
Report to: Transport Committee

Date: 01 July 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 Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport 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.

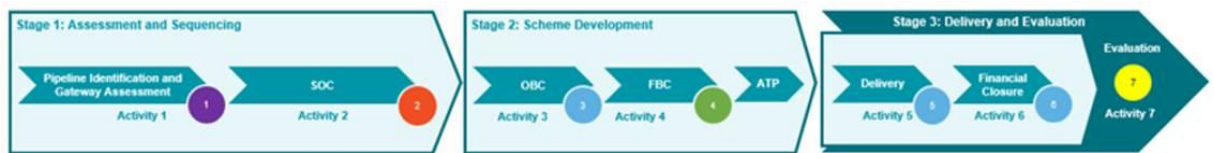
3 Tackling the Climate Emergency Implications

- 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 £113,158,295 when fully approved, of which £81,069,466 will be funded by the Combined Authority. A total expenditure recommendation to the value of £57,714,453 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.
- 4.9 A Single Stage Business Case, called Business Justification, has now been introduced for transport and non-transport projects that are either below £2,000,000, low complexity, low risk and / or not novel or contentious. Although this is a single stage approval (replacing decision point 2 (SOC), decision point 3 (OBC) and decision point 4 (FBC)), the remainder of the assurance process must still be followed.

Stage 3: Delivery and Evaluation

- 4.10 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 4.11 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.
- 4.12 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.
- 4.13 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.
- 4.14 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

- 4.15 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.
- 4.16 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.
- 4.17 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.
- 4.18 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.
- 4.19 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>Scheme</p> <p>Corridor Improvement Programme – A638 Wakefield Doncaster Road</p> <p>Location</p> <p>Wakefield</p>	<p><u>Scheme description</u></p> <p>This scheme will make a series of improvements to a stretch of the A638 between the junction with the A655 Black Road at Heath Common and the A61 Barnsley Road at Chantry Bridge. The aim of the scheme is to provide improved bus lanes and bus stops in addition to new facilities for walking and cycling. These are targeted at south-eastern suburbs of Wakefield which lack reliable and consistent public transport options to travel to places of work and education.</p> <p>This is part of the wider Corridor Improvement Programme (CIP) and is funded from the West Yorkshire plus Transport Fund (WYTF).</p> <p><u>Impact</u></p> <p>Supplying infrastructure to facilitate the switch to active travel will assist in meeting both Wakefield’s and the City Region’s carbon reduction targets.</p> <p>This scheme will remove barriers to accessing work and education opportunities by improving the consistency of bus journey times to provide a more attractive service and ensuring that public transport offers a viable alternative to car use, in addition to enabling safer facilities for cycling and walking.</p> <p>The scheme presents a Benefit Cost Ratio (BCR) of 9.7:1, indicating a Very High Value for Money (VfM) category.</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 - £6,794,000</p> <p>Total value of Combined Authority funding - £6,300,000</p> <p>Funding recommendation sought - £1,090,000</p> <p>A decision by the Transport 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>Leeds City Centre Cycle Connectivity</p> <p>Location</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Leeds City Centre Cycle Connectivity scheme is a package of four cycle infrastructure projects that will deliver improved active travel connectivity in the city centre. The scheme is being delivered in two phases as follows:</p> <p>Phase One</p> <ul style="list-style-type: none"> • Western Gateway – Kirkstall Road to Wellington Street (A65) • Dewsbury Rd Connector – Dewsbury Road and Parkfield Street • Crown Point Bridge Gateway – Black Bull Street and Crown Point Road <p>Phase one also includes the route along the Ingram Distributor which already been constructed and forms part of the Holbeck Gateway scheme.</p> <p>Phase Two</p> <ul style="list-style-type: none"> • Southern Gateway – Neville Street and Sovereign Street <p>This approval relates to phase one of the scheme, delivering three of the four projects.</p> <p>The scheme will fill gaps in provision in the existing and planned cycle network. The four projects will provide a total of 2.71km of two-way segregated cycle route.</p> <p>The scheme will be funded by the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme's wider social impacts include promoting the use of healthy, low-cost active travel and reducing harmful emissions from traffic by replacing motorised transport-based trips with cycling.</p> <p>The overall scheme presents an overall Benefit Cost Ratio of 3.19:1 which represents high value for money.</p> <p><u>Decision sought</u></p> <p>Approval for Phase 1 to proceed through decision point 4 (FBC) and work commences on activity 5 (Delivery).</p> <p>Total value of the scheme - £7,262,173</p> <p>Total value of Combined Authority funding - £7,262,173</p> <p>Funding recommendation sought - £3,769,199</p> <p>A decision by the Transport 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>TCF Leeds Station Sustainable Travel Gateway</p> <p>Location</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Leeds Station Sustainable Travel Gateway (LSSTG) scheme seeks to provide a safe environment for pedestrians, cyclists and vehicle users, to enable growth in passenger numbers and to create a sustainable transport interchange. The scheme is the first phase of the Leeds Integrated Station Masterplan (LISM).</p> <p>The scheme will deliver the re-design and re-build of the station's external concourse, installation of two new 21-person lifts, the creation of a pedestrian priority space on New Station Street, delivery of two-way segregated cycle lanes along Bishopgate, Neville Street and Dark Neville Street, and a 560-space cycle hub.</p> <p>The scheme is funded by the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme will enable passenger growth and encourage rail travel to key education, employment and housing sites across the Leeds City Region by improving pedestrian and cycling facilities at the station, whilst also retaining opportunity for taxi and bus transition to rail services.</p> <p>The scheme has a benefit cost ratio of 1.29:1, representing 'Low' value for money. However, the scheme will deliver strategic priorities and benefits arising from public realm improvements including journey quality and ambience. The scheme will support better air quality, improved safety through removal of congestion between pedestrians, cyclists and vehicles, and will also reduce noise levels within the vicinity of the station.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (FBC) and work commences on activity 5 (delivery), subject to the conditions set by PAT.</p> <p>Total value of the scheme - £36,009,872</p> <p>Total value of Combined Authority funding - £36,009,872</p> <p>Funding recommendation sought - £25,673,833</p> <p>A decision by the Transport 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>Zero Emissions Bus Regional Area (Phase 1)</p> <p>Location</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The Zero Emission Bus Regional Area (ZEBRA) (Phase 1) project will introduce 111 new electric, zero emission buses and supporting charging infrastructure into the West Yorkshire bus fleet. These new buses will be 'best of fleet' and will be introduced along pre-agreed routes in Leeds, Wakefield and Bradford to communities with some of the highest levels of air pollution in the City Region.</p> <p>This project is the first of three phases within the Zero Emission Bus (ZEB) programme.</p> <p>This project is funded from the Zero Emission Bus Regional Area (ZEBRA) Fund.</p> <p><u>Impact</u></p> <p>This Phase 1 project will increase the zero-emission proportion of the West Yorkshire bus fleet from 2% to 10% and remove 50 tonnes of Nitrogen Oxide (NOx) a year from busy urban routes. The buses will remove diesel polluting buses from urban communities with known air quality issues that affect health in areas of economic disadvantage, helping to 'level up' the residents through premium transport to access to opportunities for economic inclusion.</p> <p><u>Decision sought</u></p> <p>Approval for Phase 1 to proceed through decision point 4 and work commences on activity 5, Delivery.</p> <p>Total value of the scheme - £56,161,738</p> <p>Total value of Combined Authority funding - £24,565,171</p> <p>Funding recommendation sought - £24,565,171</p> <p>A decision by the Transport 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>Active Travel Fund: Local Authority Capital Funding</p> <p>Location</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The Active Travel Fund: Local Authority Capital Funding programme was developed in partnership with partner councils and the fund will improve walking and cycling infrastructure to better support safe walking and cycling in line with district, regional and national strategies.</p> <p>The Active Travel Fund will fund a programme of permanent walking and cycling infrastructure delivery across West Yorkshire to enable more people to feel safe and comfortable to walk and cycle more of their journeys.</p> <p>The scheme will be funded by the Active Travel Capital Programme Tranche 3.</p> <p><u>Impact</u></p> <p>Enabling more people to walk and cycle to allow safer and more convenient journeys by bike and on foot, for local journeys, travel to school and for work.</p> <p>The programme will encourage increased levels of physical activity leading to improved health, particularly in urban communities in areas of higher deprivation, reduce air and noise pollution and reduce isolation.</p> <p><u>Decision sought</u></p> <p>Approval to the change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport.</p> <p>Total value of the scheme - £6,931,250</p> <p>Total value of Combined Authority funding - £6,931,250</p> <p>Funding recommendation sought - £2,616,250</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Decisions relevant to this thematic committee made through other delegations

- 4.20 Since the Transport Committee's last meeting on 27 May 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

- 4.21 The following scheme has 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.

