
Report to: Combined Authority

Date: 07 September 2023

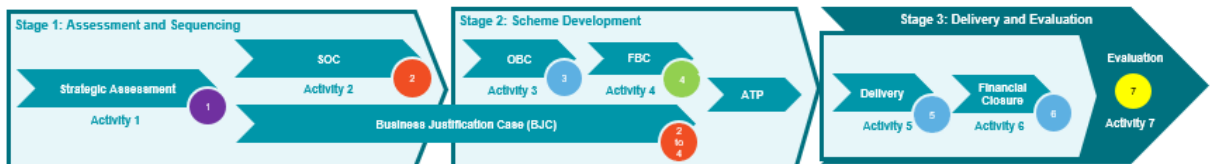
Subject: Project Approvals - Investment Priority 5 – Delivering Sustainable, Integrated, Inclusive and Affordable Transport

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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, Integrated, 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, Integrated, 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 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.

Scheme summaries

<p>CRSTS Capacity Fund West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The government's City Region Sustainable Transport Settlement (CRSTS) programme has been designed to deliver investment in integrated cross-modal sustainable transport plans across a city region, with funding devolved to Mayors over a five-year period to deliver.</p> <p>The Department for Transport CRSTS capital funding settlements are complemented by revenue funding allocations to Mayoral Combined Authorities, known as CRSTS Capacity Funding.</p> <p>The purpose of the capacity funding is to support building longer-term local transport planning and delivery capacity, which could include developing local institutional capability and potentially including formal project and programme leadership training. This funding should be used only for transport purposes, not wider priorities.</p> <p><u>Impact</u></p> <p>The Combined Authority's proposed scope of this funding and core requirements are:</p> <ul style="list-style-type: none">• Supporting development of the pipeline of future schemes.• Developing transport policy and strategy that will help to identify schemes for the future pipeline.• Supporting development of the CRSTS 2022-27 programme and preparing for future settlement periods.• Increasing capacity and skills within the Combined Authority and partner councils. <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 5 (full business case).</p> <p>Total value of the scheme - £21,343,000</p> <p>Total value of Combined Authority funding - £21,343,000</p> <p>Funding recommendation sought - £15,586,589</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>Network Management Renewals and Enhancements</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>The scheme seeks to address West Yorkshire's ageing traffic signal infrastructure and equipment. The scheme includes replacement and enhancement of traffic signals, including new signalised crossings, improved communications equipment and better bus and cycle detection technology. The scheme also includes the more rapid deployment of LED lamps in traffic signals which will reduce energy costs and lower carbon emissions.</p> <p>The scheme is to be delivered through the City Region Sustainable Transport Settlement (CRSTS).</p> <p><u>Impact</u></p> <p>Replacement of ageing traffic signal stock will reduce the risk of faults and failures which result in danger and delays to road users and affect the reliability of the transport network. Providing new crossings will remove barriers to cycling and walking and promote a shift away from car use.</p> <p>A specific benefit cost ratio (BCR) for this programme is still in development but the promoter has estimated the BCR as being High (reflecting a BCR of 2:1 or above).</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work continues on activity 5 (delivery) for the 2023/4 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 - £3,966,250</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The scheme will deliver bus-only streets, north and southbound bus lanes, junction improvements and will re-route general traffic to prioritise buses, walking, and cycling. The scheme will also deliver new pedestrian crossings, will close side roads to general traffic to prioritise cycling and walking and deliver a 1.11 kilometre segregated two-way cycle track and widened footways, making it easier and safer to travel by bike or on foot along the route.</p> <p>The scheme will be funded by the City Region Sustainable Transport Settlement (CRSTS) programme.</p> <p><u>Impact</u></p> <p>Bus improvement measures will provide quicker and more reliable bus journeys along the route, providing affordable and sustainable transport to more people. By encouraging more people to use the bus, walk, or cycle, the scheme will reduce traffic congestion levels and support an improvement in local air quality as less people use the car.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 3.23:1, this is categorised as High value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).</p> <p>Total value of the scheme - £20,500,000</p> <p>Total value of Combined Authority funding - £20,500,000</p> <p>Additional funding recommendation sought - £300,000</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>A6110 Leeds Outer Ring Road</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The scheme will be delivered in two phases. Phase 1 comprises junction signalisation at Elland Road South, including a bus bypass and a cycle route around Elland Road South and crossings. Phase 2 comprises a cycle route between Elland Road South and Elland Road North, a cycle route between Elland Road North and Junction One Retail Park and a northbound bus lane from Elland Road South to Elland Road North</p> <p>The scheme is funded by the West Yorkshire plus Transport Fund, City Region Sustainable Transport Settlement and Section 106 developer contributions. Currently only Phase 1, with total scheme costs of up to £8,761,000 is affordable within the funding available.</p> <p><u>Impact</u></p> <p>The overall scheme will reduce traffic congestion, improve bus journey times, and journey time reliability, promoting increased bus use and a shift away from cars. The scheme will also include new pedestrian crossings widened footways and a new cycling route to encourage more to travel by bike or on foot.</p> <p>The value for money assessment for the overall scheme reflects a benefit cost ratio (BCR) of 2.18:1. This is categorised as High value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case)</p> <p>Total value of the scheme - £14,212,000</p> <p>Total value of Combined Authority funding - £7,000,000</p> <p>Funding recommendation sought - £879,000.</p> <p>A decision by the Combined Authority is sought as part of this report</p>
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<p>A58 Beckett Street Leeds</p>	<p><u>Scheme description</u></p> <p>The scheme consists of a series of improvements along the A58 Beckett Street, Leeds, including new bus lanes, bus signal prioritisation, segregated cycle routes, new pedestrian crossings, widened footways, extended bus stops, and waiting areas, and landscaping.</p> <p>The scheme is funded by City Regional Sustainable Transport Settlement (CRSTS).</p> <p><u>Impact</u></p> <p>The scheme will deliver benefits to bus users and those travelling by bike or on foot along the corridor, improve bus reliability and encourage more people to travel by bus, bike or on foot rather than using a car.</p> <p>At outline business case stage, the original scheme which included York Street, had a benefit cost ratio (BCR) of 1.47:1, which represents Low Value for Money (VfM). The BCR will be recalculated at full business case for the A58 Beckett Street scheme only.</p> <p><u>Decision sought</u></p> <p>Approval to the change request to revise the scope of the scheme, to change the total scheme costs to £16,420,000 (an increase of £2,477,000), for additional development costs of £1,500,000 to progress the scheme to full business case and to extend the scheme's delivery timeframe to July 2026.</p> <p>Total value of the scheme - £16,420,000.</p> <p>Total value of Combined Authority funding - £16,420,00.</p> <p>Funding recommendation sought - £1,500,000.</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 27 July 2023, no decision points or change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Transport Committee.

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.

Additional Approvals –Transport Committee delegation

- 4.3 The high volume of schemes currently progressing through the assurance process means approval is also sought through this report, for the delegation of authority to the Transport Committee, to approve, in accordance with the Assurance Framework, the following schemes, at its meeting on 19 September. This delegation is sought to maintain programme delivery and spend targets.

<p>Leeds Healthier Streets Spaces and Communities</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>The scheme will look to provide new infrastructure for cycling and walking for short local journeys in Leeds. The project will improve use and provide access to the cycling and walking infrastructure that already exists or is being planned for these areas.</p> <p>This will be funded by the City Region Sustainable Transport Settlement (CRSTS) and the expected contribution by this funding source is approximately £6,200,000.</p> <p>The scheme is seeking approval to progress through Decision Point 2 (Strategic Outline Business Case).</p> <p><u>Impact</u></p> <p>This scheme will look to:</p> <ul style="list-style-type: none">• Increase the number of local cycling and walking journeys and reduce the need for short local journeys by car.• Improve first and last mile connections with key local destinations, transport hubs and public transport services.• Improve connections to education, employment, leisure, and housing.• Contribute to health and wellbeing by encouraging safe, accessible cycling and walking options for all sectors of the community.• Maximise the benefits of better connections into the improved core cycling and walking network infrastructure.
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	<ul style="list-style-type: none"> Support zero-emission neighbourhood transport and contribute to improved local air quality.
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<p>LUF2 A639 Park Road</p> <p>Wakefield</p>	<p><u>Scheme description</u></p> <p>The scheme will implement a range of interventions to the A639 Park Road corridor between Stuart Road in Pontefract and Junction 32 of the M62. It will enable the local road network to operate more efficiently by reducing congestion, improving journey times, and providing infrastructure to support modal shift towards more sustainable modes of transport.</p> <p>£570,000 of scheme development costs were funded by the Corridor Improvement Programme (CIP). Further project development and some aspects of delivery will be funded by up to £1,002,000 from the Levelling Up Fund 2</p> <p>The scheme is seeking approval to progress through decision point 3 (outline business case).</p> <p><u>Impact</u></p> <p>This scheme will look to:</p> <ul style="list-style-type: none"> Improve bus, walking and cycling provision, leading to better access to jobs and training opportunities for residents of deprived communities. Reduce negative noise and air quality impacts from congestion that disproportionately affects residents with poor health. Improve journey times for general traffic on the A639. Provide upgraded signalised crossing facilities that will provide vulnerable users with safe facilities at identified accident hotspots. Create two new LTN1/20-compliant routes for cyclists and pedestrians with connections to other facilities.
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Recommendation

4.4 The Combined Authority approves:

- (i) Delegation of authority to the Transport Committee, to approve, in accordance with the Assurance Framework, the Leeds Healthier Streets Spaces and Communities and the LUF2 A639 Park Road schemes, at its meeting on 19 September 2023.

