
Report to: West Yorkshire Combined Authority

Date: 9 September 2022

Subject: Project Approvals

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1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The schemes outlined in this report have come directly to the Combined Authority as they are seeking decision point 2 (strategic outline case) approval and delegation of authority to the relevant thematic committee to approve future change requests. The schemes will be reported to the relevant thematic committee as appropriate.
- 1.3 The recommendations can be found in Section 12 of this report.

2 Tackling the Climate Emergency implications

- 2.1 The West Yorkshire Combined Authority and the Leeds City Region Enterprise Partnership (the LEP) are working towards the challenging ambition of being a net zero carbon economy by 2038 and to have made significant progress by 2030, in its efforts to tackle the climate emergency. As a region, West Yorkshire currently emits 11 million tonnes of carbon dioxide equivalent (MtCO₂e) per year. Meeting the target, achieving emission reductions of over 11 MtCO₂e by 2038, will require urgent and collaborative action across all sectors of the region's economy in partnership with businesses and communities.
- 2.2 Transport is the largest emitting sector, dominated by road transport and private vehicle use. The majority of emissions from buildings and industry are due to heat generation, primarily as a result of the combustion of natural gas.
- 2.3 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 all Project Approvals reports to the Combined Authority and thematic committees to include the results of a carbon impact assessment and narrative on the clean growth / tackling the climate emergency implications.

2.4 To strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust methodology for assessing the carbon impact of proposals has been developed. This includes a qualitative assessment of likely carbon impact at Stage 1 and a more detailed quantitative assessment of carbon impact at Stage 2.

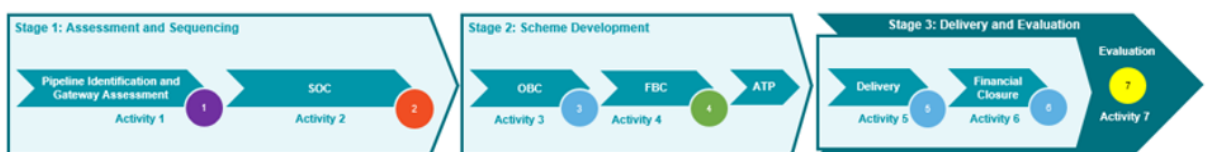
2.5 The carbon impact assessment methodology has now been completed and is being implemented into the Assurance Framework. The work has involved the development of training, reporting requirements and other supporting material to ensure carbon assessment is properly embedded in the Assurance Framework. The Combined Authority will provide the necessary scrutiny of carbon impact assessments presented by promoters.

3 Report

3.1 This report presents proposals for the progression of two schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. One of these schemes is subject to a non-disclosure agreement and its costs have not been included in these totals. The remaining scheme has a funding value of £1,420,000 when fully approved, of which £1,420,000 will be funded by the Combined Authority. A total expenditure recommendation to the value of £1,356,000 is sought as part of this report for the development and delivery of this scheme. Further details on the schemes summarised below can be found as part of this report.

3.2 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.

3.3 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

3.4 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).

- 3.5 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

- 3.6 If approved the scheme will progress to OBC unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The economic case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (decision point 3) as set out in the approval pathway and route approved at decision point 2.
- 3.7 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.
- 3.8 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.
- 3.9 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

- 3.10 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 3.11 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.
- 3.12 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.
- 3.13 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.
- 3.14 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

- 3.15 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.
- 3.16 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.

