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Report to: West Yorkshire Combined Authority

Date: 27 July 2023

Subject: Project Approvals - Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport

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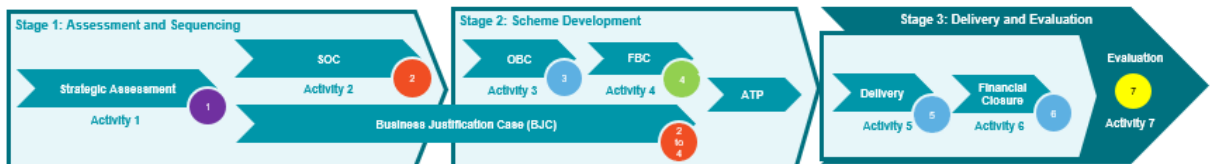
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## 1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable 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 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.

## 3 Investment Priority 5 (IP5) - Delivering Sustainable, Inclusive and Affordable 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.

<p><b>Local Electric Vehicle Infrastructure Scheme (LEVI)</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The West Yorkshire LEVI Programme will significantly enhance the number of publicly accessible charge points in the region, specifically targeting 'close to home' charging for residents without access to off street parking.</p> <p>The scheme is to be delivered through the Local Electric Vehicle Infrastructure (LEVI) Fund.</p> <p><b><u>Impact</u></b></p> <p>The scheme is expected to assist in accelerating the uptake of electric vehicles (EVs) by providing charge points in residential locations across West Yorkshire which have no access to off street parking and may not currently be attractive for market led charging provision. This will help to ensure that these areas are not left behind in the transfer to EVs and will support the improvement in areas of poor air quality.</p> <p>The value for money position is currently estimated as being Medium.</p> <p><b><u>Decision sought</u></b></p> <p>The Local Electric Vehicle Infrastructure (LEVI) programme proceeds through decision point 2 (Strategic Outline Case) and work commences on development of the relevant business cases for each individual scheme as detailed in this report.</p> <p>Total value of the scheme - £20,642,000 – £32,642,000</p> <p>Total value of Combined Authority funding - £17,142,000</p> <p>Funding recommendation sought - £1,436,000</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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**CRSTS Highways Asset Management and Enhancement Programme and Off Highway Walking and Cycling Network**

West Yorkshire

**Scheme description**

This programme of schemes will maintain and renew vital highway infrastructure to ensure important transport assets in the region are safe, secure and support active travel, public transport journeys and our local economy and business. The Off Highway Walking and Cycling network schemes will compliment this by working to improve public rights of way across the region. This is the second and third year of a five year programme.

The scheme is being delivered through the City Region Sustainable Transport Settlement (CRSTS) Fund.

**Impact**

These schemes are working to renew and maintain vital highway infrastructure to support safe and reliable journeys for our communities, particularly around economy and business, health, education, and tourism. The scheme will reduce carbon emissions through the promotion of walking, cycling and bus use improvements by maintaining and improving prioritisation at junctions.

There is currently no specific benefit cost ratio for this programme.

**Decision sought**

Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery) for the 2023/24 and 2024/25 financial years.

Total value of the scheme - £248,000,000 for CRSTS Highways Asset Management and Enhancement programme, £3,440,000 for Off Highway Walking and Cycling network programme and £6,484,800 for the Pothole Fund.

Total value of Combined Authority funding - £248,000,000 for CRSTS Highways Asset Management and Enhancement programme, £3,440,000 for Off Highway Walking and Cycling network programme and £6,484,800 for the Pothole Fund.

Funding recommendation sought:

- £35,768,466 for CRSTS Highways Asset Management and Enhancement programme taking total approval for year 2 to £48,168,466.
- £516,000 for the CRSTS Off Highway Walking and Cycling network programme taking total approval for year 2 to £688,000.
- £6,484,800 of additional funds from the DfT Pothole Fund for delivery of schemes prioritised through the CRSTS Highways Asset Management and Enhancement Programme.

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

<p><b>Safer Roads</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The Safer Roads programme is delivering a wide range of road safety measures contributing to the emerging 'Vision Zero' action plan. Interventions include traffic calming interventions, pedestrian and cycle facilities, speed limit reductions and parking management to improve road safety at targeted locations across the five districts within West Yorkshire. This is the second year of a five year programme</p> <p>The scheme is funded by the City Region Sustainable Transport Settlement (CRSTS) Fund.</p> <p><b><u>Impact</u></b></p> <p>The value for money assessment reflects a benefit cost ratio (BCR) in the region of 5.4:1. This is categorised as Very High value for money.</p> <p>The five-year programme is working to reduce the number of road collisions that are categorised as Killed and Serious Injuries (KSIs), along with road risks that impact productivity, social, public and business costs. The programme is improving accessibility and inclusivity by addressing barriers to use of the transport network and perceptions of safety to encourage a shift from travelling by private car to walking, cycling and public transport. This will also contribute to the decarbonisation of the transport network.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery) for the 2023/24 financial year.</p> <p>Total value of the scheme - £25,000,000</p> <p>Total value of Combined Authority funding - £25,000,000</p> <p>Funding recommendation sought – £4,397,000 of development and delivery costs for quarters 2, 3 and 4 of 2023/24 (year 2) taking the total approval for this scheme to £10,647,000.</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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**Active Travel Fund 3 –  
A660 Otley Road**

Leeds

**Scheme description**

The scheme involves provision of a sustainable travel corridor along the A660 Otley Road between St Mark's Road, close to the University of Leeds, and Shaw Lane, Headingley. The scheme will incorporate a 5km (2.5km on each side) segregated cycle route, junction and traffic signal improvements to facilitate safer cycling, walking and wheeling, bus stop improvements, new public spaces, footway widening and improvements, directional signage and cycle parking.

The scheme is to be delivered through the Active Travel Fund.

**Impact**

The scheme will provide improved sustainable transport options along a key travel corridor in Leeds. The provision of improvements for walking, cycling, wheeling and bus travel are expected to increase the use of sustainable transport options, with a switch from car travel, improved connectivity to education, employment, and housing as well as improving health and wellbeing for users.

The scheme has a strong strategic case which is centred on the significant positive benefits expected for people walking, cycling and wheeling and therefore has a very high value for money position when considering the impacts for the intended beneficiaries. When considering impacts for all users the assessment gives a value for money position of poor to very poor, primarily due to the potential delay and rerouting of car traffic.

**Decision sought**

Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).

Total value of the scheme - £10,475,000

Total value of Combined Authority funding - £10,475,000

Funding recommendation sought - £10,475,000

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

<p><b>Zero Emissions Bus Regional Area</b></p> <p>West Yorkshire</p>	<p><b><u>Scheme description</u></b></p> <p>The Zero Emissions Bus Regional Area (ZEBRA) scheme is part of WYCA's Zero Emission Bus (ZEB) programme which addresses air pollutants from the region's bus fleet by replacing diesel buses with ZEB alternatives.</p> <p>The change request relates to an increase in Zero Emission Buses and associated charging infrastructure funding.</p> <p>The scheme is funded by the Department for Transport's (DfT) ZEBRA programme and bus operator Match funding.</p> <p><b><u>Impact</u></b></p> <p>The scheme's wider social benefits will include health benefits by reducing air pollutants and transport to provide access to training and jobs for low-income communities.</p> <p>The overall scheme is regarded as 'medium' Value for Money (VfM) with a BCR of 1.5</p> <p><b><u>Decision sought</u></b></p> <p>Approval for the Change Request to increase the scope of the Zero Emission Bus Regional Areas (ZEBRA) scheme by an additional 25 double decker zero emission buses (ZEBs) and associated infrastructure to be delivered by partners First Bus Leeds at their Bramley depot.</p> <p>Total value of the scheme - £69,978,646.</p> <p>Total value of Combined Authority funding - £30,309,240.</p> <p>Funding recommendation sought - £5,744,069.</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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- 3.3 Since the Combined Authority’s meeting on 22 June 2023, 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 Transport Committee at its meeting on 7 July 2023. The decisions were made by the Transport Committee following a recommendation from Combined Authority Programme Appraisal Team.
- 3.4 The full agenda and papers for the meeting can be found on the [Combined Authority website here](#).

<p><b>Active Travel Fund Tranche 4 and Capability Fund</b></p>	<p>The Active Travel Fund 4 Programme proceeds through decision point 2 (strategic outline case) and work commences on development of the relevant business case for each individual scheme.</p> <p>Total value of the scheme - £19,961,635</p> <p>Total value of Combined Authority funding - £19,961,635</p> <p>Funding recommendation sought: £6,024,276</p>
<p><b>Dewsbury Cleckheaton Sustainable Travel Corridor</b></p>	<p>The change request to the A638 Dewsbury Cleckheaton Sustainable Travel Corridor scheme to increase the Combined Authority contribution funding to £15,269,915, release £560,200 funding to support business case development and to update the outputs as detailed in this report is approved. The total scheme value will increase from £12,884,315 to £15,799,977.</p> <p>Total value of the scheme - £15,799,977</p> <p>Total value of Combined Authority funding - £15,269,915</p> <p>Funding recommendation sought - £560,200</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

<b>Project Title</b>	<b>Local Electric Vehicle Infrastructure Scheme (LEVI)</b>
<b>Stage</b>	1 (assessment and sequencing)
<b>Decision Point</b>	2 (strategic outline case)

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

### Background

- 4.3 This scheme will be funded from Local Electric Vehicle Infrastructure (LEVI) fund. The objectives of the LEVI fund are:
- delivering a step-change in the scale of deployment of local, primarily low power, on-street electric vehicle charging infrastructure; and
  - accelerating the commercialisation of, and investment in, the local charging infrastructure sector.
- 4.4 The UK Electric Vehicle Infrastructure Strategy was published in March 2022 setting out the government’s approach to delivering charging infrastructure to 2030, to remove charging infrastructure barriers and accelerate the pace of EV adoption.
- 4.5 To support the delivery of this strategy, the government announced the Local Electric Vehicle Infrastructure Fund (LEVI), a £450 million fund to ‘accelerate commercialisation of local, close to home charging’, which includes both capital funding and resource funding. This funding is provided by the Office for Zero Emission Vehicles (OZEV).
- 4.6 A key aim of the LEVI Fund is to deliver local charge point rollout at scale. Therefore, it is expected that local authorities engage with the private sector to ensure public funding is maximised, investment unlocked, and scale in local rollout is achieved. The fund will also encourage collaborative projects between multiple local authorities.
- 4.7 Schemes will look to ensure equity of access and social value through design and procurement, considering pricing, ease of use, accessibility and working with local communities to ensure charging provision meets local needs.