Projects in Stage 1: Assessment and Sequencing

Project Title	CRSTS Capacity Fund
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

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

Background

- 4.5 The government's City Region Sustainable Transport Settlement (CRSTS) programme has been designed to deliver investment in integrated cross-modal sustainable transport plans across a city region, with funding devolved to Mayors over a five-year period to deliver. The Budget 2021 committed £4.2 billion for CRSTS capital settlements for Mayoral Combined Authorities, commencing in 2022/23. £830,000,000 of CRSTS capital funding was indicatively awarded to the Combined Authority. A Programme Business Case for the CRSTS programme that will be delivered through this £830,000,000 was submitted to government in January 2022.
- 4.6 Department for Transport CRSTS capital funding settlements are complemented by revenue funding allocations to Mayoral Combined Authorities (MCA), known as CRSTS Capacity Funding.
- 4.7 This updated business justification case sets up out details of revised proposals for a CRSTS Capacity Fund programme, funded through government CRSTS Capacity resource funding which was initially confirmed to Mayoral Combined Authorities in 2021 and subsequent confirmations via ministerial letters and grant determinations, with £21,343,000 total funded expected up to March 2025. To date, £17,857,000 has been granted and paid to the Combined Authority.
- 4.8 A further £3,846,000 is expected in 2024/25, as confirmed in the final CRSTS confirmation letter. The final grant determination letter for this funding payment is expected March/April 2024, but the CRSTS final confirmation letter April 2022 confirmed that 2023/24 and 2024/25 funding would be half of 2022/23.
- 4.9 This updated business justification case follows approval of a strategic assessment in June 2021 and a business justification in March 2022, which

set out high level approach and context for the funding and a detailed programme, through which £5,756,411 of development and delivery funding was approved. Delivery of activities as part of this approval is underway.

- 4.10 This updated business justification case seeks approval for a programme totalling £15,586,589 of additional activity, which forms the remainder of expected CRSTS Capacity Funding, whilst setting out strengthened governance and change control processes. With the previous approval of £5,756,411 this brings the total to £21,343,000.
- 4.11 Government's CRSTS guidance sets out a brief description of the purpose of CRSTS Capacity funding, as follows:
- Each eligible MCA with appropriate governance arrangements has been allocated capacity funding to support this programme.
 - Given the long-term and integrated nature of settlements, part of this resource funding should be used to support building longer-term local transport planning and delivery capacity, which could include developing local institutional capability, potentially including formal project and programme leadership training.
 - This funding should be used only for transport purposes, not wider priorities.
- 4.12 There is no further detailed guidance on how the funding is to be used and as part of a devolved long term funding settlement, a degree of local discretion can be expected in line with the commitment in the West Yorkshire Devolution Deal.
- 4.13 Although payments have been made annually since 2021/22, there are no conditions or known requirements for funding to be spent in year and it is expected that funding can be utilised through the CRSTS period (up to March 2027) to deliver support when required, to meet local needs.
- 4.14 The Combined Authority's proposed scope of this funding and core requirements are set out below and the details of individual activities to be funded are detailed within the business case.
- Supporting development of the pipeline of future schemes.
 - Developing transport policy and strategy that will help to identify schemes for the future pipeline.
 - Supporting development of the CRSTS 2022-27 programme and preparing for future settlement periods.
 - Increasing capacity and skills within the Combined Authority and partner councils.
- 4.15 Since March 2022, alongside delivery of the activities within the programme identified at approval stage, in-depth engagement with teams within the Combined Authority and partner councils has taken place to test the principles of the revised programme – in terms of structure and proportions of total funding to be allocated to themes; and in terms of the detail of activities to be

funded within those themes, responding to priorities identified by Combined Authority and partner council teams.

- 4.16 Development of the updated CRSTS Capacity Fund programme has taken place with reference to other transport related capacity funded programmes also in development and delivery, including Gainshare capacity (IP5 Future Transport), Active Travel Capability Fund, and Local EV Infra-structure Capability funding.
- 4.17 A summary of the scheme's business case is included in **Appendix 1**.

Tackling the Climate Emergency Implications

- 4.18 One of the national CRSTS objectives is decarbonising transport, especially promoting modal shift from cars to public transport, walking and cycling. This CRSTS Capacity Funding will support delivery of the CRSTS Programme which will help achieve the national objective and the West Yorkshire Strategic Economic Framework (SEF) priority, and its Climate and Environment Action Plan aims by:
- Enabling mode shift through improvements to bus, cycle, walking and rail provision in the region. This includes measures to provide priority for buses, in line with the National Bus Strategy requirements, alongside safe, segregated cycle provision, which will make these genuinely competitive transport modes as an alternative to car travel. The mode shift achieved through this programme will help us to meet the travel behaviour changes identified as required in the Connectivity Infrastructure Plan and our Climate and Environment Action Plan 2021-2024.
 - Providing a new form of low carbon, high-capacity transport through development and initial delivery of a mass transit system for the region, with further delivery planned through subsequent settlements.
 - Enabling decarbonisation of the transport system and vehicles, through investment in zero emission buses and EV charging infrastructure to increase the proportion of electric cars and vans within the overall fleet.
- 4.19 CRSTS Capacity funded activity will also help deliver initiatives that support decarbonisation of transport. In particular, it will support the development of a new Local Transport Plan (LTP) which will aim to facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to tackle the climate emergency – in response to Government's desire for LTPs to deliver on quantified carbon reductions.

Outputs and Benefits

- 4.20 Based on the guidance provided by government, a set of principles for use of the funding has been developed that has been used to inform programme development and is expected to be reflected in monitoring delivery and any funding agreements with partners. These include:

- Activity will need to align with emerging LTP vision, objectives, and policy framework, and is expected to support delivery of West Yorkshire and national CRSTS capital programmes and other similar sustainable transport programmes, in the first instance.
- This funding will be used only for transport purposes, not wider priorities.
- CRSTS Capacity Fund used to undertake early development work/resourcing on schemes should be capitalised where possible when capital allocations from CRSTS or other programmes are approved when capital approval is received. Funding will therefore be effectively loaned to the capital fund and is proposed to be replenished on approval of capital funding.

4.21 The scope of the programme includes activities that will:

- Support development of the pipeline of future schemes, including prioritisation of future investment and schemes and business case development of prioritised future schemes
- Develop transport policy and strategy that will help to identify schemes for the future pipeline, as well as supporting infrastructure investment through CRSTS programmes by creating policy environments that will help to meet wider transport objectives.
- Support development of the CRSTS 2022-27 programme, including Prospectus and Programme Business Case development for submission to Government, as well as early development work on schemes to enable delivery to commence as soon as possible following confirmation of funding.
- Increase capacity, capability and skills within the Combined Authority and partner councils to successfully deliver the CRSTS 2022-27 programme and future sustainable transport schemes, meeting programme objectives and wider objectives set out in the West Yorkshire Transport Strategy 2040 and the Connectivity Infrastructure Plan. This includes data and intelligence capabilities within the Combined Authority and partner councils.

4.22 The programme (including the current approved programme with changes approved by SRO since March 2022) is now proposed to be structured around five themes, forming workstreams or sub-programmes.

- Pipeline resourcing and business case development.
- Expanded skills and training programme.
- Transport strategy and policy development.
- Data collection and analytical tools capability.
- Cross-cutting and emerging themes/priorities.

4.23 This business justification case sets out a proposal for an additional £15,586,589 to be approved for:

- £5,600,000 for pipeline development - Including Pipeline/LTP Implementation development fund; CRSTS2 bid development; early priority scheme development and district Local Area Transport Plan development.
- £2,000,000 for transport strategy and policy - Including LTP Stage 2 development and other West Yorks transport policy and strategy development; Local/district transport strategy development.
- £2,080,000 for skills, training, and development - Skills, training and development programme developed through skills assessment process – for existing Combined Authority and partner council transport teams, implementation of West Yorkshire transport graduate and apprenticeship schemes.
- £1,884,854 for data collection and analysis capability. - Core programme of essential data collection and analysis; additional partner priorities to support transport delivery.
- £4,021,735 for cross-cutting theme/emerging priorities. - Strengthening Combined Authority and district partner staff resources in transport policy development, pipeline development and data analysis. Contingency allowance.

Inclusive Growth Implications

4.24 One of the national CRSTS objectives is levelling-up services towards the standards of the best. This CRSTS Capacity Funding will support delivery of the CRSTS Programme and development of an updated LTP, which will help achieve the national objective and the West Yorkshire SEF priority of inclusive growth by:

- Prioritising transport on corridors which connect deprived communities to economic opportunities.
- Supporting transport interventions which improve access to new housing and employment sites, particularly for walking and cycling which can provide a low-cost travel option for residents.
- Interventions in areas of low car ownership, enabling a greater proportion of residents in these areas to access opportunities further afield through sustainable travel.
- Ensuring that information about public transport is accessible to all groups, regardless of disability or native language.
- Reducing the many negative impacts of car-based travel, especially where these are borne by those least likely to drive.
- Build on existing programmes to continue to fill strategic gaps in our network and bring more people within range of attractive, efficient, sustainable transport options.

