



Agenda for a meeting of the Executive to be held on Tuesday, 11 September 2018 at 10.30 am in Committee Room 1 - City Hall, Bradford

Members of the Executive – Councillors

LABOUR
Hinchcliffe (Chair)
I Khan
Ross-Shaw
Ferriby
Jabar
Farley

Notes:

- This agenda can be made available in Braille, large print or tape format on request by contacting the Agenda contact shown below.
- The taking of photographs, filming and sound recording of the meeting is allowed except if Councillors vote to exclude the public to discuss confidential matters covered by Schedule 12A of the Local Government Act 1972. Recording activity should be respectful to the conduct of the meeting and behaviour that disrupts the meeting (such as oral commentary) will not be permitted. Anyone attending the meeting who wishes to record or film the meeting's proceedings is advised to liaise with the Agenda Contact who will provide guidance and ensure that any necessary arrangements are in place. Those present who are invited to make spoken contributions to the meeting should be aware that they may be filmed or sound recorded.
- If any further information is required about any item on this agenda, please contact the officer named at the foot of that agenda item.

From:

Parveen Akhtar

City Solicitor

Agenda Contact: Jill Bell / Yusuf Patel

Phone: 01274 434580/4579

E-Mail: jill.bell@bradford.gov.uk / yusuf.patel@bradford.gov.uk

To:

A. PROCEDURAL ITEMS

1. DISCLOSURES OF INTEREST

(Members Code of Conduct - Part 4A of the Constitution)

To receive disclosures of interests from members and co-opted members on matters to be considered at the meeting. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

Notes:

- (1) Members may remain in the meeting and take part fully in discussion and voting unless the interest is a disclosable pecuniary interest or an interest which the Member feels would call into question their compliance with the wider principles set out in the Code of Conduct. Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (2) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*
- (3) Members are also welcome to disclose interests which are not disclosable pecuniary interests but which they consider should be made in the interest of clarity.*
- (4) Officers must disclose interests in accordance with Council Standing Order 44.*

2. MINUTES

Recommended –

That the minutes of the meetings held on 12 June and 10 July 2018 be signed as a correct record (previously circulated).

(Jill Bell - 01274 434580)

3. INSPECTION OF REPORTS AND BACKGROUND PAPERS

(Access to Information Procedure Rules – Part 3B of the Constitution)

Reports and background papers for agenda items may be inspected by

contacting the person shown after each agenda item. Certain reports and background papers may be restricted.

Any request to remove the restriction on a report or background paper should be made to the relevant Strategic Director or Assistant Director whose name is shown on the front page of the report.

If that request is refused, there is a right of appeal to this meeting.

Please contact the officer shown below in advance of the meeting if you wish to appeal.

(Jill Bell / Yusuf Patel - 01274 434580 434579)

4. RECOMMENDATIONS TO THE EXECUTIVE

To note any recommendations to the Executive that may be the subject of report to a future meeting. (Schedule to be tabled at the meeting).

(Jill Bell / Yusuf Patel - 01274 434580 434579)

C. PORTFOLIO ITEMS

<p style="text-align: center;">REGENERATION, PLANNING & TRANSPORT PORTFOLIO</p>
--

(Councillor Ross-Shaw)

5. ARRANGEMENTS FOR THE ESTABLISHMENT OF A WEST YORKSHIRE URBAN TRAFFIC MANAGEMENT CONTROL (WEST YORKSHIRE UTM) SERVICE

1 - 84

The purpose of the report of the Strategic Director of Place (**Document "M"**) is to provide information to the Council's Executive about the proposals for establishment of a West Yorkshire Urban Traffic Management Control (West Yorkshire UTM) Service. It sets out the background to the development of the proposal, arrangements for its funding both in terms of initial development and future operation and requests delegated authority for the Strategic Director of Place to progress with arrangements for establishing the service which will be hosted by Leeds City Council.

Recommended -

- (1) That the Executive endorse in principle the arrangements for the establishment of a joint West Yorkshire UTM service subject to the outcome of the consideration of the Outline Business Case by the Combined Authority.**
- (2) That the Executive approve in principle that should a joint**

West Yorkshire UTM service be established and that Leeds City Council will become the host authority.

- (3) That the Executive approves the principle of allocation of £324,100 from the 2018/19 UTM budget as Bradford's contribution to the funding of the West Yorkshire UTM joint service.**
- (4) That the Executive authorises the Strategic Director of Place in consultation with the Portfolio Holder to progress with the other Local Authorities any arrangements necessary to support the implementation of the joint West Yorkshire UTM service.**
- (5) That the Executive notes the proposed creation of an organisational unit within Leeds City Council within their City Development Directorate for the West Yorkshire UTM service.**
- (6) That the Executive note the potential need to transfer staff via TUPE from Bradford into the employment of Leeds City Council to work within the West Yorkshire UTM service.**
- (7) That the Executive note that this report discusses the further work required in relation to establishment of the West Yorkshire UTM service and that once final agreement has been reached in relation to the operational arrangements for this service a further report be presented to Executive for consideration.**
- (8) That the Executive notes the proposal that the West Yorkshire UTM service may be based at the Joint Services building in Morley subject to the outcome of the approval of the Outline Business Case and completion of all necessary legal agreements.**

(Regeneration and Environment Overview & Scrutiny Committee)

(Richard Gelder -01274 437603)

6. WINTER SERVICE PLAN 2018-19

85 - 272

The Council has a duty to develop and implement a Highway Services Winter Service operational plan to ensure that as far as reasonably practicable traffic keeps moving even in unforeseen weather conditions and that safe passage is not endangered by the presence of snow or ice.

The report of the Strategic Director of Place (**Document "N"**) details the arrangements which have been incorporated in the years' Highways Services Winter Service Plan to discharge this duty. It outlines the changes to the plan which have been made as a result of the reviews of winter 2017-18 operations and details how the plan

complies with the new Code of Practice for Well Managed Highways Infrastructure.

Recommended -

- (1) **That Executive approves the adoption of the Winter Services Plan 2018-19 and that a copy of the approved plan be placed on the Council's website in accordance with the requirements of the Code of Practice for Well Managed Highways Assets.**
- (2) **That in addition to placing the Winter Service Plan 2018-19 on the website electronic copies of the plan shall be circulated to all senior managers, elected members, parish and town councillors prior to the commencement of the winter season.**
- (3) **That the Strategic Director of Place in consultation with the Portfolio Holder be delegated responsibility for consideration and approval of all requests relating to changes of the length and scope of treatment routes described and shall exercise due diligence in relation to such decisions in relation to the budget implications of such.**
- (4) **That the Strategic Director of Place in consultation with the Portfolio holder be delegated responsibility to make any necessary amendments to the Winter Services Plan and its policies.**

(Regeneration and Environment Overview & Scrutiny Committee)
(Richard Gelder – 01274 437603)

7.	WEST YORKSHIRE+ TRANSPORT FUND - HARD INGS ROAD IMPROVEMENT SCHEME, KEIGHLEY PROGRESS UPDATE AND ARRANGEMENTS FOR DELIVERY	273 - 284
----	---	--------------

The purpose of the report of the Strategic Director of Place (**Document "O"**) is to provide Executive with an update on the development of the proposed £9.738m improvements to the A650 Hard Ings Road, Keighley which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case and its ultimate delivery.

The report also seeks Executive's approval to the delivery arrangements for this strategic transport scheme in relation to arrangements for the consideration of any objections received to promoted traffic regulation orders.

Recommended -

- (1) That Executive note the progress which has been made on the development of the improvements to Hard Ings Road, Keighley and the anticipated start of construction date of early in the 2019/20 financial year.
- (2) That Executive delegate consideration of objections to any advertised traffic regulation orders to the Strategic Director of Place in consultation with the Portfolio Holder.

(Regeneration and Environment Overview & Scrutiny Committee)
(Richard Gelder – 01274 437603)

8. **CITY CENTRE LOCAL DEVELOPMENT ORDER IN RELATION TO THE CITY CENTRE GROWTH SCHEME** 285 - 304

Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level. The Strategic director of Place will present a report (**Document “P”**) in which it is proposed that the LDO centred on the City Centre Growth Scheme Priority Streets is proposed allowing the introduction of A1, A2, A3 and A4 uses.

The proposed LDO will need to be the subject of a consultation exercise, and require to be publicised for a period of 6 weeks. It is proposed that any changes required to the LDO as a result of the consultation would be agreed with the Portfolio Holder and thereafter it is recommended that the LDO is formally adopted and brought into force with immediate effect.

Recommended –

- (1) That a consultation exercise be carried out, to be publicised for a period of 6 weeks.
- (2) That any changes required to the LDO as a result of the consultation be agreed by the Strategic Director of Place in consultation with the Portfolio Holder and thereafter it is recommended that the LDO is formally adopted and brought into force with immediate effect.

(Regeneration and Environment Overview & Scrutiny Committee)
(Chris Eaton – 01274 434605)

9. **MINUTES OF THE WEST YORKSHIRE COMBINED AUTHORITY** 305 - 340

To receive the minutes of the meetings of the West Yorkshire Combined Authority held on 10 May and 28 June 2018 attached.



Report of the Strategic Director of Place to the meeting of Executive to be held on 11 September 2018

M

Subject:

Arrangements for the establishment of a West Yorkshire Urban Traffic Management Control (West Yorkshire UTMC) Service

Summary statement:

The purpose of this report is to provide information to the Council's Executive about the proposals for establishment of a West Yorkshire Urban Traffic Management Control (West Yorkshire UTMC) Service. It sets out the background to the development of the proposal, arrangements for its funding both in terms of initial development and future operation and requests delegated authority for the Strategic Director of Place to progress with arrangements for establishing the service which will be hosted by Leeds City Council.

Steve Hartley
Strategic Director of Place

Portfolio:

Regeneration, Planning & Transport

Report Contact: Richard Gelder
Highways Services Manager
Phone: (01274) 437603
E-mail: Richard.Gelder@bradford.gov.uk

Overview & Scrutiny Area:

Regeneration & Environment

1. SUMMARY

- 1.1 The purpose of this report is to provide information to the Council's Executive about the proposals for establishment of a West Yorkshire Urban Traffic Management Control (West Yorkshire UTMC) Service. It sets out the background to the development of the proposal, arrangements for its funding both in terms of initial development and future operation and requests delegated authority for the Strategic Director of Place to progress with arrangements for establishing the service which will be hosted by Leeds City Council.
- 1.2 The establishment of an agreed West Yorkshire UTMC Service would benefit Bradford and West Yorkshire in delivering a more resilient and cost-efficient service using funding allocated from the Combined Authority's West Yorkshire-plus Transport Fund to help facilitate the change.
- 1.3 The new service would take over responsibility for the design of new traffic signal installations for all of West Yorkshire and would be responsible for their operation, coordination and maintenance under the governance of a Service Level Agreement. The Local Authority would however retain ownership of the traffic signal asset together with responsibility for payment of associated energy costs.
- 1.4 The key benefits of the West Yorkshire UTMC Service would be:
- Provision of a resilient, well resourced, UTMC service able to maximise the opportunities afforded by economies of scale and efficiency at a time of economic austerity;
 - Clearly demonstrating to the Department for Transport that the West Yorkshire authorities can work together;
 - Provision of a consistent UTMC service across West Yorkshire;
 - Provision of better management of congestion to unlock capacity over the highway network;
 - Improved journey time reliability for highway travel;
 - A more resilient network able to better manage unplanned events;
 - Improvements to air quality; and
 - Increased employment and promotion of economic growth by the completion of transport schemes across West Yorkshire regardless of administrative boundaries.
- 1.5 Initial discussions into the possibility of establishing a joint service have taken place between the Council Leaders and Chief Executives. As a result of these discussions agreement in principle has been reached to support the development of a joint service solution.
- 1.6 The Executive is asked to:
- Endorse in principle the arrangements for the establishment of a joint West

Yorkshire UTMC service subject to the outcome of the consideration of the Outline Business Case by the Combined Authority;

- Approve in principle that should a joint West Yorkshire UTMC service be established and that Leeds City Council will become the host authority;
- Approve the principle of allocation of £324,100 the 2018/19 UTMC budget to the funding of the West Yorkshire UTMC service as Bradford's contribution to the joint service;
- Authorise the Strategic Director or Place in consultation with the Portfolio Holder to progress with the other Local Authorities any arrangements necessary to support the implementation of the joint West Yorkshire UTMC service.
- Note the potential need to transfer staff via TUPE from Bradford into the employment of Leeds City Council to work within the West Yorkshire UTMC service;
- Note the proposed creation of an organisational unit within Leeds City Council within their City Development Directorate for the West Yorkshire UTMC service and that the West Yorkshire UTMC service may be based at the Joint Services building in Morley subject to the outcome of the approval of the Outline Business Case and completion of all necessary legal agreements; and
- Note that this report discusses the further work required in relation to establishment of the West Yorkshire UTMC service and that once final agreement has been reached in relation to the operational arrangements for this service a further report be presented to Executive for consideration.

2. BACKGROUND

2.1 Currently, UTMC services are delivered independently by each of the West Yorkshire authorities with the exception of Calderdale who procure their services from Leeds City Council. The four West Yorkshire UTMC teams work in different locations to varying service level agreements, with some limited formal cross-boundary operations (e.g. shared external maintenance contracts, shared supply and installation contracts).

2.2 The West Yorkshire UTMC project comprises 3 distinct parts:

- a) The joining up of all districts UTC/UTMC computer systems into one comprehensive system located in the "cloud" (c£2.3m);
- b) The undertaking of on-street improvements to UTC equipment facilities at key junctions on the West Yorkshire Key Route Network (c£4.0m); and
- c) The re-organisation of the West Yorkshire UTMC services to provide a better day to day management and co-ordination across the network including key transport partners (public transport operators, emergency services,

Highways England etc) through the consolidation of the four West Yorkshire UTC teams amalgamated under TUPE provisions.(c£1.0m)

- 2.3 Discussions in relation to the principle of exploration of establishing a joint West Yorkshire – UTMC service were held with respective Council Leaders and Chief Executives as the development of an Expression of Interest for the project. These discussions were positive to the proposal and an in principle agreement was reached supporting exploration of this proposal.
- 2.4 The project was included in the 2015 West Yorkshire-plus Transport Fund submission to government. Based on a £7.3m cost and journey time benefits for all modes of £28.5m the project produced a GVA/£ spent score of 3.9 which ranked it in the top 3 highest scoring schemes in the final list of 33 West Yorkshire agreed projects.
- 2.5 An Outline Business Case for elements (a) through (c) was considered by the Combined Authority on 5 April 2018 and approval was given to progress the project to Full Business Case (FBC). The FBC submission for elements (a) and (b) is currently anticipated to be submitted in September 2018 with a separate FBC submission for element (c) being submitted in December 2018.
- 2.6 Key stakeholders have been briefed about the work of the project board to ensure that they understand the direction of travel towards a joint service. Regular briefings will continued to be produced.
- 2.7 Each Local Authority will have key staff in the areas of Legal, IT, HR, Finance, Procurement, Communications, Business Support involved in progressing the joint service development. The formal process of engagement with staff, elected members and the key officers, who will establish the service has not commenced as the governance model needs to be agreed.
- 2.8 The staffing structure and funding model for the new joint service is being developed jointly by the districts via the project board. This will require fuller discussion regarding arrangements for staff transfer, TUPE, pension implications etc. and consultation with trade unions once initial proposals have been agreed.
- 2.9 The planned implementation date for the West Yorkshire UTMC service is Autumn 2019.

3. OTHER CONSIDERATIONS

- 3.1 Traffic signals design and operation is a bespoke area of engineering and there is a national, regional and local problem with recruitment and retention of staff with the necessary skills. As of December 2017, there were 27 staff across the region employed by the four UTMC teams and several vacancies. The average age of staff employed is 48 years of age with 19 members of staff (70%) above the age of 45. Consequently it is likely that staff shortages will be exacerbated in the near future as staff retire. The establishment of a West Yorkshire UTMC service would facilitate the creation of a “centre for excellence” within West Yorkshire and would ensure that the service was at the forefront of exploiting and adopting the latest

changes in new and emerging traffic management technologies.

- 3.2 Current proposals for the West Yorkshire UTMC Service would see the service led by a Head of Service with a staffing structure designed around three core service functions, namely scheme design, maintenance & operation and research & development. Detailed proposals are still currently being developed by Leeds City Council but are being developed based on research of best practice from across the UK.
- 3.3 Implementation of the West Yorkshire UTMC Service proposal would see staff from Bradford, Wakefield and Kirklees transferred into the employment of Leeds City Council; the proposal does not affect any staff in Calderdale MBC as their UTMC service is currently provided by Leeds City Council. Any transfer of staff requires detailed HR processes to address TUPE, assimilation, due diligence etc. as well as formal consultation with the staff and trade unions in the coming months. For Bradford employees who could be TUPE transferred to Leeds City Council would retain their existing West Yorkshire Pension Fund arrangements and their benefits would be unaffected by the transfer.
- 3.4 There has been informal engagement with the affected staff and trade unions by each local authority throughout the development of the Outline Business Case submission. Unions have been approached at a regional level to advise of the intention to explore creation of a joint West Yorkshire UTMC Service.
- 3.5 Leeds City Council will be employing around 36 full time equivalents (FTEs) staff to discharge this function. This will include both existing Leeds employees and approximately 18 staff transfer from the other 3 West Yorkshire local authorities. This will include appointing a Head of Service for the function. There will be 6 staff within Bradford who will transfer to the new service.
- 3.6 Subject to securing the Outline Business Case funding later this year and completing all associated legal agreements it is currently proposed that the West Yorkshire UTMC Service will be based in the West Yorkshire Joint Services building in Morley. Using mobile and flexible working arrangements it is also envisaged that staff will be deployed to districts when engaged on the design of projects as part of a wider project team. Appropriate arrangements will be put in place to ensure that they have adequate resources.
- 3.7 All of the 5 West Yorkshire councils are the designated Highway Authority and Local Traffic Authority for their own geographical area, with their responsibilities being laid down in the Highways Act 1980, Road Traffic Regulation Act 1984 and Traffic Management Act 2004. The Combined Authority is not a Highway Authority, nor a Local Traffic Authority, but it does have powers for integrated transport in West Yorkshire. Under the Local Transport Bill (2008) districts can, with agreement, transfer local highway powers to a Combined Authority or other district Council as an Executive decision. The receiving authority then becomes responsible for the legal obligations for the function transferred e.g. urban traffic control. Alternatively, informal, non-legally binding service level agreements, or formal co-operation contracts could be put in place between districts or a “host” authority to cover the UTC functions. Currently the use of non-legally binding service level agreements is

being promoted as the preferred approach to governance of the joint service.

- 3.8 The Full Business Case submission to the Combined Authority for the West Yorkshire UTMC Service is currently anticipated to be submitted in December 2018. Approval of this submission will release the requisite funds necessary for the establishment of the service and configuration of the Joint Services building at Morley.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 In July 2016 when the issue of establishing a West Yorkshire UTMC service was discussed with by the Chief Executives it was proposed that the value of each district's 2016/17 revenue budget would be frozen at that time and would ultimately be transferred to the Host authority when the new service came together. This approach would then form the base budget around which the new combined service could be based. For Bradford the 2016/17 revenue budget for UTC was £465,900 inclusive of energy charges of £113,000. Subsequent to this agreement the Project Board agreed that this funding allocation should be updated to the 2018/19 base budgets which is £439,900 inclusive of energy costs of £115,800.
- 4.2 This initial revenue budget allocation will be further supplemented through income generation activities associated with the functions of the service (e.g. recharging of staff time to delivery of capital programmes and charging for temporary "bagging off" of traffic signals). A detailed business plan is currently being prepared by Wakefield MDC to demonstrate how together with the base budget allocation the future viability of the service can be secured by maximising income generation and other revenue streams.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Responsibility for the governance of this project rests with the Calderdale MBC as promoting authority and Project Executive. As the wider UTC project is being funded under the West Yorkshire+ Transport Fund funding and project approvals are controlled under the West Yorkshire Combined Authority's Assurance Framework. A rigorous project management system is in place for all West Yorkshire+ Transport Fund projects based around the OGC PRINCE2 (Projects in Controlled Environments) and MSP (Managing Successful Programmes) methodologies.
- 5.2 As part of the management of this project a Project Board has been established comprising representatives of each of the constituent districts and representatives of the Combined Authority.
- 5.3 As part of the Assurance Process a detailed risk assessment has been undertaken for each element of the project (a) through to (c). These risks are reviewed monthly by the Project Board and corrective actions directed where necessary.

6. LEGAL APPRAISAL

- 6.1 Subject to approval of the Outline Business Case submission the proposals contained within this report would involve a transfer of staff from City of Bradford MDC to Leeds City Council. It is considered that the Transfer of Undertaking (Protection of Employment) Regulations 2006 ("TUPE") would apply to such a transfer. Consultation will be undertaken with the trade unions concerned and the affected staff.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Due consideration has been given in writing this report to the Council's duties under Section 149 of the Equality Act 2010.

7.2 SUSTAINABILITY IMPLICATIONS

The establishment of the West Yorkshire UTMC service will bring about economies of scale and make the UTMC service more resilient to service revenue funding pressures.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Delivery of the West Yorkshire UTMC project, specifically elements (a) and (b) will assist in reducing congestion on the highway network through more effective and efficient co-ordination and operation of traffic signals. By facilitating and controlling traffic movement air quality improvements will be realised not just within the Bradford district but throughout West Yorkshire.

A formal monitoring and evaluation plan for the West Yorkshire UTMC project is currently being developed as part of the Full Business Case.

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no Community Safety implications associated with the contents of this report in relation to the establishment of the joint service.

7.5 HUMAN RIGHTS ACT

There are no Human Right Act implications associated with the contents of this report.

7.6 TRADE UNION

On-going consultation is being undertaken with the trade unions concerned.

7.7 WARD IMPLICATIONS

As each ward has a number of traffic signal junctions / crossing facilities all wards are affected by this proposal.

Where specific upgrades to existing traffic signals are to be delivered as part of element (b) of the project individual ward members will be advised of the programme for upgrades.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not applicable.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

There are no implications for corporate parenting associated with the contents of this report.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

Initial Privacy Impact and Short Privacy Impact assessments have been undertaken on the proposal to create a West Yorkshire UTMC service. These assessments indicated potential issues in relation to sharing of CCTV camera images from sites across West Yorkshire with the joint service control room for the purposes of monitoring traffic congestion (vehicle license plates being assessed as personal information under GDPR). In line with corporate processes a risk assessment of this issue has been undertaken and identified that appropriate controls and operating protocols can jointly be put in place to manage this risk effectively.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 Bradford has been working in collaboration with other West Yorkshire Local Authorities to create a new model of service delivery for the UTMC function. There are two options for consideration in relation to this:

a) To support the continuing development of the West Yorkshire UTMC Service which will:

- Provide economies of scale and efficiency to Bradford Council at a time of economic austerity.
- Deliver a consistent UTMC service across West Yorkshire
- Provide better management of congestion to unlock capacity over the highway network.
- Improve journey time reliability for highway travel;
- Provide a more resilient network able to better manage unplanned events;

- Contribute to air quality improvements; and
 - Increase employment and promotion of economic growth by the completion of transport schemes across West Yorkshire regardless of boundaries.
- b) To maintain the status quo and not pursue the development of a West Yorkshire UTMC Service which will:
- Continue with duplication of equipment with some equipment expected to become obsolete very quickly;
 - Continue with the duplication of staff requirements and use of resources as functions continue to be delivered independently in each district; and
 - Exacerbate problems with recruitment and retention of staff as individual districts vie for recruitment from a limited pool of resources locally, regionally and nationally.

10. RECOMMENDATIONS

- 10.1 That the Executive endorse in principle the arrangements for the establishment of a joint West Yorkshire UTMC service subject to the outcome of the consideration of the Outline Business Case by the Combined Authority.
- 10.2 That the Executive approve in principle that should a joint West Yorkshire UTMC service be established and that Leeds City Council will become the host authority.
- 10.3 That the Executive approves the principle of allocation of £324,100 from the 2018/19 UTMC budget as Bradford's contribution to the funding of the West Yorkshire UTMC joint service.
- 10.4 That the Executive authorises the Strategic Director of Place in consultation with the Portfolio Holder to progress with the other Local Authorities any arrangements necessary to support the implementation of the joint West Yorkshire UTMC service.
- 10.5 That the Executive notes the proposed creation of an organisational unit within Leeds City Council within their City Development Directorate for the West Yorkshire UTMC service.
- 10.6 That the Executive note the potential need to transfer staff via TUPE from Bradford into the employment of Leeds City Council to work within the West Yorkshire UTMC service.
- 10.7 That the Executive note that this report discusses the further work required in relation to establishment of the West Yorkshire UTMC service and that once final agreement has been reached in relation to the operational arrangements for this service a further report be presented to Executive for consideration.

- 10.8 That the Executive notes the proposal that the West Yorkshire UTMC service may be based at the Joint Services building in Morley subject to the outcome of the approval of the Outline Business Case and completion of all necessary legal agreements.

11. APPENDICES

- 11.1 Appendix A - Outline Business Case Submission – West Yorkshire Integrated Urban Traffic Management Control (UTMC) Project.

12. BACKGROUND DOCUMENTS

- 12.1 Outline Business Case Submission – West Yorkshire Integrated Urban Traffic Management Control (UTMC) Project.
- 12.2 Report to the Directors of Development – WY+TF UTMC Project – Strategic Outline Business Case dated 1 December 2017.

Business Case Template

What is the purpose of the Business Case?

The Business Case Template is to be used in providing an Outline of Full Business Case to the West Yorkshire Combined Authority (WYCA) in line with the agreed Assurance Pathway for any given scheme.

The Business Case must be completed by the Scheme Promoter (this is the organisation seeking the funding for a scheme they are delivering), and submitted to the WYCA along with any supporting documentation in order for any scheme to be appraised by WYCA and approved to continue to the next Activity on the Assurance Process.

All Business Cases must be based on the 5 Case Model and follow [HM Treasury – The Green Book](#) guidance, and follow guidance as set out in the Leeds City Region Assurance Framework.

All Business Cases should also be proportional to the scale and complexity of a scheme as defined in the Leeds City Region Assurance Framework. For further advice on this, please contact the WYCA PMO and/or the WYCA Case Officer assigned to your scheme.



The Business Case forms a detailed ‘five cases’ assessment of a scheme, and builds on the evidence presented in the Expression of Interest. Its purpose is to present detailed information about a scheme and evidence that the scheme meets the strategic aims of WYCA, offers value for money a good return on investment, is affordable and deliverable. The Business Case will also form the basis on which any appropriate conditions precedent for a funding agreement can be identified.