- 4.8 Following a successful West Yorkshire pilot funding bid, the LEVI Fund Programme will now be delivered by the Combined Authority (CA) and all the West Yorkshire local authority partners.
- 4.9 The Strategic Assessment for the LEVI programme was based on a funding bid for pilot funding to the government's Office of Zero Emission Vehicles (OZEV) for £1,500,000, made in 2022, which was expected to leverage a similar amount of private sector investment. This now constitutes the LEVI pilot project.
- 4.10 The availability of the capability fund then emerged late in the 2022/3 financial year. The amount of capital funding available was also increased substantially, allowing the inclusion in the overall programme of a larger follow-on LEVI capital project after the pilot scheme.
- 4.11 The pilot funding was awarded in February 2023, with the additional capital funding allocated in March 2023.
- 4.12 There are three phases of activity within the programme:
- Phase 1: LEVI Pilot Funding – Grant funding of £1,500,000 has been secured, which will look to leverage private investment to deliver a minimum of 150 charge points across West Yorkshire
  - Phase 2: LEVI Capital Fund – Grant funding of £14,326,00 has been allocated to West Yorkshire to extend the pilot scheme to further accelerate delivery of charge points (subject to OZEV approval of proposal). This will fund between 500 and 1000 charge points.
  - LEVI Capability Fund - Grant funding of £236,880 has been already confirmed plus a further £1,079,120 has been allocated pending OZEV approval. This funding is to provide staff resources in the Combined Authority and all its West Yorkshire local authority partners for the planning and delivery of EV Infrastructure in West Yorkshire
- 4.13 The programme directly contributes to the West Yorkshire mayoral pledges to tackle the climate emergency and protect the environment and create 1,000 well paid, skilled, green jobs for young people.
- 4.14 A summary of the scheme's business case is included in **Appendix 1**.

### **Tackling the Climate Emergency Implications**

- 4.15 The scheme aims to contribute to tackling climate emergency by:
- Supporting the transition to electric vehicles (EVs) through delivering an equitable provision of vehicle charging points.
  - Helping meet carbon reduction targets, a significant increase in the uptake of electric vehicles is required. This programme features the deployment of infrastructure that facilitates the transition to net zero.

- Accelerating the proportion of electric vehicles in West Yorkshire to reduce carbon emissions and support West Yorkshire's response to the Climate Emergency.
- 4.16 A Stage 1 Carbon Impact Assessment (CIA) has been carried out in which the impacts have been assessed qualitatively. The amount of carbon saving per annum has not yet been calculated. The Stage 2 CIA will be carried out as the scheme is developed.
- 4.17 Through the Carbon Impact Assessment the scheme is evaluated to make a long lasting or extensive positive impact in a wide range of categories such as:
- Supporting the shift to low or zero emission vehicles
  - Contributing to the delivery of a low emission transport system that delivers improvements in air quality and reduces carbon emissions
  - Reducing transport emissions in areas of greatest concern such as clean air zones, air quality management areas and noise control areas.
  - The ability to support companies to reduce energy consumption.

### **Outputs and Benefits**

- 4.18 The scheme outputs and benefits include:
- A significant increase in EV charge points across West Yorkshire a minimum of 150 through the pilot study and between 500 – 1,000 for Phase 2.
  - A West Yorkshire EV Infrastructure Framework which can be used in future procurement exercises.
  - Two EV project managers at the CA.
  - A fund for providing EV resourcing for partner councils which could result in up to 10 additional staff.
  - Active travel integration and car club integration (where possible) at charging sites.
  - Strengthening of the electricity supply grid where necessary to facilitate current and future charging needs.
  - Battery storage and renewables at suitable hub locations where needed (e.g. rural locations)
  - Significant carbon reductions and air quality improvements (to be calculated at next stage)
- 4.19 The economic analysis is still at an early stage and a benefit cost ratio (BCR) has not yet been calculated. A detailed economic appraisal will be carried out at the next stage of scheme development. The current assessment of the preferred way forward is that it is expected to offer Medium value for money.

### **Inclusive Growth Implications**

4.20 The scheme inclusive growth implications include:

- The programme supports the Combined Authority's inclusive growth ambitions by ensuring equity of access to EV charging infrastructure, particularly in higher-density housing areas with no access to off-street parking.
- The transition to a net-zero transport network carries the risk that costs, benefits and impacts are distributed unequally across society. Without intervention, engagement with the private sector has shown that the market would be unlikely to deliver the necessary EV charging infrastructure in lower income areas in advance of anticipated demand meaning such areas are at risk of being left behind.
- The programme will ensure equity of access and social value through design and procurement, considering pricing, ease of use, accessibility and working with local communities to ensure infrastructure meets local needs. It will also prepare sites for future demand and accelerate EV adoption to ensure inclusivity in infrastructure delivery.

### **Equality and Diversity Implications**

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

4.22 A vital aim of the programme is to ensure EV infrastructure better supports equality, diversity, and inclusion across the region, ensuring provision is accessible to all and meets local needs.

4.23 One of the programme's aims is equal access to EV charging, levelling up coverage across West Yorkshire and supporting a good customer experience. This includes ensuring that charge point locations and designs are accessible to all and consider a variety of accessibility needs.

4.24 The LEVI Programme ensures that those without home EV charging capabilities are not left behind. Charging point sites will be drawn from across the region but focused on areas of housing areas with higher densities of properties without off-street parking. These areas are diverse but include some of the most deprived areas in West Yorkshire.

### **Risks**

4.25 The scheme risks include:

- A risk of material price increases, fuel/transport price increases and rising inflation impact on infrastructure costs, installation costs and investment offered by the private sector resulting in fewer charge points being installed. This is mitigated by ongoing monitoring of project costs with prioritisation of lower costs sites and technology solutions as required and ongoing market engagement and consultation with investors. The project is scalable to meet the level of investment available.

- A risk of a high proportion of priority sites requiring significant grid reinforcement works or excessive connection costs reducing the overall quantity of charging points. This is mitigated by the production of an initial priority site list which is long enough that overall charge point numbers can be made up from other sites. Second stage of site identification with chosen suppliers means sites that prove to be unviable can be replaced.
- A risk that charge points are not maintained or kept in working order resulting in significant numbers offline, poor service delivery for customers, low usage and reputational damage. This is mitigated by a requirement for suppliers to maintain infrastructure through contracts with tools to claw-back funding if key performance indicators (KPIs) are not met. Suppliers are responsible for operation and maintenance while collecting the majority of profit/revenue, meaning they have a financial incentive to provide quality maintenance.

### Costs

- 4.26 The total programme costs are currently estimated between £20,642,000 and £32,642,000.
- 4.27 The Combined Authority's contribution is £17,142,000 from the LEVI Fund
- 4.28 The following OZEV funding allocations have been made:
- **Phase 1: LEVI Pilot Scheme** - Grant funding of £1,500,000 has been secured.
  - **Phase 2: LEVI Capital Fund** – Grant funding of £14,326,000 allocated to West Yorkshire, subject to OZEV approval of proposal.
  - **LEVI Capability Fund** - Grant funding of £236,880 secured and a further £1,079,120 allocated subject to OZEV approval of proposal.
- 4.29 The remaining funding is £3,500,000 to £15,500,000 from private sector funds. The position on the amount of private sector funding available will become clearer following the procurement of electric charge point operators.
- 4.30 At decision point 1 (strategic assessment) £20,000 of development costs were approved to develop the strategic outline case. A total of £1,436,000 of development funding is now sought to progress the scheme to the next approval stages.
- 4.31 The Combined Authority will need to enter into funding agreements for the Capability Fund with:
- Bradford Metropolitan District Council for expenditure of up to £184,480
  - Calderdale Council for expenditure of up to £195,000
  - Kirklees Council for expenditure of up to £188,631
  - Leeds City Council for expenditure of up to £197,936

- Wakefield Council for expenditure of up to £195,000

## Assurance Pathway and Approval Route

### LEVI Programme

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	02/03/2028

### LEVI Capability Fund

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	01/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	29/11/2024

### LEVI Capital Fund Phase 1 Pilot

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023

4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority Chief Executive Officer (CEO)	01/10/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	29/11/2024

## LEVI Capital Fund Phase 2

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Transport Committee	01/11/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority Chief Executive Officer (CEO)	01/01/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	02/01/2028

## Other Key Timescales

- West Yorkshire EV Infrastructure Framework - commence work - July 2023
- Phase 1: Pilot Scheme Procurement start - October 2023
- Phase 1: Pilot Scheme Procurement completion – December 2023
- Phase 2: Capital Scheme Procurement start – March 2024