Equality and Diversity Implications

4.25 The CRSTS Capacity Funding offers the opportunity to increase skills and understanding of issues affecting all users of the transport system, through

general and targeted equality diversity and inclusion (EDI) training. This will link to wider organisational EDI training plans and the Combined Authority's Equality Diversity and Inclusion Officer will be involved in the development of training delivered using CRSTS Capacity Funding.

- 4.26 The CRSTS programme which will be supported through CRSTS Capacity Funding aims to make improvements that will increase access for all residents to our transport system and to the opportunities it provides connectivity to. Accessibility improvements to rail and bus facilities across all five West Yorkshire districts will open up the public transport network to a wider range of customers and enable more journeys to be made by sustainable means, whilst interventions in areas of low car ownership, enabling a greater proportion of residents in these areas to access opportunities further afield through sustainable travel.
- 4.27 An acceptable programme level Equality Impact Assessment (EqIA) has been submitted and further development of EqIAs for each of the five themes is to be undertaken.

Risks

- 4.28 The key scheme risks are:

- Recruitment of staff – issues with recruiting to some posts have been experienced within the Combined Authority and partner councils in recent years. As this proposal has a focus on increased in house skill and resource levels, this is dependent on the Combined Authority and partner councils being able to recruit to posts. There is also a risk of roles being filled in some authorities through existing staff being recruited from other partners.

Mitigation: A district resource audit has been undertaken, which has identified current vacancies within partner councils and a plan being developed collaboratively by West Yorkshire partners to address these wider issues around recruitment and retention including improvements to the image and communications of the work of the Combined Authority and partner councils to attract more candidate to the transport industry, public sector work and to West Yorkshire authorities.

- Preserving enhanced capacity and capabilities - Investment into resources and skills (e.g. through recruitment and training) and the broader capacity and capability of the Combined Authority and partner councils will put at risk if staff cannot be retained.

Mitigation: as part of wider planning around recruitment and resourcing (see above), measures to increase staff retention will be explored and implemented. This could include consideration of pay grades and working conditions as well as containing to provide development opportunities and create structures that enable progression within authorities.

- External supplier availability (where external support is still required) - External suppliers (e.g. consultancy support) is required in some

specialist areas (e.g. rail, training provision) and where internal resource is not sufficient to deliver work in house. Demand for consultancy support arising from the Combined Authority and partner councils for other workstreams, as well as wider industry requirements, could lead to difficulties in successfully procuring suitable support.

Mitigation: external support will be aimed at meeting specialist needs rather than addressing general resource gaps, and consideration of delivery internally will be made if this can deliver outputs to timescales required. Existing frameworks will be used, and market testing undertaken where appropriate for the nature and scale of work.

- Uncertainty and responsiveness to changing context and priorities - As a longer-term revenue programme (6 years total) operating within a fast-changing policy context both locally and nationally, the CRSTS Capacity Fund should be used to enable West Yorkshire partners to respond to emerging priorities driven either by local need or changes in government policy. A key example is unforeseen funding opportunities arising from new Government initiatives, where CRSTS Capacity Fund is planned to allow partners to respond quickly with support for bid and scheme development. Although some situations such as this can be foreseen, it should be recognised that not all future developments will be foreseeable at the point of the initial programme development and measures put in place to future proof the programme.

Mitigations: where possible, foresee potential future areas of activity such as future bid development and allocate funding from outset and ensure that governance and management arrangements allow for a flexible approach in reallocating and deploying funding, through the agreed governance structure.

Costs

- 4.29 This updated Business Justification sets out details of revised proposals for a CRSTS Capacity Fund programme, funded through government CRSTS Capacity resource funding which was initially confirmed to Mayoral Combined Authorities in 2021 and subsequent confirmations via ministerial letters and grant determinations, with £21,343,000 total funded expected. To date, £17,857,000 has been granted and paid to the Combined Authority.
- 4.30 A further £3,846,000 is expected in 2024/25, as confirmed in the final CRSTS confirmed (grant determination letter expected March/April 2024, but CRSTS final confirmation letter April 2022 confirmed that 2023/24 and 2024/25 funding would be half of 2022/23).
- 4.31 This updated business justification follows approval of a strategic assessment in June 2021 and a business justification in March 2022, which set out high level approach and context for the funding and a detailed programme, through which £5,756,000 of development and delivery funding was approved. Delivery of activities as part of this approval is underway.
- 4.32 This updated business justification case seeks approval for a programme totalling £15,586,589 of additional activity, which forms the remainder of

expected CRSTS Capacity Funding, whilst setting out strengthened governance and change control processes. With the previous approval of £5,756,411 this brings the total to £21,343,000.

- 4.33 This business justification case sets out a proposal for an additional £15,586,589 to be approved for:
- £5,600,000 for pipeline development - Including Pipeline/LTP Implementation development fund; CRSTS2 bid development; early priority scheme development and district Local Area Transport Plan development.
 - £2,000,000 for transport strategy and policy - Including LTP Stage 2 development and other West Yorks transport policy and strategy development; Local/district transport strategy development.
 - £2,080,000 for skills, training, and development - Skills, training and development programme developed through skills assessment process – for existing Combined Authority and partner council transport teams, implementation of West Yorkshire transport graduate and apprenticeship schemes.
 - £1,884,854 for data collection and analysis capability. - Core programme of essential data collection and analysis; additional partner priorities to support transport delivery.
 - £4,021,735 for cross-cutting theme/emerging priorities. - Strengthening Combined Authority and district partner staff resources in transport policy development, pipeline development and data analysis. Contingency allowance.
- 4.34 The Combined Authority will enter into funding agreements with each of the councils for expenditure as detailed below:
- | | |
|----------------------|------------|
| • Bradford Council | £888,099 |
| • Calderdale Council | £1,043,253 |
| • Kirklees Council | £700,559 |
| • Leeds City Council | £1,350,000 |
| • Wakefield Council | £161,854 |
- 4.35 The proposed programme includes some areas of activity where detail of activity and funding allocations to deliver them is still to be developed and agreed, and this is expected to take place later within the programme period. As a result, the proposed allocations to partners above represent an initial allocation and may increase as further details are agreed.
- 4.36 The remaining funding of £11,442,824 is for further allocation or for Combined Authority expenditure delivering activities with West Yorkshire-wide benefits.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Strategic Assessment Priority (SAP) Group Decision: Director of strategy, Communications and Policing and Director of Delivery	21/06/2021
2 to 4 (business justification)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	17/03/2022
2 to 4 (business justification) Revised	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	07/09/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	05/10/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2027

Other Key Timescales

- Funding Agreements for partner delivery - 05/10/2023
- Mid-term review - 11/10/2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 0% of those outlined in this report Delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

- 4.37 The strategic case is strong and capacity funding to the partner councils and the Combined Authority are key to ensuring the success of the current and future CRSTS programmes, and development of ambitious transport policy for the region. However, it is recommended that work is undertaken during delivery to make the Outputs SMARTer.
- 4.38 Value for money assessments for funding and activities of this nature are not considered appropriate, with no known assessment methodology or comparators to base an assessment on. However, investment of this kind is still regarded as providing good value for money.

- 4.39 The restructure of the programme around five themes provided the opportunity to test different proportions of funding against each, to ensure the right balance was met. This was tested with the SRO and district partners via the Chief Highways Officers (CHOs) group.
- 4.40 Activities will be procured via a combination of existing staff resource, external recruitment, and procurement of external suppliers where necessary. Procurement of any external suppliers for consultancy or training will be undertaken in line with the Combined Authority's Contract Standing Orders and Procurement and Commercial Strategies.
- 4.41 A detailed programme of activities, estimated costs and spend profiles has been provided and risk and contingency allowances are included to account for potential changes to the programme over the programme period.
- 4.42 The programme is based on all expected funding being granted by Government in line with their most recent confirmation letter (dated 29 March 2023). Any risk around this will be fully understood in March/April 2024 when CRSTS funding is confirmed for the year. In the unlikely event that expected and confirmed revenue funding granted for 2024/25 is lower than previously confirmed, a further prioritisation process will be undertaken to identify an affordable programme.
- 4.43 Governance of CRSTS Capacity Fund has been reviewed since the original business case submission in March 2022, and is now proposed to be provided by the West Yorkshire LTP Board which oversees the development of the LTP.
- 4.44 All future transport investment and delivery, supported by CRSTS Capacity Fund, will need to be aligned to the LTP and deliver towards its vision, objectives, and policies. Development of the LTP is also a key output of this programme. Accordingly, LTP Board is felt to be the most appropriate governance structure to oversee progress on CRSTS Capacity and make strategic decisions about changes to the programme, the detail making up activity areas, reallocations of funding between and within themes.
- 4.45 Progress including spend to date and forecasts, alongside benefits achieved, will also be reported to CRSTS Operational Programme Board as part of quarterly reporting to Government.
- 4.46 An evaluation plan needs further development and is set as a condition of this approval.