Case	Focus
Strategic Case: To set out the need for the scheme, and to define the outcomes and scope of the scheme. Does the scheme have a strong strategic case?	<ul style="list-style-type: none"> • Revisit the case for change and update accordingly, summarising any changes • Does the case for change still exists? • Confirm that the preferred way forward still stands • Ensure clear evidence of: <ul style="list-style-type: none"> ○ Alignment to SEP Priorities ○ Objectives are SMART ○ Evidence of the need for intervention/market failure ○ Clearly identified barrier/opportunities the scheme will unlock ○ Evidence of stakeholder engagement

<p>Commercial Case: To set out the market demand for the scheme and the procurement strategy. Is there demand for the scheme and is it commercially viable?</p>	<ul style="list-style-type: none"> • Revisit the Commercial Case and update accordingly, summarising any changes • Is there still a market demand for the scheme? • To prepare the scheme for procurement with high level summary of procurement option(s)/preferred plan (OBC) • Set out detailed procurement plan (FBC)
<p>Economic Case: To include any options analysis and initial value for money assessment. Does the preferred project option demonstrate value for money and a good return on investment?</p>	<ul style="list-style-type: none"> • Revisit the Economic Case and update accordingly, summarising any changes • Revisit long and short list of options • Set out any options analysis and the initial Value for Money assessment of those short listed options • To set out the detailed economic appraisal that will be undertaken as part of the FBC (OBC) • To undertake initial benefits appraisal (OBC) • Select and set out the Preferred Option (OBC) • Present an assessment of any of the uncertainties i.e. sensitivity analysis (OBC & FBC) • Present final benefits appraisal (FBC) • Set out the detailed economic appraisal of the Preferred Option and the Final VfM Statement (FBC) • Note for transport schemes this should include an Appraisal Specification Report • Note also that the Final VfM Statement should be updated following any procurement exercise
<p>Financial Case: To set out the scheme costs, including the funding and financial profile. Is the project financially viable, affordable and sustainable?</p>	<ul style="list-style-type: none"> ○ Revisit the Financial Case and update accordingly, summarising any changes ○ Update the project costs as detailed in the Initial Cost Plan and the funding profile and provide a Detailed Cost Plan ○ Set out capital and revenue implications for preferred option ○ Set out arrangements for dealing with cost risks and confirm 'match' funding is in place
<p>Management Case: To set out the governance and project management arrangements for the project, including how the project will be delivered. Is the project deliverable, are the objectives achievable and have all compliance issues been addressed?</p>	<ul style="list-style-type: none"> ○ Revisit the Management Case and update accordingly, summarising any changes • Set out the necessary management arrangements for the successful delivery of the scheme • Set out the project management strategy, change management strategy, benefits realisation strategy, risk management strategy, communications strategy and post project evaluation strategy • Produce and update any related registers to the named strategies e.g. Risk Register, Benefits Register

What happens once a Business Case is submitted?

- On receipt of a completed OBC or FBC, the scheme's assigned WYCA Case Officer will check the document to ensure all necessary information has been provided. Including any supporting documentation.
- The WYCA Case Officer will then arrange any necessary appraisal of the Business Case. This may involve internal appraisal by WYCA officers, external appraisal by independent third parties and/or a Peer Review.
- Once the Business Case has been appraised, the WYCA Case Officer will draft a Business Case Appraisal Report, summarising the results of the appraisal.
- This will be presented to the Programme Appraisal Team (PAT) along with the Business Case and or not a scheme will recommend whether should continue to the next activity in the Assurance Process, be rejected, or that further information is required in order for a recommendation to proceed is made.
- Once a scheme has been reviewed by the PAT, the Scheme Promoter and the author of the Business Case will be contacted to confirm the next steps.

Completing the Business Case Template

- All sections **highlighted in yellow** to be completed by the Scheme Promoter. "*Advice for completion*" text within yellow boxes should be overwritten. Please do not write in white boxes.
- **PLEASE NOTE – If this a Full Business Case, a summary of any key changes and their implications on the business case should be included in each section.**
- Once completed, the Business Case should be submitted to WYCA, along with any supporting documentation at pmo@westyorks-ca.gov.uk.
- WYCA will endeavour to respond to applicants within one week to confirm receipt of the Business Case.
- Guidance and examples for completing the form can be found within the template.
- For further information or help in completing the template, please contact WYCA via:
 - Email: pmo@westyorks-ca.gov.uk
 - Tel: 0113 2517421

**OUTLINE BUSINESS CASE
(with Finalised Costs)**

West Yorkshire Integrated UTMC

January 2018

Scheme Title

Name of scheme:	West Yorkshire Integrated Urban Traffic Management Control (UTMC) Project
Scheme PMO Reference Code:	
Business Case Stage:	Outline Business Case
Lead Organisation Name:	Kirklees Council (on behalf of West Yorkshire Combined Authority)
Business Case Owner:	David Caborn
Date:	19 th January 2018

Document Control

Version	Date	Author	Checked
V1	19/01/18	David Caborn	Richard Hadfield

Document Confidentiality Statement

Is any information in this form considered exempt from release under Section 41 of the Freedom of Information Act 2000	Yes	
	No	X

Document Purpose

This Outline Business Case presents the overall West Yorkshire Integrated UTMC Project including on-street improvements (Element A), a new cloud based combined UTC / UTMC system (Element B) and reorganisation to create a combined West Yorkshire UTMC service at a single location (Element C).

This Business Case seeks support for the overall project and specific approval to commence procurement for Elements A and B. It also seeks support to develop proposals for Element C in more detail. It is proposed that the Full Business Case (FBC) would be split into two, with an initial FBC for Elements A and B in June 2018, followed by further version for Element C in the later part of 2018 (date to be confirmed). This approach will enable Elements A and B to be expedited while further option assessment is undertaken for Element C.

Certificate of Approvals

To be completed by WYCA staff:

This business case has been appraised in accordance with the Leeds City Region Assurance Framework and approved by the following:

Note – the required approvals will depend on the agreed approval pathway set out and agreed for the scheme during Stage 1: Pipeline Eligibility, if it does not require a certain approval then mark as N/A

	Approved (Y/N, n/a)	Signed	Date
WYCA Case Officer:			
Appraisal Team/Peer Review Team			
Programme Appraisal Team:			
WYCA Managing Director:			
Investment Committee:			
Combined Authority:			
Other (Please State):			

Contents	
	Page No.
1. Scheme Summary	12
1.1 Scheme Description	13
1.2 Scheme Objectives	14
1.3 Key Activities to be Funded	15
2. Strategic Case	17
2.1 The Strategic Context	17
3. Commercial Case	39
3.1 The Case for Change	39
3.2 Procurement Strategy	39
4. Economic Case	43
4.1 Long List Options Testing	43
4.2 Short List Options Testing	46
4.3 Preferred Option Testing	48
5. Financial Case	60
5.1 Capital Costs	60
5.2 Funding Profile	61
5.3 Revenue Costs	62
5.4 Funding Source	62
6. Management Case	65
6.1 Deliverability	65
6.2 Scheme Programme	67
6.3 Delivery Constraints & Risk Management	69
6.4 Communications and Stakeholder Management	71
6.5 Monitoring and Evaluation	72
6.6 Change Management	74

List of Appendices (see separate attachment)

Appendix	Title
A	Trafficmaster Plots for Overnight, AM, Inter-peak and PM periods (2016)
B	Appraisal Specification Report
C	Appraisal Summary Table
D	TEE Table
E	AMCB Table
F	PA Table
G	Risk Register
H	Investment Logic Map
I	Element A Scope – Map of routes to be upgraded across West Yorkshire and by local authority
J	Interdependencies
K	Energy Savings Example
L	Journey Time Savings

List of Tables

Tables	Title	Page No.
1.1	Scheme Objectives	14
1.2	Proposed Improvements, by Local Authority – Element A	16
2.1	Journey Time Delay (Trafficmaster 2016)	21
2.2	Key Stakeholders	38
3.1	Returns Summary – Element B	41
4.1	Long List of Options – Element C	44
4.2	Critical Success Factors – Element C	44
4.3	Short List of Options – Element C	47
4.4	Summary of Contributions to SEP Headline Indicators	48
4.5	Sensitivity Tests	53
4.6	Energy Savings – Element A	54
4.7	Environmental Appraisal Summary – Element A	55
4.8	Social and Distributional Analysis	56
4.9	Value for Money Assessment	58
4.10	Net Additional GVA Assessment	58
5.1	Breakdown of Project Outturn Costs	60
5.2	Cash Flow and Funding Profile	61
5.3	Funding Source	62
6.1	Project Delivery Partners	67
6.2	Scheme Programme	67
6.3	Key Delivery Constraints	69
6.4	Headline Risks	70

List of Figures

Figure	Title	Page No.
1.1	Proposed Improvements – Element A (on-street improvements to UTC equipment)	15
2.1	West Yorkshire Key Route Network	18
2.2	West Yorkshire Annual Car Traffic, all roads (1993-2015)	19
2.3	West Yorkshire Trafficmaster AM peak – UTMC routes to be upgraded (2016)	20
2.4	PM10 Intensity in West Yorkshire (2005)	22
2.5	Usual Area of Residence and Work for Travel to Work Movements within West Yorkshire	23
2.6	Travel to Work Flows (2011) – All trips/modes	24
2.7	Casualties on West Yorkshire A Roads (2012-2016)	24
2.8	Operating Systems Summary	27
2.9	Age of Signals (West Yorkshire KRN)	27
2.10	WY+TF and NPIF Interdependent schemes (see Appendix J for more detail)	29
6.1	Scheme Programme	68
6.2	Investment Logic Map (see Appendix H for more detail)	72

Glossary of Terms

Acronym	Full Title
ASR	Appraisal Specification Report. This report outlines the appraisal approach for the project.
AST	Appraisal Summary Table. The AST is a Transport Analysis Guidance (TAG) worksheet used to present the results of a scheme appraisal as part of a business case. The AST includes the Economic, Social and Environmental appraisal sub-objectives/impacts.
BCR	Benefit-Cost Ratio. This is the ratio of the benefits of the project, expressed in monetary terms, relative to its costs, also expressed in monetary terms. It indicates how much benefit is obtained for each unit of cost and therefore presents the overall VfM of a project.
KRN	Key Route Network. A network of West Yorkshire roads deemed strategic which connect major towns and centres of employment, motorways and their diversion routes and any road with greater than 20,000 vehicles per day.
MOVA	Microprocessor Vehicle Actuation. This is a modern microprocessor technology developed by the Transport Research Laboratory for isolated intersections to optimise signal timings.
PVB	Present Value Benefits. Term used in cost-benefit analysis and project appraisal that refers to the discounted sum, or present value, of a stream of benefits associated with a project.
PVC	Present Value Costs. Term used in cost-benefit analysis and project appraisal that refers to the discounted sum, or present value, or a stream of costs associated with a project.
SCOOT	Split Cycle and Offset Optimisation Technique. This is a traffic control system for controlled road crossings developed by the Transport Research Laboratory.
UTC	Urban Traffic Control. The control of traffic signals.
UTMC	Urban Traffic Management Control. The monitoring and control of all other Intelligent Transport Systems (ITS) e.g. VMS, ANPR, Car Parks, Bluetooth, CCTV etc.
VfM	Value for Money. This assessment is determined using the BCR and DfT guidance on VfM categories.
VMS	Variable Message Sign.
WYCA	West Yorkshire Combined Authority.
WY+TF	West Yorkshire Plus Transport Fund.

1. Scheme Summary

Name of scheme:	West Yorkshire Integrated Urban Traffic Management Control (UTMC) Project	
Location of scheme (including postcode):	West Yorkshire Combined Authority (WYCA) wide	
Lead organisation:	Kirklees Council (on behalf of WYCA)	
Type of organisation:	Local Authority	
Scheme Programme:	Scheme Start Date	Scheme End Date
	Forecast Full Approval Date: <ul style="list-style-type: none"> ▪ FBC for Element A and B: June 2018 ▪ FBC for Element C: Later part of 2018 (TBC) 	Forecast Completion Date: April 2021
Total Scheme Cost (£m):	£7.49m	
WYCA funding (£m):	£7.49m	
WYCA funds as % of total scheme investment:	100% from West Yorkshire Plus Transport Fund (WY+TF)	
Total other public sector investment (£m)	Not applicable	
Total other private sector investment (£m):	Not applicable	
Applicable Funding Stream:	Growth Deal: WY+TF	
Strategic Economic Plan Priority Area:	<p>The project will help deliver Priority Area 4 – Infrastructure for Growth of the Leeds City Region Strategic Economic Plan (2016).</p> <p>The proposed scheme would contribute to the following success measures identified for the ‘Infrastructure for Growth’ priority:</p> <ul style="list-style-type: none"> ▪ Increases in GVA and job growth; ▪ Increases in connectivity bringing people, places and jobs closer together; ▪ Reduced delays, congestion and faster journey times across all transport modes and both within and beyond the city region; and ▪ Reduced carbon emissions and vehicle air pollution, contributing to improved environmental quality. 	

1.1 Scheme Description:

The 2015 WY+TF submission to Government included the West Yorkshire Urban Traffic Management Control (UTMC) project. At present, there are four Urban Traffic Control (UTC) teams which operate in West Yorkshire and they use various systems and technologies. Whilst the teams share resources where possible, the service levels and standards vary across boundaries. Furthermore, the duplication of staff and equipment, which is inevitable under the current structures, is not the most efficient use of resources.

The West Yorkshire UTMC project aims to reduce the effects of congestion and the resulting costs to the local economy. It is comprised of three distinct elements:

- **Element A (On-street Improvements to UTC Equipment):** Improvements to facilities at key junctions on the West Yorkshire Key Route Network (KRN), including the implementation of Split Cycle and Offset Optimisation Technique (SCOOT) and Microprocessor Vehicle Actuation (MOVA) and upgrading obsolete equipment;
- **Element B (Cloud Based Combined UTC/UTMC System):** The joining of all of the districts UTC and UTMC systems into one central, comprehensive system located in the “cloud” including a common database; and
- **Element C (Combined UTMC Service):** Reorganisation of West Yorkshire UTC services (combining existing four UTC teams) to provide improved day-to-day management and coordination across the network through an integrated team at a single location. The centre would also be available for use by partner e.g. bus operators, emergency services and Highways England.

The first two elements provide technical improvements to help each of the West Yorkshire districts undertake UTC processes more efficiently. Element A would carry out the necessary improvements on-street to equipment and further detail on the location of these improvements is provided in **section 1.3**. Element B would integrate all traffic signals in West Yorkshire within one common computer system and integrate all electronic traffic management systems across West Yorkshire.

The third element could create a single combined UTMC service for West Yorkshire which would be more resilient and efficient than the existing structure. This would enable better management of the network across District boundaries and also enable staff to spend more time on scheme development work for other WT+TF projects. Element C has operational changes for each district and this inevitably creates sensitivities, for example, regarding location, governance and revenue funding. This element is currently being discussed with Leaders/Chief Executives.

Owing to the sensitivities surrounding Element C, a phased approach to delivery is recommended with the technical improvements (Elements A and B) implemented in **Phase 1** and the re-organised operations (Element C) in **Phase 2**. This is anticipated to include two iterations of the Full Business Case (FBC) to enable Elements A and B to be progressed in the shorter term. The phases are able to run concurrently or consecutively dependent on progress and approvals (i.e. in the event that resolution is achieved quickly for Element C, it could be brought forward with Elements A and B).

The new combined UTMC service will enable more efficient and seamless management of the West Yorkshire highway network, which will have a number of benefits for the economy, environment and those living and working in the region:

- Consistent UTMC service across West Yorkshire;
- Better management of congestion to unlock capacity on the highway network;
- Improved journey time reliability for highway travel;

- A more resilient network able to better manage unplanned events;
- Air quality improvements; and
- Increase in employment and the promotion of economic growth by the completion of transport schemes across West Yorkshire regardless of boundaries.

The project is also an enabler to other schemes within the WY+TF, highways efficiency programme, and National Productivity Investment Fund (NPIF) to ensure they fully meet their benefits realisation in unlocking growth.

This Outline Business Case (OBC) has been prepared for the full project with all three elements. It is proposed that a FBC is submitted for Elements A and B in June 2018 following receipt of tender prices. The FBC for Element C is likely to follow later in 2018 given the further work that is required to develop this element of the project (date to be confirmed).

1.2 Scheme Objectives:

The vision for the West Yorkshire UTM service is:

Our vision for urban traffic control is to create a properly resourced and integrated service for the key routes in West Yorkshire that provides the effective management of congestion for an efficient and resilient network, with a local focus; to do this we will harness the best practice, new ideas and the latest technologies to develop the sophisticated information and communication systems we need to meet the challenges we face now and in the future.

Following a policy and evidence review to understand existing problems and opportunities (see **section 2.1.1 to 2.1.4**), a series of objectives have been identified for the project (**Table 1.1**).

Table 1.1: Scheme Objectives

No.	Objective
1	<p>To facilitate economic growth and employment</p> <ul style="list-style-type: none"> ▪ To support the local economy with improved journey times and reliability ▪ To support schemes which create jobs and growth opportunities
2	<p>To better manage congestion on the West Yorkshire KRN</p> <ul style="list-style-type: none"> ▪ To achieve a 12% reduction in junction delays at sites with SCOOT implemented ▪ To achieve a 5% reduction in bus delays at sites with SCOOT implemented ▪ To achieve a 13% reduction in junction delays at sites with MOVA implemented
3	<p>To implement more effective management of the KRN within West Yorkshire, irrespective of boundaries and agencies</p> <ul style="list-style-type: none"> ▪ To share data and information between districts and relevant organisations to a greater extent ▪ To provide more advice, warning and guidance to road users ▪ To enhance detection of events and incidents on the KRN and boost resilience
4	<p>To deliver a more reliable highway network that supports users with information to inform</p>

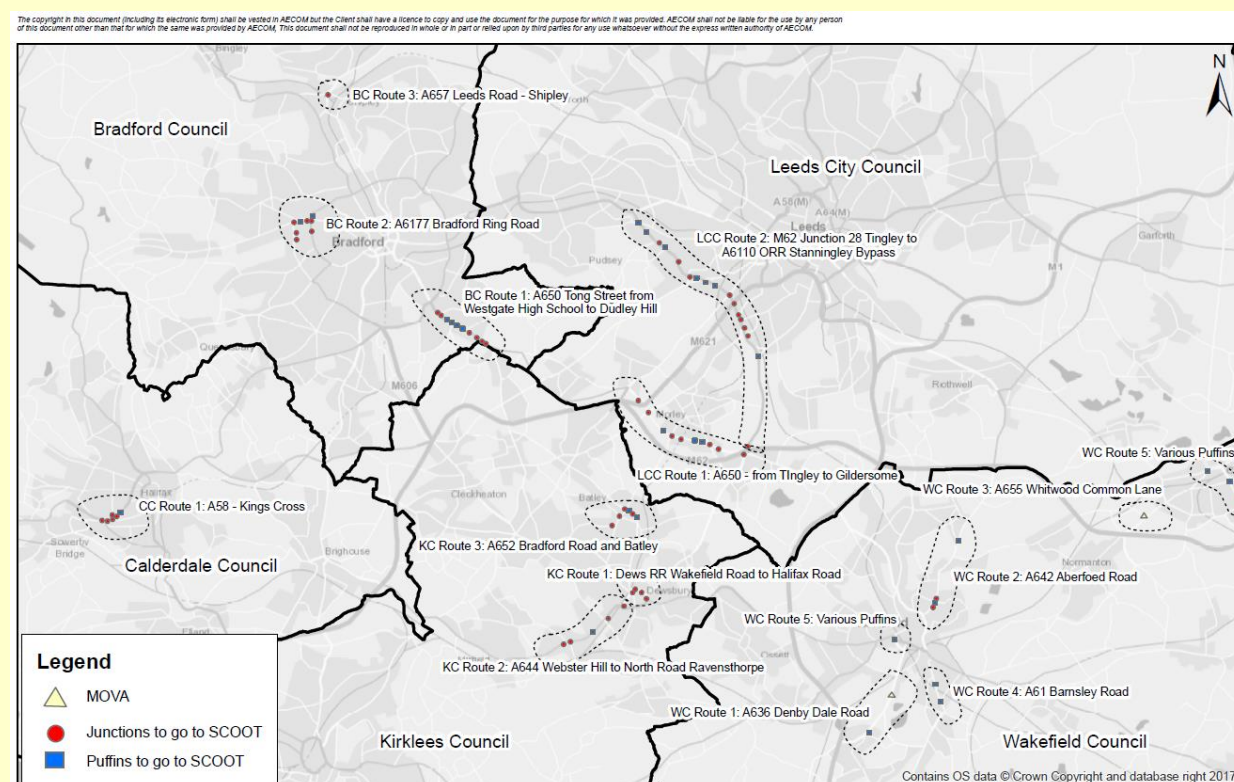
	<p>travel choices</p> <ul style="list-style-type: none"> To reduce journey time variability relative to the average journey time along corridors (see Table 2.1 and Appendix L) To provide more advice, warning and guidance to road users
5	<p>To reduce the adverse impacts of transport on local air quality</p> <ul style="list-style-type: none"> To minimise queue lengths along the selected corridors, reducing emissions from standing traffic

1.3 Key activities to be funded:

The project will deliver the following:

Element A: This will include small scale on-site improvements at selected junctions to gain maximum benefit from subsequent elements. The proposed improvements to be funded through the project are presented in **Table 1.2** by local authority and mapped in **Figure 1.1**. The complete list of junction names, together with more detailed plans is included in **Appendix I**.

Figure 1.1: Proposed Improvements – Element A (On-street improvements to UTC equipment)



In addition to the above junctions, a number of further improvements are also proposed through the WY+TF and NPIF which complement this programme and are dependent on the delivery of Element B. A further map of these schemes is included in **Appendix J** to highlight the extent of on-street improvements proposed across West Yorkshire. Together these schemes offer a comprehensive on-street improvement programme across West Yorkshire, providing the best opportunity to deliver economic growth across the region.

Table 1.2: Proposed Improvements, by Local Authority – Element A

Local Authority	Routes	Junction to SCOOT	Puffin to SCOOT	MOVA
Bradford Council	3	13	6	-
Calderdale Council	1	5	1	-
Kirklees Council	3	10	3	-
Leeds City Council	2	16	10	-
Wakefield Council	5	2	9	2
Total	14	46	29	2

Element B: This is comprised of the following:

- Deliver a new UTC system for West Yorkshire (to replace the existing four systems);
- Deliver a new UTMC system for West Yorkshire (to replace the existing three systems);
- Deliver a new Journey Time Monitoring system for West Yorkshire;
- Provision of all the communications systems required to operate the new systems;
- Integration and migration of the existing systems to the new UTC and UTMC systems;
- Integration of the existing UTC CCTV systems across West Yorkshire;
- Integration of the current Variable Message Sign (VMS) network; and
- Enable additional functionality to be incorporated in the future as more sophisticated management systems are developed.

Element C: This would create a combined UTMC service, including the creation of a new Control Room at a chosen location for the new service. The project will be fully funded by the funds provided by WYCA and will include programme management and development costs, the purchase of new technical equipment, setting up of the new service and its integration across West Yorkshire. The five West Yorkshire local authorities will be responsible for the ongoing revenue commitments.

2. Strategic Case

The purpose of the Strategic Case is to set out the strategic drivers for this investment and the associated strategies, programmes and plans both locally and nationally. This should be based upon a robust evidence base which demonstrates a case for change.

Note – All sections should be reviewed and updated if this is the Full Business Case. A summary of any key changes and their implications on the business case should be included.

2.1 The Strategic Context

2.1.1 What are the strategic drivers for this investment?

West Yorkshire is home to over 2.2 million people and 15% of the total output of the North. The Leeds City Region SEP outlines the ambition to deliver an extra 36,000 jobs and £3.7 billion of economic output by 2036 to ensure West Yorkshire remains a key driver for the Northern economy into the future.

The West Yorkshire Transport Strategy has a vision to deliver a world-class, modern, integrated transport system which covers the geography of West Yorkshire but recognises the importance of the wider Leeds City Region. The strategy recognises the significant potential but, as with much of the north of England, the productivity gap is increasing, incomes are lower than elsewhere and living standards have stalled. Investment in the transport network can facilitate and support:

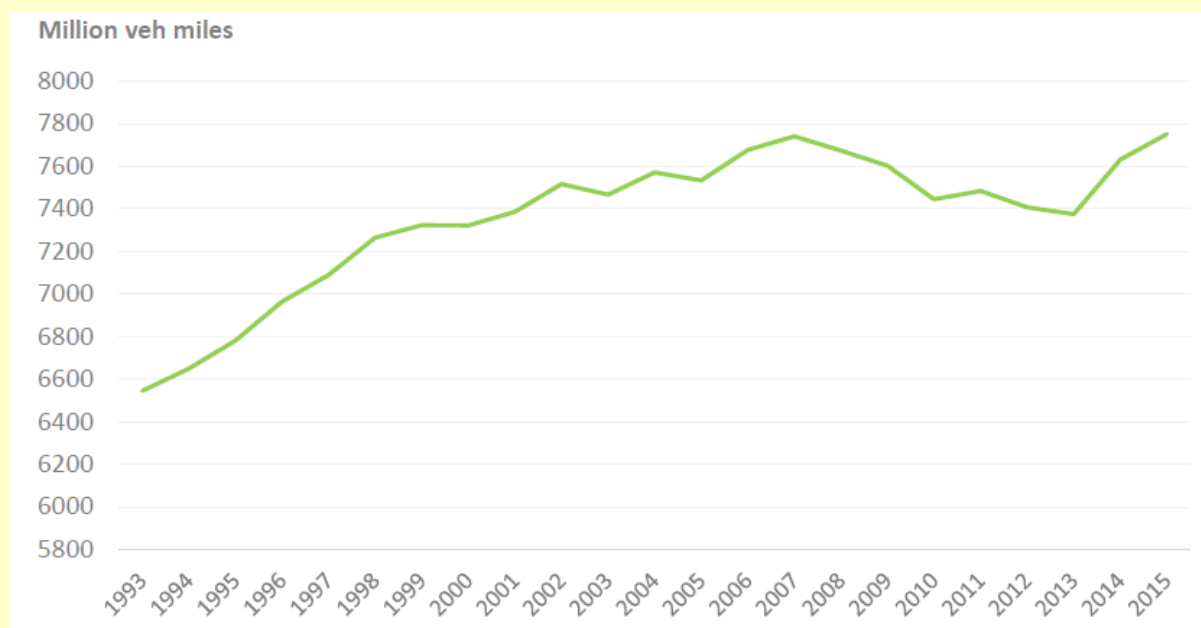
- Increases in GVA and job growth;
- Increases in connectivity bringing people, places and jobs closer together;
- Reduced delays, congestion and faster journey times across all transport modes and both within and beyond the city region;
- Reduced carbon emissions and vehicle air pollution, contributing to improved environmental quality; and
- Creation of a strong sense of place.