Corridor Improvement Programme - Holmfirth Town Centre	<p>Approval of the change request to the CIP: Holmfirth Town Centre scheme to:</p> <ul style="list-style-type: none">• Extend the scope and alter the design.• Increase Combined Authority funding by £1,203,821 to £5,173,821.• Approve additional development costs of £329,108. <p>Funding approved: £329,108 Total value of the scheme: £6,762,720 Total value of Combined Authority funding: £5,173,821</p>
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Decisions made through the sub-delegation to the Director of Delivery

- 4.22 The following scheme has recently been assessed in line with the Combined Authority's assurance process and approved through the agreed sub-delegation to the Combined Authority's Director of Delivery.

Rail Park & Ride Programme - Guiseley	<p>Approval to the change request to allow early draw down of additional development funding of £125,000 and an extension of the forecast date for delivery of the outline business case to 1 November 2022.</p> <p>Funding approved: £125,000 Total value of the scheme: £7,000,000 Total value of Combined Authority funding: £7,000,000</p>
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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	Corridor Improvement Programme – Wakefield A638 Doncaster Road
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

- 5.4 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 This scheme focuses a stretch of the A638 between the junction with the A655 Black Road at Heath Common and the A61 Barnsley Road at Chantry Bridge. The aim of the scheme is to improve bus reliability and travel times through improved and new bus lanes and bus stops. In addition there will be new safer facilities for walking and cycling.
- 5.6 The areas that will benefit from this scheme are home to families and large numbers of children are among its residents. Children are more likely to experience the negative impacts of the high traffic levels on this stretch of road such as noise, air pollution and lack of transport options. The proportion of residents with no access to a private car is higher than the national average, reducing access to opportunities for work, education and leisure.
- 5.7 This stretch of the A638 has large amounts of traffic which causes delays to public transport and is also road safety risk. For those that wish to walk or cycle there is a lack of safe routes and crossing facilities.
- 5.8 This scheme will address this with a number of measures that will include:

- Improved bus stops on Doncaster Road to provide laybys and better access on foot from the surrounding residential areas.
- Widening of Black Road southbound to accommodate extension of the existing bus lane to the junction with the A638 at Heath Common.
- A new road level pedestrian crossing with traffic signals near the Wakefield Eastern Relief Road junction. This will provide new facilities for cyclists as well as walking access to bus stops.
- A new crossing with signals at Sugar Lane with shared use footway between Sugar Lane and Denmark Street for pedestrians and cyclists.
- Westbound lane allocation changes to Doncaster Road at the junction with Agbrigg Road to allow both lanes to travel straight ahead
- Improvements to the riverside cycle and footpath including new lighting, CCTV and widening to 3m between the Wakefield Eastern Relief Road and Chantry Bridge,
- New cycle routes with traffic signs on low-traffic residential roads that feed into and connect to the Riverside cycle route and Wakefield Local Cycling and Walking Infrastructure Plan (LCWIP) planned enhancements on A638 Doncaster Road north of Sugar Lane.

5.9 This scheme received indicative approval at decision point two (strategic outline case) to total scheme costs of £6,300,000, to be funded completely from the West Yorkshire plus Transport Fund (WY+TF).

5.10 The scheme aligns with the Combined Authority's Strategic Economic Framework priorities of:

- **Boosting productivity:** Helping businesses to grow and bringing new investment into the region to drive economic growth and create good jobs.
- **Enabling inclusive growth:** Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities and towns.
- **Tackling the climate emergency:** Growing our economy while cutting emissions and caring for our environment.
- **Delivering 21st century transport:** Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

5.11 It also addresses five of the West Yorkshire Mayoral Pledges:

- Prioritise skills and training to ensure everyone in West Yorkshire has the skills they need to secure work
- Put keeping women and girls' safety at the heart of the policing plan
- Bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses

- Build 5000 sustainable homes including council houses and affordable homes
- Tackle the climate emergency and protect our environment

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

Tackling the Climate Emergency Implications

5.13 By increasing access to buses and improving bus journey times this scheme will make public transport more viable and attractive. This will help to promote a move away from private car use and contribute to a reduction in harmful emissions.

5.14 In addition, by making it safer and easier to walk and cycle residents will be able to move away from polluting vehicles to sustainable forms of travel. This will also contribute to a reduction in car use and pollution, and will assist in meeting both Wakefield's and the City Region's carbon reduction targets.

Outputs, Benefits and Inclusive Growth Implications

5.15 The scheme outputs and benefits include:

- Improved bus stops on Doncaster Road to provide laybys and footpaths from the surrounding residential areas.
- Widening of Black Road southbound to accommodate extension of the existing bus lane to junction with the A638 at Heath Common.
- A new road level pedestrian crossing with traffic signals near the Wakefield Eastern Relief Road junction. This will provide new facilities for cyclists as well as walking access to bus stops.
- A new crossing with signals at Sugar Lane with a pathway for cycles and pedestrians between Sugar Lane and Denmark Street for pedestrians and cyclists.
- Westbound lane allocation changes to Doncaster Road at the junction with Agbrigg Road to allow both lanes to travel straight ahead
- Improvements to the riverside cycle and footpath including new lighting, CCTV and widening to 3m between the Wakefield Eastern Relief Road and Chantry Bridge,
- New cycle routes with traffic signs on low-traffic residential roads that feed into and connect to the Riverside cycle route and Wakefield Local Cycling and Walking Infrastructure Plan (LCWIP) planned enhancements on A638 Doncaster Road north of Sugar Lane.

5.16 Inclusive Growth Implications

- The scheme serves the south-eastern suburbs of Wakefield, which have more than double the national average rate of unemployment and high levels of deprivation, despite the proportion of economically active residents being slightly in excess of the national average. This indicates

a significant proportion of local residents seeking but unable to find work or training opportunities. But, the area is in close proximity to significant employment opportunities in Wakefield City Centre, and rail connections to the rest of the Leeds City Region, indicating that local accessibility barriers are preventing residents from taking up opportunities.

- The scheme will seek to remove these barriers by improving the consistency of bus journey times to provide a more attractive service, which is expected to increase patronage.
- The scheme also provides new facilities for walking and cycling, removing barriers to healthy low cost active travel modes. Comparator schemes show significant increases in pedestrians and cyclists using similar facilities, which gives Wakefield Council confidence to expect increased cycle trips on the low traffic residential route of up to 65% and up to 45% on the riverside route.
- The improved walking and cycling routes will integrate with the wider improvements being delivered through the Transforming Cities Fund (TCF) to create a continuous, safe route between south-east Wakefield and the city centre.

Equality and Diversity Implications

- 5.17 The improved walking and cycling routes will integrate with the wider improvements being delivered through the Transforming Cities Fund (TCF) to create a continuous, safe route between south-east Wakefield and the city centre.
- 5.18 An Equality Impact Assessment (EqIA) screening assessment has been carried out. The results were positive or neutral and did not indicate that a full assessment was required.
- 5.19 The EqIA noted that the enhanced pedestrian crossing facilities would provide an improved and safer experience for those with mobility impairments and improved priority for public transport would benefit those who have no access to a car. It was felt that these features would be particularly valuable to younger and elderly people, who have less access to cars.
- 5.20 The EqIA also noted that new lighting along sections of the walking and cycling route will improve security, particularly for those protected characteristic groups who may feel vulnerable on unlit routes.

Risks

- 5.21 The scheme risks include:
- Local resident objections to Traffic Regulation Orders (TROs) if cycling route requires parking restrictions in residential areas. Mitigated by though engagement with the public and their elected representatives. Objections from statutory consultees on the riverside cycling route will be mitigated by early engagement and ensuring that all objections are investigated and addressed in the Traffic Regulation Order application's statement of reasons

- Failure to achieve planning consent for scheme elements outside existing highway boundary on common land and canal towpath, leading to significant redesign and/or mitigation costs. Mitigated by early engagement with the planning department during full business case development.
- Existing utilities such as gas mains and electricity cables may need to be moved, delaying works and causing disruption to residents. Mitigated by early identification and planning, with early enabling works considered.

