
Report to: Transport Committee

Date: 14 December 2022

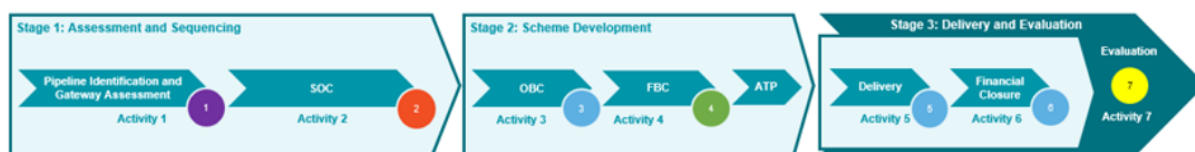
Subject: Project Approvals

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1. Purpose of this Report

- 1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Future Transport, within the West Yorkshire Investment Strategy (WYIS), 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 12 of this report.

2. Report

- 2.1 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. Further details on the schemes summarised below can be found as part of this report.
- 2.2 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.

3. Investment Priority 5 (IP5) - Future Transport

3.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.

3.2 Investment Priority 5 will deliver a range of programmes and schemes which focus on:

- Creating an affordable, simple, integrated, and accessible system for people to travel anywhere by public transport.
- Increasing passenger numbers on bus, rail, and future transport networks.
- Improving air quality and reduction in car dominance.
- Ensuring that people are enabled to make sustainable travel choices from housing and employment sites.
- Transforming access for communities of persistent poverty, where households have prolonged experiences of poverty, to employment opportunities and skills centres.
- Enhancements in ticketing and travel information.
- Buses being an effective and affordable mode of transport.
- Enhancing customer satisfaction with public transport.

3.3 IP5 has an indicative allocation of £58,000,000 of gainshare funding for the current investment period but there also other funding streams that contribute to IP5, for example West Yorkshire plus Transport Fund, City Regional Sustainable Transport Settlement (CRSTS), etc, that add up to £2 billion plus.

Scheme Summaries

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| <p>Transforming Cities Fund West Bradford – Cycle Superhighway Extension (Phase 1)</p> <p>Bradford</p> | <p><u>Scheme description</u></p> <p>The West Bradford Cycle Superhighway (CSH) scheme will deliver high quality cycle infrastructure and walking improvements along a 2.5 kilometre route from the city centre and to Cemetery Road, connecting several residential areas to the west of Bradford.</p> <p>Following the Combined Authority’s recent inflation review exercise for transport schemes, it was identified that given the available budget, delivery of all four of Bradford’s TCF schemes “in full” through the TCF funding programme will not be possible. In response, Bradford Council has prioritised the Interchange and City Centre Walking & Cycling schemes to be delivered in full as both are integral to the City of Culture 2025 ambitions. As a result, the delivery of the West Bradford CSH scheme (and South Bradford Park & Ride scheme) will be phased. This report focuses on Phase 1 (2.5 kilometres) of the CSH scheme.</p> <p>Delivery of Phase 2, Cemetery Road to Thornton Village, will be subject to future funding being identified.</p> <p>The scheme is to be delivered through the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme will improve cycle and walking infrastructure, which will encourage more people to cycle and walk instead of using a car, reducing congestion levels, and supporting better air quality.</p> <p>Many of the areas surrounding the proposed cycle route experience high levels of income, health, and disability deprivation. This scheme supports Inclusive Growth as it will improve the equal opportunity for these communities to access education, employment, and housing through sustainable and cheaper travel choices.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 1.17:1. While this is categorised as low value for money, the strategic case is strong and VfM is likely to increase by the next decision point.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) to 4 (full business case).</p> <p>Total value of the scheme - £9,191,635</p> <p>Total value of Combined Authority funding - £9,191,635</p> <p>Funding recommendation sought - £2,618,000</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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Decisions Relevant to this Thematic Committee Made Through Other Delegations

- 3.4 Since the Transport Committee's meeting on 18 November 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 delegations following a recommendation from the Combined Authority Programme Appraisal Team (PAT).
- 3.5 The following schemes have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Chief Executive.

