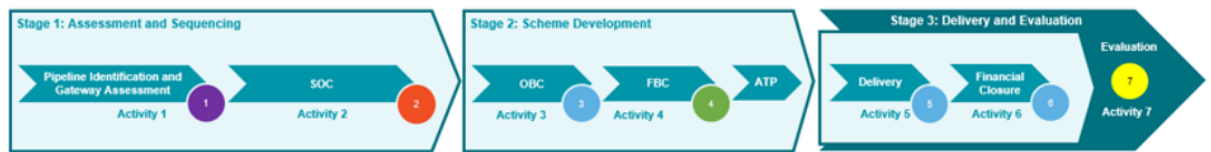
3. Tackling the Climate Emergency Implications

- 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 £202,285,495 when fully approved, of which £132,455,171 will be funded by the Combined Authority. A total expenditure recommendation to the value of £8,922,441 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 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

<p>West Yorkshire Zero Emission Bus Programme</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The West Yorkshire Zero Emission Bus programme will introduce between 179 and 245 zero emission electric buses to West Yorkshire, which will take the proportion of buses that are zero emission in West Yorkshire from 2% up to 19%.</p> <p>This will establish zero emission buses at a scale to support the regional target to become a net-zero carbon economy, reducing emissions and improving air quality in targeted areas.</p> <p>It will also improve the quality of buses operating in key areas, making bus use more attractive and lead to higher passenger numbers. In addition, the electrification of bus depots will also allow more electric buses to be introduced in the future.</p> <p>The programme is funded from the Zero Emission Bus Regional Area (ZEBRA) fund, Gainshare element of the Transforming Cities Fund (TCF) and the City Region Sustainable Transport Settlement (CRSTS) fund.</p> <p><u>Impact</u></p> <p>Across the three schemes, this programme has the potential to remove approximately 12,000 – 17,000 tonnes of carbon dioxide equivalent (CO₂e) emissions per year across the lifetime of the electric buses when compared with diesel equivalents</p> <p>Value for money for the programme is anticipated to be low - medium</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 4 (final business case).</p> <p>Total value of the scheme - £81,161,738</p> <p>Total value of Combined Authority funding - £49,565,171</p> <p>Funding recommendation sought - £0</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>Kirklees Year of Music</p> <p>Kirklees</p>	<p><u>Scheme description</u></p> <p>This is a year-long programme of musical events alongside three years of community projects.</p> <p>Kirklees has a rich and diverse musical history, from centuries of choirs, brass bands and orchestras to forging new, internationally renowned traditions and festivals of experimental music, electronic, folk, jazz, organs, sound systems, bagpipes and bhangra.</p> <p>The year of music will build on this history to enhance create opportunities to attract additional investment into the district, build new partnerships and increase the opportunities for working in the music industry within the region.</p> <p>The Kirklees Year of Music will introduce the music produced in the region to a wider audience, raising the profile of artists and their music. The positive impacts will be shared among all parts of the region, resulting from the hosting of events, both online and in person, which aim to be inclusive to all.</p> <p>The scheme is funded from the Gainshare fund.</p> <p><u>Impact</u></p> <p>This scheme has established the Green Music initiative and will align with best practice across the music industry including international ISO 20121 standards for event sustainability management and UN sustainable goals to reach net zero targets.</p> <p>The scheme is aiming to engage with an estimated 400,000 event attendees over the project duration plus 40,650 online engagements creating £6,518,186 in cumulative gross value added (GVA) impacts.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 1.93:1. This is categorised as high value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 to (business justification) and work commences on activity 5 (delivery).</p> <p>Total value of the scheme - £5,485,757</p> <p>Total value of Combined Authority funding - £850,000</p> <p>Funding recommendation sought - £850,000</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>A641 Bradford to Huddersfield Corridor</p> <p>Bradford, Brighouse, and Huddersfield</p>	<p><u>Scheme description</u></p> <p>The A641 corridor runs from the Huddersfield Ring Road in Kirklees to Odsal in Bradford, via Brighouse in Calderdale, covering approximately 8 miles.</p> <p>This scheme will focus on improving facilities for buses, walking and cycling by introducing new protected cycle lanes, new and improved pedestrian crossings, widened footways and new greenway routes for walking and cycling. New bus gates and bus lanes will improve travel times for bus users, and the Brighouse railway station and other public areas will be enhanced including improvements to access for buses, cycles and taxis.</p> <p>The scheme is funded from the West Yorkshire plus Transport Fund (WY+TF).</p> <p><u>Impact</u></p> <p>The scheme will improve access to local amenities by walking, cycling, or public transport, supporting an increase in pedestrian trips, cyclists, and bus users, reducing reliance on the car, leading to fewer car journeys and improvements to air quality.</p> <p>The initial value for money assessment places the scheme in the Poor category when assessed against the Department for Transport value for money criteria. However, indications are that the scheme will deliver significant active travel, bus, and safety benefits. A mix of savings and increases to journey times for motorists that lowers the BCR are in large part due to the improved pedestrian and cycling infrastructure. Further work will be undertaken during activity 4 (full business case) to improve traffic flow including optimisation of traffic signals.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £109,138,000</p> <p>Total value of Combined Authority funding - £75,540,000</p> <p>Funding recommendation sought - £8,072,441</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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Skills Connect
West Yorkshire

Scheme description

The scheme delivers a series of adult training courses, designed to support individuals to secure jobs which require a higher level of skills or to progress within their current employment.

The scheme supports businesses to employ, develop and retain well trained employees and supports them to meet the needs of their business by increasing productivity.

Courses are designed with input from employers, so they are aligned to specific sectors' needs and the content is aimed at Level 3 (equivalent to A-levels) and above. Courses are non-accredited, so that they can be truly responsive to the needs of employers, without being tied to specific qualifications.

The scheme's flexible way of delivering courses, means they can be quickly implemented to respond to labour market changes including changing unemployment numbers, skills shortages and emerging skills needs.

Courses are delivered by procured specialist training providers and take place in person, online or a blend of the two, dependent on the needs of the participants and course content. Training includes practical sessions, tutorials, mentoring and one-to-one support to ensure participants have the necessary support to progress.