- 3.17 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.
- 3.18 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.
- 3.19 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>Eurovision Song Contest 2023 – Leeds Host City Bid</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The Eurovision Song Contest (ESC) is the world's largest live music event, organised annually since 1956, by the European Broadcasting Union (EBU). Ukraine's entry won the contest in 2022 and under normal circumstances, would have hosted the ESC 2023. However, in light of the war in Ukraine and the challenges this presents, in terms of hosting a complex international event, the EBU has agreed that the ESC 2023 will be held in the United Kingdom (UK), on Ukraine's behalf, with the BBC as Host Broadcaster.</p> <p>The BBC's selection process started in July 2022 and cities were invited to formally express their interest in hosting the event. Leeds was shortlisted and is now required to provide detailed information in a bid to the BBC, which will be used to identify the preferred Host City. Leeds City Council has met with the West Yorkshire's Ukrainian community which is supportive of the bid. The bid will be submitted in line with the timeline set out by the BBC and the final Host City decision will be made in the autumn.</p> <p>An approval in principle is now sought from the Combined Authority for match funding to contribute to the costs associated with hosting the event. At the time of this report's publication the bidding process to host ESC is still live and the Combined Authority and Leeds City Council are subject to a non-disclosure agreement with the BBC. Some details relevant to this approval have therefore been included in Exempt Appendix 2.</p> <p><u>Impact</u></p> <p>Hosting the ESC 2023 will support the ongoing recovery of the tourism sector in Leeds and the wider region through domestic and international visitors spending on accommodation, food and drink, entertainment, retail and other goods and services. Services including security, ticketing and waste management are required to deliver major events, and this will have a positive impact on businesses in the region. The ESC also presents opportunities to increase awareness of Leeds and the region as a place to invest, study and live attracting inward investment.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 1 (strategic assessment) and work commences on decision point 2, 3 and 4 (business justification).</p> <p>Total value of the scheme – see Exempt Appendix 2</p> <p>Total value of Combined Authority funding – see Exempt Appendix 2</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>TCF Tadcaster Road</p> <p>York</p>	<p><u>Scheme description</u></p> <p>The scheme will be delivered along with a regular Department for Transport funded road maintenance programme which will take away the upper layers of the road surface, refurbish the drainage, and renew the street lighting. The Transforming Cities Fund (TCF) scheme will fund a new layout on the road and pavement that favours pedestrians, cyclists, and public transport and will be delivered by City of York Council (CYC).</p> <p>The scheme meets national guidance for walking and cycling facilities and will include three new high specification controlled pedestrian crossings, which are accessible to people with disabilities, cycle lane improvements, and separating cyclists from buses by providing a dedicated bus lane. The scheme will also create more pavement space and more space at crossings to manage large numbers of people going to and from York College at peak times of the day. The allocation of dedicated road space to buses will also improve bus journey times.</p> <p>The scheme is funded by Transforming Cities Fund.</p> <p><u>Impact</u></p> <p>This scheme will deliver the Strategic Economic Framework aim of delivering well connected transport infrastructure and contributes to the Mayor's pledge to tackle the climate emergency and protect our environment.</p> <p>The scheme supports the Combined Authority's inclusive growth and equality and diversity policies by providing safer, accessible, and more attractive local travel choices for non-car owners, less affluent people and people accessing York College from Tadcaster Road.</p> <p>The scheme's wider social benefits include health and wellbeing benefits as a result of the improved cycling and walking facilities, which will encourage more people to make local trips by bike or on foot, rather than by the car to access greenspace and the employment, education, and leisure facilities in the city.</p> <p>The scheme will deliver a cost benefit ratio of 1.75 over 20 years if a 10% increase in cycling is achieved.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).</p> <p>Total value of the scheme - £1,420,000</p> <p>Total value of Combined Authority funding - £1,420,000</p> <p>Funding recommendation sought - £1,356,000</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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- 3.20 Since the Combined Authority’s meeting on 22 July 2022, the following decision points and change requests have been assessed in line with the Combined Authority’s assurance process and approved through the agreed delegation to the Combined Authority’s Place, Regeneration and Housing Committee at its meeting on 1 September 2022. Under the delegation no expenditure was approved on 1 September 2022. The decisions were made by the Place Regeneration and Housing Committee following a recommendation from Combined Authority Programme Appraisal Team.
- 3.21 The full agenda and papers for the meeting can be found on the [Combined Authority website here](#).