- Phase 2: Capital Scheme Procurement completion – June 2024

## Assurance Tolerances

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

## Appraisal Summary

- 4.32 There is a strong strategic case for this scheme which can be seen to be directly addressing policy and strategy at local, regional and national level. The programme can be seen to be addressing a key risk that areas of dense housing without access to off street parking could be left behind in the transition to Electric Vehicles (EVs). On this basis, it could be argued that the strategic case is the most important consideration in the business case.
- 4.33 The scheme is well aligned with Climate Change priorities in that it will facilitate the increased uptake of electric vehicles which is needed to meet carbon reduction targets. It also aligns well with Inclusive Growth ambitions by ensuring equity of access to EV charging infrastructure, particularly in areas with higher-density housing areas with no access to off-street parking.
- 4.34 The scheme will ensure equity of access and social value through design and procurement, considering pricing, ease of use, accessibility and working with local communities to ensure infrastructure meets local needs. It will also prepare sites for future demand and accelerate EV adoption to ensure inclusivity in infrastructure delivery.
- 4.35 The value for money (VfM) has not been calculated at this stage, but the promoter has provided a justified assessment of the VfM position for each of the shortlisted options. The expected VfM category for all of the shortlisted options is stated to be Medium (ie having a benefit cost ratio of higher than 1.5:1 and less than 2:1).
- 4.36 Public consultation has not yet been carried out, but a consultation, engagement and communication strategy will be developed as part of the programme. It will include community and wider stakeholder engagement, which will include community engagement undertaken by the supplier to determine potential sites and optimise solutions to meet local conditions.
- 4.37 Overall, the submission provides sufficient assurance to recommend approval of the programme SOC and approval be given to:
- Commence work on the outline business case (OBC) on the Phase 2 Capital Fund project
  - Commence work on the full business case (FBC) for the Phase 1 Pilot Project
  - Commence work on Delivery for the Capability Fund project.

## Recommendations

4.38 The Combined Authority approves that:

- (i) The Local Electric Vehicle Infrastructure (LEVI) Programme proceeds through decision point 2 (strategic outline case) and work commences on individual project business cases as outlined in this report
- (ii) An indicative approval to the Combined Authority's contribution of £17,142,000. The total programme value is between £20,642,000 and £32,642,000, dependent on leveraged private sector contributions.
- (iii) Subject to the conditions set by the Programme Appraisal Team, approval to funding of £1,316,000 to progress the Local Electric Vehicle Infrastructure (LEVI) Capability Fund scheme to Activity 5 (Delivery). The total scheme costs are £1,316,000.
- (iv) Indicative approval to funding of £1,500,000 for the Local Electric Vehicle Infrastructure (LEVI) Phase 1 Pilot scheme is given and work commences on Activity 4 (full business case). The total scheme costs are £3,000,000.
- (v) Indicative approval to funding of £14,326,000 for the Local Electric Vehicle Infrastructure (LEVI) Phase 2 scheme is given and work commences on Activity 3 (outline business case). The total scheme costs are £16,326,000.
- (vi) The following development costs are approved:
  - £354,953 for the Combined Authority for the LEVI Capability scheme
  - £ 961,047 for the five West Yorkshire partner local authorities for the LEVI Capability scheme
  - £120,000 for the Combined Authority for the Phase 1 LEVI Pilot scheme and the Phase 2 LEVI scheme
- (vii) The Combined Authority enters into a funding agreement for the amounts set out below with each of the five partner councils for the capability fund:
  - City of Bradford Metropolitan District Council for expenditure of up to £184,480.
  - Calderdale Council for expenditure of up to £195,000.
  - Kirklees Council for expenditure of up to £188,631.
  - Leeds City Council for expenditure of up to £197,936.
  - Wakefield Council for expenditure of up to £195,000.
- (viii) 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.



## Projects in Stage 2: Scheme development

<b>Project Title</b>	<b>CRSTS Highways Asset Management and Enhancement Programme and Off Highway Walking and Cycling Network</b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	2 (strategic outline case) and 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

- 4.39 The Highways Asset Management and Enhancement Programme and Off Highway Walking and Cycling Network programme is being funded from the City Region Sustainable Transport Settlement (CRSTS) Fund. The £830,000,000 CRSTS fund was awarded to the Combined Authority on 1 April 2022. CRSTS aims to deliver schemes to tackle congestion, improve air quality and make sustainable transport (public transport, walking and cycling), the first choice of transport for people in West Yorkshire. It will enable the transport network to adapt to meet the needs of the expanding population of West Yorkshire and the pressure this creates on the transport network so that public transport become an attractive and truly viable alternative to the car.
- 4.40 This programme is overseeing the investment of core funding to manage the highways assets in West Yorkshire to ensure we have safe and well-maintained roads, footpaths and public rights of way (off highway walking and cycling). This will include proportionate enhancements to improve facilities that promote access and encourage more active and sustainable forms of travel. Examples of this will include the installation of drop kerbs when pavement surfaces are being renewed and improved prioritisation for buses and cyclists at junctions where traffic signal replacement and other renewals are due.
- 4.41 The programme consists of a prioritised list of schemes for completion that will be scheduled annually. Each local authority has a rolling programme of inspection for each category of highways assets, including bridges, road surfaces and pavements, which assesses the quality and risks associated with their current state. Based on the outcome of these inspections, assessment of accident statistics and the third-party claims connected to each asset, the local

authority are prioritising works for that year to fulfil its legal responsibility to operate a safe network. In addition, where works are undertaken, each local authority is working to fulfil objectives to improve access and safety for all, bus prioritisation at junctions and moving towards the government's design guidance for cycling infrastructure LTN1/20. The programme for each year is being overseen by Highways Alliance Highways Infrastructure Asset Management (HIAM) board. Each local authority has a lead officer overseeing the programme in their area and facilitating approval by the local authority cabinet. In autumn 2022, the government announced funding from the Department for Transport's Pothole Fund. The Pothole Fund programme is awarded to local authorities to complete targeted patching works to extend asset life and provide immediate repairs to assure the safety of road users e.g., cyclists. The Pothole fund is a separate award of additional funding that will be used in conjunction with the City Region Transport Settlement programme, because of its closely related aims. The West Yorkshire award of £6,848,800 will increase the number of prioritised interventions that can be delivered.

- 4.42 This programme is allowing flexibility for short term adjustments to the schemes where extreme weather or other external factors increase the priority of a scheme or make emergency repairs unavoidable. The process of reviewing all the factors in determining the priority list of schemes is refreshed annually. To enable this flexibility funding will continue to be sought at regular intervals for the 5-year duration of the programme.
- 4.43 The distribution of the funding awarded between the partner councils for this year has again been agreed by the Yorkshire Highways Alliance Highways Infrastructure Asset Management Board. The distribution is based on the on the current network length recorded with the Department for Transport (DfT). The same method of distribution will be used to allocate the DfT Pothole Fund award for 2023.
- 4.44 This strategic outline case seeks the balance of funding for year 2, the 2023/24 financial year. Funding for quarter 1 was previously approved by the Combined Authority at its meeting on 2 February 2023. In addition, the Combined Authority is asked to approve the funding for year 3, the financial year 2024/25. This approval is subject to the discharge of the conditions set by the Programme Appraisal Team (PAT) and will be confirmed and signed off by the Combined Authority's Chief Executive in the final quarter of year 2 (the financial year 2023/24).
- 4.45 The year 2 and 3 strategic outline case has been further developed in accordance with the conditions set during the approval of the Year 1 strategic outline case. The improvement of this programme is expected to continue through delivery of year 2, and the meeting of the conditions required for the release of year 3 funding year as the partner councils increasingly integrate their approaches.
- 4.46 A summary of the scheme's business case is included in **Appendix 2**.

### **Tackling the Climate Emergency Implications**

- 4.47 The scheme tackling climate emergency implications are:

- Reducing pollution through an effective well prioritised maintenance programme which minimises the disbenefits of potholes and uneven end of life surfacing. Poor surfaces increase carbon emissions by around 4% compared to well-maintained roads.
- Promoting a move from cars to walking and cycling through targeted enhancements for cyclists, pedestrians, and buses.

4.48 The programme has completed a carbon impact assessment which highlights that there are no negative impacts to the environment expected from this programme, with beneficial impacts expected on air quality, greenhouse gasses, and noise. A new standardised method to compare the carbon impact of different surface treatments will be used in the programme as part of future carbon monitoring.

### **Outputs and Benefits**

4.49 The scheme outputs and benefits include:

<b>Output</b>	<b>Number</b>
Carriageway improvements	970
Footway improvements	245
Highway drainage improvements	57
Structures improvements	70
Street furniture improvements	75
Off Highway Walking and Cycling improvements	155
Street lighting improvements (non-PFI)	16

4.50 The scheme benefits include:

- Reduction in claims for road user compensation on new surfacing.
- Reduction in long-term maintenance costs.
- Reduction in health costs due to improved health from more active travel journeys.
- Journey time savings including for buses that are reprioritised.
- Improved safety and perceptions of safety for women and girls as confirmed by surveys.
- Business productivity benefits (non-cash releasing).
- Improved journey quality for all road users, due to improved surfacing and reduced frustration at roadworks.
- Community pride from a well maintained, clean and attractive public realm, highway network and Off Highway Walking and Cycling network.

### **Inclusive Growth Implications**

4.51 The scheme inclusive growth implications include:

- Priority for the provision of improved active travel infrastructure and bus prioritisation will be given to areas that experience lower incomes and inequalities, to increase the transport options to those less likely to have access to a private car.
- Where there is a need to engage contractors to carry out work for this programme, the process to select and award contracts for work in this programme actively evaluate the social value gains and, and selection criteria typically includes a 10% weighting in the tender evaluation process on this contribution.
- Including social value commitments in all contracts that are legally binding and actively monitored.

### **Equality and Diversity Implications**

4.52 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.