This change request is seeking approval to broaden the group of people adult retraining is delivered to and the sectors it supports and to extend the delivery timeframe to March 2025.

The scheme is funded from gainshare funding to support the West Yorkshire economic recovery.

Impact

The scheme will respond to the ever-changing needs of the labour market by providing responsive and adaptable adult training for 4,500 people. The courses will support the removal of barriers and improve access to training, so that learners progress towards vacant employment opportunities. Engagement with local authority partners will ensure that provision is targeted at under-represented groups which will increase take-up of education and training from these groups and will be achieved by ensuring that training is fully accessible to all individuals, regardless of personal circumstances or needs.

Decision sought

Approval to the change request to broaden the group of people adult retraining is delivered to and the sectors it supports and to extend the delivery timeframe to March 2025.

Total value of the scheme - £6,500,000

Total value of Combined Authority funding - £6,500,000

Funding recommendation sought - £0

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

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

Project Title	West Yorkshire Zero Emission Bus (ZEB) Programme
Stage	1 (eligibility)
Decision Point	2 (strategic outline case)

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

Background

5.4 The West Yorkshire Zero Emission Bus scheme is part of a wider approach to addressing emissions from the region's bus fleet. It forms part of West Yorkshire's approach to addressing the climate emergency and contributing to the regional target to be net-zero carbon by 2038, with significant progress made by 2030. This programme will be funded from three separate funding

streams: the Zero Emission Bus Regional Area (ZEBRA) fund, Gainshare element of the Transforming Cities Fund (TCF) and the City Region Sustainable Transport Settlement (CRSTS).

- 5.5 The Combined Authority's State of the Region Report (2021) demonstrates that West Yorkshire is the UK's largest economy and population centre outside of London and generates five percent of England's total economic output - £69.6 billion. Outside of London, this makes for the largest city region economy in the UK. The economy within West Yorkshire is increasingly drawing highly skilled, knowledge intensive service sector workers, whilst retaining a strong tourism offer and outstanding cultural and leisure opportunities.
- 5.6 West Yorkshire is an interconnected region, made up large urban centres including Leeds and Bradford, whilst also being home to the cities and major towns of Huddersfield, Halifax, and Wakefield. Our cities and towns are strong economic players and are built on distinctive strengths from local communities, for example, the strength of manufacturing in Bradford, Huddersfield, and Wakefield. The region is also supported by a network of smaller towns and village.
- 5.7 Levels of commuting between districts are significant, and most commuting trips are contained within West Yorkshire with 90% of residents working within the area. Whilst a fifth of residents' travel to a work destination outside their home district, this is largely within West Yorkshire. Links to the wider City Region are also important, with flows between towns and cities such as Harrogate, Skipton and York also having strong commuter flows.
- 5.8 Bus patronage is in long term decline, and covid specific factors has caused major issues for the bus industry. By modernising the service and electrifying vehicles, the service will be revitalised, bringing new jobs and growth into the green sector.
- 5.9 The West Yorkshire Zero Emission Bus programme will result in a direct increase to the West Yorkshire fleet electrification, from 2% to up to 19%, which will lower emissions and bring high tech modern buses into operation. This will also improve bus patronage in key areas through improved service quality. Electrification of bus depots will also lay the groundwork for further electrification in the future.
- 5.10 The programme scope includes three schemes:
 - Phase 1: introduce 111 zero emission buses and associated infrastructure (bus fleet charging) on routes in Bradford, Leeds, and Wakefield through the Zero Emission Bus Regional Area (ZEBRA) funding.
 - Phase 2: introduce 8 zero emission buses and associated infrastructure in Calderdale and Kirklees funded through Gainshare TCF funding.

- Phase 3: introduce between 60 and 126 zero emission buses and associated infrastructure using City Region Sustainable Transport Settlement funding (CRSTS).
- 5.11 This scheme will support the delivery of the Strategic Economic Framework through tackling the climate emergency, creating efficient transport infrastructure to connect communities and delivery zero emission buses. The scheme also supports the West Yorkshire Climate and Environment Plan 2021-2046 as it reduces carbon emissions and commits to decarbonising the bus network.
- 5.12 A summary of the scheme's business case and location map for phase 1 and 2 is included in Appendix 2.

Tackling the Climate Emergency Implications

- 5.13 The programme will introduce between 179 and 245 zero emission buses to West Yorkshire, which will take the proportion of buses that are zero emission in West Yorkshire to between 14% and 19%. This will establish zero emission buses at scale to support the regional target to become a net-zero carbon economy, reducing emissions and improving air quality in targeted areas. This supports the delivery of the Mayoral Pledge to tackle climate change, as well as the delivery of the West Yorkshire Transport Strategy, West Yorkshire Bus Strategy and Bus Service Improvement Plan.
- 5.14 Across the three schemes, this programme has the potential to remove between 12,000 – 17,000 tonnes of carbon dioxide equivalent (CO₂e) emissions per year across the lifetime of the electric buses when compared with diesel equivalents. Further work will be undertaken to calculate detailed carbon savings in the individual scheme business cases.

Outputs, Benefits, and Inclusive Growth Implications

- 5.15 The scheme outputs and benefits include:
- Delivery of between 179 and 245 zero-emission buses with supported infrastructure by 2025.
 - Improvements to air quality in targeted areas by 2025.
 - Potentially remove approximately 12,000 – 17,000 tonnes of carbon dioxide equivalent (CO₂e).
 - One of the region's major bus operators has created a new green apprenticeship programme to focus on green technology and the electric side of the business.
- 5.16 A value for money assessment was undertaken for the ZEBRA bid as part of the submission to the Department for Transport. Given the work undertaken on Phase 1, it is anticipated value for money of the programme will be medium to low. Phases 2 and 3 of this programme are still at the scheme design stage and as such, the programme value for money will be reassessed as schemes develop. Value for money assessments for phases 2 and 3 will follow a similar

model and will be covered part of project development for the individual projects of the Zero Emission Bus (ZEB) programme. Each business case will be assessed to ensure value for money is achieved

5.17 Delivery of this programme will help achieve the national objective and the West Yorkshire SEF priority of inclusive growth by:

- Significantly increasing zero emission buses particularly in urban areas where air quality is at its poorest. In 2016, the Public Health Outcomes indicator for air pollution showed that poor air quality in West Yorkshire accounts for 1 in 20 deaths.
- Prioritising converting routes which will bring the greatest environmental and emission benefits, which includes areas with air quality challenges. Deprived communities are directly more vulnerable to the impacts of poor air quality.
- Invest in buses that improve the customer offer, targeting deprived areas and promoting the levelling up agenda.