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| Leeds Bradford Airport Parkway Station | <p>Approval to the change request for the Leeds Bradford Airport Parkway Station scheme to increase the development budget by £100,000 to £5,750,000. This will support the development of the project which is to build a new rail station, car park and spur road on the Leeds-Harrogate Railway Line between Horsforth station and the southern portal of the Bramhope Tunnel. The new station will provide a rail interchange to serve Leeds Bradford Airport (LBA) and a parkway function to serve a large but generally rural catchment between north Leeds and Harrogate.</p> <p>Total value of the scheme: £41,980,000</p> <p>Total value of Combined Authority funding: £41,980,000</p> |
| Bradford to Shipley Route Improvement Scheme (Bradford to Shipley Corridor) | <p>Approval to the change request for the Bradford to Shipley Route Improvement scheme for the additional development costs of £2,163,000.</p> <p>Total value of the scheme: £47,900,000</p> <p>Total value of Combined Authority funding: £47,900,000</p> |

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

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| A62 Smart Corridor, Kirklees | <p>Approval to the change request for the A62 Smart Corridor scheme to increase the Combined Authority funding by £850,000.</p> <p>Total value of the scheme: £12,203,000</p> <p>Total value of Combined Authority funding: £8,350,000</p> |
| Castleford Growth Corridor | <p>Approval to the change request for the Castleford Growth Corridor scheme for an additional £681,000 in development funding.</p> <p>Total value of the scheme: £7,491,000</p> <p>Total value of Combined Authority funding: £7,270,000</p> |
| A650 Hard Ings Road | <p>Approval to the project closure report for the A650 Hard Ings Road project, and for the scheme to proceed through decision point 5 (Delivery Closure) and for work to continue on decision point 6 (Project Closure Financial) and Benefits Realisation.</p> <p>Total value of the scheme: £9,334,000</p> <p>Total value of Combined Authority funding: £9,334,000</p> |

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| LPTIP: Bus Delivery - Network Navigation | Approval to the project closure report for the Bus Delivery - Network Navigation scheme, and for the scheme to proceed through decision point 5 (Delivery Closure) and for work to continue on decision point 6 (Project Closure Financial) and Benefits Realisation. Total value of the scheme: £1,427,047 Total value of Combined Authority funding: £1,427,047 |
| LPTIP: Bus Delivery – Real Time Information phases 1 & 2 | Approval to the project closure report for the Real Time Information project (Phases 1 & 2) and for the scheme to proceed through decision point 5 (Delivery Closure) and for work to continue on decision point 6 (Project Closure Financial) and Benefits Realisation Total value of the scheme: £6,944,471 Total value of Combined Authority funding: £6,944,471 |
| Harrogate Road – New Line Junction Improvement | Approval to the project closure report for the Harrogate Road – New Line project and for the scheme to proceed through decision point 5 (Delivery Closure) and for work to continue on decision point 6 (Project Closure Financial) and Benefits Realisation. Total value of the scheme: £13,754,000 Total value of Combined Authority funding: £8,812,000 |

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

4.3 There are no schemes to review at this stage.

Projects in Stage 2: Scheme development

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| Project Title | TCF, West Bradford – Cycle Superhighway Extension (Phase 1) |
| Stage | 2 (scheme development) |
| Decision Point | 3 (outline business case) |

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

Background

- 4.4 The West Bradford Cycle Superhighway (CSH) scheme will be funded through the Department for Transport's (DfT) Transforming Cities Fund (TCF).
- 4.5 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 DfT's approval in March 2020.
- 4.6 The West Bradford CSH scheme will deliver high quality cycle infrastructure along a 7 kilometre route between the city centre and Thornton Village, connecting several residential areas to the west of Bradford including Thornton, Clayton, Allerton, Girlington, and Lidget Green. It is one of four schemes being delivered through the TCF programme in Bradford. The other three schemes are:
- Bradford Interchange – will deliver a new high quality entrance and improve passenger access;
 - Bradford City Centre Walking & Cycling Improvements – will deliver walking, cycling, public realm, and junction improvements within the city centre;
 - Bradford Park & Ride – will deliver a park and ride site in South Bradford along with targeted bus priority measures and cycle improvements along Manchester Road.

- 4.7 A significant portion of the cycle route will be separated from the highway using a combination of two way and single way segregated cycle paths, enabling safer and more attractive routes to cycle easily and conveniently between west Bradford and the city centre. At some major junctions along the route, cyclists will also be given priority over cars.
- 4.8 Whilst the scheme will largely deliver cycle path along Thornton Road, the immediate section west of the city centre will run along Sunbridge Road and City Road and thereafter join Thornton Road. This was decided as compared to the adjacent Thornton Road section, this alternative route provides better opportunity to comply with Department for Transport's (DfT) Local Transport Note 1/20 cycling design principles.
- 4.9 The primary objective of the scheme is to encourage cycling and reduce private car use. This will result in a reduction to congestion levels, improve air quality, and provide a better opportunity for sustainable travel (walking, cycling, bus) to the city centre. It will also support the objectives of the TCF programme, the West Yorkshire Mayor's 'tackle climate emergency' pledge, Inclusive Growth, 21st Century Transport, and Climate Emergency priorities of the Strategic Economic Framework (SEF).
- 4.10 The scheme will also complement the West Yorkshire plus Transport Fund (WYTF) Forster Square Station Development scheme, the Bradford Local Plan, and the Clean Air Zone introduced in Bradford in September 2022.
- 4.11 Following the Combined Authority's recent inflation review exercise for transport schemes, it was identified that given the available budget, delivery of all four of Bradford's TCF schemes "in full" through the TCF funding programme will not be possible. In response, Bradford Council has prioritised the Interchange and City Centre Walking & Cycling schemes to be delivered in full as both are integral to the City of Culture 2025 ambitions. As a result, the delivery of the West Bradford CSH scheme (and South Bradford Park & Ride scheme) will be phased. This report focuses on Phase 1 (2.5 kilometres) of the CSH scheme.
- 4.12 Phase 1 of the West Bradford CSH comes forward at a cost of £9,191,635 and will deliver works from the City Centre up to Cemetery Road. To support cycle connectivity, it will also fund the development of a segregated cycle lane which will be delivered as part of the WYTF Corridor Improvement Programme (CIP) Thornton Road scheme.
- 4.13 Delivery of Phase 2, Cemetery Road to Thornton Village, will be subject to future funding being identified.
- 4.14 A summary of the scheme's business case and location map is included in Appendix 2.