Costs

- 5.22 Total scheme costs are £6,794,000. The Combined Authority's contribution is £6,300,000 from the West Yorkshire plus Transport Fund (WY+TF). Wakefield Council will fund the remaining £494,000.
- 5.23 Remaining scheme costs of £494,000 will be funded by Wakefield Council.
- 5.24 Approval of £1,090,000 is sought from the West Yorkshire plus Transport Fund (WY+TF) in development funding to progress the scheme to decision point 4 (full business case). £560,000 in development were approved at the Combined Authority meeting on 4 September 2022, bringing total development costs to £1,650,000.

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	31/05/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	04/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	01/07/2024

Other Key Timescales

- 5.25 There are no other significant timescales

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.

Appraisal Summary

- 5.26 The strategic case is strong in terms of policy fit and the case for change is well made. However, there remain uncertainties around how well the scheme will be able to address some of the strategic priorities such as increasing public transport patronage and improving air quality, as the level of evidence available at the current stage of scheme development is insufficient to draw firmer conclusions. These points will be clarified in the full business case (FBC) development.
- 5.27 There are also outstanding concerns around the proposed design of improvements at the Agbrigg Road junction, which may need additional mitigation measures to ensure road safety. This junction delivers a significant amount of the journey time savings achieved by the scheme, so has a profound impact on value for money calculations for the overall scheme. These issues will be resolved in the FBC development.
- 5.28 The scheme costs have increased by 8% since strategic outline case approval and the total scheme cost exceeds the Combined Authority funding, which is capped at £6,300,000. However, Wakefield Council has now provided assurance on affordability by identifying local funding contributions to bridge the gap between the Combined Authority funding and the overall scheme cost.
- 5.29 The headline benefit cost ratio (BCR) currently shows 9.7:1 which is categorised as Very High Value for Money in government guidance, but appraisal indicates that there may be potential for this figure to vary considerably over the range of tested scenarios. However, all the tested scenarios return a BCR of over 2:1 which gives assurance that the scheme will at least represent high value for money. Wakefield Council will engage with the CA's Appraisal Team at an early stage of the FBC development to agree the approach required to calculating Value for Money.
- 5.30 Overall, although there are some concerns which will need to be addressed in the full business case, Wakefield Council has provided sufficient assurance to recommend that the scheme proceeds through decision point 3 and work commences on activity 4.

Recommendations

- 5.31 The Transport Committee approves that:
- (i) The A638 Doncaster Road Wakefield 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 £6,300,000. The total scheme value is £6,794,000.
- (iii) Development costs of £1,090,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,650,000.
- (iv) The Combined Authority enters into an addendum to the existing Funding Agreement with Wakefield Council for expenditure of up to £1,650,000.
- (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.

Project Title	Leeds City Centre Cycle Connectivity
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:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.32 This scheme will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 5.33 The Leeds City Centre Cycle Connectivity Scheme is a package of four cycle infrastructure schemes. Due to escalating cost pressures, the scheme has reduced in scope from six routes to four.
- 5.34 The scheme is being delivered in two phases:
- Phase One
 - Western Gateway – Kirkstall Road to Wellington Street (A65)
 - Dewsbury Rd Connector – Dewsbury Road and Parkfield Street
 - Crown Point Bridge Gateway – Black Bull Street and Crown Point Road
 - Phase one also includes the route along the Ingram Distributor which has already been constructed and forms part of the Holbeck Gateway scheme.
 - Phase Two
 - Southern Gateway – Neville Street and Sovereign Street

- 5.35 This approval relates to Phase one only. Phase two will come forward with a separate Approval to Proceed at a later date.
- 5.36 The overall scheme will deliver 2.71km of two-way segregated cycle routes within Leeds city centre, enhancing and complimenting other ongoing and planned work, including the CityConnect programme, Leeds Public Transport Investment Programme (LPTIP) schemes and West Yorkshire-Plus Transport Fund (WYTF) projects, to build a comprehensive cycling and walking infrastructure network.
- 5.37 The scheme will create high quality, coherent cycle links to growth areas across Leeds city centre, with links to planned housing and employment locations. It will improve access to employment, skills and education, especially in areas of economic and social deprivation.
- 5.38 The scheme aims to encourage people to cycle instead of using cars to reduce net carbon emissions from transport in Leeds, increasing the use of cycling as a proportion of all travel by at least one per cent in the city centre. The scheme also aims to increase the number of trips made by bike on these routes by 70 per cent by 2030.
- 5.39 The outputs of the Urban Dynamic Model (UDM) indicate that the scheme will support business growth, evidenced by estimated additional jobs, residents in employment and increased Gross Value Added (GVA) as a result of increasing connectivity to and within Leeds City Centre.
- 5.40 The scheme supports the Strategic Economic Framework (SEF) priorities of:
- Boosting Productivity
 - Enabling Inclusive Growth
 - Tackling the Climate Emergency
 - Delivering 21st Century Transport
 - Securing Money and Powers
- 5.41 It also aligns with the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment by reducing carbon emissions.
- 5.42 A summary of the scheme's business case and location map is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 5.43 The scheme aims to reduce the levels of greenhouse gas emissions by encouraging the change from car to cycle use. The results of modelling forecast a potential reduction of 41 tonnes of Carbon Dioxide (CO₂) per annum as a result of removing 351 vehicle trips per day from the Leeds road network.

Outputs, Benefits and Inclusive Growth Implications

- 5.44 The scheme outputs and benefits include:

- 2.71km of segregated two-way cycle track on four routes
- Improved cycle journey quality
- Increased economic activity with Leeds city centre
- Improved access to employment and education opportunities
- Improved health through better air quality and increased active travel
- Reducing carbon dioxide emissions by 41 tonnes per annum
- Reduced noise
- Improved cycle safety
- Reduced road traffic collisions
- Increased use of the cycle network
- Normalisation of cycling in Leeds
- Access and connectivity improvements to employment and training opportunities for those without access to a car
- Improved access and connectivity by low cost, healthy active travel to/from Leeds city centre from existing and new housing and employment sites

5.45 The scheme aims to improve access to employment, skills and education, within areas that are economically and socially disadvantage. All routes serve less affluent communities within the city, and at least two of the routes improve access to the city centre from areas with the most challenges.

5.46 Further work will be undertaken to establish baseline statistics for the key outputs of the scheme which will form part of the monitoring and evaluation plan.

5.47 The scheme returns an overall Benefit Cost Ratio of 3.19:1 which represents high value for money.

Equality and Diversity Implications

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

5.49 The results of the EqIA were generally positive for residents in the region as the scheme offers improved connectivity for existing and future cyclists and should provide improved air quality and environmental benefits such as reduced noise from traffic.

5.50 Some potentially negative impacts were noted for visually or hearing-impaired groups due to changes in the street environment and loss of accessible parking, but these are mitigated by engagement with stakeholders at an early stage and incorporation of inclusive elements in the design to improve accessibility for vulnerable users.

Risks

5.51 The scheme risks include:

- Delay to delivery arising from other city centre programmes. This will be mitigated by ongoing engagement with relevant stakeholders, City Resilience Group and other scheme promoters.
- Public/stakeholder opposition to scheme proposals due to reallocation of road space from general traffic to cycling. This will be mitigated by consultations that have established public support for schemes and minor changes have been made to address concerns.
- Scheme benefits are not communicated to or understood by the public. This will be mitigated by public consultation demonstrating support for the scheme, robust scheme evidence and rationale, a public engagement plan and an effective communication strategy.
- The scheme not being deliverable within the required timescale. This will be mitigated by robust feasibility work, early and ongoing engagement with relevant stakeholders, early delivery of some scheme elements, early identification of constraints and sub-phasing of scheme elements within the programme.
- Engineering costs being higher than expected due to high demand for highways engineering services in the region. This will be mitigated through early engagement with contractors to understand prices.

Costs

5.52 The total scheme cost for both phases is £7,057,000. Including the Combined Authority programme overhead costs of £205,173 as set out in the TCF Programme Review, approved in February 2022 the total cost is £7,262,173.

5.53 The Combined Authority contribution to the total scheme cost is £7,262,173 from the Transforming Cities Fund.

5.54 Escalating costs have meant that since the previous approval the scheme has now been reduced in scale from six routes to four routes to fit within the funding available. The promoter will seek alternative funding streams such as section 106 developer contributions to fund the other two routes.