Equality and Diversity Implications

5.18 An Equality Impact Assessment (EqIA) has been completed for this scheme. The programme will improve accessibility to public transport through the introduction of modern buses and increased spaces for wheelchairs and prams (at least 2 spaces per bus). The buses will also have audio and visual announcements and real time travel information for improved user experience.

5.19 The EqIA analysis has shown that there is a potentially negative impact on people with a disability and their carers as electric buses are quieter than diesel/ petrol buses and pedestrians with hearing and/or sight differences may not recognise the buses non-traditional sound. To mitigate against this, engagement has commenced with disability and accessibility groups on the best way to raise awareness along with identifying other mitigations that may be required.

Risks

5.20 The scheme risks include:

- Due to delays in procurement, or inability for the market to deliver, vehicles and infrastructure cannot be manufactured or delivered within the project timescales. This will be mitigated by continued engagement with bus operators.
- Due to slow recovery from pandemic operators have less resource and are unable to invest in new vehicles. This will be mitigated by continued engagement with bus operators.
- Due to not being able to secure sufficient guarantees from manufacturers on the quoted price or performance of zero emission buses, the manufacturer may increase prices, or a change in supplier or change in

vehicle specification may occur. This will be mitigated by engagement with a range of manufactures.

Costs

- 5.21 The total scheme cost for the programme is £81,161,738. This is comprised of £49,565,171 from Combined Authority funds (Zero Emission Bus Regional Area (ZEBRA) fund, Gainshare element of the Transforming Cities Fund (TCF) and the City Region Sustainable Transport Settlement (CRSTS)) and £31,596,567 from private sector match funding.
- 5.22 At Strategic Assessment, development costs of £50,000 were approved to be released for development of the programme. No further development funds are requested as part of this SOC.
- 5.23 The proposed projects have a total cost as follows:
- Phase 1: £56,161,738
 - Phase 2: £4,000,000
 - Phase 3: £21,000,000

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case) Phases 1, 2 and 3	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	23/06/2022
4 (full business case) Phase 1	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
4 (full business case) Phases 2 and 3	Recommendation: Choose an item. Decision: Transport Committee	To be determined in Ph1 FBC
5 (delivery) Phase 1	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/03/2024
5 (delivery) Phases 2 and 3	Recommendation: Choose an item. Decision: Combined Authority's Director of Delivery	To be determined in Ph1 FBC

Other Key Timescales

- 5.24 The timescales for the phases 2 & 3 have not yet been determined. These will be confirmed in the Phase 1 full business case.

Assurance Tolerances

Assurance Tolerances
Combined Authority costs remain within +10% of those outlined in this report
Delivery (DP5) timescales remain within 6 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report.

Appraisal Summary

- 5.25 This scheme will support the delivery of the Strategic Economic Framework through tackling the climate emergency, creating efficient transport infrastructure to connect communities and delivery zero emission buses. This programme aligns with the Mayor's pledges to bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses and tackling the climate emergency and protecting our environment.
- 5.26 The introduction of new vehicles will support equality and diversity as the vehicles will be modern and designed to meet customer needs, be fully accessible and deliver a more inclusive bus network.
- 5.27 All parties delivering this programme have committed to delivering zero emission buses. The three project phases will be scoped and confirmed as they proceed through the assurance process.

Recommendations

- 5.28 The Combined Authority approves that:
- (i) The West Yorkshire Zero Emission Bus (ZEB) programme proceeds through decision point 2 (strategic outline case) and work commences on activity 4 (full business case).
 - (ii) An indicative approval to the Combined Authority's contribution of £49,565,171 is given. The total programme cost is £81,161,738.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Kirklees Year of Music 2023
Stage	1 and 2
Decision Point	2 to 4 (business justification)

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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.29 The Kirklees Year of Music 2023 (KYOM23) will be funded by the Combined Authority's Gainshare Fund as part of the gainshare funding envelope for the Combined Authority's Investment Priority 6: Culture and Creative Industries. This investment priority aims to recognise and develop the role Culture plays in supporting the visitor economy, thereby maximising the potential for cultural and creative businesses and their supply chains and increasing employment into the sector.
- 5.30 In addition to supporting the music festival events, where 400,000 people are expected to attend over the course of the year, this funding award will also enable wider long term work within the community. One of the festival's key aims is to use the year of musical events to kick start a series of programmes that will continue after the festival has finished. Projects and events will reflect and engage with the diverse communities that make up and contribute to the region.
- 5.31 There are two programmes aimed at young people. The first, Music of Tomorrow, will work with young people away from formal settings such as schools and will focus on developing skills and providing music industry experience. It has been developed after consultation with 640 young people from Kirklees during March /April 2022, and by the community interest company (CIC) Conscious Youth. KYOM23 will lead a supported programme of talent development with industry training for 300 young people. After the year of music has finished, this programme will continue and be expanded, giving the next generation of music makers in Kirklees the knowledge and skills to establish a career in the sector.
- 5.32 The second is the KYOM23 Young People's Programme which will run in formal settings such as schools. It will address inequalities and gaps in

provision in a number of ways including providing teachers at all levels with continuing professional development, free teacher/learning music resources, large-scale singing, access to instruments and a 'going to live gigs' initiative. It aims to reach 50% of the Kirklees population of aged up to 25 years old.