### **Risks**

4.53 The scheme risks include:

- Cost rises due to inflation will be kept under continual review and if necessary, fewer schemes will be delivered if cost negotiations with contractors can't decrease costs enough. Inflation monitoring has been implemented.
- Insufficient staff availability in the companies engaged to deliver the work leading to delays. A full review of resources internally and available through external suppliers for delivery of the 2023/24 programme has been completed and has confirmed there are sufficient resource in place. This will be repeated for year 3 of the programme.
- Unexpected emergency repairs that need to be carried out instead of planned schemes. This will be managed if needed by reprioritisation of the planned programme to repair the damaged asset. Plans for winter maintenance and flood risk management by each partner council will assist with reducing this risk.

### **Costs**

4.54 The scheme costs are:

- The total scheme costs for the five-year Highways Asset Management and Enhancement programme are £248,000,000 with a further £3,440,000 for CRSTS Off Highway Walking and Cycling network programme. Both will be completely funded by the Combined Authority's CRSTS fund.

- Funding to be approved for quarter 2, 3 and 4 for the financial year 2023/24 (year 2) of £35,768,466 for CRSTS Highways Asset Management and Enhancement programme, following approval of quarter 1 spend by the Combined Authority on 02 February 2023. This scheme has previously received full approval for £62,000,000 and brings the total approval for this scheme to £97,768,466 for year 1 and 2.
- Funding also to be approved for quarter 2, 3 and 4 for the financial year 2023/24 (year 2) of £516,000 for the CRSTS Off Highway Walking and Cycling network programme following approval of quarter 1 spend by the Combined Authority on 02 February 2023. This scheme has previously received full approval for £860,800 and brings the total approval for this scheme to £1,376,800.
- Funding is also sought to cover year 3 (financial year 2024/25) of £52,736,931 for CRSTS Highways Asset Management and Enhancement programme, which will bring the total approvals to £150,505,397 for years 1 to 3. In addition, £688,000 is sought for year 3 of the CRSTS Off Highway Walking and Cycling network programme. This will bring the total approvals for years 1 to 3 to £2,064,800. The total for both schemes will be £152,570,197.
- Approval is sought for funding from the Pothole fund of £6,484,800 awarded by the Department for Transport for 2023/24.
- Funding for year 1 of these programmes was previously approved (the financial year 2022/2023) by the Combined Authority at its meeting on 17 March 2022.
- The Combined Authority confirmed on 17 March 2022 as part of the approval pathway for this CRSTS programme that any development costs to develop the strategic outline cases would come from within the £248,000,000 allocation.
- The Combined Authority will enter into addendums to the existing funding agreements with partner councils for the financial year 2023/24 (year 2) expenditure of up to £35,768,466, and £516,000 for Off Highway Walking and Cycling from the CRSTS Fund. For the Pothole funding for the financial year 2023/24 the Combined Authority will enter into a separate funding agreement with each partner council for their share of £6,484,800 as detailed in the tables below:

<b>Programme: Asset Management and Enhancements</b>	<b>Total 5 Years Funding</b>	<b>Total approved to the end of year 2 (financial year 2023/24)</b>	<b>Total approved to the end of year 3 (financial year 2024/25)</b>
Bradford	£51,187,200	£5,626,000	£12,168,000
Calderdale	£30,504,000	£4,464,000	£5,952,000
Kirklees	£49,848,000	£7,402,800	£9,870,400
Leeds	£77,078,400	£12,249,266	£16,711,331
Wakefield	£39,382,400	£6,026,400	£8,035,200
<b>Total</b>	<b>£248,000,000</b>	<b>£35,768,466</b>	<b>£52,736,931</b>



Programme: <b>Off Road cycling and walking/PROW</b>	<b>Total 5 Years Funding</b>	<b>Total approved to the end of ear 2 (financial year 2023/24)</b>	<b>Total approved to the end of year 3 (financial year 2024/25)</b>
Bradford	£712,080	£106,812	£142,416
Calderdale	£959,760	£143,964	£191,952
Kirklees	£780,880	£117,132	£156,176
Leeds	£608,880	£91,332	£121,776
Wakefield	£378,400	£56,760	£75,680
<b>Total</b>	<b>£3,440,000</b>	<b>£516,000</b>	<b>£688,000</b>
<b>DfT 2023 Pothole Fund</b>	<b>2023 Award</b>	<b>Current Funding request</b>	
Bradford		1,329,384	-
Calderdale		778,176	-
Kirklees		1,290,475	-
Leeds		2,036,227	-
Wakefield		1,050,538	-
<b>Total</b>	<b>£6,484,800</b>	<b>£6,484,800</b>	-

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 to 4 (strategic outline case) <b>Year 2 (2023/24)</b> <b>Year 3 (2024/25)</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
Approval to Proceed <b>Year 3 (2024/25)</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Chief Executive	28/02/2024
2 to 4 (strategic outline case) <b>Year 4 and 5 (2025/26 and 2026/27)</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31 March 2025 (indicative)
5 (delivery) <b>Year 1 to 5</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/06/2027

### Assurance Tolerances

Assurance tolerances
Cost: Combined Authority costs remain within +5% of those outlined in this report

## Appraisal Summary

- 4.55 The programme will provide essential maintenance with logical and proportionate improvements to the highway infrastructure as funding allows, to fulfil the legal responsibility of the five local authority partners in West Yorkshire to prevent deterioration and hazards developing roads, pavements and public rights of way network. It will pave the way for renewed economic growth coming out of the current recession, contribute to levelling up and support a policy of modal shift to active travel and public transport. The additional in year funding from the Pothole Fund will extend the interventions beyond what CRSTS alone could deliver, but these schemes will have been prioritised using the CRSTS programme methodology.
- 4.56 The individual approval pathway for the programme means that regular appraisal submissions will come forward to summarise the progress made to date and to obtain approval for future spending. The next submission will be an approval to proceed for 2023/4 to provide a progress update, and full detail on how the programme monitoring and evaluation will be managed and how the economic gains the programme enables will be assessed.

## Recommendations

- 4.57 The Combined Authority approves that:
- (i) The CRSTS Highways Asset Management and Enhancement Programme for the 2023/24 financial year (year 2) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2023/24, and work commences on the strategic outline case for future years.
  - (ii) The CRSTS Off Highway Walking and Cycling Network Programme for the 2023/24 financial year (year 2) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2023/24, and work commences on the strategic outline case for future years.
  - (iii) The Department for Transport's Pothole Fund proceeds through decision point 2 to 4 (strategic outline case) and into delivery.
  - (iv) An indicative approval is given to the total £248,000,000 for CRSTS Highways Asset Management and Enhancement programme and £3,440,000 for the Off Highway Walking and Cycling network programme.
  - (v) Approval to an additional £35,768,466 of development and delivery costs for quarters 2, 3 and 4 of the CRSTS Highways Asset Management and Enhancement programme (year 2) is given to provide a total allocation of £48,168,466 for the 2023/24 financial year.
  - (vi) Approval to an additional £516,000 of development and delivery costs for quarters 2,3 and 4 of the CRSTS Off Highway Walking and Cycling

network programme (year 2) is given to provide a total allocation of £688,000 for the 2023/24 financial year.

- (vii) Approval to the £6,484,800 additional funding awarded from the Department for Transport's Pothole Fund to fund interventions to maintain the highway network prioritised through the CRSTS programme.
- (viii) The Combined Authority enters into addendums to the existing funding agreement(s) with partner councils for expenditure of the apportioned £35,768,466 for CRSTS Highways Asset Management and Enhancement programme (year 2), £516,000 for the CRSTS Off Highway Walking and Cycling Network programme (year 2) for the 2023/24 financial year, and £6,484,800 for the Pothole Fund up to the amounts below:
  - Expenditure of up to £20,297,416 with Bradford Council
  - Expenditure of up to £13,810,080 with Calderdale Council
  - Expenditure of up to £21,839,627 with Kirklees Council
  - Expenditure of up to £33,203,445 with Leeds Council
  - Expenditure of up to £16,478,698 with Wakefield Council
- (ix) Delegations to the Director of Transport Policy and Delivery to amend allocated funding amounts released as part of this decision as required.
- (x) 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.

4.58 The Combined Authority approves that subject to the conditions set by the Programme Appraisal Team that:

- (i) The CRSTS Highways Asset Management and Enhancement Programme for the 2024/25 financial year (year 3) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2024/25.
- (ii) The CRSTS Off Highway Walking and Cycling Network Programme for the 2024/25 financial year (year 3) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2024/25.
- (iii) Approval to an additional £52,736,931 for development and delivery costs for the CRSTS Asset Management and Enhancement programme (year 3) is given to provide a total allocation of £52,736,931 for the 2024/25 financial year.
- (iv) Approval to an additional £688,000 for development and delivery costs for the CRSTS Off Highway Walking and Cycling network programme

(year 3) is given to provide a total allocation of £688,000 for the 2024/25 financial year.

- (v) The Combined Authority enters into addendums to the existing funding agreement(s) with partner councils for expenditure of the apportioned £52,736,931 for CRSTS Asset Management and Enhancement programme (year 3) and £688,000 for CRSTS Off Highway Walking and Cycling Network programme for the 2024/25 financial year (year 3), up to the amounts below:
- Expenditure of up to £32,607,832 with Bradford Council
  - Expenditure of up to £19,954,032 with Calderdale Council
  - Expenditure of up to £31,866,203 with Kirklees Council
  - Expenditure of up to £50,036,552 with Leeds Council
  - Expenditure of up to £24,589,578 with Wakefield Council
- (vi) Delegations to the Director of Transport Policy and Delivery to amend allocated funding amounts released as part of this decision as required.
- (vii) 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.