Tackling the Climate Emergency Implications

- 4.15 The Phase 1 scheme will encourage a reduction in car use and promote cycling and walking.

- 4.16 A Stage 2 Carbon Impact Assessment has been carried out for Phase 1. The assessment results indicate that an operational carbon benefit (with the scheme in place) could be achieved when appraised over a 30 year period as a result of reduced car kilometres because more people will choose to walk or cycle. The overall carbon impact however becomes a disbenefit following the inclusion of capital carbon emissions. This is the carbon emissions emitted from all construction activities and use of materials.
- 4.17 A summary of the Phase 1 scheme results, over a 30 year period, is presented below:
- Operational carbon emissions: -41.60 tCO₂e (benefit);
 - Capital carbon emissions: 750 tCO₂e (disbenefit);
 - Total impact: 708.40 tCO₂e (disbenefit).
- 4.18 The promoter will develop a carbon mitigation plan at full business case to demonstrate how it will reduce the impact of capital carbon emissions alongside improving the current design and green features to increase the operational carbon benefits.
- 4.19 The promoter will also carry out an assessment using the Low Carbon scenario. A 'low carbon' (LC) transport scenario has been developed from the models used for the Carbon Emission Reduction Pathways (CERP) work to test how transport proposals performs against background assumptions which are more consistent with the West Yorkshire target of net zero carbon emissions by 2038. Given that this is a cycling and walking scheme, the use of the LC scenario is likely to improve both the value for money and carbon impact assessment results because it assumes much greater increases in walking and cycling over the appraisal period.

Outputs and Benefits

- 4.20 The West Bradford CSH scheme (Phase 1) outputs and benefits are:
- 2.5 kilometres of route with both pedestrian and cycle improvements;
 - 2.5 kilometres of new cycle lanes;
 - 2 new formal cycle crossings;
 - 9 improved crossings for pedestrians;
 - 6 junctions with improved cycle facilities;
 - Increase the participation in cycling by 10% by 2036;
 - Encourage cycling and walking and a reduction of car trips by 10% by 2036 along the corridor;
 - Increase the number of people who access Bradford city centre by bike or on foot within 30mins by 25% by 2025;
 - Contribute to Net Zero targets with a reduction in carbon output from travel along the Thornton Road corridor by 25% by 2036;

- Improve air quality along the Thornton Road corridor by reducing the NO₂ and PM₁₀ on the Air Quality Index by 10% by 2036;
- Reduce the number of accidents involving cyclists aiming for no KSIs (Killed or Seriously Injured) by 2030.

4.21 The value for money assessment for Phase 1 of the scheme indicates a Benefit Cost Ratio (BCR) of 1.17:1, judging the scheme as low value for money when assessed against the DfT's value for money criteria. The assessment of the core impacts has been calculated using DfT's AMAT tool (Active Mode Appraisal Toolkit) which principally appraises the benefits resulting from the reduction in car kilometres as more people choose to walk or cycle.

Inclusive Growth Implications

4.22 The scheme supports Inclusive Growth as it will improve sustainable access to employment, education, and housing to residents of the areas surrounding the proposed cycle route who experience high levels of income, health, and disability deprivation.

4.23 Additionally, there are several primary and secondary schools within 1 kilometre of the corridor and the route runs adjacent to the main University of Bradford campus, therefore a reduction in congestion levels and increased cycling and walking due to this scheme will have wider inclusive benefits, such as improved health for those using the cycle route.

Equality and Diversity Implications

4.24 An Equality Impact Assessment (EqIA) has been carried out for the scheme, assessing the potential construction and operational (post scheme delivery) impacts, with mitigation measures in place as part of an Action Plan.