- 5.33 The volunteering futures programme is for 16-25 year old facing multiple challenges. It will provide workplace skills and experience in roles created by KYOM23 across the creative industries sector. This will include event support and delivery, co-production, governance, advocacy, and digital support / remote volunteering. Training of between two and ten days will be provided to ensure the safe and professional running of events and that the experience is valuable for those seeking a career in the creative industries, and increased work confidence.
- 5.34 The music industry project aims to support the region's post-covid recovery, build resilience and identify access routes into and enable people to have a viable music career whilst living in Kirklees in addition to opening up necessary supply chains. It will train and inform people in a wide range of subjects including how to monetise streaming and digital, how to engage beyond core music sectors such as film, TV and gaming and understanding the legal aspects of contracts and music rights. All industry training workshops will be streamed to include those that would not otherwise be able to attend. In addition, music industry representatives will be brought to the region to meet local musical talent in the district.
- 5.35 KYOM23 has in place a strategic engagement programme with We Are Unlimited, a national arts organisation that works with talented artists that happen to be disabled. In collaboration with them KYOM23 will commission and offer support for new music artworks and projects created by disabled artist led organisations from the district. This will identify and support and invest to showcase often overlooked talent. This will create further opportunities for local musical artists on a local and national level.
- 5.36 Also included are programmes that focus on health and wellbeing. KYOM23 will create workplace staff initiatives with particular attention paid to NHS workers as well as young people with mental health conditions will and members of the public experiencing cognitive decline. Initiatives will include developing creative care plans and social prescribing of music, for example singing in local choirs. Site-specific concerts and events will help to tackle isolation and build active musical communities. Activities will also be aimed at those with dementia, for whom music has been shown to have many positive effects, including reducing anxiety and depression and enhancing quality of life.
- 5.37 This scheme received indicative approval for funding of up to £850,000 at the Combined Authority on 17 March 2022. This project also received support from the Culture, Arts and Creative Industries Committee on 16 March 2022.
- 5.38 A summary of the scheme's business case is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 5.39 KYOM23 has established the Green Music (This is the Place) initiative and will align with best practice across the music industry, through adherence to international ISO 20121 standards for event sustainability management and UN sustainable goals to reach net zero targets.
- 5.40 Kirklees Council has a focus on the Climate Emergency, and relevant departments are assisting in the development of tool kits and other information to support our partners to consider more environmentally sustainable practices.
- 5.41 Carbon savings / increase per year could not be calculated at this time as the number of events is currently unknown and dependent on what funding streams are secured. The carbon impact of the scheme will be monitored throughout and a full carbon impact assessment will be completed as part of the scheme evaluation.

Outputs, Benefits and Inclusive Growth Implications

- 5.42 The scheme outputs and benefits include:
- Contribution to the facilitation of the main music festival programme and wider community projects.
 - An estimated 400,000 in person event attendees, of which it is anticipated that 10% will be from outside the West Yorkshire region, and up to 3% will be international visitors.
 - An estimated 40,650 online engagements over the course of the Year Of Music. Approximately 4,870 volunteering opportunities created, with 200 young people taking part in the Volunteering Future project.
 - 25 young people receive training and experience through the children and young people programme
 - 11 full time equivalent jobs supported.
 - 14 full time equivalent jobs within the Combined Authority labour market.
- 5.43 The benefit cost ratio (BCR) for this scheme is 1.93:1 which is classed as high value for money.

Equality and Diversity Implications

- 5.44 KYOM23 will ensure inclusivity and representation through Inclusion Impact assessments on projects in line with Kirklees Council's Inclusion Strategy 2021 – 2023. These tools ensure that considerations are made to remove barriers for communities to engage, experience and participate.
- 5.45 A Public Sector Equality Duty assessment (PSED) has been undertaken as part of the business justification report. This plan explores what measures are in place for protected characteristics and is a suitable equivalent to the Combined Authority's Equality Impact Assessment (EQIA). It ensures

appropriate measures are in place for protected characteristics. The process of assessment will continue to be assessed as the scheme is developed.

- 5.46 To ensure inclusivity through representation KYOM23 has created a collective of informal working groups that represent the range of communities in Kirklees. This representation is also reflected in the membership of the governance board.
- 5.47 Kirklees Council will ensure that all documents and online information is accessible to all, is compliant with the Equality Act 2010 and all legislation regarding digital accessibility.

Risks

- 5.48 The key scheme risks and mitigations include:
- Insufficient funds – KYOM23 is in the process of bidding for external funding. There is a risk that not all the expected funding will be awarded resulting in insufficient funds to deliver all the project goals. This will firstly be mitigated by the project's early engagement with funding bodies and engaging expert help for funding applications. Secondly, the number of festival events can be scaled up or down to fit with the level of funding that is available.
 - Delays in funding– Delays to the release of funds or from partner organisations will delay project delivery. This will be mitigated by detailed project planning and governance in place and open dialogue between all parties so that any issues can be identified and resolved quickly.

Costs

- 5.49 The total scheme costs are £5,485,757.
- 5.50 The Combined Authority's contribution is £850,000 which will be funded from the Gainshare Fund.
- 5.51 Other public sector funding:
- Secured funding:
 - £1,995,800 from Kirklees Council
 - £40,000 from Arts Council England project grants
 - £200,000 from Dewsbury Town Fund Investment Plan
 - £124,957 from Department for Digital, Culture Media & Sports VOL Futures
 - Funding pending full approval:
 - £1,250,000 from Arts Council England Place and National funds
- 5.52 Private Sector Funding

- Secured Funding
 - £30,000 - We Are Unlimited
 - £30,000 - Opera North
- Funding pending full approval
 - £220,000 - Youth Music
 - £225,000 - One Community Foundation
 - £110,000 – Paul Hamlyn

5.53 A further £410,000 will be bid for from a variety of private sector sources

5.54 The full project cost of the KYOM23 and continued community projects is £5,485,757 of which £2,420,757 has been secured. The remaining £2,655,000 is subject to pending funding applications. The remaining costs of £410,000 has had target funding identified and applications are being prepared.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 to 4 (business justification)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	23/06/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2024

Other Key Timescales

- Start of delivery – 31/10/2021
- Completion of delivery – 31/03/2024
- Project Evaluation – 30/06/2024

Assurance Tolerances

Assurance tolerances
<p>Combined Authority costs remain within +0% of those outlined in this report.</p> <p>Delivery (DP5) timescales remain within 3 months of those outlined in this report.</p> <p>Outputs remain within -10% of those outlined in this report</p>

Appraisal Summary

- 5.55 Overall, the scheme appears well developed and robustly planned with the necessary resources in place. Further information would be beneficial, surrounding the carbon impact of the scheme.
- 5.56 It is clear that the project aligns with Local Authority, Combined Authority and national policies, procedures and priorities and that there is a strong strategic fit. The economic and management cases have been well developed and clearly presented.
- 5.57 The project has social value, inclusive growth, and participants of all diverse demographics at the centre of its development and delivery.
- 5.58 A main concern to the appraiser is that that the majority of funding is yet to be secured. The appraiser is aware that detail has been provided around what workstreams would be viable should certain funding sources not be awarded. However, the risk of not securing funding and therefore reducing outputs, benefits and the benefit cost ratio could reduce the value for money of the Combined Authority's investment and appears a severe risk to successful project delivery.