BHF - Cow Green	<p>Approval of outline business case and for work to commence on full business case</p> <p>Funding approved - £0</p> <p>Total indicative value of the scheme - £17,000,000</p> <p>Total indicative value of Combined Authority funding - £2,100,000</p>
BHF – South Huddersfield	<p>Approval of outline business case and for work to commence on full business case</p> <p>Funding approved - £0</p> <p>Total indicative value of the scheme - £15,000,000</p> <p>Total indicative value of Combined Authority funding - £869,000</p>
BHF Leeds Village	<p>Approval of outline business case and for work to commence on full business case</p> <p>Funding approved - £0</p> <p>Total indicative value of the scheme - £154,000,000</p> <p>Total indicative value of Combined Authority funding - £7,667,000</p>

4 Information

4.1 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.

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

Projects in Stage 1: Assessment and Sequencing

Project Title	Eurovision Song Contest 2023 – Leeds Host City Bid
Stage	1 (assessment and sequencing) and 2 (project development)
Decision Point	1 (strategic assessment)

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 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

- 4.4 The Eurovision Song Contest (ESC) is the world’s largest live music event, organised annually since 1956 by the European Broadcasting Union (EBU), which represents public service media in 56 countries in Europe, the Middle East, and Africa.
- 4.5 The economic tourist impact from previous host cities is reported to range from €17 million to €38 million. The ESC 2022, held in Turin, reached over 180 million viewers on TV and digital platforms, and gave its tourism a significant boost. Forty thousand air passengers passed through Turin airport for Eurovision, of these 56% were making their first trip over to the city. 57% of Turin’s tourists arrived solely for Eurovision in the weeks leading up to the ESC and a survey showed 90% of visiting Eurovision fans said they would like to visit Turin again.
- 4.6 The ESC 2022 was won by Ukraine’s entry, Kalush Orchestra. Under normal circumstances, Ukraine would have hosted the ESC 2023. However, in light of the war in Ukraine and the challenges this presents to hosting a complex international event, the EBU has agreed that the United Kingdom (UK), will host the ESC 2023, on Ukraine’s behalf, with the BBC as Host Broadcaster.
- 4.7 The BBC began a Host City selection process in late July 2022, which invited cities to formally express their interest in hosting the ESC. A total of 20 cities expressed an interest in becoming the UK Host City for Eurovision 2023.
- 4.8 The BBC announced on 12 August 2022, Leeds had been shortlisted alongside Birmingham, Glasgow, Liverpool, Manchester, Newcastle, and Sheffield. Each shortlisted city is required to provide detailed information to the

BBC, referred to in this report as a bid submission, which will be used to identify the preferred Host City.

- 4.9 An agreement in principle is now sought from the Combined Authority to provide match funding for the bid submission. At the time of this report's publication the bidding process to host the Eurovision Song Contest 2023 (ESC) is still live and the Combined Authority and Leeds City Council are subject to a non-disclosure agreement (NDA) with the BBC. The NDA does not allow the publication of any details associated with the UK Host City selection process for the Eurovision Song Contest. Some of the details relevant to this approval are therefore included in **Exempt Appendix 2**.

Tackling the Climate Emergency Implications

- 4.10 The ESC 2023 would be hosted in a compact city centre which alone will contribute to offering a more sustainable event.
- 4.11 It is recognised that hosting ESC 2023 will generate more international travel to the region. Leeds' approach will be subject to review in relation to minimising the impact on the environment wherever possible and will be further explored as part of the development of the business justification case if the bid is successful.

Outputs and Benefits

- 4.12 The outputs and benefits from hosting the event include:
- Supporting the ongoing recovery of the tourism sector both in Leeds and the wider region through domestic and international visitors spending on accommodation, food and beverage, entertainment, retail and other goods and services. Tourism activity can be immediate from event attendance and longer term as guests return to the region, or others are inspired by event coverage to visit later.
 - The economic impact from tourists visiting previous ESC Host Cities ranges from €17 million to €38 million.
 - Increased awareness of Leeds and the region as a place to visit, invest, study and live attracting inward investment,
 - Services including security, ticketing, venue hire, waste management are required to deliver major events, and this will have a positive impact on businesses in the region. When money from outside the region is spent in the region to deliver the event, there are positive economic returns from event operations.