5.55 The total scheme approval to date is £1,235,000 to deliver Holbeck Gateway and to fund scheme development costs.

5.56 The cost of delivery for phase 1 is £3,627,819 plus an apportionment of Combined Authority overhead costs of £141,380. Funding approval is therefore sought for £3,769,199, taking the total scheme approval to £5,004,199.

5.57 The anticipated cost of delivery for phase 2 is £2,194,181 plus Combined Authority programme management overheads of £63,793.

5.58 The Combined Authority will now need to enter into a variation to the existing Funding Agreement with Leeds City Council for expenditure up to £4,862,819.

Assurance Pathway and Approval Route

Phase 1

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/07/2023

Phase 2

Assurance pathway	Approval route	Forecast approval date
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/01/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/02/2024

Other Key Timescales

5.59 Other key timescales include:

- Phase 1: Western Gateway, Dewsbury Rd Connector and Crown Point Bridge Gateway – construction starts June 2022, ends July 2023
- Phase 2: Southern Gateway - construction starts June 2022, ends January 2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those set out 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

5.60 The scheme presents a good strategic fit, supporting policy at local, regional and national levels. It supports the Strategic Economic Framework priorities

and the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment via reducing carbon emissions. The scheme also supports the objectives of the Transforming Cities Fund (TCF).

- 5.61 The scheme compliments and supports other schemes programmes and initiatives in Leeds City Centre such as CityConnect programme, LPTIP and the WY+TF funded City Centre Package, as well as the proposed electric bike hire scheme.
- 5.62 Public engagement has been carried out and feedback has been taken into account within the scheme development. In many areas, positive feedback rates were double the negative feedback received. Also, 30% of respondents said they would cycle more as a result of the scheme.
- 5.63 The scheme has changed significantly since the last approval and now consists of four of the original six routes. These will be delivered in two phases. The reduction in scope is due to cost escalation, in order to stay within the funding envelope.
- 5.64 At the previous approval stage, Leeds City Council were requested to provide evidence that all Traffic Regulation Orders (TROs) had been approved. This requirement has not been met, which introduces a risk to the scheme that further objections could be raised when the TROs are advertised, impacting on deliverability, cost and programme. Failure to implement the TROs may mean that cycle tracks are vulnerable to parking encroachment by motorists. There are also complex interdependencies with other ongoing schemes in the city centre, such as Armley Gyratory, which mean that there is a risk that this scheme could be delayed, which could cause further cost escalation.
- 5.65 Limited data has been provided to verify the forecast increases in cycling activity giving rise to concern that the forecast increases in cycling resulting from this scheme may be overestimated. This could impact negatively on the economic appraisal of the scheme, which is currently presenting a benefit cost ratio representing high value for money. Further, impacts on general traffic and public transport resulting from the highway changes, such as reduced capacity and accessibility which this scheme includes, do not appear to have been sufficiently taken into account, which could affect the results of the economic appraisal.
- 5.66 Design and Road Safety Audit work has not been completed for phase two and will be ongoing for some months after the planned start of construction of phase one. There is a risk that phase two may not be deliverable within the time, cost and quality ambitions.
- 5.67 The full business case does not provide the level of assurance on value for money, affordability, deliverability and programme of the scheme which might normally be expected of a project at this stage of development. However, this is at least in part due to the pressing timescales which have been involved in the scheme's development, combined with the need to integrate the works with other ongoing schemes in the city. Sufficient assurance has been provided to recommend approval to progress to delivery on phase one, subject to the conditions imposed by PAT being met.

Recommendations

5.68 The Transport Committee approves that:

- (i) The Leeds City Centre Cycle Connectivity Scheme (phase one) progresses through decision point 5 (full business case) and work commences on activity 5 (delivery)
- (ii) An indicative approval to the Combined Authority's contribution of £7,262,173. The total scheme value (Phase 1 and 2) is £7,262,173.
- (iii) Approval to the Combined Authority's contribution of £3,769,199 is given, taking the total scheme approval to £5,004,199.
- (iv) The Combined Authority enters a variation to the existing funding agreement with Leeds City Council for expenditure of up to £4,862,819.
- (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.

Project Title	TCF – Leeds Station Sustainable Travel Gateway
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:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.69 This scheme will be funded through the Department for Transport’s Transforming Cities Fund (TCF). As part of the Government’s Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England’s largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport’s approval in March 2020.
- 5.70 The TCF programme is organised into three theme which focus on improving public transport and cycling corridors, improving accessibility to key locations and improving transport hubs and interchange facilities. Local partners are developing packages of schemes for approval at strategic outline case (SOC) before bringing individual schemes through the assurance process at outline business case.
- 5.71 Growth in rail travel has facilitated the economic growth of Leeds city centre, the largest centre of employment in West Yorkshire. In 2019/20, Leeds Station handled 34,000,000 passengers, making it one of the busiest stations outside London. Pre-pandemic, the station was predicted to reach capacity between 2023 and 2026, whilst the most recent (Autumn 2021) Leeds Existing Station Programme (LESP) forecast suggests passenger numbers could increase by 44% by 2043.
- 5.72 The Leeds Station Sustainable Travel Gateway (LSSTG) scheme is the first phase of the Leeds Integrated Station Masterplan (LISM). The scheme aims to increase the station capacity to provide a safe environment for pedestrians, cyclists and vehicles, enabling growth in future passenger numbers. The scheme also aims to deliver a fully accessible (step-free) multi-modal transport hub to improve the transition between rail travel and pedestrian, cycling, taxi,

and bus services, promoting the use of sustainable travel and improving the air quality within the vicinity of the station.

- 5.73 The scheme will re-design and re-build the station's external concourse, including connectivity to the station entrance from two new 21-person lifts on Bishopgate and to key pedestrian access routes via a series of wide steps with complementary soft landscaping, tree planting and seating. To support the creation of a pedestrian priority space on New Station Street, the scheme will relocate the existing taxi rank onto Bishopgate and the existing bus stops to Boar Lane. The scheme will also deliver two-way segregated cycle lanes along Bishopgate, Neville Street, and Dark Neville Street, and a 560-space cycle hub with supporting infrastructure for electric and accessible bikes, and commercial space.
- 5.74 Extensive public and stakeholder engagement has been carried out to consider the relocation of the taxi rank to Bishopgate, including with the Access and Use-Ability Group (AUAG) and Network Rail's Built Environment and Accessibility Panel. The engagement explained that the proposed relocation of the taxi rank is driven by the need to safely facilitate increasing passenger numbers. The relocated taxi rank on Bishopgate will have lowered kerbs and be configured for accessible loading, it will have a purpose-built shelter with seating facilities, and it will give users direct access to two new pedestrian lifts. Further to this, as advised by the Plans Panel, consultation on the proposals with Leeds Disabled People's Organisation, Age Friendly Leeds and representatives of the carers network took place. This process confirmed overall support for the preferred option of the taxi rank on Bishopgate, taking into consideration the forecast growth in passenger numbers.
- 5.75 A detailed review has been undertaken with the Combined Authority's Transport Services and Bus Policy teams to review the relocation of the bus stops to Boar Lane, following the publication of the National Bus Strategy in April 2021. The review concluded that Boar Lane is the most suitable location. Following this, the scheme (with support from the Combined Authority) has focused on improving service levels to bus passengers, including access to luggage trollies and improvements to wayfinding in the station building, on New Station Street, and Bishopgate.
- 5.76 The scheme secured an indicative funding allocation of £32,500,000 in 2020 through the Combined Authority's Transforming Cities Fund (TCF) bid. The scheme formed part of the TCF Active and Sustainable Travel in Leeds City Centre package, which included the Leeds City Centre Cycle Connectivity scheme (which is also at full business case stage and included in this report).
- 5.77 The scheme comes forward at full business case (decision point 4) at a total scheme cost of £36,009,872, to be funded from TCF. The total cost reflects an increase of £3,180,439 since the TCF Programme Review of February 2022 (approved by the Place, Regeneration and Housing Committee), of which up to £659,398 represents an increase in Combined Authority programme overhead costs and £2,521,041 is an increase in scheme costs. Since the TCF Programme Review, inflationary pressures have impacted the scheme's construction costs and value engineering has been exhausted, unless major changes to scope are made, therefore in agreement with the TCF programme

team, it has been decided to fund the increase from the TCF contingency pot. Any agreement on further TCF funding for Leeds projects is to be facilitated by a review of its TCF project package in collaboration with the Combined Authority to give assurances on deliverability and affordability, as agreed and being undertaken with all other partner councils, with scheme prioritisation to be considered if necessary. Leeds City Council has now commenced this exercise whilst the Combined Authority's TCF team in parallel engages with the DfT to better understand the parameters on movement of funds and scheme prioritisation within CRSTS.