Recommendations

- 5.59 The Combined Authority approves that:
- (i) The Year of Music 2023 scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (Delivery).
 - (ii) Approval to the Combined Authority's contribution of £850,000 is given. The total scheme value is £5,485,757.
 - (iii) The Combined Authority enters into a funding agreement with Kirklees Council for expenditure of up to £850,000.
 - (iv) 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 Culture, Sports, Arts and Creative Industries Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	A641 Bradford to Huddersfield Corridor
Stage	2 (development)
Decision Point	3 (outline business case)

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

Background

- 5.60 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.
- 5.61 The A641 corridor runs approximately 8 miles from Huddersfield Ring Road in Kirklees to Odsal in Bradford, via Brighouse in Calderdale. The corridor is part of the West Yorkshire Key Route Network, connecting the Spatial Priority Areas (SPA) of Bradford, Brighouse, and Huddersfield. SPAs are areas identified as strategic areas for growth opportunities and for wider policy priorities including regeneration and urban renewal, and economic and environmental resilience.
- 5.62 This busy section of the A641 is also home to over 90,000 residents, 200 businesses, 100 places for leisure, 40 places of education, and 6 parks. For these communities' access to public transport and provision for walking and cycling are limited and of poor quality and the roads are heavily used and congested. Improvements to local centres will aim to reduce levels of traffic and to reduce traffic speed and to make improvements to public spaces including the planting of trees and new sustainable drainage systems.
- 5.63 This scheme will create new protected cycle lanes, new and improved crossings and widened footways and create new greenway routes for walking & cycling. Public transport will be improved by the creation of new bus gates and bus lanes. Accessibility at Brighouse rail station will be improved for bus, cycles and taxis in addition to improvements to lighting and the public space.,

- 5.64 The A641 scheme will also build two access roads to allow housing development at Thornhills Garden Village and Woodhouse Garden Village housing sites in Brighouse. It is planned that approximately 3000 new homes will be built across both sites.
- 5.65 A summary of the scheme's business case and location map is included in **Appendix 4**.

Tackling the Climate Emergency Implications

- 5.66 This scheme supports ambitions of Clean Growth and tackling Climate Emergency by improving opportunity to make local trips by foot, cycling, or public transport instead of the car.
- 5.67 In its assessment of the scheme's impact on greenhouse gases, it does forecast an increase of 56,120 tonnes of carbon dioxide (tCO₂e) over 60 years. This is mainly because this scheme focuses on adding facilities such as cycle and bus lanes which will result in longer journey times for motorists. The promoter will work to reduce this as far as possible as part of developing and planning construction works.
- 5.68 Further work will be done towards biodiversity net gain for this scheme, which aims to leave the natural environment in a measurably better state than it was before.

Outputs, Benefits, and Inclusive Growth Implications

- 5.69 The scheme outputs, benefits, and inclusive growth include:

Outputs

- 5.2 km of high-quality on-road cycle routes with segregation from traffic
- 8.7km of new greenway routes for walking and cycling
- 10.5km of quiet routes for cycling and walking
- 3.2km of new/improved walking and cycling paths
- Over 100 new crossings and 25,000m² of new or improved footways
- Replacement of an existing subway with a new road level crossing
- Over 65 continuous footways at side roads
- 9 bus priority gates
- 1.5km of new bus lanes
- 48,000m² of new or improved public realm
- A new rail station gateway at Brighouse
- A mobility hub at Brighouse rail station
- 100 new cycle parking stands
- 3 cycle parking shelters

- A new river crossing in Brighouse to facilitate for all modes
- 11 junction improvements for all users
- New access roads (4.3km) capable of facilitating all modes to planned housing sites, projected to deliver in the region of 3000 new homes
- Removal of on-street parking north of Brighouse
- Creating formalised parking spaces between Fartown and Willow Lane
- A biodiversity net gain including increased sustainable drainage (SUDS) and trees
- 150 new signs
- 10 new wayfinding boards

Benefits

- 5.70 This scheme will increase the number of journeys taken by walking or cycling by 2030 compared to the start of construction in Summer 2023. This will include:
- At least a 20% increase in footfall in Brighouse town centre
 - 300% increase in cycling between Bailiff Bridge and Brighouse town centre
 - 10% increase in bus use along this stretch of road.
 - 20% increase in arrivals by walk, cycle and bus at Brighouse rail station
 - 10% increase in arrivals by walk and cycle at Low Moor and Deighton stations
- 5.71 Bus journey times between Willow Lane to Abb Scott Lane) will be reduced by 15%, (approximately 15 minutes) during peak times within 6 months of work finishing when compared to before construction starts in summer 2023.
- 5.72 Improved access for residents to jobs, places of education, and other local destinations
- 5.73 Improvements to the environment and quality of life for residents will include:
- Reducing noise at noise sensitive properties within the Brighouse area.
 - Reduce the traffic in Brighouse town centre, including the listed Anchor Bridge by 50%.
 - Improve air quality within the Brighouse Air Quality Management Area (AQMA) to below the air quality objective of 40µg/m³.
- 5.74 Improved safety for pedestrians and cyclist along the routes and junctions improved as part of this scheme, resulting on no pedestrian or cyclist deaths in the 5 years after completion of all works.

- 5.75 This scheme has a Benefit Cost Ratio (BCR) of 0.68:1, which is classed as poor value for money (VfM) using the Department for Transport's VfM criteria. When assessed with the increase in land value that the access at Thornhills and Woodhouse Garden Village developments this rises to 1.12:1 which is classed as low VfM.
- 5.76 This scheme will help to reduce social inequality by improving access along this stretch of road to key sites and local destinations. A Distributional Impact Assessment has been carried out and concludes that scheme disbenefits will be equally shared across all income groups, whilst improvements to walking and cycling facilities will largely benefit people living in areas with higher social inequality.