The highway network is a key component of the West Yorkshire transport network. Car mileage represents approximately 80% of all traffic in the region and car/van is the dominant mode for travel to work (in 2011 this was approximately 70%). Within this context, there are several challenges with regards to the management of the highways network, including limited capacity. This project uses technology to improve the management and efficiency of the West Yorkshire highway network to maximise the capability of the existing infrastructure.

This section presents the strategic drivers for the project in relation to the following:

- A) Transport problems and issues;
- B) Existing socio-economic conditions;
- C) Opportunities identified;
- D) Internal drivers for change; and
- E) External drivers for change.

Figure 2.2: West Yorkshire Annual Car Traffic, all roads (1993-2015)



Source: West Yorkshire Transport Evidence Base.

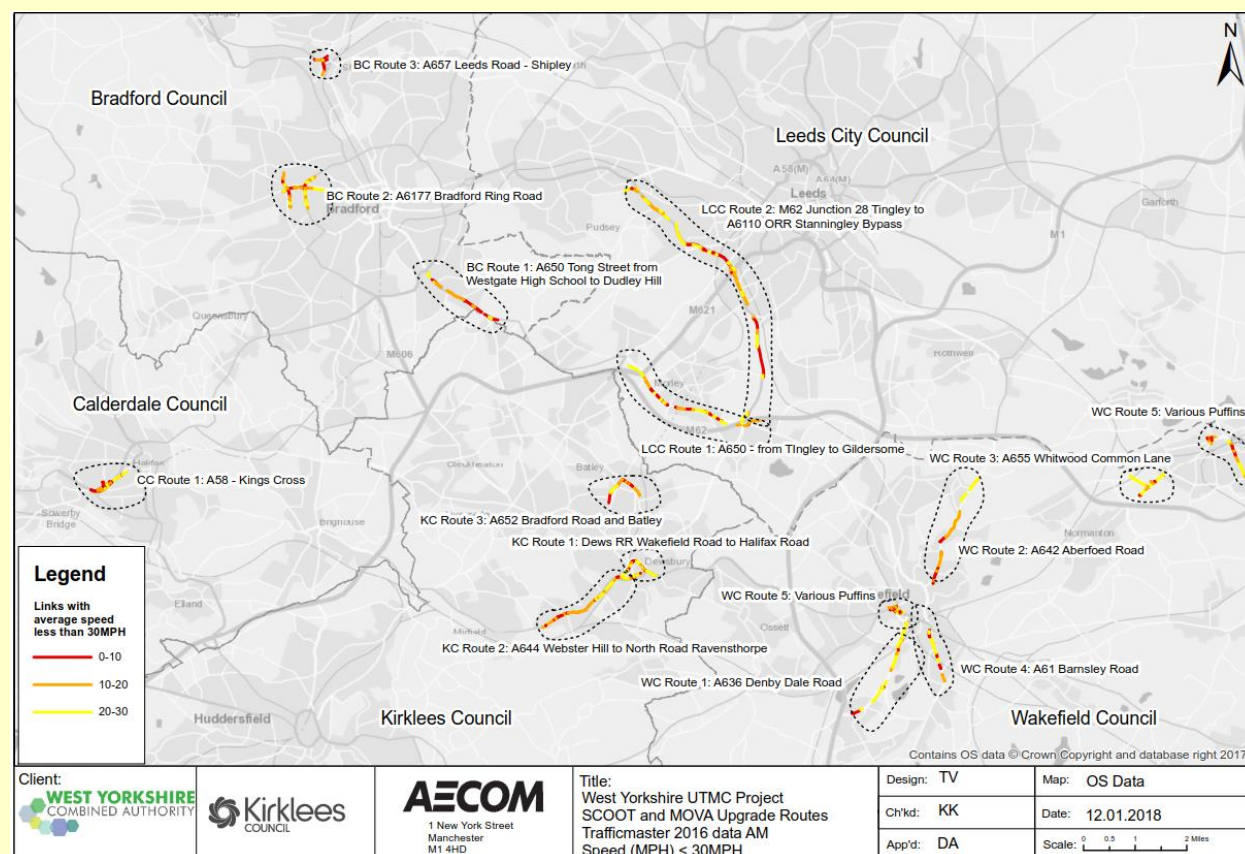
Department for Transport (DfT) forecasts from the National Trip End Model (NTEM) identify that trip numbers on the highway network in West Yorkshire are expected to grow by 13% in the period 2015-2028. To support increasing demand, there is a need for further investment in the highway network, in conjunction with wider initiatives, to ensure it remains fit for purpose and does not restrict opportunities for growth.

Traffic Speeds

Analysis of traffic speeds can provide an indication of the congestion on the highway network. DfT produce Congestion Statistics and the national average speed on A roads across England was 25.2mph (April 2016-March 2017), whilst West Yorkshire performed worse than this with an average of 22.5mph.

Trafficmaster vehicle speeds have been used as a proxy for network 'stress' (see **Figure 2.3**). Trafficmaster plots using 2016 weekday values have been prepared for the routes to be upgraded to SCOOT and MOVA (Element A) to highlight network stress in these areas and provide further justification for the sites identified. The analysis highlights traffic congestion and its effect on journey reliability is an issue for the proposed routes to be upgraded on the KRN. In each case, there are instances where the average speed observed in 2016 for particular links along the route displays speeds less than 10mph. **Figure 2.3** presents the AM peak (07:00 to 10:00); while the IP (10:00 to 16:00), PM peak (16:00 to 19:00) and overnight periods (19:00 to 07:00) are presented in **Appendix A**. The plots present all links with speed less than 30mph.

Figure 2.3: West Yorkshire Trafficmaster AM Peak – UTM Routes to be upgraded (2016)



Source: Journey time information provided by Mott MacDonald strat-e-gis system from historic vehicle tracker data under licence from Trafficmaster Plc.

Traffic Journey Times

The West Yorkshire Transport Evidence Base presents the average delay on local A roads in 2014. This highlights the average delay in Bradford, Calderdale and Kirklees is above the national average (estimated at 42.3 seconds per vehicle mile).

Journey times have been collated for the AM, IP and PM peaks and compared to the overnight period for the routes with proposed SCOOT and MOVA junction upgrades through Element A (2016 weekday values). The results are presented in **Table 2.1**. Journey time savings proposed per route as a result of the intervention are separately reported in **Appendix L**.

Table 2.1 highlights that delay (assessed as difference between peak period and the overnight period) can represent up to 68% of the total journey time on heavily congested routes such as Tong Street in Bradford. Measures such as SCOOT and MOVA can have a material impact on routes with this level of delay.

Table 2.1: Journey Time Delay (Trafficmaster, 2016)

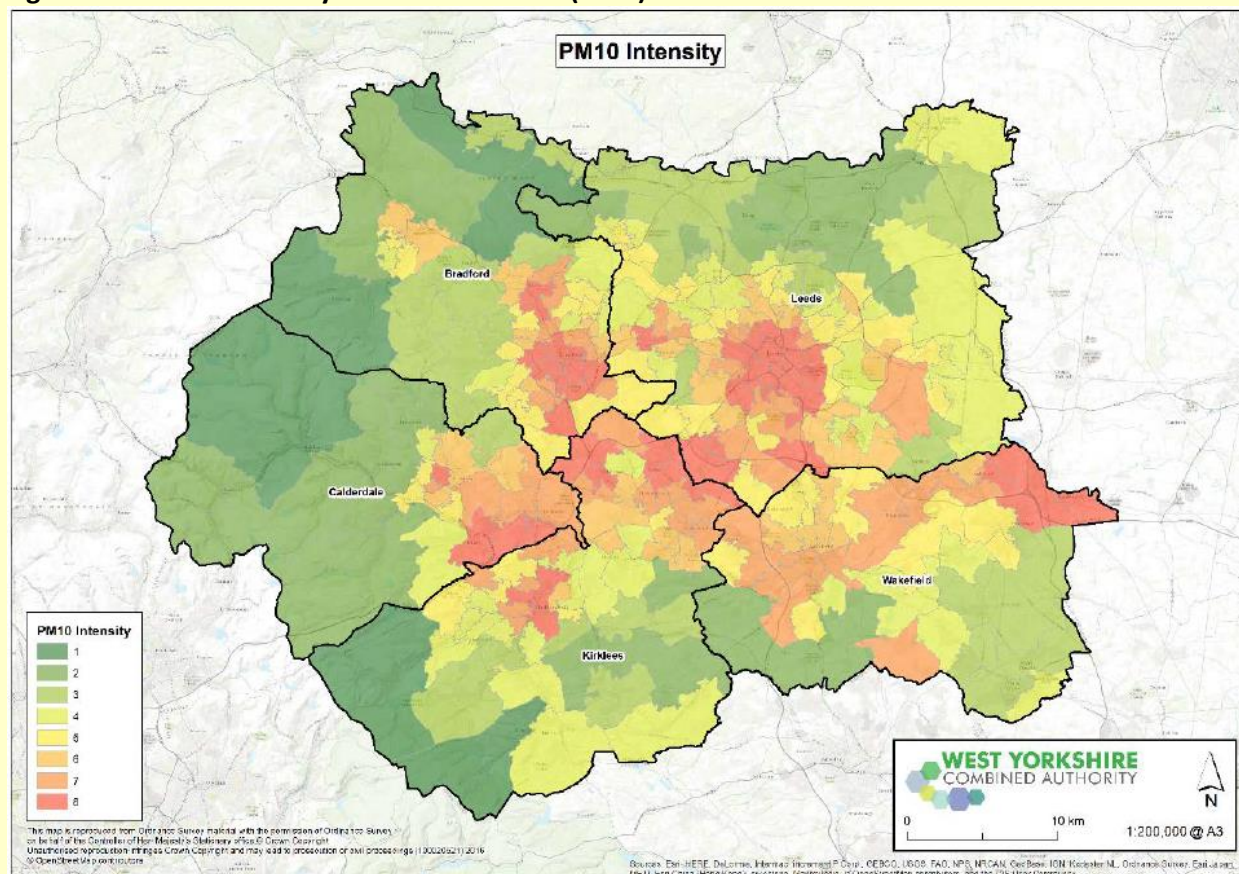
Local Authority	Route ID	Route Description	Direction	2016 Journey Delay (Seconds) for Route (Period versus Overnight) (Actual and percentage of journey time)		
				AM	IP	PM
Wakefield	1	A636 Denby Dale Road	NB	47 (14%)	49 (14%)	66 (18%)
Wakefield	1		SB	26 (9%)	40 (14%)	197 (44%)
Wakefield	2	A642 Aberfoed Road	NB	50 (17%)	42 (14%)	79 (24%)
Wakefield	2		SB	196 (44%)	63 (20%)	78 (24%)
Wakefield	3	Whitwood common lane	NE	12 (27%)	7 (18%)	15 (33%)
Wakefield	3		SW	9 (15%)	6 (11%)	7 (12%)
Wakefield	4	A61 Barnsley Road	NB	31 (27%)	21 (20%)	16 (16%)
Wakefield	4		SB	17 (15%)	19 (17%)	22 (19%)
Wakefield	5a	Leake Street / Churchfield Lane	NB	21 (19%)	22 (20%)	41 (32%)
Wakefield	5a		SB	24 (21%)	15 (15%)	12 (12%)
Wakefield	5b	Church Street	NB	5 (38%)	5 (36%)	12 (57%)
Wakefield	5b		SB	0 (0%)	0 (0%)	0 (0%)
Wakefield	5c	Various Puffins - lngs Road	NB	4 (33%)	4 (33%)	6 (43%)
Calderdale	1	A58 - Kings Cross	WB	61 (24%)	49 (21%)	84 (31%)
Calderdale	1		EB	59 (29%)	59 (29%)	48 (25%)
Kirklees	1	Dews RR Wakefield Road to Halifax Road	WB	31 (17%)	24 (14%)	40 (21%)
Kirklees	1		EB	44 (23%)	41 (22%)	56 (28%)
Kirklees	2	A644 Webster Hill to North Road Ravensthorpe	NB	178 (31%)	140 (26%)	128 (24%)
Kirklees	2		SB	123 (25%)	212 (36%)	385 (51%)
Kirklees	3	A652 Bradford Road and Batley	WB	59 (26%)	79 (32%)	84 (34%)
Kirklees	3		EB	47 (17%)	50 (18%)	85 (28%)
Bradford	1	Tong Street	NB	337 (61%)	101 (32%)	179 (45%)
Bradford	1		SB	138 (46%)	94 (37%)	341 (68%)
Bradford	2	A6177 Bradford Ring Road Girlington	NB	24 (15%)	52 (27%)	70 (33%)
Bradford	2		SB	24 (15%)	56 (30%)	117 (47%)
Bradford	2		NB	73 (35%)	117 (47%)	189 (59%)
Bradford	2		SB	85 (40%)	94 (42%)	224 (63%)
Bradford	2		EB	72 (33%)	82 (35%)	91 (38%)
Bradford	2		WB	6 (5%)	48 (28%)	171 (58%)
Bradford	3	Foxes Corner	EB	32 (32%)	17 (20%)	47 (41%)
Bradford	3		WB	31 (41%)	9 (17%)	24 (35%)
Bradford	3		NB	10 (18%)	10 (18%)	13 (22%)
Bradford	3		SB	9 (15%)	26 (34%)	53 (51%)
Leeds	1	A65- from Tingley to Gildersome	NB	265 (26%)	167 (18%)	618 (46%)
Leeds	1		SB	627 (49%)	152 (19%)	467 (42%)
Leeds	2	M62 Jn28	WB	113 (27%)	60 (16%)	256 (45%)
Leeds	2	Tingley to A6110 ORR Stanningley Bypass	EB	102 (25%)	59 (16%)	125 (29%)

Source: Journey time information provided by Mott MacDonald strat-e-gis system from historic vehicle tracker data under licence from Trafficmaster Plc.

The West Yorkshire Transport Strategy describes a lack of resilience in the transport network, particularly a lack of options when things go wrong, which can limit growth ambitions. These issues are likely to become exacerbated when there are incidents, events and disruption to the highway network.

Local air quality is affected by oxides of nitrogen (NO_x) and particulate matter (PM_n). Most of it as a result of transport. The West Yorkshire Transport Strategy Evidence Base highlighted urban areas of West Yorkshire have been identified as having some of the highest levels of air pollution in the UK with the region having the highest levels outside of London. In particular, air quality is a significant problem in Leeds and Bradford with these authorities located in the top 50 local authorities in the country for poor air quality. The Evidence Base also highlights that 4.9% of premature deaths in West Yorkshire are attributable to exposure to fine particulate matter (PM_{2.5}), through heart and lung disease and respiratory illnesses.

Figure 2.4: PM10 Intensity in West Yorkshire (2005)



With regards to NO_x, the Transport Strategy Evidence Base also highlights that parts of West Yorkshire continue to exceed the current national air quality objective of 40µgm⁻³ with some of these areas considered to be highly unlikely to meet this target until after 2030. With regard to NO₂, current

projections indicate that in some parts of West Yorkshire, levels are not anticipated to fall within limits until 2025.

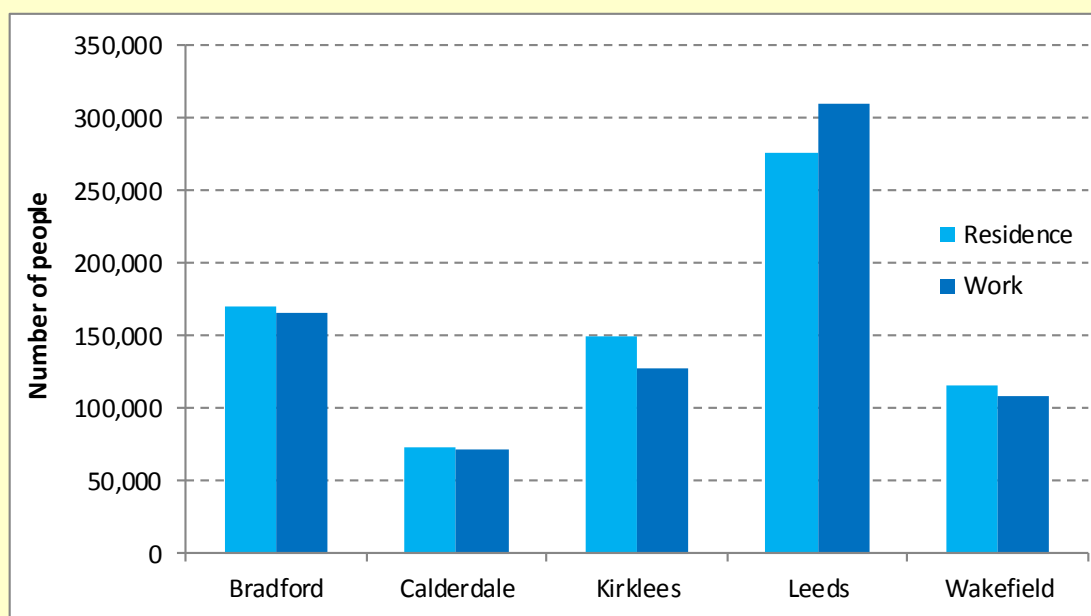
Government now, however, expects particular local authorities; including Bradford and Leeds to put in place urgent actions to address pollution levels to ensure levels fall back to legal limits by 2021. As a first step, Leeds launched consultation on reducing air pollution and the introduction of a Clean Air Zone in 2018. The proposed zone covers all roads within the outer ring road with the M1 and M62 as the south-eastern boundary but would not include vehicles that divert around the outer ring road, motorways, or vehicles which cross the city using the M621. Further improvements that contribute toward air quality enhancements will be required to ensure levels fall within legal limits at the earliest opportunity.

Travel to Work Characteristics

The West Yorkshire Transport Strategy and accompanying Evidence Base provides a summary of the travel characteristics and highlights the dominance of the car / van with 70% of travel to work trips made by car / van in West Yorkshire (2011). This proportion was notably greater in Wakefield (76%) and Kirklees (75%) compared with Leeds (65%). Bus journeys accounted for a further 11% of travel to work trips. Between 2001 and 2011, the average distance travelled to work increased from 11.3km to 12.9km, representing a 14% increase in distance.

The 2011 Census provides useful data regarding the travel to work movements within West Yorkshire. For all modes of transport to work within West Yorkshire, **Figure 2.5** compares the area of residence and area of work. The results highlight Leeds is the only district which is a net importer of labour whilst Kirklees has the greatest export of labour.

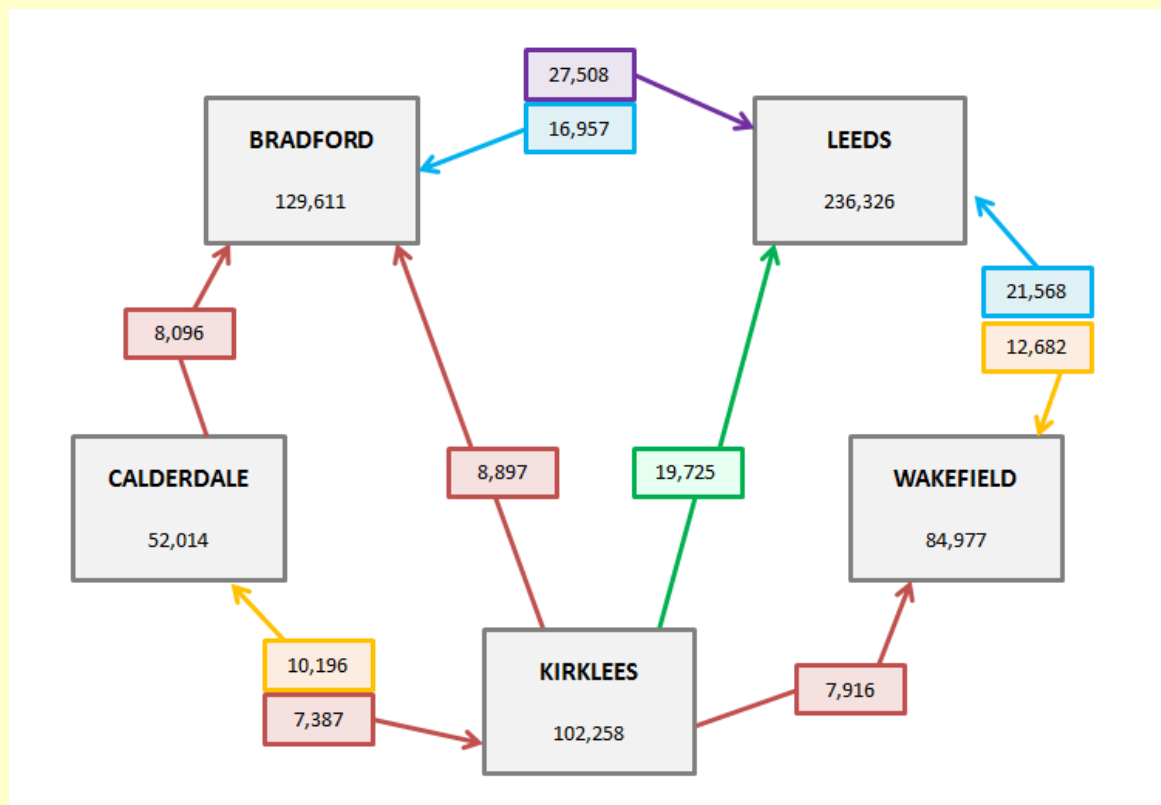
Figure 2.5: Usual Area of Residence and Work for Travel to Work Movements within West Yorkshire



Source: Data from West Yorkshire Transport Evidence Base.

Figure 2.6 presents travel to work flows between the West Yorkshire districts for all movements over 7,000 as well as the internal movements within each district. The results show a considerable number of journeys made between the West Yorkshire districts, particularly between Bradford and Leeds as well as from Wakefield and Kirklees to Leeds.

Figure 2.6: Travel to Work Flows (2011) – All trips/modes

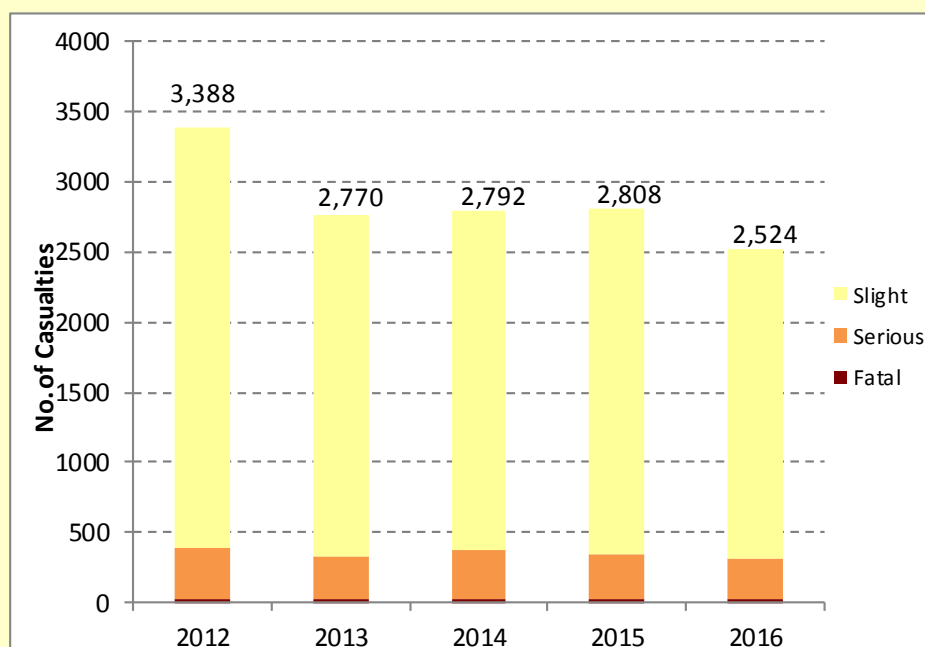


Source: Data from West Yorkshire Transport Evidence Base. All flows less than 7,000 are excluded.

Road Safety

Figure 2.7 presents the casualty statistics for all West Yorkshire A roads between 2012 and 2016. Whilst the results highlight the number of casualties has fallen on A roads over the five year period from a total of 3,388 casualties in 2012 to 2,524 casualties in 2016 (-864), road casualties remains a concern for West Yorkshire and will need ongoing action to further reduce.

Figure 2.7: Casualties on West Yorkshire A Roads (2012-2016)



Source: Data from Leeds City Council.

Summary

The evidence has highlighted congestion is evident on particular sections of the KRN and delays on the highway network can have a considerable impact on productivity and reliability which impacts economic growth. For example, a high level assessment of congestion across West Yorkshire, undertaken by Leeds City Council concluded that the annual cost of congestion was £611m per annum in 2014 (or £1.7m per day). In addition, congestion on the network also has consequences for local air quality and carbon emissions – it also increases driver frustration regarding delays, raising the likelihood of accidents. Finally, the travel to work flows across district boundaries highlights the need for an integrated approach to highway management in order to effectively manage flows for those travelling throughout West Yorkshire.

B) Existing Socio-Economic Conditions

According to ONS population estimates, in 2016 the population of West Yorkshire was 2.3m people, which represents 42% of the Yorkshire and Humber population. Just under two-thirds (63%) of the West Yorkshire population are aged 16-64 so are considered to be of working age. According to ONS for the period July 2016 to June 2017, unemployment in West Yorkshire was above the national average (5.0% compared with 4.6%). Investment that contributes to the provision of an efficient and well-connected transport network which improves and provides equitable access to employment opportunities will be required to ensure congestion does not limit growth across West Yorkshire.

C) Opportunities Identified

This project provides a unique opportunity to create a new combined UTM service with all the technology and impetus to tackle the problems facing the region from congestion, low growth, and poor air quality. The scheme will contribute to the completion of other developer led, WY+TF and NPIF schemes which will have a positive impact on the problems identified earlier.

All five districts plan to increase housing provision and this will increase demand for travel on the transport network. This is likely to exacerbate the highway conditions presented earlier without an intervention to manage the highway network. Based on the most recent Local Plan / Strategy, the following units are forecast:

- Bradford: 42,100 (2014-2030);
- Calderdale: 16,871 (2017/18-2031/32);
- Kirklees: 31,140 (2013-2031);
- Leeds: 70,000 (2012-2028) and
- Wakefield: 34,650 (1,170 dwellings per annum 2004-2008, 1,600 dwellings per annum 2008-2026).