Inclusive Growth Implications

- 4.13 The inclusive growth implications of hosting the event include:
- Working with Leeds 2023 and regional partners the cultural programme will provide support to the cultural sector and to SMEs in the supply chain, all areas heavily impacted by the Covid-19 pandemic.

- It also supports the large Ukraine population in the region as a host on their behalf. Leeds have already engaged the 5,000 strong Ukrainian community across Leeds and Yorkshire including Bradford, Huddersfield, and Wakefield.
- Also see **Exempt Appendix 2**.

Equality and Diversity Implications

- 4.14 Leeds City Council will be required to complete an Equality Impact Assessment (EqIA) as part of the development of the business justification case if the bid is successful.

Risks

- 4.15 See **Exempt Appendix 2**.

Costs

- 4.16 See **Exempt Appendix 2**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/09/2022
2,3 and 4 (business justification)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Culture, Heritage and Sport Committee	03/11/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2023

Other Key Timescales

- September 2022 - Shortlisted Host City bid submission deadline
- May 2023 - Eurovision Song Contest 2023
- See **Exempt Appendix 2** for other key timescales

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those outlined in Exempt Appendix 2 . Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Outputs to be agreed at business justification stage

Appraisal Summary

4.17 Please refer to **Exempt Appendix 2**.

Recommendations

4.18 Please refer to **Exempt Appendix 2**.

Project Title	TCF Tadcaster Road
Stage	1 (assessment and sequencing) and 2 (project development)
Decision Point	2,3 and 4 (business justification)

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

Background

- 4.19 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.
- 4.20 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities.
- 4.21 This scheme builds on York's strong cycling foundation and successful experience with Park and Ride, to enhance the provision for walking and cycling and prioritisation of buses on an arterial route into the city.
- 4.22 Tadcaster Road runs next to York Racecourse and links Askham Bar Park and Ride to the city centre and provides access to York College and employment opportunities and leisure facilities in the city centre, for local residents, including those from some of the city's less affluent areas. Improving cycling and walking facilities on Tadcaster Road, will encourage residents and visitors to make local trips by bike or on foot.
- 4.23 This scheme will be delivered along with a regular Department for Transport funded road maintenance programme which will take away the upper layers of the road surface, refurbish the drainage, and renew the street lighting. When it is time to replace the road and pavement the Transforming Cities Fund (TCF) scheme will fund a new layout on the road and pavement that favours

pedestrians, cyclists, and public transport and will be delivered by City of York Council (CYC).

- 4.24 The scheme meets national guidance for walking and cycling facilities and will include three new high specification controlled pedestrian crossings, accessible to people with disabilities, to replace central reservations, unenforceable cycle lanes replaced with enforceable cycle lanes to reduce instances of vehicles parking or entering these lanes, and separating cyclists from buses by providing a dedicated bus lane so buses do not have to travel at the speed of the slowest cyclist.
- 4.25 The scheme will create more pavement space and more space at crossings, to manage the large numbers of students going to and from York College at peak times of the day. The allocation of dedicated road space to buses will also improve bus journey times.
- 4.26 Consultation with the public, disability and cycle users' groups has resulted in the final location of a crossing being moved.
- 4.27 A summary of the scheme's business case and location map is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 4.28 The scheme will make journeys feel safer and more enjoyable and encourage more people to make local trips by bike or on foot, rather than by car.
- 4.29 Similarly regional visitors and people travelling to York from surrounding rural areas to go shopping or continue their journey by train, will be more inclined to use the Park and Ride if the journey times for Park and Ride bus and local buses are quick and more reliable because of bus priority measures on their route.