Equality and Diversity Implications

- 5.77 An Equality Impact Assessment (EqIA) has been carried out as part of the development of this scheme. By building continuous footways, new and improved crossings, and new and improved greenways, it will make it easier to move around for everyone, particularly for those with limited mobility such as older people, people with a disability, and women during pregnancy. Additionally, the scheme will create green and healthy streets improving the quality of life, and slow down highway traffic to improve safety.

Risks

- 5.78 The scheme risks and mitigations include:
- Additional unforeseeable flood alleviation work may be needed which will need engagement with the Environment Agency (EA), redesign work and additional technical assessment and approvals. This would cause project delays. This has been mitigated by early and continuing liaison with the Environment Agency and the flood alleviation scheme.
 - Removal of residential parking necessary to make improvements in walking and cycling provision is not supported by local resident. This is being mitigated by early engagement and on-going and advanced warning of construction works and of no parking zones.

Costs

- 5.79 The total forecast scheme cost is £109,138,000.
- 5.80 At the Combined Authority on 25 June 2020 this scheme previously gained indicative approval for total Combined Authority scheme cost of £75,540,000 from the West Yorkshire plus Transport Fund (WY+TF) and £144,000 has been approved from the Transforming Cities Fund. To date development costs of £2,785,000 has been approved.
- 5.81 The remaining £33,454,000 will be funded by Calderdale Council.
- 5.82 This outline business case seeks approval of an additional £8,072,441 from the WY+TF to progress to full business case (FBC), taking the total approval

to £10,857,441. This will be used for ongoing development costs, the acquisition of land and for pre-construction monitoring.

- 5.83 The Combined Authority will need to enter into an addendum to the existing Funding Agreement with Calderdale Council for expenditure up to £10,857,441.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	23/06/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	28/09/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	26/01/2024
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	26/04/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	24/12/2025

Other Key Timescales

- 5.84 Timescales for key project milestones:

- Preparation works including surveys etc. – March 2022 to July 2022
- Public engagement and further consultation – July 2022 to July 2023
- Land purchase and processes – July 2022 to March 2024
- Pre-construction surveys – by July 2023
- Secure planning consents and third party licences – July 2023 to March 2024
- Detailed Design – July 2023 to March 2024
- Traffic Regulation Orders – July 2023 to March 2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report.
Delivery (DP5) timescales remain within 6 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report

Appraisal Summary

- 5.85 Following decision point 2 approval (strategic outline case), the promoter has evidently taken steps to develop a scheme that better meets strategic priorities of clean growth. This is supported by the economic case which highlights that the preferred option will bring considerable active mode, bus user and safety benefits and unlock two development sites (yielding LVU benefits too), significantly improving accessibility and reducing severance. The scheme is therefore well placed to meet its intended strategic objectives, and this should be considered alongside its VfM classification.
- 5.86 The management case sets out a robust governance structure which should facilitate close working between Calderdale, Kirklees, and Bradford, however it does reflect several constraints and risks, notably the acquisition of a high number of land parcels of which 31 are likely to need CPO, and the securing of several Planning consents and third-party licenses. To mitigate against the risk of programme delay, the promoter is considering a phased FBC approach. This appears sensible but before any phasing plan is committed to, engagement with the Combined Authority's Portfolio Management & Appraisal (PMA) is recommended.
- 5.87 Similarly, whilst a reasonable level of detail has been provided in the financial case including a detailed quantified risk assessment (QRA) and breakdown of development costs, it is important that the scheme carries out further roof tax modelling assessments alongside on-going landowner and developer negotiations and secures approval to its commercial income strategy via the SPD to satisfy scheme affordability (a S106 agreement with developers on the terms of receiving commercial income prior to Planning submission being granted for the relevant phase of funding).
- 5.88 In terms of the commercial case, it presents a well-considered procurement and contract management strategy, including the appointment of Galliford Try initially as an ECI (early contractor involvement) which should benefit scheme buildability and cost accuracy.

Recommendations

- 5.89 The Combined Authority approves that:
- (i) The A641 Bradford to Huddersfield Corridor scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).

- (ii) Indicative approval to the Combined Authority's contribution of £75,540,000 is given. The total scheme value is £109,138,000.
- (iii) Additional development costs of £8,072,441 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £10,857,441
- (iv) The Combined Authority enters into an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £10,857,441
- (v) 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.

Projects in Stage 3: Delivery and Evaluation

Project Title	Skills Connect
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 5)

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

- 5.90 This scheme is currently in delivery and is funded by £6,500,000 from gainshare to support the West Yorkshire economic recovery.
- 5.91 In November 2020, the Combined Authority agreed £13,500,000 in principle to extend two existing Combined Authority programmes, to help 10,000 newly unemployed people retrain and find work, as part of the funding priorities for economic recovery, in the response to the COVID-19 pandemic. One of the programmes, [re]boot, which delivered adult training, was later given approval for £6,500,000 by the Investment Committee in February 2021.
- 5.92 Following the February 2021 approval, development of the programme extension continued alongside delivery of the original European Social Fund (ESF) funded [re]boot programme. During the development, five workstreams (or lots) were identified as priority areas for employment growth across West Yorkshire at the time: digital, technical (including construction, engineering, manufacturing and green), health and social care, graduates, and those at risk of redundancy. The adult skills framework was also set up, by procuring specialist training providers, to deliver training across the workstreams. Delivery has started on three of the workstreams and 100 people have enrolled on courses to date.
- 5.93 The scheme delivers non-accredited, employer-endorsed adult training courses designed to support individuals to access higher level employment opportunities or to progress within their current employment.
- 5.94 The scheme aligns to and supports the achievement of the Mayor's pledges; 1000 well paid jobs for young people, prioritise skills and training to ensure

everyone has the skills they need to secure work, and support local businesses and be a champion for our local economy. The scheme supports Investment Priorities 1, Good Jobs and Resilient Businesses and 2, Skills and training for people and the Employment and Skills Framework which sets out the strategic priorities and actions for employment and skills in West Yorkshire.