Once all three elements are complete, the project will provide the opportunity to create a new service that delivers:

- A single Service Level Agreement (SLA) across West Yorkshire, allowing a UTM service from 06:00 till 19:00 for all local authorities;
- One point of contact for West Yorkshire traffic signal faults, enquiries and complaints;
- Transition from four UTC teams to one which would reduce duplication of staff resources who could be reassigned elsewhere;
- Consistent management of the KRN which will target congestion, setting of signs, planned and

unplanned event management and interaction with the public;

- Enhance relationships with partners (e.g. Highways England, West Yorkshire) and have a stronger combined West Yorkshire focus;
- Bringing together specialist skills which would allow better management of existing workloads, major schemes and events;
- Efficiencies in day-to-day network management duties, providing increased capacity for development and delivery of transport fund projects;
- Potential to establish West Yorkshire UTMC as a school of excellence, with enhanced training and knowledge share opportunities;
- Opportunity to create a structure which addresses the problems of staff recruitment and retention;
- Provide a more robust and better informed platform for embracing and pioneering future technologies; and
- Still provide a local District focus.

D) Internal Drivers for Change

Cross-Boundary UTC Provision

Currently, UTC services are delivered by each of the West Yorkshire authorities with the exception of Calderdale whose operations / design are undertaken by Leeds. The four West Yorkshire UTC teams therefore work in different locations to varying service level agreements, with limited formal cross-boundary operations. The travel to work data highlighted the considerable cross-boundary travel between the West Yorkshire local authorities and the existing UTC services provide limited opportunity to influence road user's behaviour for these journeys. Greater coordination should improve the response to incidents and result in improved resilience of the highway network to planned and unplanned events.

Skills & Staffing

Traffic signals design and operation is a bespoke area of engineering and there is a national, regional and local problem with the recruitment and retention of staff with the necessary skills.

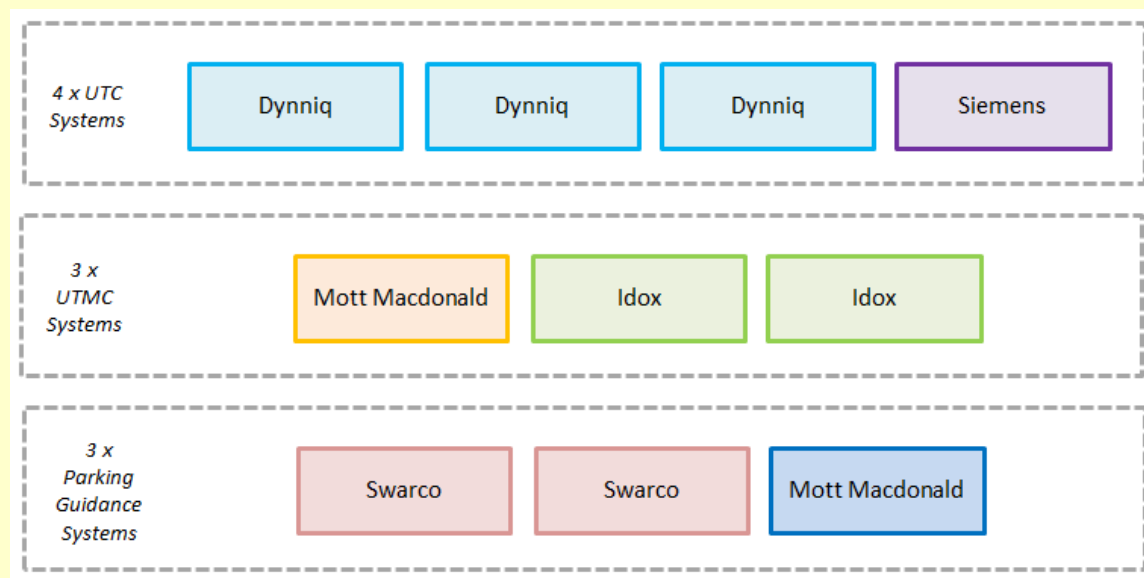
As of December 2017, there were 27 staff across the region employed by the four UTC teams and several vacancies. The average age of staff employed is 48 years of age with 19 members of staff (70%) above the age of 45. Consequently, it is likely staff shortages will be exacerbated in the near future as staff retire.

In today's demanding, resource stricken environment, combining local authority staffing resources through delivery of a combined UTMC service offers the opportunity to centralise skills and build in resilience to future operations, noting the potential impact of retirements.

Internal Drivers for Change: Multiple Operating Systems

Currently, there are multiple different operating systems across West Yorkshire as summarised in **Figure 2.8**. This duplication of assets is inefficient and presents an opportunity to streamline asset management.

Figure 2.8: Operating Systems Summary

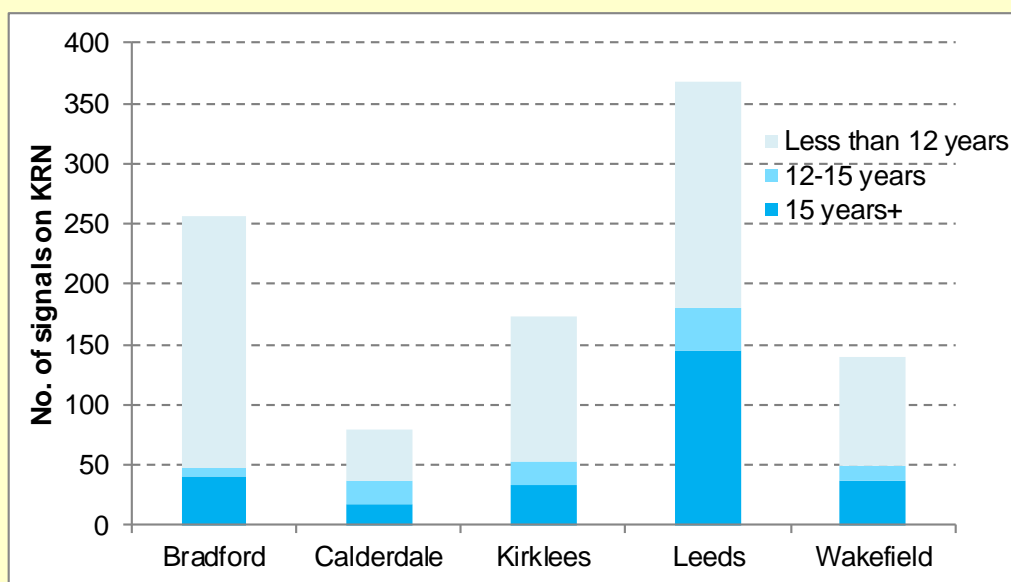


Age of Assets

DfT guidance (*Traffic Advisory Leaflet – Code of Practice for Traffic Control and Information Systems*) suggest a life expectancy of 15 years for traffic signal installations, with the integrity of the signals compromised after this point. Furthermore, the failure rate increases and the time taken to repair can also increase. Whilst old signals are mains voltage, modern controllers are Extra Low Voltage (ELV) and have LED lamps which consequently have significant energy savings.

Of the 1,017 signals on the KRN in West Yorkshire, 27% (n=273) are more than 15 years and a further 9% (n=93) are 12-15 years old. There is considerable variability in the age of installations in West Yorkshire districts, as shown in **Figure 2.9**.

Figure 2.9: Age of Signals (West Yorkshire KRN)



Source: Asset Management Update, September 2016

It has been estimated that £20.4m would be needed to ensure that all traffic signals on the West Yorkshire KRN are fit for purpose. This is based on a three year programme of works where all signal infrastructure with greater than 15 year lifespan (i.e. any with greater than 12 years now) would be upgraded. The proposed project would ensure all UTMC equipment upgraded is of a consistently good standard which would reduce the adverse impact of signal failures and enable greater monitoring which would have benefits for road users. It is likely that if the issue of ageing assets is not addressed, the scale of the problem will increase annually and require greater resources and funding to tackle it.

Resilience

With the consolidation of existing staff and systems, there would be a higher level of resilience to planned (e.g. *roadworks, concerts, matches*) and unplanned events (e.g. *severe weather, major incidents*) on the highway network. When large events affect more than one local authority area, streamlining the management and communication will result in a more effective response for the travelling public.

WYCA was established in 2014 and this has developed closer working relationships, for example between the local authorities, Highways England and the KRN Board. This integration provides a strategic direction for transport and an opportunity to establish common and consistent protocols across the region. The proposed project seeks to integrate the UTC services to more effectively manage the highway network across West Yorkshire.

E) External Drivers for Change

The policy and strategy review (**section 2.1.4**) highlights the promotion of greater coordination in the provision of transport services. For example, the Northern Powerhouse: One Agenda, One Economy, One North document describes the need for better coordination between local and strategic road networks as well as shared traffic information to mitigate congestion. Similarly, DfT highlight the emphasis on the development of shared delivery arrangements to maximise efficiencies through standardisation of contracts and specifications. Therefore, the drive for greater integration and coordination is evident as this can maximise the benefits of existing facilities and provision.

2.1.2 How will the scheme contribute to the achievement of the Leeds City Region's Strategic Economic Plan (2016)? ([please refer to the plan here](#))

The Leeds City Region's SEP has a vision '*to be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone*'. Four strategic priorities are identified to achieve the vision with 'Infrastructure for Growth' one of these and transport infrastructure and services is a key action area within this priority. It is considered that existing transport infrastructure does not go far enough to easily, quickly and affordably connect business, people or communities within the region and beyond with peak hour congestion a particular issue.

The SEP refers to the delivery of 31 strategic projects prioritised within the WY+TF and this includes the use of technology to better manage traffic. The proposed scheme would contribute to the following success measures identified for the 'Infrastructure for Growth' priority:

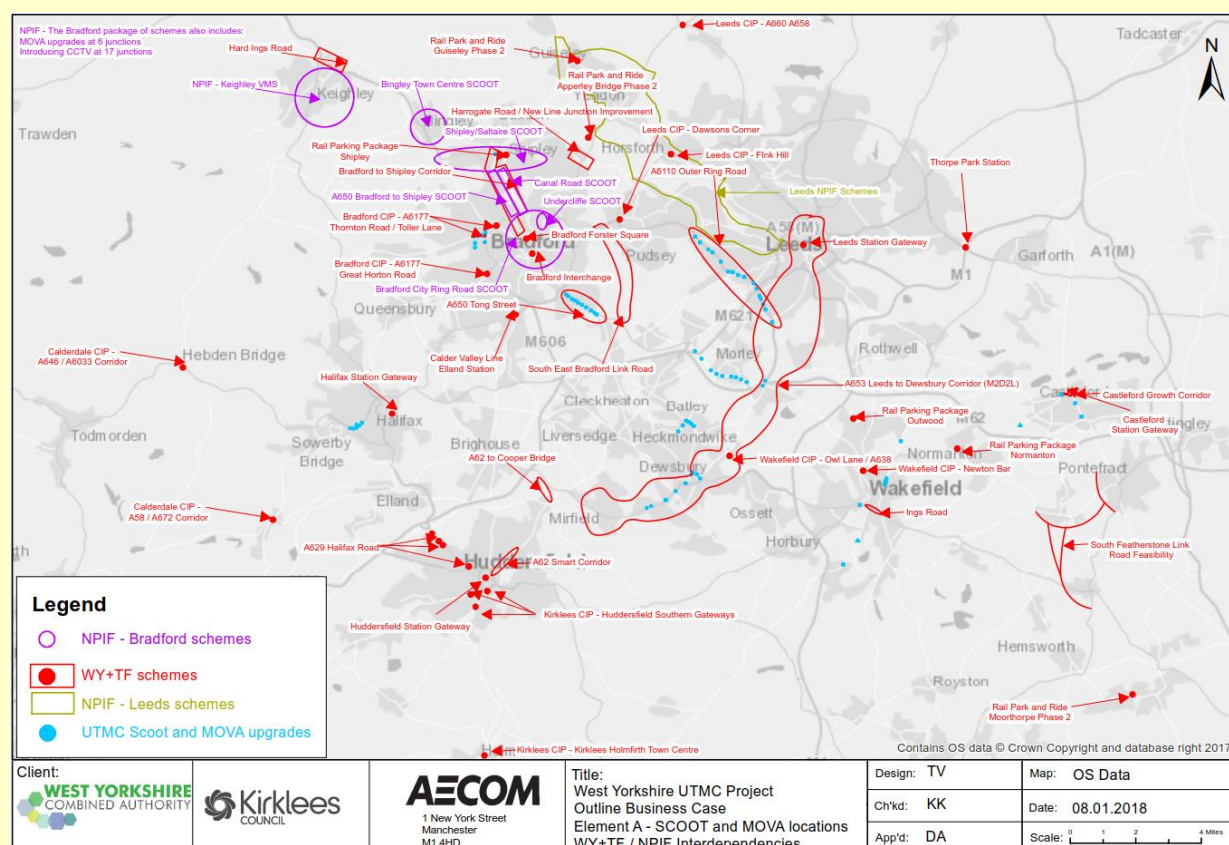
- Increases in GVA and job growth;
- Increases in connectivity bringing people, places and jobs closer together;
- Reduced delays, congestion and faster journey times across all transport modes and both within and beyond the city region; and
- Reduced carbon emissions and vehicle air pollution, improved environmental quality.

2.1.3 Does the scheme link to other activity being delivered either within the City Region or nationally?

The scheme complements a number of other projects, particularly as the UTC teams work closely with transportation, design, planning and network management colleagues across the region to deliver the efficiencies and growth required in the SEP.

The UTMCM programme includes a number of linkages both in the shorter and longer term with WY+TF and NPIF schemes. **Figure 2.10** illustrates the proposed SCOOT and MOVA upgrades within the UTMCM programme (blue) against the wider WY+TF schemes (red) and NPIF schemes (Leeds – Gold; Bradford – Purple). It highlights as a package of complementary initiatives, the schemes will deliver a comprehensive improvement to UTMCM infrastructure across West Yorkshire.

Figure 2.10: WY+TF and NPIF Interdependent Schemes (see Appendix J for more detail)



Of particular interest in the shorter term are the following schemes:

- A650 Tong Street (Bradford Route 1);
- Castleford Growth Corridor – Church Street/Savile Road (Wakefield Route 5);
- A658 Ings Road (Wakefield Route 5); and
- CIP – A6117 Thornton Road (Bradford Route 2).

With regard to Tong Street, there are ten junction upgrades to SCOOT proposed as part of Element A which will need to be planned alongside wider highway improvement to reduce congestion, improve journey times and improve bus reliability on the corridor. The WY+TF scheme for Tong Street will also seek to provide improved facilities for pedestrians and cyclists.

In each case, where there are interdependencies with wider WY+TF and/or NPIF schemes, engagement between the UTMCM Project Manager and WY+TF / NPIF scheme Project Managers will be undertaken

to align objectives and the proposed works to ensure efficiencies can be achieved for development and delivery where possible.

There are also linkages with longer term schemes/corridors (proposals currently within scoping/optioneering stage). The UTMCI project includes junction improvements which will need to be considered as part of future option testing for these longer term studies including:

- A653 Leeds to Dewsbury Corridor (M2D2L); and
- A6110 Outer Ring Road Corridor Improvements (Leeds).

Integrating traffic control management across West Yorkshire also has synergies with other projects being delivered, including:

- The Corridor Action Plan;
- A62 Huddersfield to Cooper Bridge;
- Halifax – Huddersfield A629 Corridor;
- Kirkgate Highways Scheme;
- Wakefield Eastern Relief Road;
- Leeds City Centre package; and
- West Yorkshire Key Route Network.

Although a combined UTMCI service will not solely deliver these schemes, it will be integral to the future success of the schemes by providing the technical knowhow, the technology and physical infrastructure to ensure each scheme realises its full potential.

The new combined UTMCI service will be a major consultee for each authority on planning applications. It will provide a consistent joined up regional approach to future developments across West Yorkshire whilst maintaining local concerns. This will enable planning colleagues to:

- Accelerate delivery of new housing and commercial floor space construction;
- Provide the Highways Infrastructure to deliver growth and developments; and
- Give a uniform regional approach to planning applications across boundaries.

2.1.4 How does the scheme meet other national, sub-regional and local strategies and policies?

In addition to the Leeds City Region SEP, the scheme is well aligned with wider strategy and policy. This section presents the relevance of guiding documents at a national, sub-regional and local level. It highlights the alignment to national and regional aspirations, for example Transport for the North (TfN) ambitions to transform the transport system in the North of England. The policy review also highlights the contribution of enhancing highway provision to address issues for the districts and improving connectivity with neighbouring authorities.

National Policy

Transport Investment Strategy, DfT (2017)

The strategy places a focus on schemes that tackle clearly-defined problems or unlock particular opportunities. A well-managed and maintained transport network is considered to be a powerful national asset that underpins the economy and daily lives.

Chapter 1 outlines the challenges of the existing network, for example, the confidence of the public

and businesses in knowing how long journeys will take. Chapter 3 introduces the following strategic priorities for transport investment:

- Create a more reliable, less congested and better connected transport network that works for the users who rely on it;
- Build a stronger, more balanced economy by enhancing productivity and responding to local growth priorities;
- Enhance our global competitiveness by making Britain a more attractive place to trade and invest; and
- Support the creation of new housing.

The impact of congestion on the road network is discussed with regard to the delays and bottlenecks created on heavily-used routes. Furthermore, the consequences of incidents are exacerbated on a congested network owing to longer recovery times and lower reliability. The strategy notes that upgrades which tackle congestion typically have high returns.

Chapter 4 highlights the importance of investment in the local, regional, national and international transport network as each has a significant role in addressing challenges for the economy. Locally and regionally this includes reducing congestion and delays so that journeys to work and freight movements are quicker and more reliable as well as minimising environmental impacts.

Relevance: The strategy specifically notes the benefits of tackling congestion on the highway network and this is one of the primary objectives of the project. The resulting benefits of easing congestion are therefore shared between this strategy and the project. The project, through investment in the KRN transport network, will also be a driver to support the unlocking of development sites for new housing and delivery of places people want to live, aligned to the strategic priority for the creation of new housing.

Investing in Britain's Future, HM Treasury and Infrastructure UK (2013)

This document presents the vision for the future of British infrastructure. The importance of transport and communication networks is recognised due to the need to connect people and businesses. Chapter 2 describes the road network and highlights that whilst traffic and congestion on the road network have risen, investment over the past few decades has fallen. The document states that congestion on the whole road network is estimated to cost the economy £19bn every year which will worsen with future traffic flows anticipated to be 22-71% higher by 2040.

Relevance: The project seeks to mitigate the impacts of congestion on the highway network and, therefore, is aligned with the commitment to investment in the highway network to ensure transport is able to facilitate the efficient movement of people and goods.

National Planning Policy Framework, Department for Communities and Local Government (2012)

Government's planning policies for England are detailed in the National Planning Policy Framework (NPPF) and this includes how these policies are expected to be applied. The NPPF describes the purpose of the planning system as contributing to the achievement of sustainable development and identifies three mutually dependent dimensions: economic, social and environmental. Planning can therefore contribute to building 'a strong, responsive economy' whilst supporting 'strong, vibrant and healthy communities' and 'protecting and enhancing our natural, built and historic environment'.

The various aspects of sustainable development are detailed within the NPPF; of particular pertinence are the following:

- **Building a strong, competitive economy:** This details the Government's commitment to

securing economic growth to create jobs and prosperity, whilst meeting the challenges of global competition and a low carbon future. This support includes addressing potential barriers to investment.

- **Promoting sustainable transport:** This section describes the transportation contribution to wider sustainability and health objectives. This includes encouragement of solutions which support reductions in greenhouse gas emissions and congestion.

The NPPF also highlights the Government is committed to boosting the supply of housing and delivering a wide choice of high quality homes. The local authority is entrusted to identify an annual supply of specific deliverable sites to provide housing over 5 years, 6-10 years and 11-15 years.

Relevance: There is demonstrable alignment between the project and the priorities within the NPPF. The scheme seeks to improve the efficiency of transport flows in West Yorkshire and consequently improve journey times and journey time reliability. This can stimulate economic growth and offer greater accessibility for those travelling on the highway (by car and bus). Environmentally, the easing of congestion can have resulting air quality and noise benefits. The project will also support deliver measurable improvements to the KRN that enable further housing new be built, supporting local authorities to meet their housing targets.

Local Growth: Realising Every Place's Potential, *Department for Business, Innovation and Skills* (2010)

This white paper details the Government's role in supporting locally driven growth, encouraging business investment and promoting economic development. The paper describes a shift to greater local power to increase accountability and transparency as well as ensuring that expenditure is responsive to the needs of local people and businesses. With regards to transport, the paper notes the Government commitment to the involvement of Local Enterprise Partnerships (LEPs) to make decisions about local strategic transport priorities.

Relevance: With greater commitment to local decision making, the project is clearly well-aligned by seeking to integrate highway systems to strengthen the management of the network across West Yorkshire in order to respond to the needs of those living, working and travelling through the region. Improved journey time reliability has benefits to business which can drive economic growth for West Yorkshire. The project complements wider improvements to be delivered through the WY+TF and NPIF schemes, to deliver network improvements that support benefit realisation including economic growth.

Building Our Industrial Strategy – Green Paper, *Department for Business, Energy and Industrial Strategy* (2017)

This paper states that the objective of the modern industrial strategy is to improve living standards and economic growth by increasing productivity and driving growth across the whole country. Ten pillars are identified which are considered to be important to drive forward the industrial strategy across the economy. One of these pillars is *Upgrading Infrastructure* – this reflects a need to upgrade infrastructure standards, including transport, and better align central Government infrastructure investment with local growth priorities.

Good transport infrastructure is considered to have additional benefits beyond reducing delays as a result of the connectivity benefits enabling towns and cities to achieve agglomeration effects and support the rebalancing of the economy.

Relevance: As stated in **section 2.1.1**, almost 27% of signals on the KRN are over 15 years old with a further 9% between 12-15 years old. The proposed project seeks to upgrade the existing UTC network in West Yorkshire and therefore is closely aligned with the pillar to upgrade infrastructure. This will

ensure a consistently high standard of provision which will have benefits for all users of the highway network across West Yorkshire.

Proposals for the Creation of a Major Road Network, Department for Transport – Consultation (2017)

The DfT is currently consulting on the creation of a Major Road Network (MRN), comprising the most important local authority controlled roads. The objectives of the MRN proposal are to reduce congestion, support economic growth and regional rebalancing, support housing delivery, support all road users and support the Strategic Road Network (SRN). A draft of the network has been identified as part of the consultation document - it is envisaged that the length of the network across England will be similar to the SRN managed by Highways England. The MRN will be eligible for funding from the National Roads Fund, which will be established by 2020.

Relevance: A combined UTM service across West Yorkshire will be important in terms of delivering integrated management of the MRN across West Yorkshire. It will also facilitate the development of the evidence base required by DfT to support investment proposals and assist in demonstrating the case for schemes within West Yorkshire to be included within the MRN Programme. The new service will enable staff to be released from day-to-day traffic management related duties to work on scheme development, including proposals relating to the MRN.

Regional Policy

Northern Powerhouse: One Agenda, One Economy, One North, TfN (2015)

This document presents a vision for a North which has *‘a vibrant and growing economy, acts as a magnet for inward investment, and which capitalises on the strengths of Northern cities to build a Northern Powerhouse’*. Transport is considered to have a fundamental role in achieving this aim with long-term investment necessary. Excellent connectivity seeks to improve journey times, improve capacity and resilience and simplify the user experience.

The strategy describes how congestion on city region roads is high and forecast to get higher with congestion having costs for businesses, logistics, bus operations, visitors and the public. It describes how motorists and freight use highways as a single network and that it makes sense to co-ordinate it accordingly.

With regards to highways, the strategy states that a faster, less congested strategic road network is crucial to delivering the Northern Powerhouse. Similarly, the need for city regions where people and goods can travel reliably by road is also stated with better real time traffic management and driver information specifically cited. The need for better coordination between local and strategic road networks and shared traffic information to mitigate congestion and enable drivers to avoid hotspots is a common theme throughout.

Relevance: This document stresses the impact of congestion for all users of the highway network and the logical benefits of coordinated use and management of the network. Therefore, the proposed project which seeks to harmonise UTM/UTC systems across West Yorkshire has strong alignment with the Northern Powerhouse ambitions to mitigate and manage congestion.

Strategic Transport Plan Position Statement, TfN (2017)

The TfN vision is for *‘a thriving North of England where modern transport connections drive economic growth and support an excellent quality of life’*. The Strategic Transport Plan adopts an integrated approach to economic and transport planning across the whole of the North to support the case for investment and align funding. The prime objective is to transform economic performance but three

enabling objectives are also identified:

- Increasing efficiency, reliability and resilience on the transport system;
- Promotion and supporting the built and natural environment; and
- Improving opportunities across the north.

The statement describes how the strategic transport plan will seek to deliver a transport system that is user-centric, smart, autonomous and integrated, as well as resilient and sustainable. The final Strategic Transport Plan is due to be published in summer 2018.

Relevance: The proposed scheme has particular alignment with the objective to increase efficiency, reliability and resilience of the transport system through more effective management of the KRN. The characteristics of a more integrated UTM/UTC service across West Yorkshire has synergies with TfN aims for a transport system that is smart, integrated, resilient and sustainable. Improvements to the KRN will also contribute to quality of life factors supporting existing and future households and businesses.

West Yorkshire Local Transport Plan 3, *West Yorkshire Integrated Transport Authority* (2017)

This 15-year Local Transport Plan (LTP) for West Yorkshire covers the period 2011 to 2026. The LTP vision places an emphasis on connecting people and places: *‘working together to ensure that West Yorkshire’s transport system connects people and places in ways that support the economy, the environment and quality of life’*.

The plan states that road congestion, particularly during peak periods, is a major concern amongst businesses and the public and can also adversely impact bus service operations. Furthermore, the predicted growth in employment, population and housing are anticipated to exacerbate congestion and reliability issues with the transport network.

Six ‘big ideas’ are identified, with one of these being a new approach to network management to help make journeys for people and goods more smooth by providing the data for live traffic and travel information into one place. For example, the LTP describes a potential measure to develop a West Yorkshire wide network management centre to monitor traffic flow and manage incident response. It also suggests expanding systems such as ‘traffic light priority’ to speed up the flow of buses. Enhancing network management seeks to ensure that the existing transport network is used as efficiently and effectively as possible.

Relevance: Congestion on the road network is presented as a major concern within this document with a West Yorkshire wide network management centre specifically referenced to ensure the highway network is used as efficiently and effectively as possible. With a direct reference to elements of the project, there is clear alignment with the third West Yorkshire LTP. On-street infrastructure upgrades, as proposed by this project, are considered one part of the overall strategy to deliver improvements to the transport network and support growth in employment, housing and population across West Yorkshire.