<b>Project Title</b>	<b>CRSTS Safer Roads</b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	2 (strategic outline case) and 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

- 4.59 The Safer Roads programme is being funded from the City Region Sustainable Transport Settlement Fund (CRSTS). The £830,000,000 CRSTS fund was awarded to the Combined Authority on 1 April 2022. CRSTS aims to deliver schemes that tackle congestion, improve air quality and make sustainable transport (public transport, walking and cycling), the first choice of transport for people in West Yorkshire. It will enable the transport network to adapt to meet the needs of the expanding population of West Yorkshire, and the pressure this creates on the network, so that sustainable transport becomes an attractive and truly viable alternative to the car.
- 4.60 In terms of road safety in West Yorkshire, it is reported that in 2021, 47 road users were killed in West Yorkshire; almost half of those were pedestrians or cyclists. Over 5,000 people were injured with 1,000 of these seriously injured. It is estimated that the cost to society of road collisions in West Yorkshire in 2021, was in the region of £441m.
- 4.61 The ultimate aim of the CRSTS Safer Roads Programme is to improve road safety through the reduction of the number of road collisions that are categorised as Killed and Serious Injuries (KSI).
- 4.62 The Safer Roads Programme is working to contribute to the emerging 'Vision Zero' action plan which sets an aspirational target of a 'zero tolerance' of transport related deaths and serious injury collisions. This will be achieved by adopting a 'safe systems' approach that focuses on providing safe speeds, safe roads, safe vehicles, safe road users and post-collision response. A wide range of measures are proposed to deliver this, including traffic calming, pedestrian and cycle facilities, speed limit reductions and parking management. The programme is also working to boost accessibility by addressing barriers to accessing the transport network with regard to real and perceived issues relating to safety; it is considered this will then encourage people to travel by more sustainable transport modes such as walking, cycling

and public transport which will help contribute to the decarbonisation of the transport network.

4.63 The programme objectives include:

- Reducing the number and severity of traffic collisions
- Increase speed limit compliance on national roads to create a safer environment for road users
- Increase speed limit compliance on local roads to create a safer environment for road users
- Encouraging a move from cars to walking and cycling

4.64 The CRSTS funding is enabling each district partner to deliver a programme of road safety measures that aim to improve road safety through the reductions of KSIs and road risks.

4.65 Year 1 of the programme covered the 2022/23 financial year and a total of £5m of development and delivery funding was approved in February 2023. To date, £2,640,719 has been spent on the Year 1 programme; this represents around 50% of the funding approval. However, in terms of scheme outputs, 153 of the planned 221 schemes were delivered which represents around 70% of the total planned. The remaining schemes are to be delivered in Year 2 of the programme. A summary of the types and numbers of schemes delivered is listed below, together with the percentage complete of what was planned at the start of the year.

Type of scheme	Number planned	Number Delivered (% of total planned)
Traffic calming schemes	22	12 (55%)
Junction improvement works	10	3 (30%)
Traffic management schemes	25	8 (32%)
Pedestrian crossings	18	14 (78%)
Speed enforcement camera	1	4 (400%)
Average speed cameras	27	0 (0%)
Traffic regulation orders	77	83 (108%)
Speed management schemes	8	4 (50%)
Cycle infrastructure schemes	4	0 (0%)
20mph limits/zones	3	1 (33%)
Accessibility works	26	24 (92%)
<b>Total</b>	<b>221</b>	<b>153 (69%)</b>

4.66 The Year 2 SOC has been further developed following the recommendations made as part of the approval of the Year 1 SOC. However, the programme is continuing to develop over the five year period and further improvements are

to be made to the next strategic outline case submission, taking account of the conditions set by the Project Appraisal Team.

4.67 A summary of the scheme's business case is included in **Appendix 3**.

### **Tackling the Climate Emergency Implications**

4.68 The scheme is working to contribute to tackling the climate emergency by creating safer roads which encourage people to travel by more sustainable transport modes such as walking, cycling and public transport, rather than by the private car. By providing easy access to sustainable alternatives to private vehicles this scheme will contribute to the reduction carbon emissions in the region.

4.69 The Combined Authority's carbon impact assessment tool has been completed as part of the business case submission. The assessment highlighted that there are no negative impacts to the environment expected from this programme, with slight beneficial impacts expected towards air quality, greenhouse gasses, and noise.

### **Outputs and Benefits**

4.70 The scheme outputs and benefits for (Year 2) include:

- 16 traffic calming schemes
- 14 junction improvement works
- 10 traffic management schemes
- 21 pedestrian crossings
- 12 speed enforcement cameras
- 8 average speed cameras
- 131 Traffic Regulation Orders
- 31 speed management schemes
- 5 cycle infrastructure schemes
- 9 20mph limits/zones
- 12 accessibility works
- Benefits to society from a reduction in casualties (e.g. reductions in grief, loss of earnings, healthcare costs)
- Road user delay benefits from a reduction in disruption due to collisions
- Health benefits from an increase in active travel (e.g. reduced absenteeism, reductions in healthcare costs)
- Environmental benefits (e.g. noise, air quality, greenhouse gases) from a modal shift from car to active travel
- Improved journey quality for all road users, due to improved feelings of safety

- Improved access to employment and education, reducing severance and improving social inclusion.

### **Inclusive Growth Implications**

4.71 The scheme's inclusive growth implications include:

- Improving safety on the transport network and seeking to reduce the number of collisions which disproportionately impact more vulnerable members of society. This includes pedestrians, cyclists, children, older people and those living in areas identified as having high levels of deprivation (as recorded by the Governments Indices of Multiple Deprivation).
- Implementing improvements in locations along key public transport routes and in areas with high proportions of residents with relatively low incomes. This will facilitate a better connected and safer transport network that will encourage use of walking, cycling, and public transport enabling those without access to a car to travel safely and efficiently to places where employment, education, and leisure opportunities are available.

### **Equality and Diversity Implications**

4.72 An Equality Impact Assessment (EqIA) has been undertaken for the scheme. Equality and diversity impacts were taken account of as part of the development of the scheme and the business case development. It was concluded that no groups in society will be negatively impacted by the programme and associated projects. It is highlighted that introducing and improving engineering measures such as traffic calming, pedestrian and cycle facilities, and speed management initiatives will allow all users to use and cross the road safely and comfortably, particularly the young, elderly, and disabled who are more vulnerable to road traffic collisions. As such, the safety benefits that will result from the proposed improvements would reduce the unequal impact in terms of road safety that these more vulnerable groups experience.

### **Risks**

4.73 The scheme risks include:

- Schemes' failing to comply with latest walking and cycling infrastructure guidance. This will be mitigated by ensuring the latest guidance is considered when designing the schemes.
- Proposals may involve removing existing parking provision resulting in objections to the scheme. This will be mitigated by incorporating early engagement as schemes are being designed to ensure 'buy-in' and political support for the proposals.
- Initial increase in collisions following delivery of scheme. This will be mitigated by ensuring Road Safety Audits are undertaken together with monitoring and evaluation of the schemes to understand the scheme's performance and enable lessons to be learned and taken into account.



- High rates of inflation impacting scheme costs. It is proposed that this will be mitigated by delivering fewer schemes or delaying delivery of certain schemes if construction inflation is to change going forward. Schemes will need to be prioritised to ensure the key locations are improved first.
- Increases in maintenance costs as a result of introducing new schemes. This is proposed to be mitigated by ensuring designs are simplified as much as possible and avoid using materials which require more frequent maintenance.

## Costs

4.74 The scheme costs are:

- The total scheme cost for the five-year Safer Roads Programme is £25,000,000, which is being completely funded from the Combined Authority's CRSTS fund.
- Funding to be approved for quarters 2, 3 and 4 for the financial year 2023/24 (year 2) of £4,397,000. The scheme has previously received full approval for £5,647,000 and brings the total approval for this scheme to £10,647,000 for year 1 and 2.
- This strategic outline case is for spending approval for quarters 2, 3 and 4 spend for this financial year (year 2, 2023/24), following approval of quarter 1 spend by the Combined Authority on 02 February 2023.
- Funding for year 1 of this programme was previously approved (the financial year 2022/2023) by the Combined Authority at its meeting on 17 March 2022.
- The Combined Authority confirmed on 17 March 2022 as part of the approval pathway for this CRSTS programme that any development costs to develop the strategic outline cases would come from within the £248,000,000 allocation.
- The Combined Authority will enter into addendums to the existing funding agreements with the five partner councils of the apportioned £5,647,000 for 2023/24 financial year taking up to the amounts shown below:
  - City of Bradford Metropolitan District Council- £1,155,000
  - Calderdale Council - £440,000
  - Kirklees Council - £925,000
  - Leeds City Council - £2,377,000
  - Wakefield Council - £750,000

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 to 4 (strategic outline case) <b>Year 1 (2022/23)</b>	Recommendation: Combined Authority's Programme Appraisal Team	02/02/2023

	Decision: Combined Authority	
2 to 4 (strategic outline case) <b>Year 2 (2023/24)</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
2 to 4 (strategic outline case) <b>Year 3 to 5 (24/25, 25.26. 26.27)</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	To be determined
5 (delivery) <b>Year 1 to 5</b>	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/06/2027

### Assurance Tolerances

<b>Assurance tolerances</b>
Cost: Combined Authority costs remain within +10% of those outlined in this report Programme: 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

- 4.75 The scheme aims to support inclusivity, accessibility and to help tackle the climate emergency, through delivery of schemes that improve safety on the transport network in West Yorkshire. The schemes will reduce the number of people killed or seriously injured, in particular for those walking or cycling.
- 4.76 The business case highlights the ability for the schemes to provide very high value for money. It is estimated that the costs resulting from road collisions in West Yorkshire, in 2021, was around £441,000,000 and the £25,000,000 programme will make a significant impact in reducing that figure. Future business case submissions will take account of the recommendations made in the appraisal of this business case submission. This will include providing further evidence and detail as to how the benefits will be realised and how the schemes are prioritised to ensure the programme provides the optimal level of benefits. Future business case submissions for this programme will also set out how the schemes will be monitored to enable understanding of how well the schemes are performing to help ensure future schemes can tackle road safety issues effectively.