Recommendations

- 4.47 The Combined Authority, subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The CRSTS Capacity Fund scheme proceeds through decision point 2 to 4 (business justification) and work continues on activity 5 (delivery).
 - (ii) Approval to £15,586,589 is given, including initial allocations for partner councils as detailed below, bringing the total approval to £21,343,000:

• Bradford Council	£888,099
• Calderdale Council	£1,043,253
• Kirklees Council	£700,559
• Leeds City Council	£1,350,000
• Wakefield Council	£161,854
• Combined Authority and for further allocation	£11,442,824

- (iii) The Combined Authority enters into a funding agreement with each of the councils for expenditure as detailed in ii) above.
- (iv) Changes to ii) and iii) above are delegated to the SRO for the scheme.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Network Management Renewals and Enhancements
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

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

Background

- 4.48 This scheme will be funded from City Region Sustainable Transport Settlement (CRSTS) fund. The £830,000,000 CRSTS fund was awarded in the summer of 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. 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.
- 4.49 The Network Management and Enhancement Programme seeks to address the issues caused by West Yorkshire's ageing and increasingly obsolete traffic signal infrastructure.
- 4.50 Higher levels of faults and failures at older traffic signals result in danger and delay to road users and adversely affect the reliability of the transport network. The lack of signalised pedestrian and cycle crossings at some sites represent a barrier to cycling and walking.
- 4.51 The programme includes replacement and enhancement of traffic signal installations including the provision of new signalised crossing facilities. This will lower the incidence of traffic signal faults and failures, resulting in better journey time reliability, improved safety, and a better user experience.
- 4.52 The programme also incorporates improved detection technology and ground-breaking artificial intelligence and control techniques to improve pedestrian, cyclist, and bus user experience.
- 4.53 The detection technology which will be trialled on signalised crossings will feature video detectors linked to sophisticated video analytics software, which

predicts whether someone will want to cross and places a demand into the traffic signal controller to activate the crossing without them needing to press the push button. This should speed up crossing activation and will be particularly helpful to people with mobility issues.

- 4.54 The bus detection technology will link the radio transponders, which most buses already carry to the traffic signal control systems, to allow them to know that a bus is approaching traffic signals and clear traffic queues in front of the bus to reduce delays at busy times.
- 4.55 The programme will also speed up the roll-out of LED lamp technology across West Yorkshire's traffic signals. This will lower energy use and operating costs as well as reducing signal fault levels. The reduced energy consumption will also reduce the carbon impacts of energy generation.
- 4.56 The overall cost of the five-year programme is £25,000,000, which is split between the five West Yorkshire partner councils, based on the number of traffic signal assets held in each district.
- 4.57 It has been agreed that the promoters will seek approval for the funding in a series of strategic outline case (SOC) submissions. The first SOC covering funding for year 1 (2022/23) and the first quarter of year 2 (2023/24) was approved, by the Combined Authority in February 2023. The second SOC is now seeking approval, through this report for the remainder of the year 2 funding of £3,966,250, covering quarters two, three and four and the year 3 (2024/25) funding of £5,697,500. A further SOC will be submitted at a later date to seek approval for funding for years 4 (2025/26) and 5 (2026/27) of the programme.
- 4.58 A summary of the programme's business case is included in **Appendix 2**.

Tackling the Climate Emergency Implications

- 4.59 A targeted roll-out of LED lamps in traffic signals will reduce electricity usage and reduce carbon emissions from power generation.
- 4.60 Greater use of urban traffic management and control (UTMC) technology will make journeys smoother, reducing traffic emissions.
- 4.61 Improvements in priority for buses, through use of the latest technology, will improve the speed and consistency of bus journeys, helping to ensure that public transport is a viable alternative to car use.
- 4.62 Improvements in priority for buses, cycles and pedestrians which support wider initiatives to promote a shift away from car use.
- 4.63 Giving greater priority to cycling, walking and buses may mean an increase in stop / starts for general traffic, increasing emissions but the promoter expects these negative impacts to be minor.
- 4.64 The programme will produce a carbon saving of 232 tonnes of carbon dioxide equivalent per annum from replacing halogen lamps with LEDs.

Outputs and Benefits

4.65 The programme outputs and benefits include:

- Refurbishment of up to 251 signalled crossings or junctions, including conversion from halogen bulbs to LED where required.
- Installation, renewal or upgrading bus priority detection, cycle detection or smart pedestrian detection technology at up to 51 sites.
- Provision of innovative signal technology at up to 25 sites.
- Provision of improved communications equipment at up to 141 sites.
- Reduction in asset repair costs.
- Reduction of between 800 and 1000 traffic signal faults per annum
- Reduction in energy costs of at least £332,000 per annum.
- Carbon savings of 232 tonnes of carbon dioxide equivalent per annum.
- Reduction in user delays from reduced signal faults or failures.
- Reduction in road traffic collisions / casualties from reduced signal faults or failures.
- Promotion of a shift away from car travel to cycling, walking or public transport, resulting in noise and air quality improvements.

4.66 The value for money (Vfm) assessment has been estimated as being High reflecting a benefit cost ratio (BCR) of 2:1 or above. Further work will be carried out to provide a firmer value for money assessment in the ATP to be submitted to gain approval for the 2024/25 funding.

Inclusive Growth Implications

4.67 The programme inclusive growth implications include:

- Traffic signal installations tend to be on the busiest roads, which are often in the more deprived communities. 44% of the individual schemes in this programme are in the areas of greatest deprivation, measured by income.
- Busy roads can be barriers to people cycling and walking. The programme includes provision of new signal-controlled crossings. Easier access to employment, education, retail, and leisure opportunities by low cost means of travel, such as cycling and walking is vital to those on low incomes who may not have access to a car.
- Improvements to the technology used in traffic signals to detect buses will improve the quality, speed, and consistency of bus travel, ensuring that bus travel remains a viable alternative to car use, for accessing employment, education, retail, and leisure opportunities.

Equality and Diversity Implications

4.68 The programme risks include:

- 4.69 An Equality Impact Assessment (EqIA) has been undertaken for the programme and equality and diversity impacts taken account of as part of the development of the programme and the business case development.
- 4.70 A stage 1 Equality Impact Assessment (EqIA) screening assessment has been undertaken for the programme and equality and diversity impacts taken account of as part of the programme's development. A full EqIA will be produced for the Approval to Proceed.
- 4.71 The scheme will provide increased safety clearance times and green man extensions at traffic signals. This will be beneficial for those who may need longer to cross the road or are less confident, including the elderly and people with mobility impairments.
- 4.72 The technology being deployed will remove the need for pedestrians to press the push button at signalled crossings. This will be beneficial to people with impaired mobility, making it easier to navigate crossings, providing improved access to employment, education, and a range of opportunities.

Risks

- 4.73 The programme risks include:
- Risk of energy price inflation leading to pressure on revenue budgets. This is mitigated by accelerating the conversion from halogen bulbs to LED lamps in traffic signals, targeting the LED lamp conversion programme in districts which have the highest exposure to this risk.
 - Risk of price inflation impacting the supply chain, increasing delivery costs. This is mitigated by allowing for inflation in programme cost estimates and constantly reviewing costs. Increases can be managed by delivering fewer individual schemes and seeking value for money in procurement.
 - Risk of limited resource levels to develop and deliver the programme within West Yorkshire partner councils, consultants, and contractors. This is mitigated by using the five-year programme to provide longer term certainty in funding and establishment of plans to attract, train and develop additional resources.

Costs

- 4.74 The total programme costs are £25,000,000 for the five-year programme.
- 4.75 The Combined Authority's contribution is £25,000,000 from the City Region Sustainable Transport Settlement (CRSTS).
- 4.76 A strategic outline case (SOC) was approved by the Combined Authority on 2 February 2023, which approved development and delivery costs, taking the total 2022/23 financial year (year 1) allocation to £4,362,500.
- 4.77 Approval was also given to £931,250 of development and delivery costs for quarter one of the 2023/24 financial year (year 2), bringing the total

programme approval up to and including quarter one of 2023/24 to £5,293,750.

- 4.78 The approval also specified that a further SOC should be submitted at a later date, to cover development and delivery costs for quarters two, three and four of the 2023/24 financial year (year 2) and the 2024/25 financial year (year 3).

Remaining quarters, two, three and four in 2023/24 (year 2)

- 4.79 Approval is now sought via this report, for development and delivery costs of £3,966,250 from CRSTS, for quarters two, three, and four of the 2023/24 financial year (year 2), to be allocated to partner councils up to the amounts shown below. This brings the total programme approval for years 1 and 2 to £9,260,000.

- Bradford Council £625,000
- Calderdale Council £300,000
- Kirklees Council £518,750
- Leeds City Council £1,997,500
- Wakefield Council £525,000

- 4.80 Subject to this approval the Combined Authority will need to enter into an addendum to the existing funding agreements with each partner council for expenditure from CRSTS, up to the amounts shown below:

- Bradford Council £2,100,000
- Calderdale Council £580,000
- Kirklees Council £1,525,000
- Leeds City Council £3,655,000
- Wakefield Council £1,400,000

Year 3 (2024/25)

- 4.81 The promoter is required to submit an Approval to Proceed (ATP) later in the 2023/24 financial year, which demonstrates compliance with the conditions set by the Combined Authority's Programme Appraisal Team (PAT). This is in order for the £5,697,500 of development and delivery costs for year 3 of the programme (2024/25) to be approved and allocated to partner councils up to the amounts shown below. This will take the total programme approval for years 1 to 3 to £14,957,500.