West Yorkshire Transport Strategy 2040 (Draft), WYCA (2017)

This strategy recognises the importance of the transport system to connect people to jobs, bring businesses closer together, get goods to markets, provide opportunities for education and training and reduce social exclusion. It supports national, regional and local work undertaken to create a northern economic powerhouse.

A series of transport challenges are identified including traffic congestion, bus journeys being slow or unreliable, safety on roads, car dominance and poor air quality. The ambition for the road network is

for 'an efficient, safe and reliable road network for all users that creates new opportunities for jobs and housing' whilst the ambition for asset management and resilience is 'to ensure that we make best use of our existing and future transport assets'. Policy 50 describes the use of Intelligent Traffic Management systems to reduce traffic delay and disruptions, and introduce an integrated network management and driver communications centre, working closely with Highways England for comprehensive coverage of the road network. This aims to improve journey times and reliability by harnessing technology to manage the road network efficiently and provide a consistent service across the region.

Relevance: Traffic congestion is cited as a particular challenge of the transport network and the proposed project seeks to more effectively manage this across West Yorkshire with improved facilities across the five districts. The aim for a consistent service across the region is also fulfilled by the proposed project which will integrate services to improve the driver experience throughout West Yorkshire. The proposed improvements will support the ambition for the road network to ensure opportunities to create jobs and new housing are not missed due to congestion.

Local Policy

Kirklees Local Plan (Draft) – Strategies and Policies, Kirklees Council (2016)

When adopted, the Kirklees Local Plan will become the main planning policy document for the district up to 2031. Ten strategic objectives are identified, with one being to 'improve transport links within and between Kirklees towns and with neighbouring towns and cities, giving priority to public transport, and to cycling and walking, providing an efficient highway network which supports the district's economy'. Section 10 discusses transport in Kirklees; Policy PLP19 states an aim to achieve a balanced and integrated transport network which makes the most efficient and effective use of road, rail and public transport.

Relevance: The draft Kirklees Local Plan has ambitions to create a more efficient highway network and the proposed project will contribute to this with the introduction of an improved and integrated UTM system within Kirklees as well as the relationship with neighbouring districts. This will be important to support Kirklees deliver approximately 30,000 new homes by 2031 to meet forecast demand.

Calderdale Local Plan (Draft), Calderdale Council (2017)

This draft of the local plan covers the period up to 2032 and provides a framework for development in Calderdale including approximately 17,000 new homes. Strategic Objective 7 considers Transport and the importance of planning in connecting people with opportunities. This objective is 'to ensure the provision of a sustainable, safe and efficient transport system which reduces and minimises any adverse effects upon the environment and communities'. The Local Plan has alignment with the council's Transport Strategy (2016-2031) that was adopted in November 2016.

The Local Plan describes how the movement of people, goods and raw materials have all contributed to congested traffic conditions and consequently air pollution. Furthermore, the plan notes that it is very likely traffic conditions will continue to worsen over the period. There is specific reference to active traffic management with information provided to the driving public at key decision points in the network. The plan states that UTM services will work with Highway England and other neighbouring authorities as well as public transport operators and the emergency services.

Relevance: The proposed scheme has demonstrable alignment with the Calderdale Local Plan owing to the intention to work with other authorities to improve the traffic management provision in Calderdale to prevent traffic conditions worsening.

Leeds Core Strategy, *Leeds City Council* (2014)

The core strategy describes the overall vision and strategic level policies to guide development and investment decisions in Leeds. With regards to transport, several priorities are presented including targeted highway schemes to alleviate congestion and assist improved connectivity for local and strategic orbital movements, and the strategic road network. The strategy notes there is little road capacity for increased car commuting into Leeds City Centre and limited spare capacity for rail community until extra capacity is provided on trains and at Leeds station. Therefore, better use needs to be made of the existing provision with network management and the continued use of UTM C is considered to have a key role.

Relevance: With limited opportunity for increasing road capacity, the strategy describes the need for better use of existing provision via network management. The proposed scheme will have a particular benefit in Leeds owing to the considerable number of installations that are more than 15 years old in the district. Improvements to the transport network, which focus on relieving and managing congestion, as proposed by this project, will together with an improved West Yorkshire management perspective, be important to support Leeds to provide the forecast 70,000 new homes to be delivered by 2028.

Wakefield Core Strategy, *Wakefield Council* (2009)

This document includes the strategies, policies and proposals to guide the use of land and new development (including approximately 35,000 new homes) throughout Wakefield up to 2026. With regards to transport, the strategy describes how peak period congestion particularly along the main radial routes into Wakefield is increasingly becoming a problem. Traffic is also considered to have a large impact on air quality along the strategic highway network and in city/town centres. Policy CS9 refers to the transport network and the importance of being able to move goods for logistics, warehousing and distribution companies as well as the vitality of urban areas.

Relevance: The proposed scheme seeks to mitigate congestion on the highway network which the strategy states is increasingly becoming a problem. Consequently, there is clear alignment between the proposed project and the strategy.

Bradford Core Strategy, *Bradford Metropolitan District Council* (2017)

The core strategy sets out the aims and objectives for sustainable development until 2030 within Bradford. Transport and movement policies are detailed in section 5.2 and the strategy describes how many of the key routes in the district are congested at peak times, with some also experiencing from congestion during off-peak periods. As a result of traffic and congestion levels, the strategy notes that some areas of the district suffer from poor air quality. A growing population (including a need for approximately 40,000 new homes by 2030) and economic growth are anticipated to significantly affect travel patterns which would increase demands on the transport network and increase congestion without effective management. Consequently, addressing traffic growth and congestion is presented as a major issue for Bradford.

Policy TR1 states the council will seek the effective and efficient management of the existing transport networks, including strategic and local highway. Policy TR6 describes the approach to freight and refers to the use of UTM C.

Relevance: Traffic growth and congestion are considered to be a particular issue within Bradford; therefore, the proposed project is well-aligned owing to its aim to more effectively manage the highway network. Such management improvements will be important to ensure the effective and sustainable delivery of new housing across Bradford.

2.1.5 Why is WYCA funding (Grant or Loan) required in order to carry out this scheme?

Without intervention, the existing issues with the highway network are likely to be exacerbated as housing and employment growth places further demand on the network and congestion worsens. This would have consequences for journey time reliability, congestion hotspots and the resulting impacts on the environment and safety of increased vehicles on the network.

The funding of this scheme by the WYCA is vital to its delivery for the following reasons:

- With reductions in local authority budgets and funding being stretched across services, investment is required to maintain and enhance existing infrastructure; and
- If funding from WYCA is not forthcoming then it is unlikely that a combined UTM service would be delivered.

Without funding, several decisions would need to be made regarding the systems in Bradford, Kirklees and Leeds:

- **Bradford:** The existing UTC system in Bradford is obsolete so there will be a need to replace this system;
- **Kirklees:** The Kirklees system requires investment so that it is viable for the technological challenges ahead;
- **Leeds/Calderdale:** The UTM service in Leeds is coming to the end of its ten year agreement so a formal contractual decision would have to be made on its viability; and
- **Wakefield:** Wakefield systems are relatively recent and as such do not require replacing but Wakefield does not currently utilise a UTM service.

The two biggest replacement costs are the UTC and the UTM systems. Costs to replace these have been gathered from suppliers who participated in a 'Meet the Buyer' event (see **Table 3.1**, Commercial Case). These costs indicated the most efficient method of delivering these two systems were to be cloud based and hosted off-site in a purpose built location. The main benefits of using a cloud based system are:

- Greater reliability of systems;
- Ability to work from any location;
- Lower operating costs from a single location as against a locally hosted server;
- More resilient systems;
- Better/wider information to users; and
- Newer means to provide bus and selected vehicle priority.

Element B is required to deliver wider WY+TF and NPIF schemes which will deliver GVA enhancements for West Yorkshire. The NPIF schemes must be delivered by 2021, so there is a requirement to progress delivery of this project in the short term.

2.1.6 What engagement/consultation has taken place with the main stakeholders and beneficiaries affected by the scheme?

A summary of the main stakeholders and their anticipated role is provided in **Table 2.2**.

The proposal for this project was developed through the Steering Group which is comprised of the five local authorities and WYCA. Consultation has also taken place with the Directors of Development and Chief Highways Officers. All of those consulted to date are supportive of the scheme and as are staff who are generally supportive of the project.

Engagement with bus operators will be via WYCA; whilst the emergency services will be kept up-to-date via the five local authorities. Consultation with the Road Haulage Association will be via the KRN Board. It is anticipated that the KRN Board will become a key driver for the new engagement opportunities and also help with the delivery of bus and vehicle priority across West Yorkshire as greater integration of operations within West Yorkshire becomes business as usual.

The establishment of a combined UTM service, with a central control centre, will have particular sensitivities with staff and it is proposed that staff will be kept informed via team meetings and briefings by the Project Executive and/or Project Manager. To date, staff have been made aware of the anticipated relocation to a single site with further detail to be provided as it is confirmed.

A communication strategy will be developed as part of the FBC to present the likely consultation to occur for each stakeholder – further information is provided in **section 6.4**.

Table 2.2: Key Stakeholders

Stakeholder	Anticipated Impact / Role
Five West Yorkshire Local Authorities	UTC and UTM service provision within the districts will be impacted as a result of the transition to a combined UTM service with a single management structure. Existing UTC and UTM staff will be affected by the relocation to a single site.
WYCA	WYCA brings together the local authorities and relevant organisations to deliver growth for the region. WYCA will fund the project through the WY+TF and oversee the design and delivery of the integrated service.
West Yorkshire KRN Board	The on-street improvements to junctions on the KRN and the enhanced management of services on the KRN will require engagement with the KRN Board.
Highways England	The scheme is likely to enhance the interface between the West Yorkshire Districts and Highways England. The combined UTM service will provide a single point of contact with Highways England and will facilitate better integration with Highways England's Regional Control Centre.
Bus Operators	To ensure full integration with the transport network and those affected by enhanced traffic management, liaison with bus operators will be necessary. It is also anticipated that bus operators could co-locate in the new control room, as is the case at Transport for Greater Manchester.
Road Haulage Association	As a representative of users of the transport network, engagement with the Road Haulage Association will be undertaken.
Emergency Services	Liaison with the emergency services will be required to ensure there is full integration with the transport network.

3. Commercial Case

The purpose of the Commercial Case is to demonstrate the demand for the project and that there is a sound procurement strategy for the project that will ensure that the Scheme Objectives are realised over the life span of the project.

3.1 The Case for Change

3.1.1 What evidence is there to support the market demand justification for this project?

The UTMIC programme of works is not designed to unlock a specific/nominated development site. Rather the project aims to deliver a joined-up management approach for the KRN across West Yorkshire, together with reduced localised congestion and delays on approach and exit from junctions upgraded with new on-street infrastructure (SCOOT and MOVA). Therefore, the business case does not provide evidence to illustrate market demand, for instance with regard to take up of commercial space or new housing as may be the case for some proposals. The project will however support new housing across West Yorkshire in a more general sense as a result of improved operation and management of the KRN.

A test of the scheme within the UDM highlighted potential to support **28 new indirect jobs (net)**. The SEP identifies a need to enable people from all communities to secure more and better jobs – the programme will indirectly support this wider aspiration through journey time reliability and accessibility improvements.

3.1.2 What evidence is available to support the projected take-up by the market?

The nature of the project is different to a typical transport scheme, in that take-up by the market is not a key determinant. The upgrades to on-street infrastructure / junctions to SCOOT and MOVA (Element A) will benefit existing traffic and will not displace existing activity. The co-ordination of adjacent signals, close together in corridors, as proposed through SCOOT and MOVA upgrades will be important and provide benefits to road users in the form of junction delay reductions.

The systems delivered by Element B are a key part of West Yorkshire's local authority's ongoing management practices for the KRN. The procurement process will ensure Element B components are financially sustainable beyond the initial hosting arrangements and adaptable for future additional development.

3.2 Procurement Strategy

3.2.1 What is the procurement strategy/approach?

The procurement strategy for the programme has been detailed for each element below.

Element A (On-street improvements to UTC equipment)

Works undertaken for Element A would be procured and carried out using specialist signal contractors from the *West Yorkshire UTMIC Supply and Installation Contract*, supervised and managed by the West Yorkshire UTMIC teams. The joint Framework contract is administered by Leeds City Council on behalf of all five West Yorkshire local authorities. The contract began in January 2017 and will operate for a period of two years, with the potential to be extended for a further year. All activities relating to the procurement of the contract were strictly undertaken in accordance with the Leeds City Council's Contract Procedure Rules.

The contract includes the following authorised suppliers: Colas, Dynniq, Motus, Siemens and Telent. These contractors provide Civil Engineering, Traffic Signals, Wi-Fi and CCTV services. In tendering the contract, these suppliers returned the most economically advantageous tenders that met the quality requirements of the contract.

Although the framework is administered by Leeds City Council, each local authority would be responsible for managing their own on-street works improvements and engaging respective contractors through the contract. It is envisaged that multiple contractors will be required to deliver the complete package of SCOOT and MOVA upgrades across West Yorkshire due to the scale of works as part of this project and also interdependent WY+TF and NPIF schemes. This delivers on one of the contracts main purposes, to ensure the availability of alternative specialist resources to carry out works across the region.

West Yorkshire local authorities have considerable experience with the contract, with the Districts routinely using the framework to meet the procurement needs of the service with respect to the purchasing of equipment for new traffic signal projects together with their installation.

If there are any cost over-runs, the approach to how these are to be dealt with is outlined in **section 3.2.2.**

Element B (Cloud Based Combined UTC/UTMC system)

A procurement strategy has been developed but, as with any UTMC/UTC project, the list of suppliers for this bespoke area of works is limited. There are only a handful of suppliers for UTMC systems and only two approved suppliers for the UTC system. There is however greater choice and therefore more competition for the professional services and technical support that will be needed for their installation.

Professional Services and Technical Support

Where possible these services will be procured using the WYCA Framework for Specialist Services contract awarded in 2016 (for instance business case support). In addition to price, the award of these works packages will also consider the local knowledge of suppliers.

UTC and UTMC Systems

These systems will have to be procured and conform to the EEC OJEU notice regulations owing to the sums involved. As the required systems are bespoke, the intention is this will be procured through the Restricted Route. It is likely that one local authority (Wakefield) will procure the systems on behalf of all partners and the legalities of that procurement will also be undertaken by the same authority on behalf of all of the West Yorkshire Districts.

Early contractor involvement has taken place with the suppliers for both systems over the last 12 months and this culminated with a “Meet the Buyer” event attended by at least one representative from each local authority and numerous representatives from the suppliers.

The aim of the “Meet the Buyer” event was to:

- Inform suppliers of the vision for the new service and its systems;
- Share the same information with all suppliers and a consistent message from all providers;
- Allow detailed questioning by suppliers of the local authorities; and
- Allow suppliers to produce an indication of costs for this OBC and highlight their ability to offer innovation to the project.

These indicative costs and technical innovations will then be used to form the basis of the technical specifications for the full tender process, so as not to specify items that are undeliverable within the current timescales or budgets.

Table 3.1: Returns Summary – Element B*

	Over 5 Years			Over 10 Years	
	Low	High	OBC Assumption**	Low	High
UTC	£1.250m	£1.614m	£1.250m	£1.554m	£1.804m
UTMC	£0.553m	£1.142m	£0.533m	£0.683m	£1.242m

*excludes Bluetooth / Google and CCTV components of Element B

**excludes contingencies (at 15%) and inflation which are included within the Financial Case

Element C (Combined UTMC Service)

The precise approach to procurement of Element C is unknown at this stage. However, it will be undertaken using local authority guidance to ensure that it is robust. It is anticipated that the authority leading the development of the service will undertake the procurement following approval from the five local authorities.

3.2.2 Risk Allocation and Transfer

The scheme risks associated with the UTMC project have been considered and included within the risk register found in **Appendix G**. A further summary of the key project risks is provided at **section 6.3.3**. Where appropriate, the aim is to eliminate the risk, or prepare relevant mitigation measures to manage and reduce the impact of the risk. At this stage, the risks for the project sit with the Project Manager and/or Project Board but an owner has been allocated to each risk during the development of the risk register.

Following approval of the OBC, it is anticipated that a number of procurement activities will commence to support the delivery of Elements A and B. The general principle that will be adopted is that the risk should be managed by the party best able to manage them. As the project moves to delivery, aligned to many contracts led by West Yorkshire local authorities, it is likely that the majority of the delivery and financial risk will be transferred to the supplier at this point as the party most relevant to impact delivery.

For the project, it is envisaged that suppliers will be procured via the West Yorkshire UTMC Supply and Installation Contract for Element A – delivery of on-street SCOOT and MOVA improvements.

UTC and UTMC systems (Element B) will be procured to meet EEC OJEU notice regulations, potentially through a NEC3 contract.

The two procurement pathways will enable risks to be identified in the contractual arrangements. The procurement contracts will stipulate:

- Timescales for each process in the procurement strategy;
- Agreed mechanisms on measuring performance;
- Phased payments on signed off delivery of each phase;
- How changes to contract/compensation events will be dealt with;
- Penalties for non-performance;

- Retention of some of the contractual payment until final project sign off; and
- Agreed costs for additional works, which can only be authorised by the promoter.

The FBC will be submitted for Elements A and B following receipt of tender prices - further detail relating to risk allocation and transfer measures, particularly relating to the contract will be reported at this stage.

3.2.3 Statutory and Other Regulatory Consents

No consents are required for this project as all on-street works will be undertaken within the boundary of the highway.

4. Economic Case

The purpose of the Economic Case is to demonstrate the project offers value for money.

It is expected that any supporting documentation that summaries any work carried out to develop the Economic Case are referenced and attached as appendices.

For the Preferred Option Testing part of the Economic Case (Section 4.3), this has been split into two parts:

- Part 1 – **Non-Transport** schemes should complete this section
- Part 2 – **Transport** schemes should complete this section

Note – All sections should be reviewed and updated if this is the Full Business Case. A summary of any key changes and their implications on the business case should be included

4.1 Long List Options Testing

4.1.1 What Long List of Options has been considered?

Element A (On-street improvements to UTC equipment)

The long list of junctions were identified based on the following criteria:

- Sites that were located on the KRN;
- Ensuring there was no duplication of sites with NPIF or other schemes/programmes (see **Appendix J**);
- Local knowledge and evidence of issues and opportunities for the West Yorkshire highway network to target areas of the KRN experiencing congestion – this included consideration of average speed and delay – see **Appendix A**); and
- Selecting junctions that formed a corridor of improvements to maximise benefits without displacing issues to the next junction (see **Appendix I**).

Element B (Cloud Based Combined UTC/UTMC system)

There were two approaches for the joining of district UTC systems into one considered; this could be done physically with a server located at one of the authorities or it could be done virtually “in the cloud”.

As the existing provision varies between the West Yorkshire authorities, it was determined to use the highest quality specification for a local authority as the minimum standard and this was the provision in Leeds. In addition to this, technology has progressed and air quality management and monitoring, and asset management services are now available to be specified – these are to be included within the specification. West Yorkshire local authorities determined it appropriate to also open the specification up to any innovation opportunities identified by suppliers. The service across the local authorities would then be integrated to deliver consistent provision across West Yorkshire.

Element C (Combined UTMC Service)

Five options were considered viable for Element C; **Table 4.1** provides a description of these options.

Table 4.1: Long List of Options – Element C (Combined UTM Service)

Option	Option Name	Option Description
1	Do Nothing / Minimum	No change in the current organisation with four distinct district teams providing the service across the five local authorities.
2	Cloud Based Combined UTC/UTMC system	This would involve existing UTM teams remaining in their current location, but linked together within a virtual environment under common guidelines and standards. Each local authority would manage the network and operations within its own boundary. This is equivalent to delivering Element B (identified above), but was considered in scoping the full range of options for future service delivery arrangements.
3	Two Centre Operating Model	This would require the merging of authorities within two operational groups and the relocating of some UTM teams. These would be linked together within a virtual environment under common guidelines and standards.
4	One Centrally Located Team	This would require UTM teams to relocate to an existing or new central location acceptable to all parties; all personnel would be fully integrated within the new structure under a single management and operating regime. Consequently, all operations, design and maintenance would be undertaken from one location.
5	One West Yorkshire Control Centre, Districts Keep Functions	Establishment of a West Yorkshire wide UTC control centre but with the design services located within the four districts.

4.1.2 What Critical Success Factors (CSF)s have been used to evaluate the Long List of Options?

Table 4.2: Critical Success Factors – Element C

CSF	CSF Name	CSF Description
1	To facilitate economic growth and employment (<i>Objective 1</i>)	The facilitation of economic growth and employment will be influenced by the success of the objectives two to four as effective KRN and congestion management, with greater reliability, will provide greater confidence for businesses and commuters. Consequently, those options with greater integration are anticipated to have the larger impact on this objective.
2	To better manage congestion on the West Yorkshire KRN (<i>Objective 2</i>)	Options with greater integration will have the most considerable impact on this objective as the integration of design, operations and maintenance will be undertaken consistently across the districts.

3	To implement more effective management of the KRN within West Yorkshire, irrespective of boundaries and agencies (Objective 3)	Option 4 would have the greatest contribution to this objective as it removes the district boundaries and integrates services and staff to manage the KRN across West Yorkshire. Retaining a district function is likely to hinder coordinated and effective management of the KRN.
4	To deliver a more reliable highway network that supports users with information to inform travel choices (Objective 4)	Improving reliability is dependent on the collation of UTC data and appropriate response; this will be maximised with increased integration between the districts to provide a collective and consistent approach across West Yorkshire.
5	To reduce the adverse impacts of transport on local air quality (Objective 5)	Improvements to air quality are likely to occur following better management of congestion. Therefore, it is likely to be greater amongst the options with enhanced integration between districts.

4.1.3 How has the Long List of Options been appraised?

Element A (On-street improvements to UTC equipment)

There was no formal sifting to identify the sites for on-street improvements. This was undertaken by the UTMC manager for each district using their professional judgement on the conditions of the network.

Element B (Cloud Based Combined UTC/UTMC system)

The two options were practically assessed to identify which would be most suitable. Whilst options for procuring servers are still available from suppliers, advice from providers indicated that a 'cloud' based system was the most appropriate as the server-based approach is generally no longer implemented. This will be further considered as part of the Tender Specification and procurement process.

It is also noted that Element B will facilitate the delivery of a wider number of on-street improvements akin to Element A through the NPIF and WY+TF. The benefits for these schemes are captured as part of wider business cases; however, whilst not appraised as part of this business case it is important to emphasise the delivery of this element will enable such benefits to be maximised. The appraisal therefore acknowledges this aspect qualitatively.

Element C (Combined UTMC Service)

An appraisal framework based on the DfT Early Assessment and Sifting Tool (EAST) was used to inform an assessment of the options to provide a qualitative analysis of potential UTMC service in West Yorkshire. The five options were assessed in relation to criteria identified under the five component cases of a business case with Option 2, 3 and 4 being the highest scorers. The options were also assessed against the scheme objectives and those options with greater integration performed more strongly. This assessment provides similar results to the business case assessment.

4.2 Short List Options Testing

4.2.1 What is the Short List of Options?

Element A (On-street improvements to UTC equipment)

The list of junctions proposed for on-street improvements was presented in **Figure 1.1**. The long list was refined based on budget constraints. Further junctions/corridors are available across the local authorities and subject to budget, could be brought forward for delivery (reserve list of sites).

Element B (Cloud Based Combined UTC/UTMC system)

This will deliver cloud based UTC / UTMC systems as the first phase; it will allow the majority of the systems and infrastructure to be put in place, including:

- A new Cloud based UTC system to control the 1,600 sets of traffic signals in West Yorkshire;
- A new Cloud based UTMC system to control the non-business critical systems such as Variable Message Signs (VMS), Car Park Guidance Systems, Journey Time Information, Pollution Monitoring, CCTV Integration, Fault Reporting; and
- The telecommunications systems to deliver the above.

This element would deliver some of the project benefits early, but would not deliver the benefits that would result from the combined UTMC service.

Element C (Combined UTMC Service)

Option 1: Do Nothing / Minimum

This option is not considered to be viable owing to the following problems in West Yorkshire:

- Duplication of equipment;
- Some equipment is expected to become obsolete very quickly;
- Duplication of staff and resources (some functions duplicated in each district);
- Additional revenue costs due to duplication of equipment and staff; and
- Problems with recruitment and retention of staff.

Option 2: Cloud Based Combined UTC/UTMC system

The Virtual Environment would form the foundation of the project and allow some of the benefits to be delivered early in the project. This option allows all the new systems and infrastructure to be procured and utilised. Existing staff would remain in their current locations and gain all the benefits of the new UTC and UTMC systems. In summary, it allows some of the core objectives to be delivered, but not all.

Option 4: One Centrally Located Team

This relocates all existing staff to one single location operating under common governance rules with the same service levels across all five West Yorkshire local authorities. It procures all the new systems and infrastructure to deliver this service. In summary, it will achieve all of the core objectives and all of the benefits outlined in this business case could be realised.

Ideally, all of the benefits would be delivered in one continuous programme with the direction of the scheme fully mapped out. Owing to the difficulties in determining location and governance, the Project Board has agreed to phase this project, with the delivery of Element C following Elements A and B.

Table 4.3: Short List of Options – Element C

Note: political agreement still to be sought/agreed for Element C

Option	Option Name	Option Description
1	Do Nothing / Minimum	Retain the status quo.
2	Cloud Based Combined UTC/UTMC system	This option allows all staff to work in a virtual environment with Option 4 delivered as and when decisions are made on location and governance. Although less ambitious, this would allow the project to progress initially. This is equivalent to Element B (identified above).
4	One Centrally Located Team	This option is the preferred option to deliver all the benefits; it locates all staff in one location under one central governance regime.

4.2.2 How has the Short List of Options been appraised?

Elements A and B – A single option has been identified within the short list of options for each element. The appraisal approach is set out within the ASR in **Appendix B**.

Element C - Confirmation of the proposed location and host of the service and detail underpinning the short list of options is required to appraise the options fully. A qualitative approach to Element C is included within this OBC.

4.2.3 How does the Scheme contribute to the SEP Headline Indicators ([access the Plan here](#))?

Section 2.1.2 highlighted the alignment with the Leeds City Region SEP, particularly the ‘Infrastructure for Growth’ priority.