- 5.78 Planning approval was granted on 23 October 2020.
- 5.79 Following additional surveys in 2021, Network Rail decided to replace the Mill Goit structural beams under New Station Street (where the cycle hub will sit). To expediate the programme and maintain continuity, Network Rail has procured a contractor, so these works now form part of the scheme but will be funded by Network Rail. The promoter is working closely with Network Rail to mitigate any delay to the Mill Goit works as this will impact this scheme. Network Rail will compensate for any delay costs to the scheme.
- 5.80 As a mitigation measure, Leeds City Council has identified a package of advanced works that it can deliver independently to the main construction programme, for which approval was secured through the change request of February 2022. These works commenced on 23 May 2022 and will conclude in January 2023 and include kerb and drainage realignments, as well as delivery of the cycleway elements of the scheme.
- 5.81 The scheme supports the mayoral pledge to tackle the climate emergency and protect our environment, as well as supporting the Strategic Economic Framework priorities of boosting productivity and enabling inclusive growth.
- 5.82 A summary of the scheme's business case and location map is included in **Appendix 4**.

Tackling the Climate Emergency Implications

- 5.83 The scheme will encourage rail travel to key sites across the City Region such as education, employment and housing by improving walking and cycling facilities at the station, whilst also retaining opportunity for taxi and bus transition to rail. This will encourage a shift away from private car use, which should reduce car kilometres and deliver carbon benefits.
- 5.84 The scheme will complement improvements to local air quality arising from the pedestrianisation of City Square (being delivered through the Leeds City Centre Package programme funded by the West Yorkshire plus Transport Fund) by creating a pedestrian priority space on New Station Street, introducing cycle lanes at Neville Street and Bishopgate, improving the public realm and enabling a traffic free and clean environment for rail users entering and leaving the station.

Outputs, Benefits, and Inclusive Growth Implications

- 5.85 The scheme outputs and benefits include:

- Increase in pedestrian priority on New Station Street by relocating the existing taxi rank to Bishopgate and existing bus stops to Boar Lane.
- Installation of two 21-person passenger lifts on Bishopgate.
- Installation of three wide staircases and terraces, with integrated seating and planters connecting New Station Street and Bishopgate.
- Two-way segregated cycle lanes on Neville Street, Dark Neville Street, and Bishopgate.
- A 560-space cycle hub with supporting infrastructure for electric bikes and commercial space.
- A new six-vehicle space taxi rank on Bishopgate with a purposed built shelter, lowered kerbs and configured for accessible loading together with feeder ranks for hackney carriages on Swinegate and Sovereign Street which will be equivalent in capacity to the existing feeder rank on New Station Street.
- Provision for luggage trollies and improvements to wayfinding to support bus and taxi users to access rail facilities.
- Environment improvements on Neville Street and Dark Neville Street including replacement of lighting and road surface materials.
- Enhance Leeds Station's role as a civic gateway, supporting the forecast increase in pedestrian activity on New Station Street, Bishopgate and Dark Neville Street from 34,000,000 (2019/20) to approximately 46,000,000 per year by 2026.
- Improve pedestrian flows and access between the city centre and the station through a reduction in pedestrian crowding on New Station Street and at the Bishopsgate/Boar Lane pedestrian crossing by 2024.
- Improve accessibility and enhance options for step-free access to Leeds Station measured through passenger satisfaction surveys before and after completion.
- Improve air quality in the immediate vicinity of Leeds Station by reducing the NO2 Air Quality Index by 10% on Bishopgate and Dark Neville Street within 12 months of scheme completion.
- Support shift to sustainable modes of transport and away from the private car to help reduce carbon emissions.
- Increase in cycle trips to and from Leeds Station by 70% by 2026.
- Support and facilitate the ongoing redevelopment and regeneration of the city centre and South Bank areas by improving pedestrian and cyclist visibility and links to and from the station to other key destinations in the city.
- Create well developed and clearly signposted connections to City Square and Bishopgate.

5.86 With provision such as step free pedestrian access and better infrastructure for cyclists and pedestrians, the scheme will enable more people, including the

elderly, disabled and disadvantaged, to use Leeds train station as an origin or destination for onward trips to education, employment, housing and leisure.

- 5.87 The scheme will provide sustainable transport links to the Southbank area of the city, an area of significant regeneration and a focus for sustainable growth in the city. The improvements will provide a safer and more secure environment for vulnerable users into the station and the wider city centre.
- 5.88 The scheme has a benefit cost ratio of 1.29:1, representing 'Low' value for money. However, the scheme will deliver strategic priorities and benefits arising from public realm improvements including journey quality and ambience. The scheme will support better air quality, improved safety through removal of congestion between pedestrians, cyclists and vehicles, and will also reduce noise levels within the vicinity of the station.

Equality and Diversity Implications

- 5.89 Network Rail has carried out a Diversity Impact Assessment as part of the overarching LISM programme, whilst Leeds City Council has carried out its own Equality Impact Assessment (EqIA) for this scheme, which is the first phase of LISM. The EqIA reflects engagement with various user groups, informing a scheme that has considered design principles so as to not discriminate against any of the protected characteristic groups as defined by the Equality Act 2010.
- 5.90 It is, however, accepted that for those rail users who use taxi or bus services, their journey time (and distance) from the station entrance will see a small increase due to the relocation of the taxi rank to Bishopgate and bus stops to Boar Lane. The scheme has given due regard to the concerns raised as detailed earlier in this report. It is also recognised that relocation of the taxi rank and bus stops could benefit non-rail users, complementing public transport accessibility improvements across the city centre.

Risks

- 5.91 The scheme risks include:
- That Network Rail require amendments to the design (including the lift and CCTV/security), causing delay to its design approval and increased costs to the scheme. This will be mitigated by involving Network Rail in the design process, with approval expected in June.
 - That the Mill Goit deck replacement works delay the scheme. This will be mitigated by developing the advanced works package ahead of the main construction programme, and with Network Rail to compensate Leeds City Council on delay costs.
 - That additional statutory or utility diversions are required causing delay and costs to the scheme. This will be mitigated by appointing a subcontractor to identify potential challenges and to carry out further trial holes and ground penetrating surveys, with all statutory diversions to be completed ahead of the main construction programme.

- That unforeseen obstructions in the ground are identified requiring unplanned works or difficulties in installing piles, causing delay and cost to the scheme. This will be mitigated by further ground investigations being carried out, although given the are investigations are relatively localised, some risk will remain.

Costs

5.92 The scheme cost and funding details are:

- The total scheme cost is £36,009,872 and will be solely funded by the Combined Authority from the Transforming Cities Fund.
- The scheme costs have increased by £2,251,041 since February 2022's TCF programme review, referred to earlier in this report. The increase will be funded from the TCF programme's contingency fund.
- In February 2022, a change request for £3,241,107 was approved to support the advanced works planned for delivery between May 2022 and January 2023 at Bishopgate East, Neville Street, and Dark Neville Street ahead of the main construction programme, bringing the total approval from TCF to £10,336,039.
- The Combined Authority will now need to enter into a variation to the existing funding agreement with Leeds City Council for expenditure up to £36,009,872 from TCF.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/09/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/05/2024

Other Key Timescales

5.93 Other key timescales include:

- Planning approval – October 2020
- Advanced Works – May 2022 to January 2023
- Publication of Traffic Regulation Orders – June 2022

- Network Rail F003 Approval – June 2022
- Network Rail approval of temporary designs (site hoarding, site signage etc) and RAMS – June 2022
- Leeds City Council Executive Board approval to the final scheme design and cost report – June 2022
- Relocation of taxi rank and bus stops – July 2022
- Utility diversions – August to October 2022
- Network Rail asbestos clearance in Shababs restaurant – August 2022
- Approval to Proceed – September 2022
- Construction contract signing – October 2022
- Construction commences – November 2022
- Scheme completion – May 2024

Assurance Tolerances

Assurance tolerances
That the Combined Authority cost remain within +5% of those outlined within this report. That the delivery programme (DP5) remains within +6 months of timescales set out.