### Recommendations

- 4.77 The Combined Authority approves that:

- (i) The CRSTS Safer Roads Programme proceeds through Decision Point 2 and 4, and delivery continues until the end of 2023/24, and work commences on the development of the strategic outline case for Year 3.
- (ii) An indicative approval to the total CRSTS Safer Roads programme value of £25,000,000 is given.
- (iii) Approval to an additional £4,397,000 of development and delivery costs for quarters 2, 3 and 4 for the CRSTS Safer Roads programme (Year 2) is given to provide a total allocation of £5,647,000 for the 2023/24 financial year. The total allocation up to the end of Year 2 is £10,647,000.
- (iv) The Combined Authority enters into addendums to the existing funding agreements with the five partner councils for expenditure of the apportioned £5,647,000 for the 2023/24 financial year, up to the amounts shown below:
  - City of Bradford Metropolitan District Council for expenditure of up to £1,155,000
  - Calderdale Council for expenditure of up to £440,000
  - Kirklees Council for expenditure of up to £925,000
  - Leeds City Council for expenditure of up to £2,377,000
  - Wakefield Council for expenditure of up to £750,000
- (v) 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.

<b>Project Title</b>	<b>Active Travel Fund 3 - A660 Otley Road</b>
<b>Stage</b>	2 (scheme development)
<b>Decision Point</b>	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

- 4.78 This scheme will be funded from the Active Travel Fund.
- 4.79 On 9 May 2020 the Department for Transport (DfT) announced a new £250 million emergency active travel fund - the first stage of a £2 billion investment over the subsequent five years, for cycling, walking and wheeling in England. A further announcement confirmed that £225 million of this funding would be allocated to local authorities to reallocate road space to support safe cycling, walking and wheeling and to help make sure the road, bus and rail networks are ready to respond to future increases in demand.
- 4.80 Across tranches 1 and 2 of the Active Travel Fund, West Yorkshire secured £12,566,000 to fund highways infrastructure schemes, behaviour change measures and both temporary and permanent cycling, walking and wheeling infrastructure improvements.
- 4.81 Active Travel Capital Programme Tranche 3 funding and schemes were approved by the Combined Authority on 22 October 2021. This programme aimed to deliver similar permanent schemes, this time targeted at enabling modal shift from short car journeys and in areas of significant deprivation.
- 4.82 In March 2022, the DfT allocated a total of £6,735,000 capital funding from tranche 3 of its Active Travel Fund to five schemes in West Yorkshire this included the following:
- 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
- 4.83 The A660 scheme, in Leeds, seeks to build upon the success of the temporary interventions installed on the A660, as part of the Emergency Active Travel Fund (Tranche 1). The proposal is to further improve on the existing temporary provision by upgrading it to a fully segregated cycle route as well as adding further improvements to the corridor including footway widening, pedestrian crossings, public space enhancements, bus stop and junction improvements. The package of improvements proposed is anticipated to ensure bus users are not adversely impacted by the scheme by enabling bus priority at traffic signals to avoid impacts to bus journey times and reliability.
- 4.84 As part of scheme development, a change request was submitted to Active Travel England (ATE), seeking an additional £5,690,000 to fund a higher quality scheme, along the A660, that would include major improvements at five signalised junctions, major changes to incorporate segregated facilities outside the Arndale Centre, placemaking at several locations along the corridor and more road crossings. These changes were proposed to resolve a number of issues in the scheme design identified by ATE and account for inflationary cost increases. The change request was approved by ATE on 22 March 2023.
- 4.85 It is anticipated that the improved scheme will convert short vehicle journeys to cycling, walking and wheeling trips. This can facilitate more reliable journey times along the corridor, provide safety benefits, reduced severance and improve journey quality and ambience for pedestrians and cyclists. In particular this scheme supports and connects other cycle and pedestrian projects and developments along the corridor including Woodhouse Lane Gateway, Shaw Lane junction improvements and proposals to improve the operation of the Lawnswood roundabout.
- 4.86 The scheme objectives include:
- Increase the number of cycle trips on the scheme routes by 60% hence contributing to the Connecting Leeds strategy target to increase cycling trips by 400% by 2030
  - Increase the number of walking trips by 25% contributing to the Connecting Leeds strategy to increase walking trips by 33% by 2030
  - Have zero KSI's over a five-year period after scheme completion
  - Halve the total number of collisions from 155 to 77 by 2029
  - Increase the Healthy Street Score in the scheme area by 2025
  - Improve access to employment, skills and education, to achieve 70%+ modal share of sustainable transport in accessing schools and colleges
- 4.87 A summary of the scheme's business case and location map is included in **Appendix 4**.

## **Tackling the Climate Emergency Implications**

- 4.88 The scheme aims to contribute to tackling the climate emergency by creating improved provision for sustainable transport options for residents, students, workers and visitors in Leeds. The proposals are anticipated to facilitate a switch from relatively short car trips to cycling, walking and wheeling trips as well as encourage use of public transport to help reduce carbon emissions from those users along the A660 corridor.
- 4.89 A carbon impact assessment of the scheme has been undertaken which calculated total carbon emissions of 1,558 tCO<sub>2</sub>e over the appraisal period. This indicates that, although there may be carbon savings due to some travel shifting from motor traffic to cycling, walking and wheeling, the carbon emissions resulting from construction activities and materials (due to the significant length of the route), together with some possible rerouting of motor traffic is forecast to result in a net increase in carbon emissions.

### **Outputs and Benefits**

- 4.90 The scheme outputs and benefits include:
- Increase the number of cycle trips on the scheme routes by 400% by 2030
  - Increase the number of walking trips by 25% by 2030
  - Halve KSI's (killed or seriously injured) over a five-year period after scheme completion
  - Reduce the total number of collisions from 155 to 77 by 2029
  - Increase the Healthy Street Score (assessment against 10 indicators) in the scheme area by 2025
  - Improve access to employment, skills and education, to achieve 70%+ modal share of sustainable transport in accessing schools and colleges
  - To deliver 5km (2.5km each side) of segregated cycling infrastructure along the A660 Otley Road that ties into the wider cycle network to create a more comprehensive regional and local network.
  - 5 major intersection changes that design out conflict between general traffic and vulnerable road users
  - 6 additional pedestrian crossings
  - De-cluttering of the pedestrian environment (locations to be confirmed)
  - 2 modal filters to restrict vehicular access and prioritise walking and cycling
  - 22 side road treatments giving priority to pedestrians and cyclists
  - 7 additional signalised crossing points being created [CT1] [CK2] to improve pedestrian connectivity and reduce waiting time
  - Creation of dedicated cycling signals to separate motorists, pedestrians and cyclists between St Mark's Road and Shaw Lane,
  - Remove 2 bus stops and consolidate into 1 stop, and upgrade bus stops along the route

- 4 new disability parking bays
- Installation of new benches (locations to be confirmed)
- 33 new trees planted (to replace 11 lost as part of delivery)

4.91 The scheme has a strong strategic case which is centred on the significant positive benefits expected for people walking and cycling and therefore has a very high value for money position when considering the impacts for people walking and cycling. When considering impacts for all users the assessment gives a value for money position of poor to very poor, primarily due to potential delay and rerouting of car traffic.

### **Inclusive Growth Implications**

4.92 The scheme inclusive growth implications include:

- Improved safety and connectivity for cycling, walking and wheeling, which helps make them a more viable travel option for a wide range of people and uses. This improves accessibility, via sustainable transport options, to employment, education, housing and other social value opportunities. This includes three university campuses, two local district centres, an urban park and several jobs linked to the nighttime economy and other business centre services.
- Implementing improvements along a key transport route and in areas with high proportions of residents with relatively low incomes. This will facilitate a better connected and safer transport network that will encourage use of walking, cycling, and public transport enabling those without access to a car to travel safely and efficiently to places where employment, education, and leisure opportunities are available.

### **Equality and Diversity Implications**

4.93 An Equality Impact Assessment (EqIA), equivalent, 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.

4.94 Leeds City Council's, "Equality, Diversity, Cohesion and Integration Impact Assessment" (EDCI), highlighted that the scheme will provide a positive impact with regards to disability and age characteristics, as improved accessibility to bus stops, widened footways and improved pedestrian crossings provide easier movement for those groups. Children and young people are more reliant on public transport, walking and cycling and the proposed changes to the A660 corridor will also help those groups access improved bus services and provide safer cycling facilities, helping them travel independently.

4.95 Regarding gender, it is noted that women are currently less likely to cycle than men. This is due to a number of factors, but road safety concerns are a significant factor, as is the need to travel with children. The provision of safe, segregated cycle infrastructure is therefore likely to benefit women, and for young and older people, who may previously not perceive cycling as a safe and accessible mode of transport. The provision of bus stops in well-lit areas

with heavy footfall will have a beneficial effect on safety and perception of safety, which is also a particular concern for women.

## **Risks**

4.96 The scheme risks include:

- Unchartered statutory undertakers' utilities and contaminated land with unchartered cellars considered to be likely in the Hyde Park Corner area, which could impact the scheme design, delay the programme, and cause additional costs. This is to be minimised by early engagement with Statutory Undertakers and minimising interface during design.
- Partnership / commercial risks including cost escalation, contractual delays and delays to the programme. This is to be mitigated by ensuring contingency is provided for in the planned construction period and timing of delivery is planned to align with lower risk delivery time periods.
- Regulatory / legal risks including time needed to process Traffic Regulation Orders (TROs), including temporary TROs for construction stage, constraints on construction (working time and seasonal restrictions), traffic management and statutory undertakers works permits and the need for temporary bus stops. This is to be mitigated by early and ongoing engagement with relevant stakeholders and obtaining relevant permits to work in place and compliance with statutory undertakers and Network Management requirements.
- Network management risks including disruption on the corridor and wider road network. This is to be mitigated by Leeds City Council and relevant organisations working together to coordinate the planning of roadworks across the city. Communications, through Connecting Leeds, will ensure stakeholders are aware of the works.