In 2018, WYCA modelled Element A through the Urban Dynamic Model (UDM) - this resulted in a programme annual net GVA for West Yorkshire of **+£2.8m** (2009 prices) and **28** West Yorkshire jobs unlocked in a reporting year of 2031, compared to the Do-Minimum. This equates to a GVA per £ ratio of 2.44 to 1 (2010 prices, 10 year appraisal, discounted).

Journey time savings were calculated for the AM, IP and PM peak based on Trafficmaster data for defined routes. Delay at junctions was captured as the difference between the overnight period and the peak period. A 12% reduction in delay or SCOOT or 13% delay saving for MOVA upgrades was calculated at particular junctions to identify the journey time saving. The AM peak journey time saving percentages were used to align with the UDM which is an AM peak model. The journey time savings were attributed to the relevant route links. This provides a more robust approach than that used in 2014 which applied a 5% reduction in car generalised time across West Yorkshire.

It is also important to note the delivery of Element B is a pre-requisite for the wider delivery of WY+TF and NPIF schemes across West Yorkshire. The systems and capabilities delivered through the new cloud based UTMC and UTC software will enable the delivery of wider on-street improvements supporting the delivery of further GVA benefits for West Yorkshire.

Table 4.4: Summary of Contributions to SEP Headline Indicators

Headline Indicator	Element A		Element B		Element C	
	Direct	Indirect	Direct	Indirect	Direct	Indirect
Growth and Productivity: Total economic output: annual GVA) (2009 prices)	-	£2.8m	-	-	-	-
Growth and Productivity: Jobs unlocked (2031)	-	28	-	-	-	-

4.3 Preferred Option Testing

Part 2: Appraisal of Transport Schemes

4.3.1 What methodologies have been used for modelling and appraisal of the scheme?

Elements A and B have been appraised individually in order to demonstrate the benefit to cost ratio (BCR) of each element. Element C will require further consideration at FBC stage. The programme has then also been appraised at the aggregate level. Within this, Element C includes the costs without benefits. A detailed Appraisal Specification Report (ASR) was prepared and is included in **Appendix B**. The appraisal methodology was undertaken in accordance with the requirements of the WYCA Portfolio Management Office assurance framework.

4.3.2 What transport model(s) have been used for the scheme appraisal?

The appraisal of Element A has utilised the transport models for each district to understand traffic flows (Leeds, Bradford, Wakefield, Calderdale and Kirklees). These models are used by the local authorities to assess schemes and are comprised of highway and public transport assignment models. The ASR (**Appendix B**) provides further information regarding these models.

The appraisal of Elements B and C do not require the use of transport models. Element B monetises cost savings resulting from reduced response time from the police and emergency services to accidents. This has been undertaken using existing data available as well as qualitative commentary of the reliability benefits. Similarly, the appraisal of Element C includes a qualitative description and financial savings which are presented in the Financial Case only and do not require modelling.

4.3.3 What forecasting methodologies have been used for the scheme appraisal?

The appraisal of Element A has utilised the NTEM dataset 7.2 to forecast growth to account for the uplift in demand from the base year within the transport models to 2020. NTEM data has been reviewed by district to ensure the uplift factor for the proposed routes is most appropriate. In addition to a 2020 opening year scenario, a 2030 future year has also been forecast using traffic growth identified in NTEM dataset 7.2 with the growth for years between 2020 and 2030 interpolated accordingly.

4.3.4 How has the impact of the scheme on travel demand and behaviour been incorporated?

The scheme is not anticipated to result in any additional demand on the highway network. Whilst the journey time savings may result in some reassignment of traffic to benefit from a quicker and more reliable journey, at OBC stage this has not been included within the appraisal as it was felt to be negligible on the overall results.

4.3.5 What methodologies have been used to calculate the **Monetised Benefits**?

The approach to determining the monetised benefits of the scheme was developed in line with WebTAG guidance, principles and values. The key appraisal assumptions applied to all monetised benefits were:

- Appraisal period of ten years to reflect the typical lifespan of the asset and small scale nature of the scheme;
- Full scheme open in 2020 with no phased implementation (see **Figure 6.1** for practical programme);
- Discounting to 2010 values; and
- Tax correction factor of 1.19 applied.

Further detail on the specific approach for monetising benefits of each element is provided below. It is important to note additional benefits have been presented qualitatively within the appraisal.

Element A (On-street improvements to UTC equipment)

The benefits associated with Element A primarily relating to the reduction in delays. The resulting public accounts impact has also been captured within the appraisal.

Reduction in Delays and Localised Congestion

To assess the reduction in delays due to SCOOT/MOVA being implemented at junctions in West Yorkshire, information on the current levels of delay and traffic flows at the proposed junctions to be upgraded was obtained from Trafficmaster data and the transport models respectively. This data has been analysed for the following time periods: AM peak (07:00-10:00), inter peak (10:00-16:00), PM peak (16:00-19:00) and overnight (19:00-07:00).

The transport models provide average traffic flow per hour and this was converted to the time periods using a factor of 2.8 for the AM and PM peaks and 6 for the inter peak. These factors were taken from recent West Yorkshire NPIF bids based on peak profiling. To annualise demand, a factor of 253 was applied to ensure the assessment takes into account the total number of working days per year.

The assumed reductions in delays were as follows:

- A 12% reduction in junction delays as a result of the implementation of SCOOT was assumed based on SCOOT Advice Leaflet (Traffic Advisory Leaflet 7/99) and previous studies.
- A 5% reduction in bus delays as a result of the implementation of SCOOT was assumed based on SCOOT Advice Leaflet (Traffic Advisory Leaflet 8/00) and previous studies.
- A 13% reduction in junction delay as a result of the implementation of MOVA was assumed based on MOVA Advice Leaflet (Traffic Advisory Leaflet 3/97).

For those corridors with both SCOOT AND MOVA upgrades, the benefits for MOVA were applied only.

The appraisal does not include the following benefits (conservative approach):

- Weekend benefits;
- Overnight benefits (between 7pm and 7am);
- Benefits on side roads (Trafficmaster data extracted for the main route only); and
- Junctions with limited data within Trafficmaster reported as 0 delay (i.e. no delay).

Public Accounts Impacts

The appraisal has also captured the reduction in Government revenues from duty and VAT on fuel as a result of the reduction in fuel consumption owing to the reduction in queuing from accidents due to better coordination of traffic flows on the KRN.

Element B (Cloud Based Combined UTC/UTMC system)

It is challenging to quantify the benefits of a joint traffic management system between the five local authorities. The appraisal has monetised benefits associated with the reduced response time to accidents.

Reduced Costs for Accidents

Interim Advice Note 190/12 assumes a 2% accident savings due to the implementation of CCTV and VMS. Element B joins existing CCTV and VMS systems so a 2% benefit saving has been applied to reflect the improved coordination of cameras and response time to accidents (rather than implementation of new CCTV and VMS).

The saving has been applied to an assumed annual accident rate. This rate has been inferred from casualty statistics of all West Yorkshire A roads between 2012 and 2016 and DfT road length statistics. The 2.0% has been applied only to the medical and ambulance and police proportion of the accident cost (as per WebTAG Table A4.1.3) to reflect likely benefits in response time through the joined up approach to CCTV and accident response across West Yorkshire local authority boundaries.

Element C (Combined UTMC Service)

Whilst it is anticipated that this element will result in efficiencies, these benefits have not been monetised within the appraisal to date as work is still required to develop the proposal. Key decisions are required regarding the host of the service and location in order to clarify the benefits and costs. For the purposes of the OBC, a conservative approach has been taken - a cost allowance of £1m has been included in the overall project appraisal but no benefits have been captured.

4.3.6 What methodologies has been used to calculate Monetised Costs?

Capital Costs

Estimated capital costs for each element were prepared by the Project Manager:

- **Element A: On-street improvements to UTC equipment (£4.12m):** The Traffic Signal Supply and Installation Contract informed this cost and it is based on 2017 rates. The cost includes contingency of 15%. With the scheme to be delivered in 2018/19, just one year of inflation has been applied (3.76%).
- **Element B: Cloud Based Combined UTC/UTMC system (£2.32m):** Following soft market testing exercise, potential suppliers provided non-contractual costs for the provision of a new UTMC system, a new UTC system, journey time monitoring via Bluetooth and google, and integration of CCTV across West Yorkshire. These costs have informed this element. This included 15% contingency and one year of inflation (3.76%) using 2017 rates. The capital costs rates for the UTMC and UTC systems are provided for five years – for the appraisal this has been factored up to ten years based on rates provided through soft market testing.
- **Element C: Combined UTMC Service (£1m):** An allocation of £1m has been identified for Element C to cover a new combined UTMC control centre. At this stage, a detailed breakdown of these costs is not available - this will require formal approval of the joint location.

Ongoing Costs

Ongoing maintenance costs have been prepared for the 10 year appraisal period. These costs include accommodation, field equipment, staffing and monitoring and evaluation. No additional operational costs have been identified.

Treatment of Costs

Within the appraisal, the costs have been treated as follows:

- Real price increases in capital costs, are assumed at 1.5% per annum;
- WebTAG discount rate applied (3.5%);
- Tax Correction Factor of 1.19 applied in line with WebTAG; and
- All costs discounted to 2010 prices and values (WebTAG A1.1).

Optimism Bias

As the capital costs are based on contractor prices identified through early market engagement, 15% optimism bias has been applied to all elements of the project (in addition to the contingency allowance). This is consistent with a project within Stage 2 of a Transport Project (WebTAG A1.2) as well as other SCOOT schemes submitted by Bradford and Leeds through the NPIF. The rationale for identifying a 15% optimism bias is:

- Element A works are estimated using rates from the West Yorkshire Traffic Signal Supply and Installation contract, therefore providing a high degree of certainty for scheme costs;
- West Yorkshire undertook early market engagement with suppliers for the UTMC and UTC systems in 2017. Whilst it was acknowledged there would be a formal procurement following the approval of the OBC, and that suppliers would not be held to the costs provided in these initial discussions, it is considered this early engagement ensures a higher level of certainty for costs;
- As there are a limited number of suppliers in the market for the systems to be procured, the early market engagement covered all potential suppliers; and

- The systems to be delivered are standard software packages which are tried and tested across the country. In fact, the West Yorkshire local authorities in some capacity already deploy these systems.

4.3.7 How is uncertainty in the appraisal dealt with?

Sensitivity tests have been undertaken to consider the impact of increases to the scheme costs or reductions in benefits on the BCR and VfM. In total, six sensitivity tests have been undertaken including:

- **Sensitivity Test 1:** Plus/minus 25% of the present value benefits;
- **Sensitivity Test 2:** Plus/minus 25% of the present value costs;
- **Sensitivity Test 3:** A small level of scheme renewals costs will be assumed, to account for the replacement of corridor infrastructure at regular intervals throughout the appraisal period every five years at 5% of Capital Costs and every ten years at 10% of Capital Costs. An Annual Maintenance cost of 1% of Capital Costs will be applied with real price increases of 1% until 2031;
- **Sensitivity Tests 4 and 5:** Low and High Growth scenarios - standard changes in demand will be undertaken in line with WebTAG guidance (M4 Forecasting and Uncertainty); and
- **Sensitivity Test 6:** 44% optimism bias is proposed to be undertaken to cover potential risk to the derivation of benefits. The core appraisal includes 15% optimism bias.

The ASR presents the methodology for these sensitivity tests and **Table 4.5** summarises the resulting impacts.

The sensitivity results highlight in all cases, the BCR for the programme remains above 1.0.

Table 4.5: Sensitivity Tests			
Test 1: Benefits	-25% PVB	Core	+25% PVB
PVB	£9,807	£13,076	£16,345
PVC	£7,355	£7,355	£7,355
NPV	£2,452	£5,721	£8,990
BCR	1.33	1.78	2.22
Test 2: Costs	-25% PVC	Core	+25% PVC
PVB	£13,076	£13,076	£13,076
PVC	£5,516	£7,355	£9,194
NPV	£7,560	£5,721	£3,882
BCR	2.37	1.78	1.42
Test 3: Renewals / Maintenance	Core	Test 3	
PVB	£13,076	£13,076	
PVC	£7,355	£8,770	
NPV	£5,721	£4,306	
BCR	1.78	1.49	
Test 4: High Growth	Core	Test 4	
PVB	£13,076	£12,385	
PVC	£7,355	£7,355	
NPV	£5,721	£5,030	
BCR	1.78	1.68	
Test 5: Low Growth	Core	Test 5	
PVB	£13,076	£13,766	
PVC	£7,355	£7,355	
NPV	£5,721	£6,411	
BCR	1.78	1.87	
Test 6: Optimism Bias (44%)	Core	Test 6	
PVB	£13,076	£13,076	
PVC	£7,355	£9,210	
NPV	£5,721	£3,866	
BCR	1.78	1.42	

4.3.8 Are there any Wider Scheme Benefits?

In 2018, WYCA ran Element A through the Urban Dynamic Model (UDM), resulting in a programme annual GVA for West Yorkshire of **+£2.8m** (2009 prices) and **28** West Yorkshire jobs unlocked in a reporting year of 2031, compared to the Do-Minimum – see **section 4.2.3**. This equates to a GVA per £ ratio of 2.44 to 1 (2010 prices, 10 year appraisal, discounted).

4.3.9 Are there any Low Carbon and Environmental Scheme Benefits?

Element A is expected to have environmental benefits due to the scheme contributing to the improved management of congestion, including the potential to reduce the stop-start nature of traffic. These benefits have not been monetised within the appraisal but a qualitative assessment is provided in **Table 4.7**. This highlights a negligible impact for most aspects with a slight positive impact anticipated for air quality and greenhouse gases.

Energy usage on an asset-by-asset basis was compiled and then savings were attributed where upgrades propose to shift toward LED. Local authorities buy energy from suppliers, which for the vast majority of installations is unmetered just as street lighting is. As part of this, local authorities declare estimated usage each month to suppliers. This is done by using the codes and switching regimes set by OFGEM and the charge codes set out in the excel MDD 263 v1.

Kirklees currently pay 10.5p per Kwh for energy but the trend is every increasing upwards so the savings are based on that cost with no inflation to cover the 15 years life span of the signals.

These benefits have not been monetised within the appraisal but anticipated CO₂ savings are reported in **Table 4.6** across three of the West Yorkshire local authorities (Wakefield, Calderdale and Leeds). For Bradford and Kirklees, there will no energy savings as the junctions already include LED and the asset is in a better condition than the other local authority areas. A detailed example for A650 Tingley Common Electricity Consumption is provided in **Appendix K** and sets out the approach used to calculate the energy savings reported below.

Table 4.6: Energy Savings – Element A

District	Route	Costs / Kwh	Savings per year	CO ₂ savings
Wakefield	A636 Denby Dale Road	10p	£1.7k per year	9 tonnes per year
	A642 Aberford Road	10p	£2.4k per year	11 tonnes per year
	A61 Barnsley Road	10p	£0.9k per year	5 tonnes per year
	Various Puffins	10p	£1.3k per year	7 tonnes per year
	MOVA Whitwood	10p	£0.5k per year	2.4 tonnes per year
Calderdale	A58 Kings Cross, Halifax	10p	£3.4k per year	17 tonnes per year
Leeds	A650 Tingley To Gildersome	10p	£7k per year	35 tonnes per year
	M62 J28 to A6110	10p	£8K per year	40 tonnes per year

Table 4.7: Environmental Appraisal Summary – Element A

Impact	Summary of Key Impacts	7 Point Scale
1. Noise	Whilst likely to be very minor, localised impacts on noise associated with changing traffic flows and stop-start traffic, this is not anticipated to be sufficient enough to be included.	None / negligible impact
2. Air quality	The scheme aims to better manage congestion and vehicular traffic is a notable contributor to local air quality. Changes to traffic flows are anticipated to have a slight positive impact as stop-start traffic is reduced along the corridors.	Slight positive
3. Greenhouse gases	Changes in traffic speeds and/or volumes have an impact on greenhouse gas emissions. The on-site improvements at selected junctions (Element A) seek to ease congestion so are expected to have a slight positive impact.	Slight positive
4. Landscape	Element A will be delivered within the existing highway land so there is unlikely to be any landscape impact. Elements B and C will have no impact on landscape.	None / negligible impact
5. Townscape	Element A will be delivered within the existing highway land so there is unlikely to be any townscape impact. Elements B and C will have no impact on townscape.	None / negligible impact
6. Heritage	Element A will be delivered within the existing highway land so there is unlikely to be any heritage impact. Elements B and C will have no impact on heritage.	None / negligible impact
7. Biodiversity	Element A will be delivered within the existing highway land so there is unlikely to be any biodiversity impact. Elements B and C will have no impact on biodiversity.	None / negligible impact
8. Water environment	Element A will be delivered within the existing highway land so there is unlikely to be any impact on the water environment. Elements B and C will have no impact on the water environment.	None / negligible impact

4.3.10 How the scheme impacts across different social groups?

In preparing the ASR, DfT's screening proforma was completed to consider the impact of the primary appraisal of distributional impacts. The screening process determined that distributional impacts are not deemed necessary to form part of the appraisal approach. The scale of impact is not considered to have a significant impact on the distributional sub-impact criteria. The completed screening proforma can be found in **section 5.4** of the ASR.

Table 4.8: Social and Distributional Analysis

Item	Expected Impacts
1. User Benefits	Delay savings attributed to the upgrades of junctions and puffins to MOVA and SCOOT (included within appraisal of Element A).
2. Noise	Not applicable as impact too small to be considered.
3. Air Quality	Improvements in air quality across towns and cities due to better coordination of traffic flows on the KRN. It is noted that there may be positive and negative benefits for individual areas across West Yorkshire, for example, less stop-start behaviour may be more beneficial but this may relate to movement of air quality issues to alternative locations.
4. Accidents	Accident benefits associated with response times and efficiency in terms of how the UTC can respond were assessed for Element B. It is important to clarify the scheme is not directly linked to accident reductions but the reduction in overall cost of incidents owing to improved response times.
5. Security	A number of users are expected to benefit from increased formal surveillance and greater integration of surveillance across West Yorkshire.
6. Severance	Upgrade of puffins to SCOOT may impact severance, for example, where locations are adjacent to key services and educational institutions.
7. Accessibility	Not applicable as impact too small to be considered.
8. Affordability	Reduced congestion should have a positive impact on vehicle operating costs such as reduced stop-start behaviour. There will be no changes to public transport fares, parking costs and road user charges.

4.3.11 What are the summary results from the appraisal of the scheme?

Appraisal Summary Table

A completed Appraisal Summary Table is provided in **Appendix C** for the whole programme. This highlights the core benefits are anticipated to be a result of the journey time savings and benefits to those travelling on the highway network.

Transport Economic Efficiency Table

A completed Transport Economic Efficiency Table is provided in **Appendix D** for each element and the overall programme.

Business impacts account for approximately 13% of the present Value benefits. Present value benefits are reported at £11.4m for all modes.

Analysis of Monetised Costs and Benefits Table

A completed Analysis of Monetised Costs and Benefits Table is provided in **Appendix E** for the overall project. The BCR for each element is provided in **Table 4.9**. A summary of the benefit to cost ratio and value for money presented in the AMCB is included in **section 4.3.12**.

Public Accounts Table

A completed Public Accounts Table is provided in **Appendix F** for each element and the overall programme. The PA Table highlights 100% of the investment costs are to be provided through the WY+TF.

4.3.12 What is the Value for Money position?

The three elements of the scheme have been appraised at a programme level and at an individual element level to demonstrate the BCR and VfM. The programme (including Elements A, B and C) has a **Medium** VfM proposition with a BCR of **1.78**.

Element A accounts for approximately 90% of the total monetised benefits reported for the programme. At an individual element level, **Element A has a high VfM with a BCR of 3.0**.

At OBC stage, monetised benefits for Element B are constrained to 2% of the medical and ambulance and police costs attributed to accidents in West Yorkshire on the KRN; while no monetised benefits are reported for Element C. The VfM assessment for the programme overall is therefore considered conservative with a number of additional benefits that have not been quantified.

Element B will facilitate the other West Yorkshire schemes e.g. NPIF schemes (upgrades proposed in Bradford and Leeds). This element is complementary and enables the benefits on these corridors to be delivered and maximised.

At FBC stage, there will be opportunity to monetise financial cost savings attributed to Element C. Much of this will be driven by the fact that fewer staff will be required in total to undertake day-to-day duties relating to the operation and management of the network. Whilst no overall reduction is proposed, the combined UTM service will enable staff to be re-deployed from revenue related services to more fee earning work (e.g. transport fund scheme development). There will also be savings relating to reducing duplication of systems and software licences. Monetising these savings is anticipated to provide an uplift in the overall programme BCR and VfM.

As indicated previously, it is anticipated that a FBC for Elements A and B will be brought forward for June 2018 with a FBC for Element C to be prepared in the later part of 2018. **For Elements A and B combined, the VfM is identified as high (2.03).**

Table 4.9: Value for Money Assessment

Corridor	Element A	Element B	Element C	Element A and B only	Programme Element A,B,C
Present Value of Benefits (PVB)	£11,464	£1,612	£0	£13,076	£13,076
Present Value of Costs (PVC)	£3,821	£2,626	£908	£6,447	£7,355
Net Present Value (NPV)	£7,643	-£1,014	-£908	£6,629	£5,721
Benefit to Cost Ratio (BCR)	3.00	0.61	0.00	2.03	1.78
Value for Money (VfM) Category	High	Poor	-	High	Medium

Table 4.10: Net Additional GVA Assessment

		Preferred
Total GVA without investment (£k)	D	£269,220,460
Total GVA with investment (£k)	E	£269,238,423
Net Additional GVA (£k)	E-D	£17,962
Investment cost (£k)	F	£7,355
Net GVA per £ investment	(E-D)/F	2.44

Notes: (2010 prices, 10 year appraisal, discounted)

PVC includes optimism bias, real price increases, discounting, market price adjustment

It should be noted that the GVA assessment above includes adjustments for optimism bias, real price increases and market prices adjustment for compliance with WebTAG. If these elements are not included the net GVA per £ investment increases to **3.51**.

4.3.13 Preferred Option Selection and Justification

Element A (On-street improvements to UTC equipment)

It is proposed that all of the locations identified for on-street improvements are taken forward for delivery – these are identified in **Figure 1.1** and **Appendix I**. This represents a short list based on prioritisation work undertaken by each local authority. The cost benefit analysis demonstrates that this generates a BCR of 3 to 1, which represents high value for money. Further junctions/corridors could be brought forward if the project comes in under budget – a reserve list of sites has been prepared.

Element B (Cloud Based Combined UTC/UTMC system)

As identified above, there are limited options in delivering a combined UTC/UTMC system for West Yorkshire as new systems are typically cloud based. This element of the project will deliver the following:

- A new cloud based UTC system to control the 1,600 sets of traffic signals in West Yorkshire;
- A new cloud based UTMC system to control the non-business critical systems such as Variable Message Signs (VMS), Car Park Guidance Systems, Journey Time Information, Pollution Monitoring, CCTV Integration, Fault Reporting; and
- The telecommunications systems to deliver the above.

Element C (Combined UTMC Service)

The preferred option is to provide a combined UTMC service for West Yorkshire in a single location. This would relocate all existing staff to one site under common governance rules with the same service levels across all five West Yorkshire local authorities. It will achieve all of the core objectives and all of the benefits outlined in this business case could be realised. This option will be particularly beneficial in terms of delivering an integrated approach to managing the network across West Yorkshire and in providing capacity to deliver key WY+TF projects. As part of the FBC, further work is required to determine the host and location of the new service, in addition to the changes in the operating costs that will result relative to the existing position.

5. Financial Case

The purpose of the Financial Case is to demonstrate that the preferred option is affordable and has the necessary funding. This should include the capital and on-going revenue costs and impacts.

Note – All sections should be reviewed and updated if this is the Full Business Case. A summary of any key changes and their implications on the business case should be included.

5.1 Capital Costs

5.1.1 What is the total project outturn capital cost?

Table 5.1 presents the breakdown of capital costs by element. The table highlights a cost of **£7.49m**. The cost variation against the initial indicative allocation of £7.3m (at Expression of Interest Stage) relates to uplift in the costs for inflation (i.e. approximately £120k for Element A and £70k for Element B).

Table 5.1: Breakdown of Project Outturn Costs

	Total Project Outturn Costs (£m)	Brief Description	% of total costs
Element A	4.12	Total Cost inc Contingency	55%
<i>Bradford</i>	0.54	<i>Cost for Bradford inc inflation</i>	7%
<i>Calderdale</i>	0.30	<i>Cost for Calderdale inc inflation</i>	4%
<i>Kirklees</i>	0.51	<i>Cost for Kirklees inc inflation</i>	7%
<i>Leeds</i>	1.29	<i>Cost for Leeds inc inflation</i>	17%
<i>Wakefield</i>	0.65	<i>Cost for Wakefield inc inflation</i>	9%
<i>Design and Supervision</i>	0.33	<i>Set at 10% of district costs</i>	4%
<i>Contingency</i>	0.49	<i>Set at 15% of district costs</i>	7%
Element B	2.32	Total Cost inc Contingency	31%
<i>UTC + 5 years hosting</i>	1.30	<i>Inc inflation</i>	17%
<i>UTMC + 5 years hosting</i>	0.55	<i>Inc inflation</i>	7%
<i>Bluetooth / Google</i>	0.12	<i>Inc inflation</i>	2%
<i>CCTV</i>	0.05	<i>Inc inflation</i>	1%
<i>Contingency</i>	0.29	<i>Set at 15% of base costs</i>	4%
Element C	1.00	Indicative Allocation	13%

Summary			
Element A	4.12	Total Cost inc Contingency	55%
Element B	2.32	Total Cost inc Contingency	31%
Element C	1.00	Indicative Allocation	13%
Monitoring and Evaluation	0.05		1%
Total	7.49		100%

N.B. Costs presented in 2017 values.

5.2 Funding Profile					
5.2.1 What is the cash flow and funding profile for the project?					
Table 5.2: Cash Flow and Funding Profile					
	WYCA funds (£m)	Applicants' funds (£m)	Other public sector (£m)	Other private sector (£m)	Total Cost (£m)
Year 1 2016/17	0.058	-	-	-	0.058
Year 2 2017/18	0.111	-	-	-	0.111
Year 3 2018/19	6.271	-	-	-	6.271
Year 4 2019/20	-	-	-	-	-
Year 5 2020/21	1.000	-	-	-	1.000
Future	0.050	-	-	-	0.050
Total (£m)	7.490	-	-	-	7.490

5.3 Revenue Costs

5.3.1 Are there any revenue, on-going/operational costs associated with the project?

Element A (On-street improvements to UTC equipment)

It is assumed that there will be no additional operating costs associated with the on-street improvement works at junctions.