Appraisal Summary

- 5.94 On balance, the scheme should achieve its intended objectives of accommodating the forecast growth in passengers and developing a scheme that will better facilitate walking and cycling transition to rail services. The scheme will also improve the public realm for passengers arriving or leaving Leeds. The public realm benefits and strategic ambitions of the scheme therefore need to be accounted for when evaluating its low VfM position.
- 5.95 Aspects of the economic case require further development, given the high cost of the scheme and size of public sector investment that is being made. Further work will be undertaken to address any concerns raised.
- 5.96 It is evident that the scheme has given considerable time and effort to consult on the relocation of the taxi rank and bus stops, and to mitigate its impacts. Alongside this, appropriate regard has been given to supporting principles of Inclusive Growth and Equality.
- 5.97 Appointment of Balfour Beatty with Atkins as the design partner has been suitably set out, with the anticipated contractual arrangements to procure the main construction works clearly presented. The deliverability risks, notably the Mill Goit deck replacement works, will need to be carefully managed. The communications plan, governance arrangements and appreciation of the scheme's interface with the City Square scheme and South Bank developments is well presented, albeit will still need effective management.

5.98 The scheme cost has increased since the TCF annual programme review, impacted by inflation pressures being felt across the industry. As set out in this report, any agreement on further TCF funding for Leeds projects is to be facilitated by a review of its TCF project package in collaboration with the Combined Authority to give assurances on deliverability and affordability, as agreed and being undertaken with all other partner councils.

Recommendations

5.99 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves:

- (i) The TCF Leeds Station Sustainable Travel Gateway scheme proceeds through decision point 4 (FBC) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority contribution of £25,673,833 is given, taking the total scheme approval to £36,009,872. The total scheme value is £36,009,872.
- (iii) The Combined Authority enters into a variation to the existing funding agreement with Leeds City Council for expenditure of up to £36,009,872.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

5.100 That Leeds City Council provides an Approval to Proceed report to the Combined Authority's Programme Appraisal Team (PAT) to include discharge of the conditions outlined in the PAT Appraisal Report.

Project Title	Zero Emissions Bus Regional Area (Phase 1)
Stage	3 (delivery and evaluation)
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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.101 This scheme will be funded by the Department for Transport's Zero Emission Bus Regional Area (ZEBRA) fund. It 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.
- 5.102 The Combined Authority has declared a climate emergency and has a strategic aim to have a zero-emission bus fleet by 2036, with significant progress made by 2030. The ZEBRA Project is the first of three projects making up the Zero Emission Bus (ZEB) Programme that will invest in the conversion of the West Yorkshire bus away from diesel vehicles. The ZEBRA project will introduce the first 111 zero emission buses in this programme. This scheme will introduce buses on routes in Bradford, Leeds and Wakefield. This will be followed by two more phases. Phase 2 will introduce 8 zero emission buses on tendered routes in Calderdale and Kirklees, which will seek committee approval separately. A final phase 3 project to the ZEB Programme is in the early stages of project planning.
- 5.103 This scheme (Phase 1) will improve and uplift the bus service on the selected routes, which mainly run through areas of poor air pollution in the City Region.
- 5.104 These will be 'top of the range' buses equipped with the latest technology and passenger features including superfast 4G Wi-Fi, phone holders with USB and wireless power charging at each seat and reading lights. This project will therefore introduce 'top of the range buses' to those most in need of levelling up.
- 5.105 There will be substantial match funding investment from the bus operators but without the provision of grant these buses would not be introduced so soon, on this scale or to the communities targeted. In addition, the cascading of the

remaining bus fleet through other routes will lead to removal of the oldest and most polluting buses in the operator's fleet from service.

5.106 The Zero Emission Bus programme gained indicative approval at decision point 2 (strategic outline case) at the Combined Authority on 23 June 2022.

5.107 This scheme will support the delivery of the Combined Authority's Strategic Economic Framework priorities:

- Tackling the climate emergency: Growing our economy while cutting emissions and caring for our environment.
- Delivering 21st century transport: Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

5.108 It supports the Mayoral pledges to:

- Tackle the climate emergency and protect our environment
- Bring buses back under public controlled, introduce simpler fares, contactless ticketing and greener buses.

5.109 This scheme also supports the West Yorkshire Climate and Environment Plan 2021-2046 by reducing emissions and complements the Bus Improvement Plan for raising the quality of bus services and the travel experience to level up communities and encourage drivers to leave their cars at home.

5.110 A summary of the scheme's business case and location map is included in **Appendix 5**.

Tackling the Climate Emergency Implications

5.111 It is intended that the new buses will remove the most polluting buses from use, with the better quality buses filtering down the fleet, which will be monitored quarterly.

5.112 Charging infrastructure will be introduced strategically to easily enable more electric buses to be added to the fleet.

Outputs, Benefits and Inclusive Growth Implications

5.113 This scheme's outputs and benefits include:

- Introduce 111 Zero Emission Buses to West Yorkshire from March 2024.
- From March 2024 remove 50 tonnes of Nitrogen Oxides (NoX) a year and over 7,000 tonnes of carbon dioxide equivalent (CO₂e) emissions per year from busy urban routes including some of the 36 recognised Air Quality Management Areas (AQMA's) in West Yorkshire where nitrogen oxide exceeds statutory limits. A total of 35% of the route kilometres for the ZEBRA routes will run through AQMAs.
- Work will be done in partnership with operators to look to remove the oldest and most polluting buses in services on these routes, with newer

vehicles reallocated to other areas in the region. Progress on this will be monitored through quarterly reporting.

- The scheme's benefit cost ratio (BCR) has been appraised using Department for Transport's (DfT) Green Bus Model (GBM) which indicated a BCR of 1.3. The GBM does not reflect the realistic operating environment of the buses which at low speeds on these busy urban routes would cause the diesel consumption of a diesel equivalent bus to substantially increase. Making allowance for this a more realistic BCR of 1.5 or above is estimated to uplift the BCR into the medium category and to be good value for money.
- This scheme will focus the new buses on routes with the lowest air quality. These routes run through areas that are experiencing the highest levels of social and economic disadvantage, which are worsened by poor air quality.

5.114 The scheme will provide top of the range buses from March 2024 to areas of highest economic need in Bradford Leeds and Wakefield districts as shown in the map in Appendix C.

Equality and Diversity Implications

5.115 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. The EQIA identified the absence of the usual lower sound made by an electric bus is a cause of concern for partially sighted and registered blind people which will be discussed with accessibility groups.

5.116 The specification of all the zero emission buses will improve facilities for tall users and will include audio visual equipment in line with the Department for Transport's defined criteria.

5.117 Exact specifications will vary between the three bus operators, but will improvements including improvements to wheelchair provision, low floors and automatic ramps.

Risks

5.118 This scheme's risks include:

- Delay to the delivery of buses due to supply chain issues or lack of components for the buses, batteries or infrastructure to charge them. Mitigated by regular and close monitoring and dialogue between the Combined Authority and bus operators to identify issues as early as possible and give maximum time to solve problems or source alternatives.
- Cost increases caused by significant inflation rises could impact budgets over the lifetime of the project, forcing a re-evaluation of how many buses can be purchased. Mitigated by the inclusion of contingency funding within the project and the impact of inflation will be closely monitored in collaboration with bus operators.

Costs

- 5.119 The total scheme costs (Phase 1) are £56,161,738.
- 5.120 The scheme will be funded by £24,565,171 from the Zero Emission Bus Region Area fund.
- 5.121 The remaining £31,596,567 will be funded by match funding from the bus operators.
- 5.122 The Combined Authority will enter into funding arrangements with the bus operators. The agreements and amounts are showing in exempt **Appendix 6**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/10/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/06/2024

Other Key Timescales

- 5.123 Other key timescales are:
- Confirmation of vehicle specification - July 2022
 - Vehicle order placed – January 2023
 - Charging infrastructure order placed - March 2023
 - Vehicles delivered for March 2024.
- 5.124 Phase 2 of the Zero Emission Bus programme decision point 2 (full business case) approval is by December 2022, with Phase 3 full business case approval in March 2023.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those set out in this report.
Delivery timeframes remain within 6 months of those set out in this report.
Outputs and benefits remain within -5% of those contained within this report.