- Bradford Council £1,550,000
- Calderdale Council £357,500
- Kirklees Council £755,000
- Leeds City Council £2,325,000
- Wakefield Council £710,000

4.82 Subject to the approval of the ATP, the Combined Authority will need to enter into addendums to the existing funding agreements, with each partner council, for expenditure from the CRSTS, up to the amounts shown below:

- Bradford Council £3,650,000
- Calderdale Council £937,500
- Kirklees Council £2,280,000
- Leeds City Council £5,980,000
- Wakefield Council £2,110,000

4.83 A further SOC is expected to be submitted at a later date which will cover years 4 (2025/26) and 5 (2026/27) of the programme.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case) (Year 2 - quarters 2/3/4 - financial year 2023/24)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	07/09/2023
Approval to Proceed (Year 3 - financial year 2024/25)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2024
2 (strategic outline case) (Year 4 - financial year 2025/26 and Year 5 - financial year 2026/27)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/03/2025
5 (delivery) (Overall programme)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2027

Other Key Timescales

- Started on site – April 2022
- Completion on site – March 2027

Assurance Tolerances

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

Appraisal Summary

- 4.84 The case for change is well demonstrated. West Yorkshire has ageing and increasingly obsolescent and unreliable traffic signal infrastructure. The increased level of faults and failures which this causes are impacting on the reliability and safety of the highway network for all users.
- 4.85 There is a strong strategic case for the programme, which demonstrates good policy fit at local, regional, and national levels. The programme also addresses the funding requirements of the funding source, CRSTS.
- 4.86 The economic case is less well developed, and more work needs to be done to establish the value for money position, although this is expected to be high, reflecting a benefit cost ratio (BCR) of 2:1 or above.
- 4.87 The promoter states any increased costs will be managed by de-scoping individual projects to stay within the funding envelope and that projects which are safety related will be prioritised.
- 4.88 In view of the need to improve the management of the programme, PAT has conditioned the promoter to produce a comprehensive progress update report in the ATP, which will explain what improvements have been made in the planning and delivery of the programme.
- 4.89 Overall, the submission provides sufficient assurance to recommend approval of the remaining 2023/24 funding. The approval of the 2024/25 funding is to be subject to submission of an Approval to Proceed which addresses the conditions set by PAT.

Recommendations

- 4.90 The Combined Authority approves that:
- (i) The CRSTS Network Management and Enhancement programme proceeds through decision point 2 (strategic outline case) and decision point 4 (full business case) and delivery continues for the second, third and fourth quarter of the 2023/24 (year 2) and work commences on the Approval to Proceed for year 3 of the programme.
 - (ii) Approval to an additional £3,966,250 of development and delivery costs for the second, third and fourth quarters of the 2023/24 financial year (year 2), to be allocated to each partner councils up to the amounts shown below. This brings the total programme approval for years 1 and 2 to £9,260,000.
 - Bradford Council £625,000
 - Calderdale Council £300,000
 - Kirklees Council £518,750
 - Leeds City Council £1,997,500
 - Wakefield Council £525,000

- (i) The Combined Authority enters into addendums to the existing funding agreements with partner councils for expenditure of up to the amounts shown below:

○ Bradford Council	£2,100,000
○ Calderdale Council	£580,000
○ Kirklees Council	£1,525,000
○ Leeds City Council	£3,655,000
○ Wakefield Council	£1,400,000

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

- (i) The CRSTS Network Management and Enhancement Programme for the financial year 2024/25 (year 3) proceeds through decision point 2 (strategic outline case) and decision point 4 (full business case) and delivery continues to the end of the 2024/25 financial year.

- (ii) Approval to an additional £5,697,500 of development and delivery costs for the 2024/25 financial year (year 3), to be allocated to partner councils up to the amounts shown below. This brings the total programme approval for years one, two and three to £14,957,500.

○ Bradford Council	£1,550,000
○ Calderdale Council	£357,000
○ Kirklees Council	£755,000
○ Leeds City Council	£2,325,000
○ Wakefield Council	£710,000

- (i) The Combined Authority enters into addendums to the existing funding agreements with partner councils for expenditure up to the amounts shown below:

○ Bradford Council	£3,650,000
○ Calderdale Council	£937,500
○ Kirklees Council	£2,280,000
○ Leeds City Council	£5,980,000
○ Wakefield Council	£2,110,000

- (i) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report. Where required, any future committee level approvals are delegated to the Transport Committee.

Project Title	Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

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

Background

- 4.92 This scheme will be funded from City Region Sustainable Transport Settlements (CRSTS) Fund. The £830,000,000 CRSTS fund was awarded to the Combined Authority on 1 April 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. 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.
- 4.93 The A660 (Woodhouse Lane) is a key route linking northwest Leeds with the city centre, the Innovation Arc, a neighbourhood which brings together the city's anchor institutes and most dynamic private sector businesses, three universities, and Leeds General Infirmary (LGI).
- 4.94 The route has 20 buses per hour during peak periods, highest demand for cycling in Leeds, and one of the city's highest footfalls.
- 4.95 Currently there are high levels of congestion on the route and a lack of bus priority measures, which give buses priority over other traffic, for example at junctions and traffic lights, which is reducing the effectiveness of bus services. Although the existing temporary cycling infrastructure along the route has worked well and boosted cycling numbers, a permanent segregated cycle track will improve safety. There has also been limited investment in footway surfaces for several decades.
- 4.96 The scheme will deliver a mix of bus, walking and cycling interventions across three distinct sections of Woodhouse Lane: North (St Marks Road to Portland

Way), Central (Portland Way to Claypit Lane), and South (Claypit Lane to The Headrow).

- 4.97 The scheme will deliver bus improvement measures to provide quicker and more reliable bus journeys along the route, with interventions including bus-only streets and north and southbound bus lanes, junction improvements and re-routing of general traffic to prioritise bus, walking, and cycling.
- 4.98 The scheme will also deliver new pedestrian crossings and close side roads to general traffic to prioritise cycling and walking, a 1.11 kilometre (km) segregated two-way cycle track, and widened footways, making it easier and safer to travel by bike or on foot along the route. There will also be public place enhancements including new tree planting to make the area more attractive.
- 4.99 The scheme will encourage more people to make local trips along the route by sustainable means (bus, cycling and walking) instead of the car, which will help improve the local air quality and benefit people's health.
- 4.100 The scheme gained decision point 1 (strategic assessment) approval on 19 December 2022, and for work to commence on the strategic outline case. Approval is now sought for an additional £300,000 of development costs to develop the outline business case.
- 4.101 A summary of the scheme's business case and location map is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 4.102 Improved bus priority interventions to increase the attractiveness of the bus service to result in a shift away from private car usage, to reduce greenhouse gas emissions and improve air quality.
- 4.103 A segregated cycle track and enhanced pedestrian walkways offer sustainable travel alternatives for cycling and walking.
- 4.104 A Stage 1 Carbon Assessment (qualitative) has been carried out. A Stage 2 Carbon Impact Assessment (quantitative analysis) will be undertaken at OBC. This will assess whole life carbon impacts, i.e., impacts from the construction programme as well as the operational impacts following scheme completion.

Outputs and Benefits

- 4.105 The scheme outputs and benefits include:
- Bus gates creating bus only streets in the region of 0.3 km (both directions).
 - Improved bus lanes in the region of 0.37 km.
 - 1.11 km of new two-way physically segregated on-road cycleway.
 - New and improved pedestrian and cycle crossings; 27 in total.
 - Widened footways in the region of 0.71 km in length.

- Increased bus patronage by 20% by 2032.
- Increased cycling trips by 70% along the corridor by 2032.
- Increased walking trips by 10% along the corridor by 2032.
- Reduce the number of people killed or seriously injured by 60% by 2032.
- Improved public space, including new footpaths, green spaces, and new trees to improve the local area by increase the quality of Place by 2032.

Inclusive Growth Implications

4.106 The scheme inclusive growth implications include:

- Bus priority interventions to deliver more inclusive, affordable, and sustainable transport to more people, providing improved access to training, education, employment, and health care.
- Bus improvement measures to provide quicker and more reliable bus journeys along the route, making buses more attractive, to reduce the post COVID rise in private car usage. The increase in car use has affected the most vulnerable communities through increased noise and air pollution leading to poorer air quality, reducing safety of streets, and their impacts on people's health.
- Walking, wheeling, and cycling are highly inclusive forms of transport and highly accessible to all. They cost less than using private cars and have and have lower maintenance costs. The scheme's cycle track will be designed to support all types of bikes to boost inclusivity.

Equality and Diversity Implications

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

4.108 There is a high positive impact for age and disability as the protected cycle infrastructure will support adapted cycles and prioritised pedestrian crossing facilities will improve safety.

4.109 There is a moderate positive impact for race and women because the groups are less likely to have access to a private car; the bus interventions will provide a quicker and more reliable service, and the protected segregated cycle infrastructure encourages cycling in mixed traffic.