- 5.95 Courses are designed with input from employers, who provide intelligence around sector-based skills shortages and support individuals to be in a position to take up opportunities within their organisation or sector. The scheme therefore supports businesses to employ, develop and retain well trained employees meeting the needs of their business / sector and increase productivity.
- 5.96 Courses are delivered at Level 3 (equivalent to A-levels) and above by procured specialist training providers, with input from employers, and take place in person, online or a blend of the two, dependent on the needs of the participants and course content. Training includes practical sessions, tutorials, mentoring and one-to-one support.
- 5.97 Courses complement the Combined Authority's Adult Education Budget (AEB) funded provision which will be used as a "stepping stone" for individuals to progress and are delivered in a flexible way so they can be quickly implemented to respond to labour market changes including changing unemployment numbers, skills shortages and emerging skills needs.
- 5.98 ESF funding for the original [re]boot programme ended in March 2022, and with the changes in West Yorkshire's labour market, new, emerging skills priorities and the securing of funding from the Department for Education for the recently approved Skills Bootcamps, the Combined Authority has reviewed its adult training provision and is seeking approval for changes to the original £6,500,000 [re]boot extension, now known as Skills Connect, the brand used externally for Combined Authority adult skills programmes, and its delivery timeframes.

Proposed changes to scheme delivery

- 5.99 The scheme is seeking approval to broaden the focus of the 'at risk' workstream. This workstream was originally designed to support individuals at high risk of redundancy as a result of the COVID-19 pandemic.
- 5.100 Forecasts predicted a worst-case scenario that unemployment could increase by 30%, requiring the need to plan provision accordingly. However, far fewer people were made redundant than expected, following the end of the government's furlough scheme.
- 5.101 The overall adult retraining offer can support and target recently unemployed people, but to be truly responsive to the needs of the changing economy and labour market, it is necessary to broaden the offer of the 'at risk' stream, wider than individuals who have been made redundant.

- 5.102 Approval is now sought for the scheme to deliver adult retraining which focusses on meeting the needs of specific groups of people, for example refugees and people with special educational needs and disabilities and other sectors not covered in the original programme, for example in the creative and cultural sectors. Despite Skills Connect having an inclusive growth focus, there is a need to target provision to particular groups which are most distanced from the labour market. Some groups, for example, are significantly less likely to undertake job-related training than others, with a potential impact on prospects for pay and progression. Broadening the 'at risk' workstream would give the scheme flexibility to provide tailored support, by adapting training, to respond to the needs of specific groups. This part of the scheme will also test small pilot courses which can then be scaled up if successful. Groups to support will be determined by intelligence gathered through Combined Authority and local authority colleagues.
- 5.103 Broadening the offer will allow the scheme to continue to support the economic recovery but will also allow the Combined Authority to provide a targeted response to the needs of specific groups of individuals and sectors as they emerge.

Extension of Delivery Timeframe

- 5.104 The scheme is also seeking approval to extend the delivery timeframe from March 2023 to March 2025.
- 5.105 The current phase of the DfE funded Skills Bootcamps will be delivered from May 2022 to March 2023. The approval to extend Skills Connect's delivery timeframe to March 2025 will prevent a "cliff edge" of funding for higher-skills level training in March 2023, meaning delivery of adult retraining can continue.
- 5.106 The extension will allow the Combined Authority to build on the key strengths of the adult skills framework, previous delivery of the Skills Bootcamps and to enhance the current offer, flexing this over a longer period of time based on the continued needs of the labour market and will provide a continued skills offer for both residents and businesses in West Yorkshire.
- 5.107 All other elements of the original programme extension scheme remain the same and all proposed changes will be undertaken within the existing £6,500,000 funding allocation.

Tackling the Climate Emergency Implications

- 5.108 The scheme tackling climate emergency implications are:
- The government's Green Jobs Taskforce defined a green job as 'employment in an activity that directly contributes to - or indirectly supports - the achievement of the UK's net zero emissions target and other environmental goals, such as nature restoration and mitigation against climate risks.' Estimates show that West Yorkshire has the potential to create over 40,000 good, new, high skilled jobs in the green economy by 2030. Adult training courses linked to green skills will ensure

that individuals have a clear introduction into the sector and will be available for individuals aged 19+, contributing to the Mayoral pledge of 1000 well paid skilled green jobs for young people.

- Provision of short, responsive funded courses will contribute to the creation of a pipeline of people with green skills
- Skills Connect courses help build the local skills base for the future by focusing on skills that may be required through a variety of sectors/roles in the future, and clear line of sight to sustainable job roles
- Support for people with legacy skills is essential particularly in high carbon roles that will be phased out, so an adult re training past March 2023 is crucial to ensure a skilled pipeline of future talent for sustainable job roles
- All suppliers and sub-contractors responsible for the delivery of all Skills Connect courses are and will continue to be required to demonstrate a commitment to tackling the climate emergency as part of their social value commitments. The commitments made by each of the suppliers and sub-contractors will be reviewed and discussed at monthly contract review meetings as a standing agenda item.
- Skills Connect includes a retrofit training programme through the Community Renewal Fund which is to be delivered in June 2022 to Bradford residents. This is seen very much as a pilot and if the evaluation and learner outcomes prove positive it will be scaled up for delivery up to, and beyond March 2023.

Outputs, Benefits, and Inclusive Growth Implications

5.109 The scheme outputs and benefits include:

- retraining 4,500 adults up to March 2025
- responding to the ever-changing needs of the labour market by providing responsive and adaptable training aligned to labour market need.
- supporting individuals from underrepresented groups to access bespoke training, targeted and specific need.
- providing the opportunity for a more flexible approach to retraining that is not currently available but is valued by employers
- enabling flexible, modular learning to add on to existing provision, where there is employer need but no existing provision.
- Supporting those who are newly unemployed or at risk of redundancy, currently furloughed or looking to change or transition into a new career in key sectors with potentially more secure employment and opportunities for progression.
- removal of barriers through adapting training to meet individuals needs
- supporting individuals from underrepresented groups to access bespoke training to meet their specific needs.