Appraisal Summary

- 5.125 The project has a clear and strong strategic alignment to the strategic context of the Combined Authority's Strategic Economic Framework, Bus Service Improvement Plan and its declaration of a climate emergency. There is also a strong policy connection to national transport and decarbonisation policy.
- 5.126 The three bus operators who will be delivery partners in this project; TransDev, First and Arriva will work closely with the Combined Authority's Programme Manager to ensure delivery grant is carefully monitored to assure success. Funding agreements and procurement processes will be in place as determined by the Combined Authority's Legal and Finance teams. Oversight and monthly reporting on progress will be to the ZEB Programme Board and the Bus Alliance to ensure support on resolution of issues. Procurement is focussed on ensuring social value is created from the project in terms of training and development of staff and apprenticeships including skills on maintenance of ZEBs.
- 5.127 The DfT's Greener Bus Model (GBM) calculated the value for money (VfM) for the project as a benefit cost ratio (BCR) of well above 1. During appraisal of the realistic operating environment of the ZEBs it was noted the low operating speeds of buses on these busy urban routes would create diesel emissions significantly higher than GBM calculated and it reasonable to assume a BCR of medium for the project in view of the real emissions saved.
- 5.128 The financial case is strong with all funding for the ZEBRA project approved and the subsequent phases from the Gainshare element of the Transforming Cities Fund (TCF) and the City Region Sustainable Transport Settlement ZEB project elements also funded. The match funding from bus operators for this scheme's subprojects is agreed in all cases and will be paid only once the full conditions of individual funding agreements are evidenced through due diligence.
- 5.129 In terms of management capacity to implement the projects dedicated project managers and support structures are identified in each bus operating company and GANNT charts have been supplied outlining realistic delivery plans. Key risks are identified with mitigations and a comprehensive Stakeholder and Communication plan to ensure the key messages are consistently managed during project delivery. On the weaker side a Benefits Realisation Plan has not been prepared to date and will be required as a condition of approval to proceed. An overarching risk to the costs and supply chain for bus manufacture remains as inflation is rising to 9% and supply chain issues and staff shortages are common at present. This leads to an amber-green rating for the management case.

5.130 Despite this the project will uplift ZEBs from 2% of the current bus fleet in the City Region to 10% and introducing a premium bus model to communities experiencing the highest levels of air pollution, deprivation and exclusion benefitting both people and the environment and providing a platform for future levelling up.

Recommendations

5.131 The Transport Committee approves that, subject to the conditions set by PAT:

- (i) The Zero Emission Bus Regional Area (Phase 1) project proceeds through decision point 4 (full business case) and work commences on Activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £24,565,171. The total scheme value is £56,161,738.
- (iii) The Combined Authority enters into funding agreements with the three bus operators for the sums included in exempt **Appendix 6** for expenditure of up to of £24,565,171.
- (iv) That 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

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

- (i) The Combined Authority's Project Manager will have been appointed.
- (ii) A Benefits Realisation Plan is produced.
- (iii) The ZEB Programme Board is formed including the Project Managers from each Bus Operating Company.

Project Title	Active Travel Fund: Local Authority Capital Funding
Stage	2 (development)
Decision Point	Change request (activity 4)

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

Background

- 5.133 On 9 May 2020, the Department for Transport (DfT) announced a new £250,000,000 emergency active travel fund – the first stage of a £2 billion investment over the next five years, for walking and cycling in England. A later announcement confirmed that £225,000,000 would be awarded to local authorities to reallocate road space to support safe walking and cycling and prepare the road, bus and rail networks to respond to future increases in demand for active travel facilities. Across tranches 1 and 2 of the Active Travel Fund, West Yorkshire secured £12,566,000 to fund highways infrastructure schemes and support behaviour change for both temporary and permanent walking and cycling infrastructure.
- 5.134 This next stage, Department for Transport Active Travel Fund: Local Authority Capital Funding (also known as Active Travel Capital Programme tranche 3) provides for another year of delivery of similar permanent schemes, this time targeted at enabling walking and cycling, including in areas of significant deprivation.
- 5.135 In June 2021, the DfT invited West Yorkshire to bid for an allocation of this tranche 3 capital fund. The Combined Authority's bid consisted of 13 schemes across West Yorkshire. Approval for the programme was given by the Combined Authority in October 2021 to ensure that the funding could be committed and schemes delivered within the tight timescales indicated by the Government at the time.
- 5.136 In October 2021 the Combined Authority approved the Active Travel Fund: Local Authority Capital Funding 2021/22 as it was called at the time, to proceed through decision point 4 (full business case) and work commence on activity 5 (delivery) for all schemes except the Leeds A660 Otley Road scheme which was to commence work on activity 4 (full business case), subject to a successful funding bid to the Department for Transport. The

approval covered the highest funding bid scenario which potentially could have been achieved in order to progress at pace whatever the funding allocation within that envelope. Indicative allocations to partners were approved, based on the highest bid scenario, and development costs of £470,000 to progress the Leeds A660 Otley Road scheme to full business case were also approved. The approval at the time, based on the tight timescales from Government understood to be the case, delegated authority to the Combined Authority's Managing Director to amend the approval and allocation of the programme if the DfT award differed from the approval given by the Combined Authority in October 2021, or if further changes to individual allocations had been required, as a result of changes to the programme and approaches to delivery. Given the delay in the notification of the funding bid of several months, the Combined Authority's Programme Appraisal Team recommended the change request to the programme, as outlined in this report, return to Transport Committee in order to approve the changes to timescales and scope.

5.137 Of the 13 schemes originally submitted, five were subsequently awarded funding by DfT in February 2022, as shown in the following table:

Scheme	Funding Awarded
Leeds – A660 Otley Road	£4,785,000
Bradford – Active Travel Neighbourhoods	£525,000
Calderdale – Active Travel Neighbourhoods	£475,000
West Yorkshire – School Streets Programme	£350,000
Bradford – Darley Street (Bradford City Centre)	£600,000
Combined Authority programme costs	£196,250
Total	£6,931,250

5.138 Active Travel England (ATE), the government's executive agency responsible for improving the standards of cycling and walking infrastructure in England, is now overseeing this funding and has set out a further design assurance process for schemes to ensure compliance with new national guidance. The schemes will be reviewed against the 22 principles of good design in the Cycle Infrastructure Guidance Local Transport Note published in July 2020. An Equality Impact Assessment (EQIA) will also be completed for each scheme. Funding for any design enhancements agreed from these reviews is anticipated to come from ATE. This process will impact on the delivery timetable of the individual schemes.

5.139 This change request seeks to align the programme to the timescales now set by DfT/ATE through the funding award, which result in an extension to the programme timetable of 12 months, with delivery now expected to be complete by March 2024. It also acknowledges the confirmation of funding and schemes, following the approval based on the bid as opposed to the final

allocation confirmed by Government. The programme has been confirmed by Government to include five schemes costing £6,931,250 as shown in the table above.

5.140 Given the forecast cost and complexity of delivery of the Leeds A660 Otley Road scheme, this scheme will continue to be developed through a separate full business case as part of the original programme approval.

5.141 The scheme supports the Strategic Economic Framework (SEF) priorities of:

- Enabling Inclusive Growth
- Tackling the Climate Emergency
- Delivering 21st Century Transport

5.142 It also aligns with the West Yorkshire mayoral pledge to tackle the climate emergency and protect our environment by reducing carbon emissions.

Tackling the Climate Emergency Implications

5.143 The delivery of the schemes identified, enabling more people to walk and cycle more of their journeys, will support the Combined Authority in responding to the Climate Emergency and working towards achieving the changes in travel behaviour currently being identified through the Carbon Emissions Reduction Pathway work.

5.144 The important role that increased levels of walking and cycling is expected to play in reducing carbon emissions required for the region to meet its ambition to be net-zero carbon by 2038, as set out in the “Strengthened decision making in the light of the Climate Emergency” report approved at the November 2020 meeting of the West Yorkshire and York Investment Committee.

Outputs, Benefits and Inclusive Growth Implications

5.145 The outputs and benefits for the programme include:

- Creating ‘active travel neighbourhoods’ where measures including segregated cycle lanes on busier roads and local roads being closed to traffic, will enable more people to make local journeys on foot and bike, to shops, health services and workplaces in the area, as well as reach cycle routes on main roads for destinations further afield.
- Bradford - enhancing 1.5 kilometres of Darley Street to provide pedestrian and cycling friendly infrastructure and provision of three Active Travel Neighbourhoods.
- Calderdale – provision of three Active Travel Neighbourhoods in the areas with highest economic need.
- West Yorkshire School Streets – Support for cycling and walking to school through implementation of “school streets” measures, including installation of cycle and scooter parking spaces at schools across West Yorkshire.