4.25 The overall assessment indicates positive impacts will be realised by the scheme, including better safety and better access to walking and cycling. The scheme does not impact any of the nine protected characteristic groups as defined in the Equality Act (2010).

4.26 The scheme will revisit the EqIA as part of developing the Detailed Design stage of the full business case (decision point 4). Changes will be incorporated should the need be identified following ongoing engagement with residents, businesses, and other key stakeholder groups.

4.27 In terms of potential design implications:

- No residential parking will be impacted in the Phase 1 scheme.
- Some bus stop relocations will need to be made to accommodate the new segregated cycle lanes. The relocation distance will result in a neutral impact (slight increase for some whilst slight decrease for others), with no meaningful change to current access to existing stops. It is noted that the new bus stops will have improved shelter, seating, and bus stop information facilities.

Risks

4.28 The key scheme risks and mitigations are:

- There is a legal challenge to the Traffic Regulation Orders and side road statutory process, delaying the scheme, impacting costs and deliverability. This will be mitigated by a robust selection of competent contractors and specialists to manage consultation and negotiations, and work closely with the design team.
- That the preferred solution becomes unaffordable, delaying delivery, requiring a re-design, and impacting the achievement of scheme objectives, benefits, and outcomes. This will be mitigated by a robust review and checking system, including Road Safety Audits and the introduction of hold points and check process at key stages of Design.
- The identification of further Statutory Utilities diversion requirements impacting costs and delivery. This will be mitigated by close working and effective engagement with utility companies, the acquisition of statutory undertaker plans, a robust assessment of cost estimates, and the undertaking of all required ground surveys to support design development.

Costs

4.29 The total Phase 1 scheme costs are £9,191,635, to be wholly funded by the Combined Authority's TCF programme.

4.30 At decision point 2 (strategic outline case), development costs of £1,464,000 were approved. Additional approval of £2,618,000 is now sought at decision point 3 (outline business case) to progress the Phase 1 scheme to decision point 4 (full business case), taking the total approval to £4,082,000 from the TCF Fund.

4.31 The additional approval is broken down as:

- £1,592,000 council project management costs and consultant fees to complete the detailed design stage.
- £1,026,000 to fund the statutory utility diversion work.

4.32 The Combined Authority will need to enter into an addendum to the existing funding agreement with Bradford Council for expenditure of up to £4,082,000 from the TCF Fund.

Assurance Pathway and Approval Route

| Assurance pathway | Approval route | Forecast approval date |
|---------------------------|--|------------------------|
| 3 (outline business case) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee | 14/12/2022 |

| | | |
|------------------------|--|------------|
| 4 (full business case) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive | 29/09/2023 |
| Approval to Proceed | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery | 25/10/2023 |
| 5 (delivery) | Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery | 26/02/2025 |

Assurance Tolerances

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

Appraisal Summary

- 4.33 The West Bradford CSH Phase 1 scheme will deliver high quality segregated cycle paths west of Bradford city centre to Cemetery Road. This will support objectives of the TCF Programme, the West Yorkshire Mayor's 'tackle climate emergency' pledge, priorities of the Strategic Economic Framework, and principles of Inclusive Growth.
- 4.34 Scheme benefits have been suitably appraised and although it informs a low value for money classification and a potential carbon disbenefit over a 30 year appraisal period, the scheme demonstrates strong strategic drivers and objectives which should be given due consideration. Additionally, further assessment via the Low Carbon scenario at full business case stage is likely to improve both the BCR and carbon position.
- 4.35 The commercial case has suitably described the design and build route to procure construction works, whilst scheme costs have been adequately presented and will be refined at full business case following completion to detailed design.
- 4.36 The management case supports scheme deliverability, indicating risks will be managed by the project team within the current delivery timescales and budget.

Recommendations

- 4.37 The Transport Committee approves that:

- (i) The TCF West Bradford – Cycle Superhighway Extension (Phase 1) 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 £9,191,635. The total scheme value is £9,191,635.
- (iii) Additional development costs of £2,618,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £4,082,000.
- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Bradford Council for expenditure of up to £4,082,000.
- (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.

Projects in Stage 3: Delivery and Evaluation

4.38 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 scheme in this report.

11. External consultees

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

12. Recommendations (Summary)

TCF West Bradford – Cycle Superhighway Extension

12.1 The Transport Committee approves that:

- (i) The TCF West Bradford – Cycle Superhighway Extension (Phase 1) 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 £9,191,635. The total scheme value is £9,191,635.
- (iii) Additional development costs of £2,618,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £4,082,000.
- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Bradford Council for expenditure of up to £4,082,000.
- (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.

13. Background Documents

13.1 None as part of this report.

14. Appendices

Appendix 1 - Assurance Framework

Appendix 2 – West Bradford CSH – Business Case Summary