Element B (Cloud Based Combined UTC/UTMC system)

The capitalised costs in the funding requirement for this business case include hosting costs for five years. Ongoing hosting costs will need to be met beyond the first five years. It is anticipated that following the initial five year period, the local authorities would cover the ongoing/operational costs as they do at present for their own services. Following the meet the buyer event, suppliers were asked to provide costs for hosting the service for ten years as well as five years – the costs for hosting for an additional five years were approximately £525,000 higher. As the scheme appraisal covers a ten year period, the appraisal (reported in the Economic Case) includes ongoing costs over a ten year period.

Element C (Combined UTMC Service)

The current total expenditure for all of the UTC services is £4,105,003 per annum. The services generate income of £1,474,898 per annum, resulting in a net cost of £2,630,105 per annum. The costs of the new combined service, including the ongoing costs are still to be determined as these are dependent on the host and location. It is anticipated that there will be the consolidation of teams from four sites to one site and this will have savings with regards to ongoing costs. In addition, fewer staff will be required in total to undertake the day-to-day duties relating to the operation and management of the network. Whilst no overall reduction in staff is proposed, the combined UTMC service will enable staff to be re-deployed from revenue related activities to more fee earning work (e.g. transport fund scheme development). There will also be savings relating to reducing duplication of systems and software licences.

5.4 Funding Source

5.4.1 What other funding sources are there within the project?

There is no other funding source except the WY+TF.

Table 5.3: Funding Source

Funding Source	(£xm)	Current status (secured, pending, applied for)
WY+TF	7.490	Applied for (OBC)
Total (£m)	7.490	

5.4.2 What are the main financial risks and how will they be managed?

The key financial risks are as follows:

- **Lack of funding:** The project is wholly reliant on the WY+TF.
- **Capital cost overruns:** Whilst the capital costs have been informed by a market engagement event, there remains a risk that these costs could be greater than anticipated. The lack of competition can exacerbate the risk of capital cost overruns.
- **Additional ongoing costs:** No additional ongoing costs have been included within the core appraisal but there is a risk that additional costs will be identified. Hosting costs are included within the ten year appraisal period.
- **Cost certainty:** Element C requires further definition relating to the proposed location and arrangements to confirm costs.
- **Apportionment of costs:** A decision is required as to how the costs for the new service are to be apportioned between the Districts (for instance, vehicle kilometres versus asset size etc.).
- **Agreements:** An agreement between all five local authorities will be required in advance of implementation with regard to the sharing of liabilities which is to be equally distributed to ensure the host wouldn't be impacted unfairly from a financial perspective.

5.4.3 How will cost overruns be dealt with?

The Project Manager will be responsible for managing the budget on a day-to-day basis, with the SRO accountable to WYCA. Given the experience of each local authority in delivering SCOOT and MOVA upgrades on the network via the West Yorkshire UTM Supply and Installation Contract (Element A), and the level of market testing that has been undertaken from the UTM and UTC systems (Element B), there is confidence that the costs will not significantly exceed those presented in this OBC.

Should a cost overrun occur, the following four-tiered approach would be utilised by the project team:

- **Level 1:** In the first instance, the project team will be responsible for the management of the project, including scope and budget, to ensure the project is delivered within budget, and where possible mitigation measures will be deployed to avoid impacts of cost overruns;
- **Level 2:** Engagement with WYCA regarding the potential cost overruns in advance of incurring costs. This may include consideration of whether appropriate mechanisms for over expenditure may be considered as part of the WY+TF programme;
- **Level 3:** Engagement between the five West Yorkshire local authorities to ascertain whether cost overruns can be accommodated within existing District capital budgets. If so, determine an appropriate apportionment of the cost overruns between the local authorities. This may depend on the individual element where the cost overrun is experienced; and
- **Level 4:** Consider the potential to de-scope elements of the project to bring the costs within the approved capital spend profile. It is likely that this would relate to Element A and a potential reduction in the number of SCOOT and MOVA junction upgrades to be delivered. In the event this occurs, engagement with WYCA would be undertaken.

The levels available for each element will vary and should be considered on a case-by-case basis. For instance, with regard to Element C, level 4 will not be applicable as Elements A and B will already be contracted by this point.

5.4.3 Does the project offer any potential to generate a commercial return to pay back the WYCA funding?

There is no potential to generate a commercial return.

5.4.4 Has the project considered any State Aid implications?

There are no state aid implications.

5.4.5 Is the WYCA funding a loan? **Only complete this section if applying for a loan from WYCA.**

Not applicable.

When will the loan repayments start?

Not applicable.

When will the final loan payment be made?

Not applicable.

6. Management Case

The purpose of the Management Case is to demonstrate that the preferred option is capable of being delivered successfully, in accordance with recognised best practice.

Note – All sections should be reviewed and updated if this is the Full Business Case. A summary of any key changes and their implications on the business case should be included.

6.1 Deliverability

6.1.1 How will the delivery of the project be managed?

The project is being delivered by Kirklees Council on behalf of all five West Yorkshire authorities using the PRINCE2 principles of project management. There are several key members of the project team and their roles and responsibilities are listed below.

Project Board

The purpose and role of the project board is to determine the strategic development and delivery of the project. It will also make recommendations to the WY+TF Investment Committee and act as a conduit to each of the five West Yorkshire local authorities.

The aims of the project board are to:

- Make executive decisions regarding the development and delivery of the project;
- Ensure the aspirations of the West Yorkshire districts and the WYCA are fully achieved;
- Identify and allocate appropriate resources to ensure the timely delivery of the project;
- Provide a formal structure for coordinating the project on behalf of the WY+TF; and
- Act as a conduit between the board and each local authorities senior officers and elected members.

It is expected that the following people, or their nominated substitutes, will form the Project Board:

- Kate Thompson – Chair and WYCA;
- Julian Jackson – City of Bradford Metropolitan District Council;
- Richard Hadfield – Kirklees Council (also Project Executive);
- Gary Bartlett – Leeds City Council;
- Graham West – City of Wakefield; and
- David Caborn – Kirklees Council (also Project Manager).

The board will be expanded to other partners as progress to Element C progresses, these partners are still to be identified but may include representatives from legal, communications and human resources.

Board meetings will be held at the regular monthly CHOs meeting unless additional meetings are advised. Regular updates will be supplied by the Project Manager in advance of the board meeting and a record of all meetings, decisions and actions will be stored in the WYCA Accellion database. Decisions made by the Project Board will be on the majority of members attending. Should the need arise, board members may be contacted between meetings for advice.

Project Executive

The purpose and role of the Project Executive is the day-to-day responsibility for the development

and strategy of the project on behalf of the Project Board. They will convey the direction set by the board and offer advice and direction should it be required.

The Project Executive/Senior Responsible Officer is currently Richard Hadfield (Kirklees Council).

Project Manager

The purpose and role of the Project Manager is to deliver the project on programme on budget and to support the Project Board and Project Executive. The Project Manager represents all UTMCManagers to the Project Board and vice versa.

The Project Manager is David Caborn (Kirklees Council).

Project Assurance

The purpose and role of Project Assurance is to provide independent monitoring of performance and to ensure the WY+TF objectives are being met.

The Project Assurance is being managed by WYCA.

UTMC Managers

The purpose and role is to provide technical, strategic and operational recommendations to the Project Board and to assist in the delivery of this project.

The UTMCManagers are:

- Joel Dodsworth – Leeds City Council;
- Dennis Beever – City of Wakefield;
- Manjit Singh – City of Bradford MDC;
- David Caborn – Kirklees Council; and
- Peter Stubbs - Calderdale Council.

The exact location of the new service associated with Element C is unknown at present owing to the sensitivities regarding location identification and implications for staffing. This decision will finalise the governance arrangements for Element C; however, it is recognised that the relocation of staff will need to be carefully and sensitively managed through engagement with employees and management.

6.1.2 Which organisations are involved in the delivery and management of this project?

Project Delivery

A number of organisations will be involved in the delivery of this project, most notably the five local authorities who will be equal partners. Kirklees Council are assigned responsibility to deliver the project to time and budget on behalf of the Project Board. The authorities will engage with suppliers of UTC and UTMCM systems who are UK authorised and accredited to provide these systems and meet all of the criteria detailed by DfT.

Future Management

The future management arrangements for Element C will be dependent on the identification of the host for the combined UTMCM service. This will be informed by ongoing political discussions.

Table 6.1: Project Delivery Partners

Organisation	Role in project delivery
Kirklees Council	Lead Authority and Partner
Leeds City Council	Partner
Bradford Council	Partner
Wakefield Council	Partner
Calderdale Council	Partner
WYCA	Funder, Partner and PMO Process Management
Suppliers	Supplier

6.2 Scheme Programme

6.2.1 What is the anticipated scheme delivery timeframe?

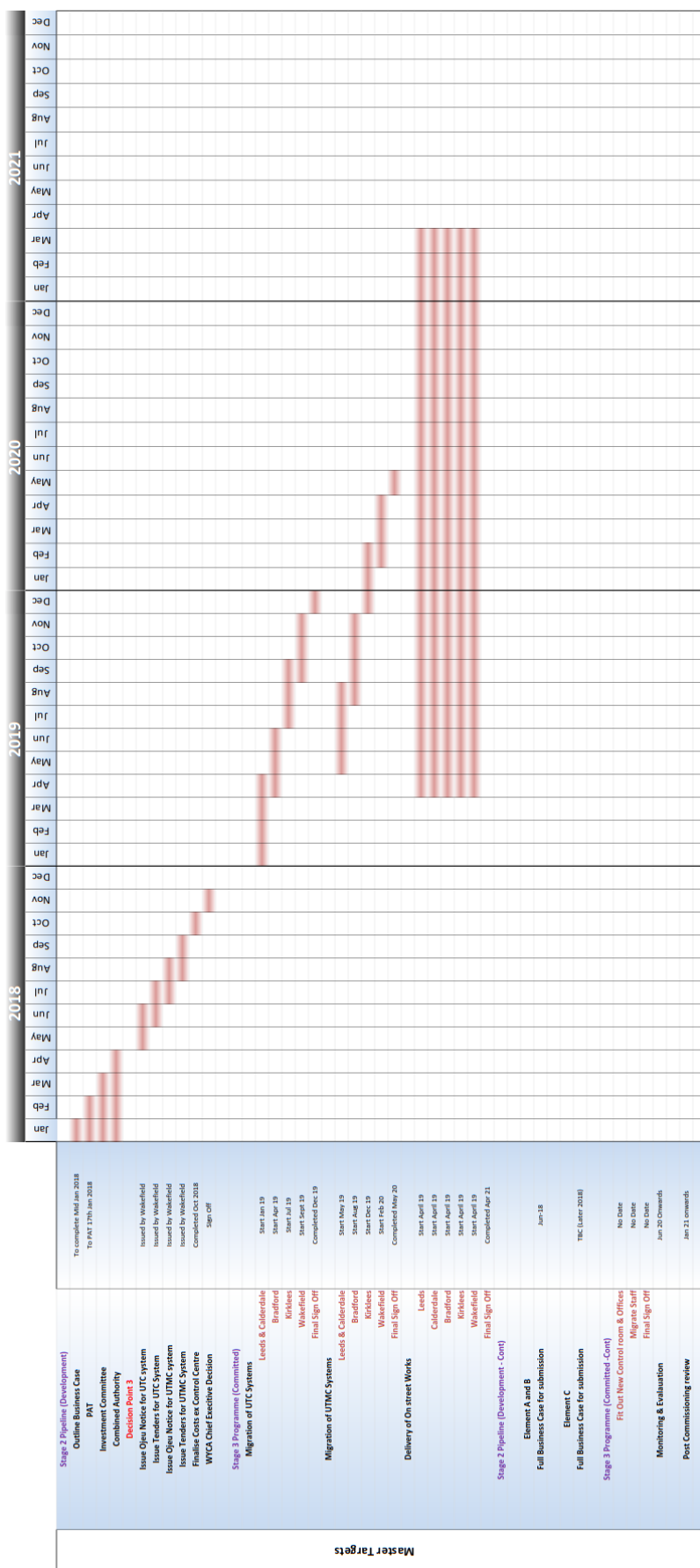
The programme delivery timeframe is illustrated in **Figure 6.1** and key milestones to note are provided in **Table 6.2**.

It is proposed that a FBC is submitted for Elements A and B in June 2018 following receipt of tender prices. The FBC for Element C is likely to follow later in 2018 given the further work that is required to develop this element of the project (date to be confirmed).

Table 6.2: Scheme Programme

Milestone	Date
PAT Committee	January 2018
Transport Committee / Investment Committee	March 2018
Combined Authority	April 2018
Procurement of UTC system	Starts May 2018
Procurement of UTMC system	Starts July 2018
On-street Improvements	April 2019 – April 2021
Migrate UTC onto new cloud based system	January – December 2019
Migrate UTMC onto new cloud based system	May 2019 – May 2020
Element C complete	March 2021

Figure 6.1 Scheme Programme



6.3 Delivery Constraints & Risk Management

6.3.1 What Delivery Constraints exist?

Not applicable.

Table 6.3: Key Delivery Constraints

Delivery Constraint	Scheme Position
Planning consents	Not applicable
Compulsory Purchase Orders	Not applicable
Public consultation	Not applicable
Public Inquiry	Not applicable
Traffic Regulation Orders	Not applicable
Transport and Works Act	Not applicable
Public sector match funding	Not applicable
Private sector match funding	Not applicable
Procurement contracts	Technical specifications being drafted – will also cover Data ownership, GDPR as well as Cyber Security elements.

6.3.2 What approach is being adopted towards risk management?

The management of risk and uncertainty is critical to the successful delivery of the UTMC programme. The risk management approach will identify the threats to project delivery and enable effective risk management actions to be assigned.

The overall risk management approach is owned by the SRO with day-to-day management the responsibility of the Project Manager / Business Case owner, David Caborn.

The approach to risk in this project is managed by utilising the agreed risk register protocols supplied by the WYCA. This register is updated on a monthly basis and reported to the project board by the project manager.

Risks captured in the risk register are categorised in three defined categories including:

- Management issues (e.g. Governance, Location, Financial and Managerial issues);
- Operational issues (e.g. Staff, Terms & Conditions); and
- Technical Issues (e.g. Compatibility, migration of systems and time restraints).

The risk register will continue to be a live document throughout the project lifecycle. Key risks are further reported in **Table 6.4** with the complete risk register attached at **Appendix G**.

As the project moves to delivery, the allocation of many risks will be transferred from the local authorities and West Yorkshire to the designated delivery partners. Further detail on risk allocation and transfer is presented in **section 5.4.2**.

6.3.3 What are the Scheme Headline Risks?

Table 6.4: Headline Risks

Risk Title	Ref	Risk Description	Mitigation	Current Risk Ration	Mitigated Risk Rating
Financial	T002 / M002	Increase in capital costs identified through procurement leading to a requirement for further investment	Market rates obtained from existing framework for Element A Market testing for Element B completed Management of scope and approvals	High	Low
Premises	M006	Political risk associated with confirming the location of the new service including all costs and ability to migrate staff from four authorities	Engagement between local authorities and WYCA between OBC and FBC Progress Element A and B while Element C is resolved to not impact programme	High	Medium
HR	O005	Staff transfer risk that not all staff may wish to transfer to the new UTM C location (Element C) leading to a loss of experience	Consultation with staff Clearly defined new structures	High	Medium
Remoteness of Services	O006	New UTM C centre being physically removed from the LA highways network management teams may impact on LA network experience and local accountability	Develop new Communications Strategy and local accountability system	High	Medium
HR	O004	There is a risk there may be variations in pay grades across the four local authorities impacting harmonisation within the new service	Consultation with staff Clearly defined new structures Review/assessment of grading	Very High	Medium

Procurement		Limited number of suppliers for the UTC and UTM systems impacts limits competition and may lead to higher than expected tender prices	Market testing completed Management of scope and approvals Engagement/benchmarking with other authorities/regions	Medium	Medium
-------------	--	---	---	--------	--------

6.3.4 Has a Quantified Risk Assessment been carried out?

A Quantified Risk Register has not been completed at OBC. This will be developed as part of the FBC and the procurement process. In preparing this OBC, a risk register has been prepared (**Appendix G**). Contingency of 15% has been allowed for within the capital outturn costs.

6.4 Communications and Stakeholder Management

6.4.1 Does the Project have a Communications Strategy?

A Communications Strategy will be prepared for the FBC detailing the communication and consultation plan for the three elements of the scheme. It is noted, however that there is no statutory requirement to consult on the works included as part of Elements A and B for this project. **Section 2.1.6** identified the key stakeholders and the anticipated impact on them or their role with the Communications Strategy likely to reference these stakeholders / organisations as well as the UTC teams.

The on-street improvements (Element A) will require road users to be notified. However, as the proposed upgrades are on the KRN, to align with the Traffic Management Act and KRN restrictions, no works can be undertaken during the peak and therefore no restrictions on lane capacity will impact key flows.

With regards to Element B; the creation of the cloud based combined UTM system will have resulting training requirements for all staff members. The need for training will be identified by UTM managers and consider the existing knowledge and skills of each member of staff and the anticipated role of an individual. The Communications Strategy will detail how and when this training will be delivered to ensure staff are supported with the transition.

The Communications Strategy will need to consider the approach to engagement with UTC teams regarding Element C, which will be determined as further negotiations and discussions are made. The relocation to a centralised site will result in changes to the employment arrangements for staff as the harmonisation of wages, conditions and training is undertaken. The Communications Strategy will be prepared in consultation with the five local authorities and a Communications Lead will be identified to ensure all staff are updated in a timely, consistent and appropriate manner. The strategy will provide an overview of the relocation process (including timeframe), the impact for staff and the contact information for the Communications Lead.

6.5 Monitoring and Evaluation

6.5.1 Is there a Benefits Realisation Plan?

To improve transparency of decision-making in relation to the scheme, the scheme objectives, identified in **section 1.1**, are accompanied by an Investment Logic Map (ILM) that shows a clear rationale for the investment including short, medium and long term outcomes / benefits (**Figure 6.2**). The ILM has guided the development of the business case, providing a foundation for examining in greater detail the problems and outcomes that the UTMCM proposal (including Elements A, B and C) seeks to address.

Figure 6.2: Investment Logic Map (see Appendix H for more detail)

Investment Logic Map

Objectives	Context	Input	Outputs	Outcomes
Objective 1: To better manage congestion on the West Yorkshire Key Route Network (KRN)	CCTV – Lack of coordination across boundaries / visibility restricted to individual local authorities	Funding through the West Yorkshire Plus Transport Fund via West Yorkshire Combined Authority	Element A - On-street improvements to UTC equipment / facilities at key junctions on the West Yorkshire KRN, including the implementation of SCOOT and MOVA and upgrading obsolete equipment	Improved journey time and quality for vehicle users
Objective 2: To implement more effective management of the KRN within West Yorkshire, irrespective of boundaries and agencies	Congestion: National average speed on A roads across England was 25.2mph (April 2016-March 2017) and West Yorkshire performed worse than this with an average of 22.5mph.	Partnership contribution from five local authorities (Wakefield, Bradford, Calderdale, Leeds and Kirklees) and West Yorkshire Combined Authority	Element B - The joining of all of the districts UTC systems into one central, comprehensive system located in the "cloud" including a common database: <ul style="list-style-type: none"> - Replace four UTC systems across West Yorkshire with one; - Replace three UTMCS systems across West Yorkshire with one; - Deliver a new journey time monitoring system; - Provide all the communication systems required to operate the new systems; - Integrate and migrate the existing systems to the new UTC and UTMCM systems; - Integrate existing CCTV systems to enable the team to monitor and control the vast network of available CCTV cameras across West Yorkshire. 	Reduced localised congestion and delays on approach and exit from junctions to be upgraded with new on-street infrastructure (SCOOT and MOVA)
Objective 3: Deliver a more reliable highway network that supports users with information to inform travel choices	Lack of resilience in the transport network. This is likely to become exacerbated when there are incidents, events and disruption to the highway network.		Element C - Reorganisation of West Yorkshire UTC services (combining existing four UTC teams) to provide improved day-to-day management and coordination across the network through an integrated team at a single location. The centre would also be used by partners e.g. bus operators	Reduced duplication of staff resources who could be reassigned elsewhere and provide new opportunities
Objective 4: To facilitate economic growth and employment	Staff: As of December 2017, there were 27 staff across the region employed by UTC teams and several vacancies. The average age of staff employed is 48 years of age with 19 (70%) above the age of 45.		Outputs from construction	Consistent management of KRN which will target congestion, setting of signs, planned and unplanned event management and interaction with the public, enabling more advice, warning and guidance to road users
Objective 5: To support targeted improvements to improve air quality	Asset: 1,017 signals on the KRN in West Yorkshire, 27% (n=273) are more than 15 years and a further 9% (n=93) are 12-15 years old.		Traffic impact from construction – limited to overnight periods for work	Potential to establish West Yorkshire UTMCM as a school of excellence
	Local air quality is affected by oxides of nitrogen (NOx) and particulate matter (PM ₁₀).			Enhanced detection of events and incidents on the KRN, and thus boosting resilience from enhanced coordination of CCTV surveillance
	Inefficiencies in response / management of incidents/accidents on the KRN which stretch across multiple local authority areas.			Reduction in cost of accidents due to improved response times, therefore improved road safety
				Contribution to economic growth and employment, including GVA enhancements
				Contribution to improvements in air quality across towns and cities due to better coordination of traffic flows on the KRN – it is noted that there may be positive and negative benefits for individual areas across West Yorkshire

The high level outcomes/benefits identified in the ILM include:

- Reduced localised congestion and delays on approach and exit from junctions to be upgraded with new on-street infrastructure (SCOOT and MOVA);
- Reduced duplication of staff resources who could be reassigned elsewhere and provide new opportunities;
- Consistent management of KRN which will target congestion, setting of signs, planned and unplanned event management and interaction with the public, enabling more advice, warning and guidance to road users;
- Enhanced detection of events and incidents on the KRN, and thus boosting resilience from enhanced coordination of CCTV surveillance. This would lead to a reduction in cost of accidents/incidents due to improved response times, therefore improved road safety;
- Contribution to improvements in air quality across towns and cities due to better coordination of traffic flows on the KRN – it is noted that there may be positive and negative benefits for individual areas across West Yorkshire; and

- Contribution to economic growth and employment, including GVA enhancements.

Informed by the ILM, a Benefit Realisation Plan is to be developed as part of the FBC. It is envisaged that the Benefit Realisation Plan will identify the potential benefits of the UTMC programme including the measures, benefit profiles and reporting requirements to be considered through scheme delivery. This will also be intrinsically linked to the monitoring and evaluation requirements set out in **section 6.5.2**. The Benefit Realisation Plan will set out the overall approach and framework that will be used to manage the realisation and delivery of the benefits.

The Benefit Realisation Plan will provide West Yorkshire assurance that:

- the local authorities are committed to the identified benefits and their realisation;
- the benefits process will be actively managed;
- the benefits will be tracked and effectively resourced; and
- that accountabilities for those responsible for each benefit to be monitored are identified.

6.5.2 Is there a Monitoring and Evaluation Plan?

Monitoring and evaluation is required by West Yorkshire to demonstrate that funding provided to the local authorities for the UTMC programme of works via the WY+TF represents value for money to the tax payer. Additionally, to ensure the scheme meets its core objectives – this has regard to the scheme objectives set out in **section 1.1**.

Whilst a Monitoring and Evaluation Plan has not been prepared, the approach has broadly been agreed with a focus on scheme build/implementation, costs, scheme objectives, travel times and reliability of travel times, and impact on the economy.

It is proposed that reporting would take place at 12 months after delivery of Element A and four years after opening. As part of the monitoring and evaluation, consideration will be given to background effects that are not related to the scheme, for instance wider NPIF and WY+TF scheme delivery, to ensure changes are accurately represented.

The UTMC Manager will be accountable for the monitoring and evaluation. At this stage, it is envisaged that the monitoring and evaluation will be undertaken as a sub-stream of existing monitoring of the highway network by UTMC staff. The responsibility for discrete monitoring and evaluation tasks will be defined and delegated to appropriate UTMC staff following scheme approval. The benefit of using UTMC staff will be their expert day-to-day working knowledge of the relevant journey time monitoring tools that will be used to assess changes in journey times at junctions upgraded in Element A (a key scheme objective metric). This should also enable efficiencies in data collation and evaluation, by combining with existing monitoring practices.

A monitoring and evaluation budget of £50k has been identified. There is a requirement to estimate the specific costs of the activities and confirm the monitoring budget through delivery of the Monitoring and Evaluation Plan at FBC. The Plan will include identification of baseline metrics to be monitored, for instance identification of existing journey times for routes to be upgraded to SCOOT and MOVA.

It is proposed that monitoring and evaluation reports will be disseminated to all local authorities in West Yorkshire (Leeds, Wakefield, Kirklees, Bradford and Calderdale) and to the WYCA to contribute to the knowledge base upon which future decisions regarding transport investment, particularly, introduction of SCOOT and MOVA and technology schemes are taken within West Yorkshire.

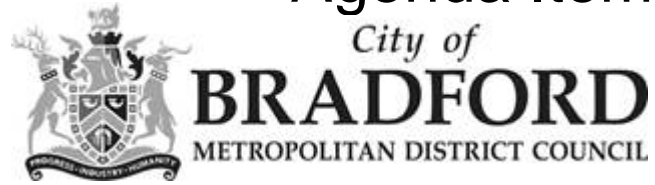
Whilst a full Monitoring and Evaluation Plan has not been prepared, the approach has broadly been agreed with a budget of 0.5-1% of the total budget identified. The monitoring and evaluation will be

undertaken as a sub-stream of existing monitoring of the highway network. Therefore, staff that already have experience undertaking monitoring and evaluation will be able to apply these skills for specific analysis of this project.

6.6 Change Management

6.6.1 How will changes be managed

The transition to a combined UTMC service will need to be carefully managed, particularly the communications and necessary training of staff. It will be the responsibility of the Project Manager to ensure all communications are issued in a timely and appropriate manner. The UTC manager in each district will then be responsible for ensuring all staff are kept up-to-date. It is likely all staff will require some training of the technical delivery of a centralised service operation whilst there is also likely to be some non-technical training involved in the revised organisation. Any training needs will be identified in existing performance reviews based on a comparison of current skills and knowledge and those skills required. A detailed Contingency Plan will be prepared as part of the FBC.



Report of the Strategic Director of Place to the meeting of Executive to be held on 11 September 2018

N

Subject:

Winter Service Plan 2018-19

Summary statement:

The Council has a duty to develop and implement a Highway Services Winter Service operational plan to ensure that as far as reasonably practicable traffic keeps moving even in unforeseen weather conditions and that safe passage is not endangered by the presence of snow or ice.