4.110 Other protected characteristic groups are not disproportionately impacted.

4.111 A Stage 2 Equality Impact Assessment will be provided at OBC.

Risks

4.112 The scheme risks include:

- Unidentified location of utilities causing design changes, incurring delay and additional costs. This will be mitigated by bringing utility searches forward into the design programme reviews.
- Rising inflation resulting in increased scheme delivery costs mitigated by ongoing pre-market monitoring with construction partners and the development of the most efficient (shortest) construction programme.
- Lack of stakeholder support impacting deliverability of the scheme mitigated by ensuring the modelling exercise is sufficiently detailed, so the scheme benefits are presented, and it demonstrates the mitigation to any impacts, and to maintain dialogue with key political members and user groups throughout the development of scheme designs.
- Objection to the proposed Traffic Regulation Orders (TROs) potentially leading to a public inquiry, impacting the deliverability of the scheme and / or incurring delays and costs. This will be mitigated by TROs included within stakeholder engagement at early stages to mitigate objections, and Leeds City Council's TRO team is engaged with as part of scheme development.

Costs

- 4.113 The total scheme costs are £20,500,000.
- 4.114 The Combined Authority's contribution is £20,500,000 from the City Region Sustainable Transport Settlements (CRSTS) Fund. The scheme's maintenance costs will be met by Leeds City Council (LCC).
- 4.115 On 19 December 2022, the scheme gained approval to proceed through decision point 1 (strategic assessment) and for work to commence on the strategic outline case (decision point 2). Total scheme costs at decision point 1 were £20,500,000.
- 4.116 Approval was also given for £100,000 of development costs to develop the strategic outline case. The £100,000 was taken from the £3,000,000 of development costs approved for the CRSTS programme, by the Combined Authority on 17 March 2022, to enable delivery partners to develop scheme business cases.
- 4.117 Approval is now sought for additional development costs of £300,000 to progress the scheme to decision point 3 (outline business case), taking the total scheme approval to £400,000. The develop costs will fund activities including highway design, traffic modelling, consultation and engagement, and project management.
- 4.118 Subject to the approval, the Combined Authority will need to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £400,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	07/09/2023
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	30/06/2024
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	27/12/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	28/02/2025
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/09/2026

Other Key Timescales

- Start on site – 01/04/2025.
- Completion on site - 30/09/2026.

Assurance Tolerances

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

Appraisal Summary

- 4.119 There is strong demand for the scheme since Woodhouse Lane is a key city centre route. The scheme aligns to several Combined Authority, Leeds City Council (LCC) and national transport policies and strategies. The scheme also aligns to the Mayoral pledge to tackle climate emergency and protect our environment and supports local and national climate emergency priorities.
- 4.120 Inclusive Growth is supported as travel by bus, bike, and on foot, is an accessible and cost-effective alternative to private cars. Initial stakeholder

engagement was undertaken in December 2022, with further engagement planned to ensure all stakeholders including hard to reach communities and protected characteristic groups are consulted.

- 4.121 An initial assessment of the preferred way forward scheme categorises it as High value for money when assessed against the Department for Transport's value for money criteria. Further appraisal will be carried out as part of the outline business case development.
- 4.122 An initial Carbon Impact Assessment (CIA) highlights positive impacts, reductions in greenhouse gas emissions and noise levels, and improvements in air quality. A quantitative Stage 2 CIA will be undertaken as part of the development of the business case.

Recommendations

- 4.123 The Combined Authority, approves that:
- (i) The Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
 - (ii) An indicative approval to the Combined Authority's contribution of £20,500,000 is given. The total scheme value is £20,500,000.
 - (iii) Approval of £300,000 development costs, in order to progress the scheme to decision point 3 (outline business case), taking the total scheme approval to £400,000.
 - (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £400,000.
 - (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.

Projects in Stage 2: Scheme development

Project Title	A6110 Leeds Outer Ring Road
Stage	2 (scheme development)
Decision Point	3 (outline business case)

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

Background

- 4.124 This scheme will be part funded from the West Yorkshire plus Transport Fund (WY+TF). This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 4.125 The scheme will also be part funded from City Region Sustainable Transport Settlements (CRSTS) Fund. The £830,000,000 CRSTS fund was awarded to the Combined Authority on 1 April 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. 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.
- 4.126 The scheme is located on the A6110 Leeds Outer Ring Road between the A643 Elland Road South junction, and the A643 Elland Road North junction. There are several issues with the current highway network at this location, which include:
- Severe congestion and unreliable journey times in the morning and afternoon peak periods.
 - Delays and unreliable journey times for bus services.

- Impact on accessibility to housing and employment sites in the area, as well as the economic centre of Leeds
- Lack of cycling and walking provision
- Poor air quality
- Poor safety record
- Lack of sustainable transport alternatives

4.127 The scheme's objectives include:

- Improve access to employment and housing sites along the A6110 corridor by public transport, by bike and on foot and for freight.
- Improve safety and desirability for cyclists and pedestrians through the incorporation of new cycling and pedestrian facilities to increase connectivity.
- To maximise facilities and journey time savings for public transport on key radial routes which intersect the A6110.
- To integrate fully with radial corridors (including existing and proposed cycling infrastructure) that intersect or are next to the area of this scheme.
- Improve levels of air quality and noise.

4.128 The scheme has been through several previous iterations and the preferred option for the scheme now includes the following elements:

- Elland Road South junction signalisation including bus bypass.
- Northbound bus lane from Elland Road South to Elland Road North.
- Segregated cycle route from Elland Road South to Elland Road North.
- Segregated cycle route between Elland Rd North and Junction One Retail Park.

4.129 The scheme will improve capacity to reduce traffic congestion, implement measures to improve bus journey times and journey time reliability, promoting increased bus use and a shift away from using cars.

4.130 The scheme will also include new pedestrian crossings on each arm of the roundabout, widened footways and new cycle routes to promote and encourage cycling and walking and a shift away from using cars.

4.131 The whole of the preferred option is not currently affordable with the funding available, so the promoter, Leeds City Council, will deliver the scheme in phases.

4.132 Phase 1, with total scheme costs of up to £8,761,000, will be delivered using the identified funding from CRSTS, WY+TF and Section 106 developer contributions. Each element of the scheme will be funded by the programme which most closely aligns with the outcomes that will be achieved. Phase 1 will comprise:

- Elland Road South junction signalisation including bus bypass.
- Cycle route around Elland Road South and crossings

4.133 Should future funding become available Phase 2 will comprise:

- Cycle route between Elland Road South and Elland Road North
- Cycle route between Elland Road North and Junction One Retail Park
- Northbound bus lane from Elland Road South to Elland Road North

4.134 This OBC relates to the preferred option which includes Phase 1 and Phase 2. Following OBC, each phase will then progress through the assurance process separately, with each phase developing its own individual full business case (FBC).

4.135 A summary of the scheme's business case and location map is included in **Appendix 4**.

Tackling the Climate Emergency Implications

4.136 The scheme tackling climate emergency implications are:

- providing capacity improvements to reduce traffic congestion and thereby reduce emissions.
- specific measures to improve bus journey times and journey time reliability promoting increased bus use and a shift away from car use.
- new pedestrian crossings on each arm of the roundabout and widened footways which will help to remove barriers to cycling and walking, promoting a shift away from car use.
- a new cycle route which will promote cycling and walking and encourage a shift away from car travel.
- the scheme does involve some tree removal, but these will be replaced with a minimum of three trees for every one tree lost.
- Carbon impact assessments have been carried out on the shortlisted options.
- The preferred option will produce an operational saving of 2238 tonnes of carbon dioxide equivalent (tCO₂e) over the 60-year appraisal period.
- Construction of the preferred option would produce capital carbon emissions of 505 tCO₂e.
- The overall carbon saving would therefore be 1733 tonnes of carbon dioxide equivalent (tCO₂e) over the 60-year appraisal period.

Outputs and Benefits

4.137 The scheme outputs and benefits include:

- Enhanced capacity to address existing congestion and to support planned local housing and employment growth, supporting the delivery of 7200 new homes.
- Improved journey times, reliability, and journey quality for all road users
- Two-way general traffic journey times along Elland Road through the scheme reduced by four minutes in the morning peak and one minute in the afternoon peak.
- Improvement to bus journey times by 8%.
- Improved accessibility for pedestrians and cyclists.
- Increased levels of physical activity as a result of more people being encouraged to travel by bike or on foot.
- Pedestrian flows passing through the scheme area increase by 10%.
- Cycle flows passing through the scheme area increase by 25%.
- Improved road safety for all road users.
- Save two Personal Injury Collisions (PIC) along the scheme (over a five-year period).
- Reduction in the impacts of traffic related noise and air quality.

4.138 The value for money assessment of the overall scheme (Phase 1 and Phase 2) reflects a benefit cost ratio (BCR) of 2.18:1. This is categorised as High value for money. The BCR will be reviewed at the next stage to reflect that Phase 1 and Phase 2 will progress individually through the assurance process after OBC.