Expanding the current school streets offer in all five local authorities with a further list of prioritised schools to be developed following stakeholder engagement.

- Improve pedestrian access into urban centres, to schools and to employment destinations, enabling people to make safer journeys on foot
- Increased levels of physical activity through everyday active travel leading to improved health, including interventions in communities in urban areas experiencing high levels of deprivation.
- Nationally compliant cycling infrastructure to fill identified gaps in the region's cycling network, making a temporary scheme (delivered through Tranche 1) permanent on the A660, Otley Road.
- The Leeds A660 Otley Road scheme which will return through the Combined Authority's assurance process at full business case, will deliver 4.82 km of new on-road cycleway; 0.5 km of bus priority corridor and 9 upgrades to existing facilities.
- Overall, the programme will reduce journeys by car and increase cycling and walking by enabling safer and more convenient journeys by bike and on foot, for local journeys, travel to education and employment and other key destinations, contributing to inclusive growth.

Equality and Diversity Implications

5.146 An Equality Impact Assessment (EQIA) will be undertaken for each of the schemes outlined above and equality and diversity impacts taken account of as part of the development of the schemes. Additional costs of enhancements to the schemes identified through an EQIA are anticipated to be met by ATE funds.

Risks

5.147 The scheme risks include:

- Potential further delay to the programme arising from the ATE design review which does not currently have a specified timetable. This will be mitigated by close liaison with ATE throughout the process.
- A rise in scheme costs resulting from the design enhancements identified by the ATE design review but not met in full by supplementary funding provided by ATE. This will be mitigated by ongoing design work to ensure that the schemes can be implemented within the funding provided.

Costs

5.148 The total programme costs for all five schemes is £6,931,250. The scheme will be funded by the Active Travel Capital Programme Tranche 3, allocated between the Combined Authority and the West Yorkshire partners as set out below:

- Leeds – A660 Otley Road £4,785,000

- Bradford – Active Travel Neighbourhoods £525,000
- Calderdale – Active Travel Neighbourhoods £475,000
- West Yorkshire – School Streets Programme £350,000
- Bradford – Darley Street (Bradford City Centre) £600,000
- Combined Authority programme costs £196,250

5.149 The Leeds A660 Otley Road scheme is expected to cost £4,785,000. This includes £470,000 development costs for this scheme as approved by the Combined Authority in October 2021. Approval for this scheme will be sought through a separate full business case.

5.150 The total cost for the four schemes to progress to delivery, including £470,000 development costs from this change request is £2,616,250.

5.151 The Combined Authority will enter into funding agreements with each of the local authority partners for the four schemes listed in this report for current expenditure of up to £2,420,000 in total.

Assurance Pathway and Approval Route

Programme

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	22/10/2021
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	22/10/2021
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/07/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/03/2024

Leeds A660 Otley Road

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team	31/03/2023

	Decision: Combined Authority's Managing Director	
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2024

Other Key Timescales

5.152 The scheme funding will be committed by March 2023 and activities delivered by March 2024.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +20% 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

- 5.153 The strategic case for the scheme demonstrates a strong fit to the policies of the Combined Authority. Although the cost of individual schemes is subject to change because of the ATE design review process, there is a clear process to establish final costs. ATE's first step will be to complete a baseline cost review to assess and add in any increase in cost due to inflation since the original design was submitted. ATE will then complete a design review and it is expected that any new design enhancements agreed from this or the EQIA for each scheme will be costed and funded by ATE. There remains a risk that ATE does not agree to fund such enhancements.
- 5.154 The management case is less robust as the schemes are yet to be committed and the risk of slippage on the programme remains until the individual projects have final designs and detailed project plans are in place. On this basis, careful monitoring and programme management at the Combined Authority is essential.
- 5.155 The outputs, benefits and inclusive growth implications correlate well with the Combined Authority's priorities and the Strategic Economic Framework. The schemes offer good value for money in terms of strategic fit and enabling more people to walk and cycle to allow safer and more convenient journeys by bike and on foot, for local journeys, travel to school and work.

Recommendations

5.156 The Transport Committee approves that:

11 Legal implications

- 11.1 The information contained in Appendix 6 is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.
- 11.2 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

12 Staffing implications

- 12.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

13 External consultees

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

14 Recommendations (Summary)

Corridor Improvement Programme – Wakefield A638 Doncaster Road

- 14.1 The Transport Committee approves that:
- (i) The A638 Doncaster Road Wakefield 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 £6,300,000. The total scheme value is £6,794,000.
 - (iii) Development costs of £1,090,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,650,000.
 - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £1,650,000.
 - (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.

Leeds City Centre Cycle Connectivity

- 14.2 The Transport Committee approves that:

- (i) The Leeds City Centre Cycle Connectivity Scheme (phase one) progresses through decision point 5 (full business case) and work commences on activity 5 (delivery)
- (ii) An indicative approval to the Combined Authority's contribution of £7,262,173. The total scheme value (Phase 1 and 2) is £7,262,173.
- (iii) Approval to the Combined Authority's contribution of £3,769,199 is given, taking the total scheme approval to £5,004,199.
- (iv) The Combined Authority enters a variation to the existing funding agreement with Leeds City Council for expenditure of up to £4,862,819.
- (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.

TCF – Leeds Station Sustainable Travel Gateway

14.3 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves:

- (i) The TCF Leeds Station Sustainable Travel Gateway scheme proceeds through decision point 4 (FBC) and work commences on activity 5 (Delivery).
- (ii) Approval to the Combined Authority contribution of £25,673,833 is given, taking the total scheme approval to £36,009,872. The total scheme value is £36,009,872.
- (iii) The Combined Authority enters into a variation to the existing funding agreement with Leeds City Council for expenditure of up to £36,009,872.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

14.4 That Leeds City Council provides an Approval to Proceed report to the Combined Authority's Programme Appraisal Team (PAT) to include discharge of the conditions outlined in the PAT Appraisal Report.

Zero Emissions Bus Regional Area (Phase 1)

14.5 The Transport Committee approves that, subject to the conditions set by PAT:

- (i) The Zero Emission Bus Regional Area (Phase 1) project proceeds through decision point 4 (full business case) and work commences on Activity 5 (delivery).
- (ii) Approval to the Combined Authority's contribution of £24,565,171. The total scheme value is £56,161,738.

- (iii) The Combined Authority enters into funding agreements with the three bus operators for the sums included in exempt **Appendix 6** for expenditure of up to of £24,565,171.
- (iv) That 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

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

- (i) The Combined Authority's Project Manager will have been appointed.
- (ii) A Benefits Realisation Plan is produced.
- (iii) The ZEB Programme Board is formed including the Project Managers from each Bus Operating Company.

Active Travel Fund: Local Authority Capital Funding

14.7 The Transport Committee approves that:

- (i) The change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport to £6,931,250.
- (ii) An indicative approval to the Combined Authority's contribution of £6,931,250. The total scheme value is £6,931,250.
- (iii) Approval to the Combined Authority's contribution of £2,146,250, allocated between the Combined Authority and the West Yorkshire partners as set out below. The total scheme value is £6,931,250:

○ Bradford – Active Travel Neighbourhoods	£525,000
○ Calderdale – Active Travel Neighbourhoods	£475,000
○ West Yorkshire – School Streets Programme	£350,000
○ Bradford – Darley Street (Bradford City Centre)	£600,000
○ Combined Authority programme costs	£196,250
- (iv) The Combined Authority enters into funding agreements with the Local Authority partners for the four schemes as set out above for current expenditure of up to £1,950,000 in total.
- (v) Future approvals are made in accordance with the assurance pathway and approval routes outlined in this report. This will be subject to the schemes remaining within the tolerances outlined in this report.

15 Background Documents

15.1 None as part of this report.

16 Appendices

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

Appendix 2 – Corridor Improvement Programme Wakefield A638 Doncaster Road – Business Case Summary

Appendix 3 – Leeds City Centre Cycle Connectivity – Business Case Summary

Appendix 4 – TCF Leeds Station Sustainable Travel Gateway – Business Case Summary

Appendix 5 – Zero Emissions Bus Regional Area (Phase 1) – Business Case Summary

Appendix 6 – Zero Emissions Bus Regional Area (Phase 1) – Exempt Appendix