Outputs and Benefits

- 4.30 The scheme outputs and benefits include:
- Installation of three new pedestrian controlled signalised crossings, which will be accessible to everyone.
 - Provision of 13 light segregation features to protect cyclists at vulnerable locations
 - Installation of 625 metres of new cycle track along Tadcaster Road which is located off the highway
 - 2085 metres of on-road cycle lanes widened to a width of 1.5 metres and 335 metres of bus and cycle lanes widened to allow buses to safely overtake cyclists
 - Shared space path, used by pedestrians and cyclists, widened to three metres wide
 - Sections of cycle lane rerouted to pass behind bus stops, to remove areas where cyclists and pedestrians would mix.

- Reallocation of road space to cycling and walking, for example the removal of some yellow road 'hatching' marks to widen cycle lanes and pavements
- New bus lane markings
- Increase in pedestrian trips along Tadcaster Road by 10% in five years because of improved pedestrian crossings and pavements.
- Increase cycle trips along Tadcaster Road by 10% in five years because of the replacement of advisory cycleways with wider mandatory lanes.
- Reduce number of accidents by 5-10% over five years for vulnerable road users most at risk from road traffic including pedestrians, in particular children, older adults and disabled people, cyclists, horse riders and motorcyclists.

Inclusive Growth Implications

4.31 The scheme's inclusive growth implications include:

- Improved bus journey times and reliability for non-car owners, residents from less affluent areas, students, and those with disabilities.
- The improved cycling and walking facilities will encourage more people to make local trips by bike or on foot, rather than by the car, to access greenspace and the employment, education, and leisure facilities in the city. The physical and mental health benefits of inclusion into active travel (cycling and walking) are proven and accepted for most people.

Equality and Diversity Implications

4.32 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts put at the heart of the development of the scheme and the business case.

4.33 The scheme addresses the barriers cyclists and pedestrians face when using Tadcaster Road by making it more accessible and addressing safety fears.

Risks

4.34 The scheme risks include:

- That the costs rise as part of the current procurement exercise leaving a funding gap. Options to mitigate this are that City of York Council (CYC) meets the cost, a further value engineering exercise is completed, or the design is reviewed to reduce some elements.
- This scheme can only start once the relevant section of Tadcaster Road is ready to be reinstated, following the works carried out as part of the DfT funded maintenance programme. Any delay to the maintenance programme works will impact on the scheme's delivery timeframes. This will be mitigated by CYC providing regular updates on progress of the DfT maintenance programme.

Costs

4.35 The total scheme costs are £1,420,000.

- The Combined Authority's contribution is £1,420,000 from the Transforming Cities Fund.
- The scheme is being jointly procured with the regular Department for Transport funded maintenance works due on this part of Tadcaster Road.
- At decision point 1 (strategic assessment) development costs of £64,000 were approved to develop the business justification case. This has now been spent on a cycling infrastructure assessment of the existing infrastructure and determining the preferred option against national cycle guidance.
- Subject to approval of the Business Justification Case, the Combined Authority will need to enter into a funding agreement with City of York Council for expenditure up to £1,420,000 from the Transforming Cities Fund.
- As outlined in the Risk section there is a likelihood the current procurement will reveal a scheme cost that exceeds the budget allocation which is fixed. If the funding gap cannot be filled by CYC, a revision of the design to exclude some elements will be necessary to stay within the budget of £1,420,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2,3 and 4 (business justification)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	09/09/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	07/10/2022

Other Key Timescales

- 31 August 2022 - Contractor appointed
- 31 October 2022 – Work on site starts
- 30 June 2023 – Work on site finishes