Inclusive Growth Implications

4.139 The scheme inclusive growth implications include:

- new cycle routes and links existing radial cycle routes, which will promote healthy low-cost active travel to improve access to jobs and opportunities.
- new pedestrian crossing facilities and improvements to walking routes, which will be of particular benefit to those with mobility issues.
- improved bus journey times and bus journey reliability, which will improve access to jobs, education, and opportunities via public transport, which is important for those without access to a motor vehicle.

Equality and Diversity Implications

4.140 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.

4.141 The scheme equality and diversity implications are:

- The scheme includes improvements to footways, including widening, which will be beneficial to people with mobility impairments and will also

provide an improvement to routes for people with infants in pushchairs who currently experience issues with the narrow footways.

- The scheme includes new signalled pedestrian crossings at the junction which will include facilities for people with visual impairments. These will improve active travel (cycling and walking) generally but will provide particular benefits for the age and disability protected characteristic groups.

Risks

4.142 The scheme risks include:

- Risk of the scheme being delayed due to discovery of wildlife species mitigated by robust environmental plan and surveys allowing all constraints to be removed at an early stage.
- Risk of service provider / contractor bankruptcy mitigated by a robust assessment of contractor finances, undertaking due diligence and back-up plan in case of unexpected failure.
- Risk of reliance on the S106 funding to deliver the scheme which may not come through in the time frame as expected. This will be mitigated by Leeds City Council's plan to control cost through value engineering and competitive tendering in order to provide cost efficiencies in the design, development, and delivery of the scheme.

Costs

4.143 The total scheme costs are £14,212,000.

4.144 The whole of the preferred option is not currently affordable with the funding available, so Leeds City Council will pursue a phased approach to delivery.

4.145 Phase 1 will be delivered at a total cost of up to £8,760,000, with the Combined Authority's contribution of £7,000,000, comprising £3,000,000 from the WY+TF Fund and £4,000,000 from the CRSTS fund. The remaining funding is £1,760,000 of Section 106 Developer contributions comprising:

- £1,500,000 from Laneside Farm development
- £260,000 from Snittles Farm development

4.146 Leeds City Council anticipates that the funding gap for Phase 2, currently £5,452,000, could potentially be delivered from CRSTS Round 2 funding, subject to availability.

4.147 A change request was approved on 15 March 2023 to increase the development costs to £821,000 to continue development of the OBC.

4.148 Approval is now sought for a further £879,000 of development costs to progress Phase 1 of the scheme to full business case, taking the total scheme approval to £1,700,000.

4.149 Subject to approval of this OBC, the Combined Authority will need to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £1,700,000 from the West Yorkshire plus Transport Fund (WY+TF).

Assurance Pathway and Approval Route

Overall scheme (Phase 1 and Phase 2)

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	07/09/2023

Phase 1

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	28/02/2025
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	27/03/2026

Phase 2

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	To be determined
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	To be determined

Other Key Timescales

- Start on site – March 2025
- Completion on site – March 2026
- Evaluation – May 2031

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 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

- 4.150 This is a resubmission of an outline business case (OBC) originally received in November 2022. It includes the work to simplify and clarify the preferred option and a comprehensive economic analysis of that option, as required by the Combined Authority's Programme Appraisal Team (PAT).
- 4.151 There is a strong strategic case for the scheme, which demonstrates good policy fit at local, regional, and national levels. The scheme also addresses the funding requirements of the two main funding sources, WY+TF and CRSTS.
- 4.152 The case for change is well established with the junction suffering significant peak hour congestion, which impacts on journey times and journey time reliability, including those for buses. The lack of facilities for active travel (cycling and walking) represents a barrier and the site has a poor safety record.
- 4.153 The overall scheme cannot currently be afforded, so Leeds City Council has taken a pragmatic decision to deliver it in a 2 phased approach. Only phase 1 is currently funded and includes £1,700,000 of Section 106 developer contributions, dependent on progress on site by two housing developers. Only a small amount has been received so far, so this funding must be considered as a risk.
- 4.154 Leeds City Council has supplied a realistic programme for Phase 1 of the scheme. Phase 2 is currently unfunded, but the Leeds City Council anticipates that funding may become available through the second tranche of CRSTS funding which is expected to become available in 2027.

Recommendations

- 4.155 The Combined Authority approves that:
- (i) The A6110 Leeds Outer Ring Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case)
 - (ii) An indicative approval to the Combined Authority's contribution of £7,000,000 is given. The total scheme value is £14,212,000.
 - (iii) Approval of £879,000 development costs, in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,700,000.

- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £1,700,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route and tolerances outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	A58 Beckett Street
Stage	2 (scheme development)
Decision Point	Change request (activity 3)

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

- 4.156 This scheme will be funded from City Region Sustainable Transport Settlements (CRSTS) Fund. The £830,000,000 CRSTS fund was awarded to the Combined Authority on 1 April 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. 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.
- 4.157 Currently, Beckett Street consists of two car lanes, a short south bound bus lane and has no cycle routes. The scheme will widen the carriageway into the grass verge to increase space, extend the south bound bus lane, and deliver a new north bound bus lane, and a new segregated two-way cycle track. The scheme will also deliver bus signal prioritisation, bus stops, pedestrian crossings, widening of footways, upgrades to the pedestrian access to St James University Hotel and landscaping to make the area more attractive.
- 4.158 The scheme's outline business case was approved by the Combined Authority on 9 January 2020. The original scheme presented at OBC was to be funded from the Leeds Public Transport Investment Programme (LPTIP) and included the A58 Beckett Street and A58 York Street scheme in one combined scheme.
- 4.159 The A58 York Street scheme has since progressed through the assurance process as an individual scheme and was delivered in 2020. The A58 Beckett Street element of the scheme was unable to progress at the time, as further funding needed to be secured, due to LPTIP funding being reallocated to other schemes within the programme.

- 4.160 In April 2022, the Department for Transport (DfT) gave approval for the A58 Beckett Street scheme to be funded from CRSTS.
- 4.161 The total estimated scheme costs are now £16,420,000. On 09 January 2020, the Combined Authority approved the outline business case and £14,536,000 from LPTIP for the combined A58 Beckett Street and A58 York Street scheme. The A58 York Street element of the scheme was delivered for £593,000 from LPTIP.
- 4.162 Therefore the scheme has increase by £2,477,000 since the outline business case. The increase in total scheme costs has been driven by inflation, with an industry inflation average increase of 15-18% since the OBC was approved in January 2020. The scope of the A58 Beckett Street element of the scheme remains the same.
- 4.163 The scheme will be solely funded by the Combined Authority with a contribution of £15,000,000 from the City Regional Sustainable Transport Settlement (CRSTS) and £1,420,000 which has previously been approved from the Leeds Public Transport Investment Programme (LPTIP).
- 4.164 Approval is now sought, through this change request, to change the scope of the original scheme presented at OBC to separate the scheme from the A58 York Street scheme, allowing the A58 Beckett Street scheme to progress through the assurance process independently. Approval is also sought for £15,000,000 of CRSTS funding, additional development costs of £1,500,000 to progress the scheme to full business case (FBC) and to extend the scheme's delivery timeframe from March 2021, as outlined in the OBC, to July 2026.

Tackling the Climate Emergency Implications

- 4.165 A shift from car to bus to reduce traffic congestion, helping to reduce vehicle emission levels of nitrogen oxides on a key transport corridor.
- 4.166 A shift to more cycling and walking as a result of the scheme's new segregated cycle track and junction improvements, making it easier, quicker, and safer to travel by bike or on foot.
- 4.167 A Stage 2 Carbon Impact Assessment will be undertaken at FBC stage.

Outputs and Benefits

- 4.168 The scheme outputs and benefits include:
- A 20% reduction in bus journey times along Beckett Street.
 - Improved bus reliability and improvements to the passenger experience.
 - Reduced levels of nitrogen oxide emissions due to people being encouraged to travel by bus, bike and on foot rather than using a car, leading to improved air quality and health.
 - New segregated cycle routes, pedestrian crossings and widened footways, to encourage cycling and walking improving peoples' health.

- Improved network safety for all users, and improved access to training, employment, and health care via public transport.
- The scheme objectives will be further refined as part of the FBC development.

4.169 At OBC, the original scheme which included York Street, had a benefit cost ratio (BCR) of 1.47:1, which represents Low Value for Money (VfM). The BCR will be recalculated at FBC stage for the A58 Beckett Street scheme only.

Inclusive Growth Implications

4.170 The scheme inclusive growth implications include:

- Providing affordable and accessible transport to improve access to training, employment, and health care for residents in wards located to Beckett Street, for example, Burmantofts which are in the 30% most deprived wards in England.

Equality and Diversity Implications

4.171 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.

4.172 The scheme will positively impact several protected characteristic groups due to specific transport disadvantages and needs. Women make a high number and frequency of trips for a wider variety of purposes. Those with disabilities are affected to a greater extent by issues of reliability and space availability. Young and elderly people are both more likely to be involved with traffic collision. Active modes have beneficial impacts for the young. The elderly may not be able to drive, or find it cost prohibitive.