## **Costs**

4.97 The total scheme costs are £10,475,000.

4.98 The Combined Authority's contribution is £10,475,000 from the Active Travel Fund Tranche 3.

4.99 As part of the Active Travel Capital Programme Tranche 3 approval the A660 Otley Road scheme costs of £4,785,000 including development costs of £470,000 were approved by the Combined Authority. The increased scheme cost is a result of increased scope, improved design and inflationary cost increases. The change in scope and scheme composition materialised as a result of a scheme review by Active Travel England that sought a higher quality scheme, with associated increased costs. Additional funding has been allocated by Active Travel England to cover the improvement in scheme quality and associated cost increase.

4.100 The Combined Authority will need to enter into an addendum to the funding agreement with Leeds City Council for expenditure of up to £10,475,000 from the Active Travel Fund Tranche 3.



## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	27/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	26/09/2025

## Other Key Timescales

- Start on site – 01/09/23  
Works to be split into 10 sections delivered in 4 phases as follows:  
Phase 1 - Sections 2, 4 and 6. (September 2023) £3,005,000
  - Section 2 Headingley Central
  - Section 4 Headingley Hill
  - Section 6 Cliff Road Area
 Phase 2 – Sections 7, 9 and 10 (January 2024) £2,944,000
  - Section 7 Rampart Road Junction
  - Section 9 St Marks Street
  - Section 10 St Mark's Road Junction
 Phase 3 – Sections 1 and 8 (February 2024) £2,305,000
  - Section 1 Arndale Centre
  - Section 8 Clarendon Road Junction
 Phase 4 – Section 5 (May 2024) £1,751,000
  - Section 5 Hyde Park Corner Junction (including land)
- Completion on site – 1 August 2025

## 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

- 4.101 The scheme aims to support inclusivity, accessibility and to help tackle the climate emergency. This is to be achieved through provision of a scheme that improves safety and journey quality, for people travelling by bike and on foot, along this key transport corridor into Leeds city centre.
- 4.102 The business case highlights the overarching strategic importance of the scheme in improving the accessibility and connectivity of sustainable transport to employment, education and social value opportunities along a key corridor in the city. In addition, the safety and journey quality improvements of the scheme can help facilitate an uptake in active travel that can contribute to the decarbonisation of transport and provide health benefits to the users of the scheme.
- 4.103 A value for money assessment was undertaken that focussed on the impacts to the target users of the scheme. This demonstrated significant positive benefits for people travelling by bike and on foot, indicating very high value for money for those users of the scheme, which supports the scheme's primary strategic objectives as well as helping meet various objectives set out in strategy and policy documents for both Leeds City Council and the Combined Authority.
- 4.104 In order to calculate the core economic appraisal the highway impacts were calculated using a transport model that estimated future traffic growth based on pre-pandemic traffic volumes and patterns. Recent traffic data in Leeds illustrates peak hour traffic volumes to be significantly lower than what was observed pre-pandemic meaning the calculations are likely to exaggerate the adverse impacts that may materialise. Additionally, the modelled results did not include the effects of those changing how they travel or choosing not to travel at all. As such, the accuracy of the results and the degree of confidence that can be placed on the disbenefits calculated is affected and should be considered a worst-case scenario. Using this methodology the economic appraisal classified the scheme as having a very poor value for money, when the disbenefits to motor traffic are taken into consideration. In order to address these issues and provide greater confidence in the modelling outputs, it would be required to update the Leeds Transport Model. This work is underway but it would be disproportionate and unjustified to delay this scheme until this model is ready for use. It should be noted that these disbenefits are not considered to be applicable to bus users due to the bus mitigation measures being proposed as part of the scheme design. While there will possibly be some rerouting and delay to car drivers and passengers, this is expected to be minimal.
- 4.105 The value for money positions presented should therefore be viewed as a range, with the core value for money position being a worst-case scenario, which is unlikely to materialise due to the inherent modelling issues. Whereas the alternative, very high value for money assessment, illustrates the level of benefits that could result if the scheme achieves the change in travel behaviour it is seeking, as a transformational active travel scheme. Whilst it

should be expected that a scheme of this nature can have some disbenefits to some users the strategic case for the scheme is strong and it can therefore be determined that this represents the key consideration for progressing the scheme and is in accordance with overarching objectives and visions for the Combined Authority and Leeds City Council.

## **Recommendations**

4.106 The Combined Authority approves that:

- (i) The Active Travel Fund - Tranche 3: A660 Otley Road scheme proceeds through FBC (Decision Point 4) to Activity 5 (Delivery).
- (ii) Approval to the delivery costs of up to £10,005,000 is given, taking the total approval to £10,475,000. The total scheme cost is £10,475,000, which is to be fully funded by the Combined Authority.
- (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £10,475,000.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route and tolerances outlined in this report. Where required, any future committee level approvals are delegated to the Transport Committee.

### Projects in Stage 3: Delivery and Evaluation

<b>Project Title</b>	<b>Zero Emission Bus Regional Area</b>
<b>Stage</b>	3 (delivery and evaluation)
<b>Decision Point</b>	Change request (activity 5)

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

### Background

- 4.107 This scheme is 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.
- 4.108 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.
- 4.109 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.
- 4.110 This Change Request looks to introduce an additional 25 buses into the scheme as some Local Transport Authorities and partner bus operators have been unable to deliver their original bids approved by DfT. The Combined Authority has been successful, through a bidding process, of demonstrating they and partners First Bus Leeds, are in a strong position for further delivery.
- 4.111 This change request will further improve and uplift the bus service on the selected routes in Leeds, which mainly run through areas of high air pollution and multiple deprivation in the city.

- 4.112 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.
- 4.113 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.
- 4.114 The Zero Emission Bus programme gained approval at decision point 4 (full business case) at the Transport Committee on 01 July 2022.
- 4.115 This scheme supports the Mayoral pledges to tackle the climate emergency and protect our environment and bring buses back under public controlled, introduce simpler fares, contactless ticketing and greener buses.
- 4.116 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.

### **Tackling the Climate Emergency Implications**

- 4.117 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.
- 4.118 Charging infrastructure will be introduced strategically to easily enable more electric buses to be added to the fleet.

### **Outputs and Benefits**

- 4.119 The scheme outputs and benefits include:
- Introduce 136 ZEBs to West Yorkshire from March 2024 (an increase of 25 via this Change Request).
  - Supporting electric charging infrastructure for the ZEBs.
  - From March 2024 remove 50+ tonnes of Nitrogen Oxides (NoX) a year and over 7,000+ tonnes of carbon dioxide equivalent (CO<sub>2</sub>e) 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.
  - 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. 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.

### **Inclusive Growth Implications**

4.120 The scheme inclusive growth implications are:

- The ZEBs will be used on routes in areas of multiple deprivation that have inequalities in health, air quality and income. This will provide a step change in levelling up these communities so they can use a high-quality sustainable bus services to access training and jobs to tackle economic exclusion.

### **Equality and Diversity Implications**

4.121 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.

4.122 The ZEBs will meet enhanced accessibility requirements set out in the DfT ZEBRA funding guidance, and incorporate audio-visual announcements, hearing loops and improved space for wheelchairs and prams. This will see a positive impact on many groups with protected characteristics, and no negative impacts.

### **Risks**

4.123 The scheme main risks include:

- Delays may be experienced in the delivery of ZEB's due to current supply chain challenges. Mitigation – The 32 ZEBs (initial approval for First Bus in Leeds) have been ordered and the feedback is there are no delays. The additional 25 ZEBs (CR) have already been ordered and First Bus's suppliers have confirmed delivery is expected by DfT deadline of 31 March 2024.

### **Costs**

4.124 The total scheme costs are £69,978,646.

4.125 The Combined Authority's contribution is £30,309,240 from DfT's ZEBRA programme.

4.126 The remaining funding is £39,669,406 Match funding across 3 bus operators (First Bus, Arriva & Transdev).

4.127 The CR is to increase the Combined Authority's funding contribution to First Bus by £5,744,069 taking the total contribution to £30,309,240 (across all operators).

4.128 The Combined Authority will enter into an Addendum to the existing Grant Funding Agreement with First Bus for expenditure of up to £12,635,472 from the DfT Zero Emission Bus Regional Areas (ZEBRA) fund.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 5)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	27/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2024

## Other Key Timescales

- Infrastructure construction period - May 2023 to August 2023.
- ZEB Manufacturing period - January 2023 to March 2024.
- All ZEBs delivered on site by end of March 2024.

## Assurance Tolerances

Assurance tolerances
<p>Combined Authority costs remain within those outlined in this report.</p> <p>Delivery (DP5) timescales remain within 6 months of those outlined in this report.</p> <p>Outputs &amp; Benefits remain within -5% of those outlined in this report.</p>

## Appraisal Summary

- 4.129 The Change Request seeks approval of additional DfT ZEBRA funding to contribute to the purchase 25 double decker zero emission buses (ZEBs) and associated infrastructure (9 chargers & 1 transformer) by First Bus Leeds to add to the scope of their scheme operating at Bramley depot.
- 4.130 The scheme has a strong strategic case as the scheme continues to support the Strategic Economic Plan (SEP), West Yorkshire Transport Strategy, Bus Service Improvement Plan (BSIP), Mayoral pledges, Climate Emergency, and several national policies, and Inclusive Growth.
- 4.131 The case for change remains, in West Yorkshire, the Transport sector is the largest emitter of carbon, and some areas have the highest air pollution levels in the UK.
- 4.132 The Change Request has a slightly lower Benefit Cost Ratio (BCR) than the initial scheme. This is not significant enough to alter the overall scheme Value for Money (VfM) for all 3 bus operators, which is still regarded as medium VfM.
- 4.133 All key dates are achievable. All ZEBs and infrastructure have been ordered to reduce the price inflation risk. There are no concerns relating to ZEB delivery delays.