Equality and Diversity Implications

5.110 The scheme equality and diversity implications are:

- courses will support the removal of barriers and improve access so that learners progress towards higher levels of learning
- increased participation from under-represented groups in the take-up of education, achieved through ensuring the training is fully accessible to all individuals, regardless of personal circumstances or needs.
- all suppliers and sub-contractors on the programme will be targeted to work with individuals who are disadvantaged in the labour market and will actively target women, BAME communities and individuals who have been disproportionately affected by the pandemic. To date, Skills Bootcamps (which form part of the overall Skills Connect programme) graduates are 33.2% female and 36.7% from BAME communities.

5.111 An Equality Impact Assessment (EqIA) for the Skills Connect programme has been completed

Risks

5.112 The scheme risks include:

- Additional procurement exercises will be required to procure no more than three, multi-supplier frameworks in order to deliver the new 'at risk' workstream / lot. The management of both the procurement process and also future mini competitions to award call-off contracts would result in additional resource requirements within the Employment and Skills Service. This will be mitigated by a consolidation exercise of current delivery and staffing to ensure that there is necessary resource in place.
- Underperformance of contractors leads to targets not being met or courses delivered are not at the required standard, mitigated by weekly performance monitoring, with corrective action taken quickly, monthly contract review meetings and initiation of contract management processes to improve performance if required.
- Training providers are unable to extend their delivery period by two years mitigated by the Employment and Skills Service continuing to manage relationships with training providers to ensure that they are able to deliver over the extended period. Relationships with lead providers are strong and an extension of the delivery period would be welcomed by partners delivering through the Adult Skills Framework.
- Lack of employer engagement, mitigated by evaluation of training providers employer engagement levels at procurement stage and monitored throughout the contract. Combined Authority staff actively engage in employer networking to ensure that information is acted on.

Costs

5.113 The total scheme costs are £6,500,000.

- 5.114 The Combined Authority's contribution is £6,500,000 from gainshare for the West Yorkshire Economic Recovery.
- 5.115 The Combined Authority agreed £13,500,000 in principle to extend two existing Combined Authority programmes, to help 10,000 newly unemployed people retrain and find work, one of which was the European Social Fund (ESF) funded [re]boot programme.
- 5.116 The Investment Committee subsequently approved £6,500,000 in February 2021 for the [re]boot extension, following submission of a change request. The approval took the total scheme value to £9,645,000 and the Combined Authority's contribution to £9,370,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 5)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	23/06/2022
5 (delivery closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2025

5.117 Other Key Timescales

- August 2022 - Delivery of fourth workstream (digital) starts
- January 2022 - Delivery of 'at risk' workstream starts
- March 2025 – Scheme end date Scheme end date
- September 2025 - Scheme evaluation

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those outlined in this report Delivery (DP5) timescales remain within 3 months of those outlined in this report Outputs remain within -10% of those outlined in this report

Appraisal Summary

- 5.118 Strong strategic case for the scheme overall, providing a flexible programme that is able to respond to the changing employment and skills needs of West Yorkshire, which is not constrained by the criteria set for other funding sources.

- 5.119 The scheme aligns to and supports the achievement of several of the Mayor's pledges, Investment Priorities 1, Good Jobs and Resilient Businesses and 2, Skills and training for people and the Employment and Skills Framework.
- 5.120 The scheme was originally extended as a direct response to West Yorkshire Economic Recovery and although the levels of unemployment as a result of COVID-19 pandemic were not as expected, the business justification case demonstrates the continued need for a flexible approach to adult retraining.
- 5.121 The case has been made for broadening the scheme's focus to include specific groups and sectors not covered in the original extension. The rationale for extending the delivery timescales by two years, appears reasonable, with reassurances sought during the appraisal process that no additional funding would be sought over and above the £6,500,000 already allocated.
- 5.122 Through the appraisal process questions were raised about the scheme's ability to meet the target of 4,500 individuals being enrolled on courses by March 2025, given only 100 people have been enrolled since the extension was approved in February 2021. The vast majority of development work has now been undertaken, an adult skills procurement framework has been established, and three of the workstreams are now in delivery, with the fourth (digital) due to start delivering in July / August. Only limited work is now needed to ensure delivery of the broadened 'at risk' element by January 2022, so this gives reassurance that this target is achievable now those foundations are in place.
- 5.123 Robust contract management is in place, with dedicated Employment and Skills contract officers in place to regularly monitor performance and take remedial action where required.

Recommendations

- 5.124 The Combined Authority approves:
- (i) The change request to the Skills Connect scheme to broaden the group of people that adult retraining is delivered to, and the sectors it supports, and to extend the delivery timeframe to March 2025.
 - (ii) 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 Employment and Skills Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

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)

West Yorkshire Zero Emission Bus Programme

- 13.1 The Combined Authority approves that:
- (i) The West Yorkshire Zero Emission Bus (ZEB) programme proceeds through decision point 2 (strategic outline case) and work commences on activity 4 (full business case).
 - (ii) An indicative approval to the Combined Authority's contribution of £49,565,171 is given. The total programme cost is £81,161,738.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Kirklees Year of Music

13.2 The Combined Authority approves that:

- (i) The Year of Music 2023 scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority's contribution of £850,000 is given. The total scheme value is £5,485,757.
- (iii) The Combined Authority enters into a funding agreement with Kirklees Council for expenditure of up to £850,000.
- (iv) 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 Culture, Sports, Arts and Creative Industries Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

A641 Bradford to Huddersfield Corridor

13.3 The Combined Authority approves that:

- (i) The A641 Bradford to Huddersfield Corridor scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
- (ii) Indicative approval to the Combined Authority's contribution of £75,540,000 is given. The total scheme value is £109,138,000.
- (iii) Additional development costs of £8,072,441 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £10,857,441
- (iv) The Combined Authority enters into an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £10,857,441
- (v) 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.

Skills Connect

13.4 The Combined Authority approves:

- (i) The change request to the Skills Connect scheme to broaden the group of people that adult retraining is delivered to, and the sectors it supports, and to extend the delivery timeframe to March 2025.
- (ii) 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 Employment and Skills Committee.

This will be subject to the scheme remaining within the tolerances outlined in this report.

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 – West Yorkshire Zero Emission Bus - business case summary

Appendix 3 – Kirklees Year of Music 2023 - business case summary

Appendix 4 - A641 Bradford to Huddersfield Corridor - business case summary