4.173 An updated Equality Impact Assessment (EQIA) Stage 2 will be provided at FBC.

Risks

4.174 The main scheme risks and mitigations remain since OBC:

- Above expected levels of disruption to the road network during construction, mitigated by effective communication with road users, maintaining access to St. James' University Hospital (SJUH), and monitoring of noise and pollution levels given proximity of residential areas and hospital.
- Delays linked to statutory service diversions, mitigated by designing requirements for diversions, and regular liaison with utility suppliers.
- Since OBC, COVID has reduced bus patronage, reducing bus services across the region. Should services be significantly reduced on this corridor, the scheme BCR would reduce. The southbound bus stop outside St. James' University Hospital (SJUH) is the busiest outside Leeds City Centre, so reduced services is regarded as low risk.

Costs

- 4.175 The total estimated scheme costs are £16,420,000.
- 4.176 The scheme will be solely funded by the Combined Authority with a contribution of £15,000,000 from the City Regional Sustainable Transport Settlement (CRSTS) and £1,420,000 which has previously been approved from the Leeds Public Transport Investment Programme (LPTIP).
- 4.177 On 09 January 2020, the Combined Authority approved the outline business case and £14,536,000 from LPTIP for the combined A58 Beckett Street and A58 York Street scheme.
- 4.178 Subsequently only the A58 York Street element of the scheme was delivered. The total scheme costs (and Combined Authority's contribution) was £593,000 from LPTIP.
- 4.179 Therefore the scheme has increase by £2,477,000 since the outline business case. The increase in total scheme costs has been driven by inflation, with an industry inflation average increase of 15-18% since the OBC was approved in January 2020. The scope of the A58 Beckett Street element of the scheme remains the same.
- 4.180 Approval is now sought through this change request to change the scope of the original combined scheme presented at OBC, allowing the A58 Beckett Street scheme to progress through the assurance process independently.
- 4.181 To date the A58 Beckett Street scheme has had approval for development costs of £1,420,000 from LPTIP, which has been spent on feasibility, modelling work, business case development, consultation, and landscape design to get the scheme to OBC. Approval is now sought for £1,500,000 of development costs from CRSTS to progress the A58 Beckett Street scheme to full business case stage, bringing the total scheme approval to £2,920,000..
- 4.182 Subject to approval of this change request, the Combined Authority will need to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,920,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	07/09/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	01/07/2024

Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/09/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/07/2026

Other Key Timescales

- Start construction onsite - early 2025.
- Scheme completion onsite – mid 2026.

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 & Benefits remain within 20% of those outlined in this report.

Appraisal Summary

- 4.183 This change request seeks approval to change the indicative total scheme costs, the scope, the delivery timeframes of the A58 Beckett Street scheme as well as additional development costs.
- 4.184 The scheme aligns with Leeds City Region's Strategic Economic Plan (SEP) Priority 4 Infrastructure for growth, the Mayoral pledge to tackle climate emergency and protect the environment, and other national, sub-regional and local policies.
- 4.185 The south bound bus stop outside St James University Hospital is the busiest outside of the city centre and additional demand from residential and population growth is expected.
- 4.186 At OBC the scheme represented Low Value for Money (VfM). The benefit cost ration (BCR) will be recalculated for the single A58 Beckett Street scheme at FBC.
- 4.187 Further information is required at FBC stage. This includes a stage 2 Carbon Impact Assessment, a budget for the Monitoring & Evaluation Plan, an updated Stage 2 Equality Impact Assessment (EqIA) and an Environmental Impact Assessment (EIA). Land from Leeds Teaching Hospitals NHS Trust for the cycle track is to be purchased, and all statutory and other regularity consents to be finalised at FBC.

Recommendations

4.188 The Combined Authority, approves that:

- (i) The change request to revise the scope of the scheme, to change the total scheme costs to £16,420,000 (an increase of £2,477,000), for additional development costs of £1,500,000 to progress the scheme to full business case and to extend the scheme's delivery timeframe to July 2026
- (ii) An indicative approval to the Combined Authority's contribution of £16,420,000 is given. The total scheme value is £16,420,000.
- (iii) Approval of £1,500,000 development costs, in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £2,920,000.
- (iv) The Combined Authority enters into an addendum to an existing funding agreement with Leeds City Council for expenditure of up to £2,920,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 3: Delivery and Evaluation

4.189 There are no schemes to review at this stage.

5 Tackling the Climate Emergency implications

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

6 Inclusive Growth implications

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

7 Equality and Diversity implications

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

8 Financial implications

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

9 Legal implications

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

10 Staffing implications

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

11 External consultees

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

12 Recommendations (Summary)

Additional Approvals –Transport Committee delegation

- 12.1 The Combined Authority approves that:

- (i) Delegation of authority to the Transport Committee, to approve, in accordance with the Assurance Framework, the Leeds Healthier Streets Spaces and Communities and the LUF2 A639 Park Road schemes, at its meeting on 19 September 2023.

CRSTS Capacity Fund

- 12.2 The Combined Authority, subject to the conditions set by the Programme Appraisal Team, approves that:

- (i) The CRSTS Capacity Fund scheme proceeds through decision point 2 to 4 (business justification) and work continues on activity 5 (delivery).
- (ii) Approval to £15,586,589 is given, including initial allocations for partner councils as detailed below, bringing the total approval to £21,343,000:

- Bradford Council £888,099
- Calderdale Council £1,043,253
- Kirklees Council £700,559
- Leeds City Council £1,350,000
- Wakefield Council £161,854
- Combined Authority and for further allocation £11,442,824

- (iii) The Combined Authority enters into a funding agreement with each of the councils for expenditure as detailed in ii) above.

- (iv) Changes to ii) and iii) above are delegated to the SRO for the scheme.

- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Network Management Renewals and Enhancements

12.3 The Combined Authority approves that:

- (i) The CRSTS Network Management and Enhancement programme proceeds through decision point 2 (strategic outline case) and decision point 4 (full business case) and delivery continues for the second, third and fourth quarter of the 2023/24 (year 2) and work commences on the Approval to Proceed for year 3 of the programme.
- (ii) Approval to an additional £3,966,250 of development and delivery costs for the second, third and fourth quarters of the 2023/24 financial year (year 2), to be allocated to each partner councils up to the amounts shown below. This brings the total programme approval for years 1 and 2 to £9,260,000.

- Bradford Council £625,000
- Calderdale Council £300,000
- Kirklees Council £518,750
- Leeds City Council £1,997,500
- Wakefield Council £525,000

- (iii) The Combined Authority enters into addendums to the existing funding agreements with partner councils for expenditure of up to the amounts shown below:

- Bradford Council £2,100,000
- Calderdale Council £580,000
- Kirklees Council £1,525,000
- Leeds City Council £3,655,000
- Wakefield Council £1,400,000

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

- (i) The CRSTS Network Management and Enhancement Programme for the financial year 2024/25 (year 3) proceeds through decision point 2 (strategic outline case) and decision point 4 (full business case) and delivery continues to the end of the 2024/25 financial year.
- (ii) Approval to an additional £5,697,500 of development and delivery costs for the 2024/25 financial year (year 3), to be allocated to partner councils up to the amounts shown below. This brings the total programme approval for years one, two and three to £14,957,500.

- Bradford Council £1,550,000
- Calderdale Council £357,000
- Kirklees Council £755,000
- Leeds City Council £2,325,000

- Wakefield Council £710,000
- (iii) The Combined Authority enters into addendums to the existing funding agreements with partner councils for expenditure up to the amounts shown below:
- Bradford Council £3,650,000
 - Calderdale Council £937,500
 - Kirklees Council £2,280,000
 - Leeds City Council £5,980,000
 - Wakefield Council £2,110,000
- (iv) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report. Where required, any future committee level approvals are delegated to the Transport Committee.

Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway

12.5 The Combined Authority, approves that:

- (i) The Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
- (ii) An indicative approval to the Combined Authority's contribution of £20,500,000 is given. The total scheme value is £20,500,000.
- (iii) Approval of £300,000 development costs, in order to progress the scheme to decision point 3 (outline business case), taking the total scheme approval to £400,000.
- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £400,000.
- (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.

A6110 Leeds Outer Ring Road

12.6 The Combined Authority approves that:

- (i) The A6110 Leeds Outer Ring Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case)
- (ii) An indicative approval to the Combined Authority's contribution of £7,000,000 is given. The total scheme value is £14,212,000.

- (iii) Approval of £879,000 development costs, in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,700,000.
- (iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £1,700,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route and tolerances outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

A58 Beckett Street

12.7 The Combined Authority, approves that:

- (i) The change request to revise the scope of the scheme, to change the total scheme costs to £16,420,000 (an increase of £2,477,000), for additional development costs of £1,500,000 to progress the scheme to full business case and to extend the scheme's delivery timeframe to July 2026
- (ii) An indicative approval to the Combined Authority's contribution of £16,420,000 is given. The total scheme value is £16,420,000.
- (iii) Approval of £1,500,000 development costs, in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £2,920,000.
- (iv) The Combined Authority enters into an addendum to an existing funding agreement with Leeds City Council for expenditure of up to £2,920,000.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

13 Background Documents

13.1 None as part of this report.

14 Appendices

Appendix 1 - CRSTS Capacity Fund – Business Case Summary

Appendix 2 - Network Management Renewals and Enhancements – Business Case Summary

Appendix 3 - Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway – Business Case Summary

Appendix 4 - A6110 Leeds Outer Ring Road – Business Case Summary