4.134 The scheme is legally compliant with UK subsidy control, state aid and procurement regulations. There are no planning approvals or lease agreements over assets.

### **Recommendations**

4.135 The Combined Authority approves that:

- (i) The change request for the Zero Emission Bus Regional Area scheme to increase the funding approval by £5,744,069, taking the total contribution to £30,309,240, is approved. The total scheme value is £69,978,646.
- (ii) The Combined Authority enters into an Addendum to the existing Grant Funding Agreement with First Bus for expenditure of up to £12,635,472 from the DfT Zero Emission Bus Regional Areas (ZEBRA) fund.
- (iii) 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.

## **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)**

### **Local Electric Vehicle Infrastructure (LEVI) Programme**

12.1 The Combined Authority approves that:

- (i) The Local Electric Vehicle Infrastructure (LEVI) Programme proceeds through decision point 2 (strategic outline case) and work commences on individual project business cases as outlined in this report
- (ii) An indicative approval to the Combined Authority's contribution of £17,142,000. The total programme value is between £20,642,000 and £32,642,000, dependent on leveraged private sector contributions.
- (iii) Subject to the conditions set by the Programme Appraisal Team, approval to funding of £1,316,000 to progress the Local Electric Vehicle Infrastructure (LEVI) Capability Fund scheme to Activity 5 (Delivery). The total scheme costs are £1,316,000.
- (iv) Indicative approval to funding of £1,500,000 for the Local Electric Vehicle Infrastructure (LEVI) Phase 1 Pilot scheme is given and work commences on Activity 4 (full business case). The total scheme costs are £3,000,000.
- (v) Indicative approval to funding of £14,326,000 for the Local Electric Vehicle Infrastructure (LEVI) Phase 2 scheme is given and work commences on Activity 3 (outline business case). The total scheme costs are £16,326,000.

- (vi) The following development costs are approved:
- £354,953 for the Combined Authority for the LEVI Capability scheme
  - £ 961,047 for the five West Yorkshire partner local authorities for the LEVI Capability scheme
  - £120,000 for the Combined Authority for the Phase 1 LEVI Pilot scheme and the Phase 2 LEVI scheme
- (vii) The Combined Authority enters into a funding agreement for the amounts set out below with each of the five partner councils for the capability fund:
- City of Bradford Metropolitan District Council for expenditure of up to £184,480.
  - Calderdale Council for expenditure of up to £195,000.
  - Kirklees Council for expenditure of up to £188,631.
  - Leeds City Council for expenditure of up to £197,936.
  - Wakefield Council for expenditure of up to £195,000.
- (viii) 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.

### **CRSTS Highways Asset Management and Enhancement Programme and Off Highway Walking and Cycling Network**

12.2 The Combined Authority approves that:

- (i) The CRSTS Highways Asset Management and Enhancement Programme for the 2023/24 financial year (year 2) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2023/24, and work commences on the strategic outline case for future years.
- (ii) The CRSTS Off Highway Walking and Cycling Network Programme for the 2023/24 financial year (year 2) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2023/24, and work commences on the strategic outline case for future years.
- (iii) The Department for Transport's Pothole Fund proceeds through decision point 2 to 4 (strategic outline case) and into delivery.
- (iv) An indicative approval is given to the total £248,000,000 for CRSTS Highways Asset Management CRSTS Highways Asset Management and Enhancement programme and £3,440,000 for the Off Highway Walking and Cycling network programme.
- (v) Approval to an additional £35,768,466 of development and delivery costs for quarters 2, 3 and 4 of the CRSTS Highways Asset

Management and Enhancement programme (year 2) is given to provide a total allocation of £48,168,466 for the 2023/24 financial year.

- (vi) Approval to an additional £516,000 of development and delivery costs for quarters 2,3 and 4 of the CRSTS Off Highway Walking and Cycling network programme (year 2) is given to provide a total allocation of £688,000 for the 2023/24 financial year.
- (vii) Approval to the £6,484,800 additional funding awarded from the Department for Transport's Pothole Fund to fund interventions to maintain the highway network prioritised through the CRSTS programme.
- (viii) The Combined Authority enters into addendums to the existing funding agreement(s) with partner councils for expenditure of the apportioned £35,768,466 for CRSTS Highways Asset Management and Enhancement programme (year 2), £516,000 for the CRSTS Off Highway Walking and Cycling Network programme (year 2) for the 2023/24 financial year, and £6,484,800 for the Pothole Fund up to the amounts below:
  - Expenditure of up to £20,297,416 with Bradford Council
  - Expenditure of up to £13,810,080 with Calderdale Council
  - Expenditure of up to £21,839,627 with Kirklees Council
  - Expenditure of up to £33,203,445 with Leeds Council
  - Expenditure of up to £16,478,698 with Wakefield Council
- (ix) Delegations to the Director of Transport Policy and Delivery to amend allocated funding amounts released as part of this decision as required.
- (x) 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.

12.3 The Combined Authority approves that subject to the conditions set by the Programme Appraisal Team that:

- (i) The CRSTS Highways Asset Management and Enhancement Programme for the 2024/25 financial year (year 3) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2024/25.
- (ii) The CRSTS Off Highway Walking and Cycling Network Programme for the 2024/25 financial year (year 3) proceeds through decision point 2 to 4 (strategic outline case) and delivery continues to end of 2024/25.
- (iii) Approval to an additional £52,736,931 for development and delivery costs for the CRSTS Asset Management and Enhancement

programme (year 3) is given to provide a total allocation of £52,736,931 for the 2024/25 financial year.

- (iv) Approval to an additional £688,000 for development and delivery costs for the CRSTS Off Highway Walking and Cycling network programme (year 3) is given to provide a total allocation of £688,000 for the 2024/25 financial year.
- (v) The Combined Authority enters into addendums to the existing funding agreement(s) with partner councils for expenditure of the apportioned £52,736,931 for CRSTS Asset Management and Enhancement programme (year 3) and £688,000 for CRSTS Off Highway Walking and Cycling Network programme for the 2024/25 financial year (year 3), up to the amounts below:
  - Expenditure of up to £32,607,832 with Bradford Council
  - Expenditure of up to £19,954,032 with Calderdale Council
  - Expenditure of up to £31,866,203 with Kirklees Council
  - Expenditure of up to £50,036,552 with Leeds Council
  - Expenditure of up to £24,589,578 with Wakefield Council
- (vi) Delegations to the Director of Transport Policy and Delivery to amend allocated funding amounts released as part of this decision as required.
- (vii) 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.

## **CRSTS Safer Roads Programme**

12.4 The Combined Authority approves that:

- (i) The CRSTS Safer Roads Programme proceeds through Decision Point 2 and 4, and delivery continues until the end of 2023/24, and work commences on the development of the strategic outline case for Year 3.
- (ii) An indicative approval to the total CRSTS Safer Roads programme value of £25,000,000 is given.
- (iii) Approval to an additional £4,397,000 of development and delivery costs for quarters 2, 3 and 4 for the CRSTS Safer Roads programme (Year 2) is given to provide a total allocation of £5,647,000 for the 2023/24 financial year. The total allocation up to the end of Year 2 is £10,647,000.
- (iv) The Combined Authority enters into addendums to the existing funding agreements with the five partner councils for expenditure of the apportioned £5,647,000 for the 2023/24 financial year, up to the amounts shown below:
  - City of Bradford Metropolitan District Council for expenditure of up to £1,155,000
  - Calderdale Council for expenditure of up to £440,000
  - Kirklees Council for expenditure of up to £925,000
  - Leeds City Council for expenditure of up to £2,377,000
  - Wakefield Council for expenditure of up to £750,000
- (v) 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.

## **Active Travel Fund 3 - A660 Otley Road**

12.5 The Combined Authority approves that:

- (i) The Active Travel Fund - Tranche 3: A660 Otley Road scheme proceeds through FBC (Decision Point 4) to Activity 5 (Delivery).
- (ii) Approval to the delivery costs of up to £10,005,000 is given, taking the total approval to £10,475,000. The total scheme cost is £10,475,000, which is to be fully funded by the Combined Authority.
- (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £10,475,000.
- (iv) Future approvals are made in accordance with the assurance pathway and approval route and tolerances outlined in this report. Where required, any future committee level approvals are delegated to the Transport Committee.

## **Zero Emission Bus Regional Area**

12.6 The Combined Authority approves that:

- (i) The change request for the Zero Emission Bus Regional Area scheme to increase the funding approval by £5,744,069, taking the total contribution to £30,309,240, is approved. The total scheme value is £69,978,646.
- (ii) The Combined Authority enters into an Addendum to the existing Grant Funding Agreement with First Bus for expenditure of up to £12,635,472 from the DfT Zero Emission Bus Regional Areas (ZEBRA) fund.
- (iii) 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.

## **13 Background Documents**

13.1 None as part of this report.

## **14 Appendices**

**Appendix 1** - Local Electric Vehicle Infrastructure Scheme Business Case Summary

**Appendix 2** - Highways Asset Management Business Case Summary

**Appendix 3** - Safer Roads Business Case Summary

**Appendix 4** - Active Travel Fund 3 – A660 Otley Road Business Case Summary