Assurance Tolerances

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

Outputs remain within -10% of those outlined in this report

Appraisal Summary

- 4.36 The strategic case for the scheme is strong as it delivers to many of the Combined Authority and City of York Council's policies. Many of these overlap in their prioritisation and focus on investing in sustainable travel infrastructure to encourage movement away from use of the private car in favour of cycling and walking for environmental as well as health reasons, in addition to improving connectivity for less affluent neighbourhoods to facilities and opportunities to achieve more inclusion. The improvement of the bus route to prioritise buses and maintain good speeds also supports these objectives, as one of the current obstacles for buses is that shared lanes with cyclists limits the bus to the speed of the slowest cyclist.
- 4.37 The commercial case is strong as it combines procurement of this scheme with the DfT's routine maintenance programme, and the sound procurement policies established at CYC. The economic case is also strong with a minimum BCR of 1.75 (medium) excluding the benefit of no costs for the removal of old infrastructure as the routine maintenance scheme it follows will pay for this. The inclusion of SMART objectives will uplift the economic case to green and this has been added as one of the conditions for approval to proceed.
- 4.38 The financial case remains the most challenging as the scheme budget is fixed and the current procurement exercise may show the cost of the current design has risen above the provision for inflation and contingency. If this happens and the mitigations do not cover the funding gap the scheme design may have to be revisited. This reality means the overall appraisal must remain at amber/green despite nominally being a low value, low risk scheme.

Recommendations

- 4.39 The Combined Authority subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The TCF Tadcaster Road scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the Combined Authority's contribution of £1,356,000, taking the total scheme approval to £1,420,000. The total scheme value is £1,420,000.
 - (iii) The Combined Authority enters into an addendum to the existing Funding Agreement with City of York Council for expenditure of up to £1,420,000.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report

Conditions

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

- (i) The final agreed tender cost of the scheme must be confirmed to come within the available funding, and a detailed cost breakdown and cost plan from the contractor provided as evidence.
- (ii) If a funding gap exists which cannot be bridged by either additional funding from CYC or value engineering, the scheme will be brought back to PAT for approval of any changes to the current design.
- (iii) The objectives are updated to ensure that they are all SMART, the specific outputs and benefits are confirmed, and a Monitoring and Evaluation Plan is provided.
- (iv) A construction programme (Gantt) is supplied for the works, covering both the core maintenance works and TCF works for Tadcaster Road.

Projects in Stage 2: Development

4.41 There are no schemes to review at this stage.

Projects in Stage 3: Delivery and Evaluation

4.42 There are no schemes to review at this stage.

5 Tackling the Climate Emergency implications

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

6 Inclusive Growth implications

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

7 Equality and Diversity implications

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

8 Financial implications

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

9 Legal implications

9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

10 Staffing implications

- 10.1 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.

11 External consultees

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

12 Recommendations (Summary)

Eurovision Song Contest 2023 – Leeds Host City Bid

- 12.1 See **Exempt Appendix 2**.

TCF Tadcaster Road

- 12.2 The Combined Authority subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The TCF Tadcaster Road scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the Combined Authority's contribution of £1,356,000, taking the total scheme approval to £1,420,000. The total scheme value is £1,420,000.
 - (iii) The Combined Authority enters into an addendum to the existing Funding Agreement with City of York Council for expenditure of up to £1,420,000.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report

Conditions

- 12.3 The following conditions have been set by PAT to gain Approval to Proceed to Delivery:
- (i) The final agreed tender cost of the scheme must be confirmed to come within the available funding, and a detailed cost breakdown and cost plan from the contractor provided as evidence.
 - (ii) If a funding gap exists which cannot be bridged by either additional funding from CYC or value engineering, the scheme will be brought back to PAT for approval of any changes to the current design.
 - (iii) The objectives are updated to ensure that they are all SMART, the specific outputs and benefits are confirmed, and a Monitoring and Evaluation Plan is provided.

- (iv) A construction programme (Gantt) is supplied for the works, covering both the core maintenance works and TCF works for Tadcaster Road.

13 Background Documents

13.1 None as part of this report.

14 Appendices

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

Exempt Appendix 2 – Eurovision Song Contest 2023 – Leeds Host City Bid

Appendix 3 - TCF Tadcaster Road Business Case Summary