This report details the arrangements which have been incorporated in the years' Highways Services Winter Service Plan to discharge this duty. It outlines the changes to the plan which have been made as a result of the reviews of winter 2017-18 operations and details how the plan complies with the new Code of Practice for Well Managed Highways Infrastructure.

Steve Hartley
Strategic Director of Place

Portfolio:

Regeneration, Planning & Transport

Report Contact: Richard Gelder
Highways Services Manager
Phone: (01274) 437603
E-mail: Richard.Gelder@bradford.gov.uk

Overview & Scrutiny Area:

Regeneration & Environment

1. SUMMARY

- 1.1 The Council has a duty to develop and implement a winter service operational plan to ensure that as far as reasonably practicable traffic keeps moving even in unforeseen weather conditions and that safe passage is not endangered by the presence of snow or ice.
- 1.2 This report details the arrangements which have been incorporated in the years' Winter Service Plan to discharge this duty. It outlines the changes to the plan which have been made as a result of the reviews of winter 2017-18 operations and details how the 2018/19 plan complies with the new Code of Practice for Well Managed Highways Infrastructure.
- 1.3 Executive's approval to this years' plan is sought including the adoption of a process for dealing with increases to the identified treatment networks in response to requests received during the winter season.

2. BACKGROUND

- 2.1 The Council as Highway Authority has a statutory obligation under Section 41 of the Highways Act 1980 to maintain the highway. The introduction of new legislation (Railways and Transport Safety Act 2003, Section 111) extended the requirements of Section 41 of the Highways Act 1980 to place a duty on the Highway Authority to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice. Bradford Council undertakes a Winter Service on nearly 704 miles of roads within our network equating to 62% of the entire network.
- 2.2 To assist in meeting the legal requirements above the Department for Place produces an annual Winter Service Plan which describes what steps will be taken to maintain the local road network free from ice and snow as far as it is reasonably possible. The plan is primarily based on a route treatment hierarchy where priority routes have been determined depending on such factors as traffic volumes, bus routes, access to schools, shops and medical centres etcetera.
- 2.3 In October 2016 a new national Code of Practice, Well Managed Highway Infrastructure, was launched making 36 recommendations on the operation of asset management and associated activities, including winter service operations, which must be adopted by authorities by the October 2018 deadline. The code requires that:

"Authorities should formally approve and adopt policies and priorities for Winter Service, which are coherent with wider objectives for transport, integration, accessibility and network management, including strategies for public transport, walking and cycling. They should also take into account the wider strategic objectives of the authority."
- 2.4 The Civil Contingency Act 2004 requires a Local Authority as Category 1 responder to plan for a range of emergencies, including prolonged extreme or adverse

weather. This Plan sets out how Bradford Council will respond to such situations; and its particular arrangements for maintaining, as far as is reasonably practicable, a free flowing highway network which is part of its Winter Service Policy.

- 2.5 During last year's winter season the service carried out 92 treatments of the Priority 1 network using 19,000 tonnes of salt with the majority of this (13,215 tonnes) consumed between January and March. In terms of these metrics last year was the third worst winter in the last 10 years and placed extreme stress on the service in terms of delivering the service in the light of reduced resources.

3. OTHER CONSIDERATIONS

- 3.1 Winter Service deals with regular, frequent and reasonably predictable occurrences like low temperatures, ice and snow, as well as with exceptional events. Whilst the effects of climate change are likely to result in an increased frequency and intensity of severe weather events, these can be taken into account in Winter Service planning. Therefore any Winter Service Plan should be subject to an on-going regime of plan, deliver, review and improve.
- 3.2 The purpose of the Winter Service Operational plan is to clarify both the standard and extent of the Winter Service the Council will provide by:
- ☐ Maintaining key elements of the highway network and facilitating public transport's accessibility;
 - ☐ Assisting business continuity and resilience to other public sector and private sector service providers;
 - ☐ Confirming which areas will receive winter service provision;
 - ☐ Providing residents, community groups and businesses with information to ensure they can adequately prepare themselves.

Review of the Winter Service Plan 2017-18

- 3.3 At the start of the winter 2017/18 season the Priority 1 network comprised 62% of the highway network which was the highest level of precautionary treatment in West Yorkshire. The ability of the Council to undertake this level of treatment was achieved through effective design of treatment routes which demonstrated that in average operating circumstances the service could be provided within the budget envelope for winter service. However as was noted previously the 2017/18 season was the third worst winter in the last 10 years and was not average in terms of the demands it placed on the service. Conditions were particularly extreme at the end of February and beginning of March with two weeks of constant snowfall.
- 3.4 Whilst weather conditions throughout the district in the last three months of the winter season placed a number of stresses on the Council's provision the service was able to respond to these effectively and ensured that the majority of the priority treatment network was available for residents and businesses to use.

- 3.5 A requirement of the new Code of Practice is that there is an effective review of the winter season undertaken and any key learning points from operations are effectively captured and improvements to the service provision made. This years' Winter Service Operational Plan has been fully refreshed following a series of review workshops which captured areas for improvement. These workshops comprised:

- ☐ Emergency Planning Severe Weather March 2018 multi-agency debrief;
- ☐ Fleet and Transport Services review of winter operations audit; and
- ☐ Winter Service review workshop held in May 2018 involving representatives from Fleet Services, Emergency Planning, Finance, Parks & Landscape, Area Co-ordinators offices, Customer Contact Centre and Media and Communications together with operational team members and highways services management

A range of issues and improvement ideas were captured during these sessions for consideration for inclusion in this years' plan.

- 3.6 Key areas of issues or areas for improvement broadly fell into the following categories:

- ☐ Co-ordination of response to winter weather across multiple agencies;
- ☐ Staff resource availability (operational and management support);
- ☐ Communications both internally and externally;
- ☐ Process for dealing with variations to Winter Service Operational Plan;
- ☐ Weather Forecasting; and
- ☐ Managing public expectations.

- 3.7 The Council also had a significant number of new users of the severe weather e-bulletin service on the Bradford App during the winter and have subsequently received positive feedback about the content. This is an area of improvement which will be strengthened further as part of the 2018/19 plan.

New Code of Practice

- 3.8 As described previously a new Code of Practice (Well Managed Highway Infrastructure) was launched by the Department for Transport in October 2016. This code contains 36 recommendations relating to the approach to be adopted by highway authorities in managing their highway assets. A section of this code specifically relates to the Winter Service operations and makes recommendations in relation to the development of a Winter Service plan. The 2018-19 plan has now fully adopted these recommendations including those which were not covered previously in the 2017-18 plan, namely:

- a) Extended communication of the Winter Service Plan;
- b) Use of risk assessments to establish which routes should be included in the

- Priority treatment programmes. In particular the treatment of footways and cycle routes must be considered taking into account the risk to all highway users and consideration of the available resources;
- c) Inclusion of training plan proposals for staff involved in the provision of the winter service including both formal qualifications and practical experience training;
 - d) Salt management and arrangements for salt storage; and
 - e) Arrangements for the post-season review of winter service operation and demonstration of improvements in the plan as a consequence of the review.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The cost of the Winter Service 2017-18 was £1,360,858 against a budget allocation of £840,700. The significant overspend (£520,158) in provision of this service has been examined to fully understand whether the existing financial and operational controls were sufficiently robust to manage delivery of the service within the budget envelope. The duration and intensity of snow / icy conditions contributed to the overspend.
- 4.2 Previously the main staffing resources from the delivery of the Winter Service were provided from within the Highways Delivery Unit of the Planning, Transportation & Highways Service. This year in addition to these resources the service will be utilising a “pool” of appropriately trained drivers from within other areas of the service and wider Department of Place to provide resilience to the delivery of the function. Details of the resources which are available to provide the winter service function are contained within the Winter Service Operational plan.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Planning for the delivery of the Winter Service is inherently difficult as it is impossible to forecast with any accuracy at the start of a season the likely level of service which is required. Historically the district has benefited from a number of years where weather conditions did not require significant levels of action and budgets were not exceeded. However, in 2017-18 the prolonged period of snow and ice experienced in West Yorkshire together with a number of intensive accumulation events resulted in the net overspend of the budget by some 61.8%.
- 5.2 This years’ plan contains a number of enhancements to the governance of the winter service operation including arrangements for dealing with prolonged periods of inclement weather (4 or more continuous days) in addition to introducing the role of Winter Resilience Champion for the Council. This role will be performed by the Strategic Director of Place who will have responsibility for ensuring effective co-ordination of service responses across the Council.

6. LEGAL APPRAISAL

- 6.1 Section 41 of the Highways Act 1980 states that the Highway Authority has a statutory duty to maintain the highway and must at all times take reasonable care to ensure that the highway is not dangerous. Section 150 of the Highways Act 1980 imposes a duty upon authorities to remove any obstruction on the highway resulting from “accumulation of snow or from the falling down of banks on the side of the highway or from any other cause”.
- 6.2 The Railways and Transport Safety Act 2003 (section 111) has inserted an additional section (41(1)) to the Highways Act 1980 which places a duty on Highway Authorities in respect of winter conditions. In particular, it states ‘a Highway Authority is under a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice’.
- 6.3 All the actions proposed are within the Council’s powers and/or duties as Highway Authority. There are no direct legal implications.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The provision of the winter maintenance service considers the needs of vulnerable groups and isolated communities.

7.2 SUSTAINABILITY IMPLICATIONS

The winter maintenance service contributes to the sustainability of the District by ensuring that vital road links remain viable during winter conditions.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no greenhouse gas emissions impacts arising from this report.

7.4 COMMUNITY SAFETY IMPLICATIONS

A robust and deliverable winter maintenance policy contributes towards ensuring community safety in periods of adverse weather. The winter maintenance service makes a huge contribution to the safety of the travelling public. As far as practicable, measures should contribute to protect as many as possible with particular consideration being given to the most vulnerable.

Failure to maintain a robust and deliverable winter policy/plan could jeopardise the Council’s ability to comply with its legal duty to maintain its highway in periods of adverse weather.

Arrangements for the self-help community Snow Warden scheme have been revised and clarified within this year’s plan. As in previous years a proportion of the Winter Maintenance budget has been assigned to providing replacement PPE and equipment to existing teams, together with equipping new teams to enable them to carry on providing this service. Currently there are 70 groups across the district

who have been allocated resources.

7.5 HUMAN RIGHTS ACT

There are no direct Human Rights Act implications arising from this report.

7.6 TRADE UNION

Trade unions are and will be continue to be consulted as part of the actions being taken to regularise the contracts of employment and terms and conditions for all staff engaged on winter service operations.

7.7 WARD IMPLICATIONS

There are no ward implications arising from this report.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not applicable.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

There are no implications for corporate parenting arising from this report.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

There are no issues arising from the privacy impact assessment arising from this report.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

- 9.1 Executive may decide to adopt the proposed Winter Service Plan 2018-19 as appended to this report; or
- 9.2 Alternatively, Executive may decide to modify the contents of the Winter Service Plan 2018-19 prior to its adoption.

10. RECOMMENDATIONS

- 10.1 That Executive approves the adoption of the Winter Services Plan 2018-19 and that a copy of the approved plan be placed on the Council's website in accordance with the requirements of the Code of Practice for Well Managed Highways Assets.
- 10.2 That in addition to placing the Winter Service Plan 2018-19 on the website electronic copies of the plan shall be circulated to all senior managers, elected

members, parish and town councillors prior to the commencement of the winter season.

- 10.3 That the Strategic Director of Place in consultation with the Portfolio Holder be delegated responsibility for consideration and approval of all requests relating to changes of the length and scope of treatment routes described and shall exercise due diligence in relation to such decisions in relation to the budget implications of such.
- 10.4 That the Strategic Director of Place in consultation with the Portfolio holder be delegated responsibility to make any necessary amendments to the Winter Services Plan and its policies.

11. APPENDICES

Appendix A – Equalities Impact Assessment

Appendix B – Winter Service Plan 2018-19

Appendix C – Winter Service Plan – Non-Technical Summary

12. BACKGROUND DOCUMENTS

- 12.1 Winter Service Plan 2017-18 – Report of the Strategic Director of Place to the meeting of Executive dated 5 December 2017.
- 12.2 Winter Preparedness - Report of the Assistant Director, Transportation and Highways to the Regeneration and Economy Overview & Scrutiny Committee dated 16 September 2010.
- 12.3 Winter Maintenance Preparedness – Report of the Strategic Director of Regeneration to the meeting of Executive dated 3 December 2010.
- 12.4 Review of Winter Service – Report of the Assistant Director Planning, Transportation & Highways to the Regeneration and Economy Overview & Scrutiny Committee dated 7 July 2011.
- 12.5 Update on Winter Service Review - Report of the Strategic Director of Regeneration and Culture to the meeting of Regeneration and Economy Overview & Scrutiny Committee dated 27 September 2012.
- 12.6 Highways Act 1980, Section 41.
- 12.7 The Railways and Transport Safety Act 2003, Section 111
- 12.8 Code of Practice for Highway Maintenance Management – ‘Well Managed Highway Infrastructure’
- 12.9 Winter Service Guidance for Local Authority Practitioners, October 2010

12.10 National Winter Service Research Group (nwsrg.org)

12.11 Initial Equalities Impact Assessment

APPENDIX A – Equalities Impact Assessment

Equality Impact Assessment Form

Department	Place	Version no	1.0
Assessed by	Richard Gelder	Date created	08/11/2017
Approved by	Julian Jackson	Date approved	23/11/2017
Updated by	Richard Gelder	Date updated	08/08/2018
Final approval	Julian Jackson	Date signed off	

The Equality Act 2010 requires the Council to have due regard to the need to

- ☐ eliminate unlawful discrimination, harassment and victimisation;
- ☐ advance equality of opportunity between different groups; and
- ☐ foster good relations between different groups

Section 1: What is being assessed?

1.1 Name of proposal to be assessed.

Winter Service Plan 2018-19.

1.2 Describe the proposal under assessment and what change it would result in if implemented.

The aim of the Winter Service Plan is to ensure that City of Bradford Metropolitan District Council as Highway Authority fulfils its legal obligations contained in the Highways Act 1980.

The Winter Service Plan states how the Council will maintain the highway network of carriageways, footways and cycle routes during periods of cold weather, when ice and/or snow may be expected to disrupt movement on the highway network throughout the district.

The Winter Service Plan for 2018-19 has been fully updated to include changes to the following aspects of the previous arrangements, namely:

- ☐ Definition of the Priority treatment network.
- ☐ Review of salt stocks and resilience.
- ☐ Arrangements for weather forecasting and bureau services.
- ☐ Arrangements for increased service resilience for prolonged (4+ days consecutive duration) of inclement weather.

APPENDIX A – Equalities Impact Assessment

- ☐ Full incorporation of recommendations arising from the new Code of Practice: Well Managed Highway Assets published in October 2016.

The Winter Service aims to ensure that during periods of cold weather carriageways, footways and cycle routes are maintained free from ice and snow, where practicable, and within financial constraints. The Service is the council's response to the Highways Act 1980 and other legislation obliging the council to deal with snow, ice and other obstructions on the highway.

The desired outcome of the Service is that delays and accidents are prevented on the highway network. This will then minimise the number of claims made against the authority for failure to carry out its legal obligations, thereby saving the council tax payers money. The Service will also minimise personal injuries with consequential benefits for individuals who could have been injured in hazardous conditions. The Service is planned to maintain access to all parts of the City as far as possible during the periods of inclement weather so that normal life can continue for all citizens.

The Service improvements outlined in the new plan are aimed at improved coverage of the network and better ability to respond to changes in weather and marginal forecasts.

Section 2: What the impact of the proposal is likely to be

- 2.1 Will this proposal advance equality of opportunity for people who share a protected characteristic and/or foster good relations between people who share a protected characteristic and those that do not? If yes, please explain further.**

The Winter Service is planned to treat all communities equally and provide good access into each local area irrespective of weather conditions. By treating bus routes as a priority which cover the city fairly uniformly the Service provides an equal service for everyone. There is no specific data on how the policy affects various sectors of the community. The Council's website and use of social media provide avenues for anyone to communicate with the Council in relation to winter operations.

- 2.2 Will this proposal have a positive impact and help to eliminate discrimination and harassment against, or the victimisation of people who share a protected characteristic? If yes, please explain further.**

No

- 2.3 Will this proposal potentially have a negative or disproportionate impact on people who share a protected characteristic? If yes, please explain further.**

There is no information available. However, with finite resources to carry out the

APPENDIX A – Equalities Impact Assessment

service, only those parts of the network meeting the criteria are included. This may mean that certain groups of citizens or isolated communities who encounter problems where the network is not routinely treated. In this situation grit / salt bins may be provided to allow 'self-help'.

2.4 Please indicate the level of negative impact on each of the protected characteristics?

(Please indicate high (H), medium (M), low (L), no effect (N) for each)

Protected Characteristics:	Impact (H, M, L, N)
Age	M
Disability	M
Gender reassignment	N
Race	N
Religion/Belief	N
Pregnancy and maternity	N
Sexual Orientation	N
Sex	N
Marriage and civil partnership	N
Additional Consideration:	
Low income/low wage	N

2.5 How could the disproportionate negative impacts be mitigated or eliminated? (Note: Legislation and best practice require mitigations to be considered, but need only be put in place if it is possible.)

Mitigation includes provision of a wide range of outward facing communications on salting provision, including the dates, times and routes covered.

Section 3: Dependencies from other proposals

3.1 Please consider which other services would need to know about your proposal and the impacts you have identified. Identify below which services you have consulted, and any consequent additional equality impacts that have been identified.

None.

Section 4: What evidence you have used?

4.1 What evidence do you hold to back up this assessment?

All complaints about the service are kept on a database and reviewed as the winter season progresses. It has been identified that there are specific risk groups and that these groups need to be considered by specific managers.

- ☐ Clients of Social Services Department
- ☐ Clients of the Health Authority
- ☐ Council buildings
- ☐ Schools and other educational buildings

4.2 Do you need further evidence?

No.

Section 5: Consultation Feedback

5.1 Results from any previous consultations prior to the proposal development.

The Service has undertaken briefings of Area Committees, Parish Councils and some local rotary clubs following the 2017-18 season. These briefings have provided information on the Council's Winter Service Plan arrangements and how various forms of treatment actually deal with the accumulation of snow and ice. They have provided a useful forum to help the Service address misconceptions about how the Council responds in winter to difficulties of residents and communities moving around Bradford.

5.2 The departmental feedback you provided on the previous consultation (as at 5.1).

The arrangements for Winter Service have been communicated to representatives of the local community to aid understanding and reduce potential complaints about lack of service provision.

5.3 Feedback from current consultation following the proposal development (e.g. following approval by Executive for budget consultation).

None.

5.4 Your departmental response to the feedback on the current consultation (as at 5.3) – include any changes made to the proposal as a result of the feedback.

APPENDIX A – Equalities Impact Assessment

None

HIGHWAY MAINTENANCE WINTER SERVICE OPERATIONAL PLAN

A Guide to Highway Policies
and Procedures

2018 - 2019



Acknowledgements

The author of this document would like to thank the following people for their contributions in compiling this document.

David Mazurke: Author

Alan Birtle: Map production

Julie Holt: Administrator

Ben Cordingley: Online mapping application

Steve James: Automated telephony and mapping

Hassan Ditta: Automated telephony

Colin Greenwood: Route compliance

Bradford Council ICT Department: Online version of mapping system

Mike Powell: Emergency Planning

Simon Worth: Drivers Hours compliance arrangements

Landscape, Design & Conservation Team: Document Design

The wording in this publication
can be made available in other
formats such as large print.

Please call 01274 437603

Contents

INTRODUCTION

1

1. WINTER RISK PERIOD

2

History of Gritting (2009-Present)

3

The Law

3

2. ROUTE PLANNING FOR CARRIAGEWAYS AND FOOTWAYS

4

Carriageway Routes for Pre-Treatment

4

Footways and Other High Risk Pedestrian Routes

5

Ad-Hoc Gritting Requests

5

Amendments of Priority Gritting Routes during the life of the Winter Service Operational Plan

6

Response and Treatment Times for Carriageway Treatments

6

Response and Treatment Times for Footway Routes

6

Allocation of Plant, Vehicles, Equipment and Materials to Routes

7

Allocation of Plant, Vehicles, Equipment and Materials during periods of Severe Weather

7

Location and Maintenance of Grit Bins

8

3. WEATHER PREDICTION AND INFORMATION

10

Road Weather Information Bureau Services

10

Road Weather Stations

10

The Decision Making Process

10

Information to be provided

10

Night and Ice Patrol Function

12

Timing and Circulation of Information

12

4. ORGANISATIONAL ARRANGEMENTS AND PERSONNEL	13
Bronze Command Arrangements	14
Employee Duty Schedules, Rotas and Standby Arrangements	15
5. STANDARD OPERATING PROCEDURES AND DECISION MAKING	16
Prolonged or Expected Longer Duration Winter Conditions - Decision making Arrangements	17
Drivers Hours Regulations Policy	18
Goods Vehicles (Gritters)	18
Emergency Exemptions to Drivers Hours Rules	19
Driver Training	21
6. SALT STORAGE	22
Resilience	22
Mutual Aid	23
7. OPERATIONAL COMMUNICATIONS	24
8. COMMUNITY SELF HELP AND RESILIENCE	25
APPENDICES	
Appendix 1: Gritting Tree - Operation of Depots and Routes	28
Appendix 2: Altitude of Settlements in the City of Bradford District	29
Appendix 3: Priority 1 Treatment Routes 2018/19	32
Appendix 4: Priority 2 Treatment Routes 2018/19	
Appendix 5: Priority 3 Rapid Response / Ploughing Routes 2018/19	
Appendix 6: Priority 4 Night and Ice Patrol Routes 2018/19	
Appendix 7: Example of Daily Record Sheet	
Appendix 8: Assessment for Provision of Grit Bins	
Appendix 9: Emergency Exemption Approval Application	

Introduction

This Winter Service Operational Plan describes the arrangements operated by City of Bradford Metropolitan District Council for its Winter Maintenance Service. This document has been produced in accordance with the requirements of the National Code of Practice: Well Managed Highways Assets published in October 2016, for the 2018 – 19 season.

The contents of this plan have been fully updated based on the findings of the reviews into the 2017/18 Winter Service which were undertaken by Emergency Planning, Fleet & Transport Services and across stakeholder Council Departments.

The arrangements described in this document supersede all previous Winter Service Operational Plans, including but not limited to the information relating to Priority treatment routes.

This version of the Winter Service Operational Plan was approved by the Council's Executive on 11 September 2018.



1. WINTER RISK PERIOD

1.1 The Winter Risk Period runs from the 1st October until 30th April with a low risk period from 1st October until mid-November and mid-March to the end of April with monitoring of weather information and data taking place throughout the whole period.

1.2 Bradford MDC operates one of the largest Winter Maintenance operations in the UK for a Metropolitan District Council. On a normal gritting run there are 24 routes driven covering approximately 712 miles of the highway network representing a treatment proportion of 62%.

1.3 In general the Winter Service utilises in-house drivers to service its gritting fleet, the largest percentages of these come from the Highway Maintenance Section. Services including Parks & Landscape and Cleansing provide a smaller proportion of drivers for the service and operationally the service also utilises two private contractors for specific aspects of the winter function. Teams operate from four depots; Wakefield Road, Queensbury, Keighley and Ilkley.

1.4 Winter Maintenance is an expensive operation and the Department of Place continues to investigate new methods of treatment and/or systems that may offer opportunities to reduce costs.

1.5 The geography and topography of the district makes the winter maintenance operation challenging, most notably because of the large number of settlements which are located about 500ft altitude. Local district centres range in altitude from Queensbury at over 1,100ft. above sea level to 325ft. above sea level at Bradford City Hall with locations such as Odsal Top (696ft.), Buttershaw (867ft.), Woodside (760ft.), Wyke (600ft.), Clayton (700ft.) in the south all being above the 500ft 'snow line' altitude. Whilst in the north of the district population centres of Allerton (750ft.), Oakworth (800ft.), Denholme (984ft.),

Haworth (750ft.) and Cringles at Silsden (760ft.) contrast with Keighley town centre which is at an altitude of 271ft. It is estimated that 50% of the district's population live at or above 500ft altitude. (See Appendix 2).

1.6 Operationally for the Winter Service function, the Pennine side of the district (which includes the settlements of Oxenhope, Denholme and Queensbury) is the most problematic to service during severe weather due to its rural setting.

1.7 In the wake of the severe winter in 2009/10 the Government commissioned a report named the Quarmby Review which reviewed the national response to severe and prolonged weather events. The key focus of the recommendations from the Quarmby review was to develop:

- Greater resilience in salt stocks - In periods of extreme weather the relevant authorities (Local Highway Authorities) are not constrained in their use of Rock Salt.
- Establishment of data collection systems - Improve co-ordination and dissemination of research and specifically a review of technical standards and guidance, which would lead to more effective and efficient use of salt.
- A requirement for all LHAs to review their Winter Service Plans - Ensuring links with wider resilience planning; consultation on improving information about these plans.
- Improve communications during periods of bad weather.

- Work with other Councils and the community - to improve responses to snow events.

This Winter Service Plan has been fully updated to incorporate changes to the service response which deal with all these areas of improvement.

History of Gritting (2009 - Present)

1.8 During the past nine years' there have been three significant winter periods where conditions have merited significantly more intensive and frequent treatments of the network as illustrated in the table below. Winter 2017-18 presented the service particular challenges due to the intensity of snowfall over the months of January to March.

YEAR	NUMBER OF NETWORK TREATMENTS	TOTAL SALT USED (TONNES)
2009 - 2010	106	21,000
2010 - 2011	85	13,300
2011 - 2012	73	12,500
2012 - 2013	117	22,000
2013 - 2014	45	6,300
2014 - 2015	68	14,800
2015 - 2016	36	7,700
2016 - 2017	40	6,900
2017 - 2018	92	19,000

1.9 The challenges of the 2017/18 season have identified a number of service plan arrangements where significant change has been required to provide resilience to the service. Areas of improvement include the co-ordination of response to winter across the Council, staff resource availability and deployment, improved communications, arrangements for weather forecasting and access to information.

The Law

1.10 The Highways Act 1980 Sections 41 and 58 states that the Highway Authorities have a statutory duty to maintain the highway and must at all times take reasonable care to ensure that the highway is not dangerous.

1.11 Section 150 of the Highways Act 1980 also imposes a duty upon authorities to remove any obstruction on the highway resulting from "accumulation of snow or from the falling down of banks on the side of the highway or from any other cause". The Railways and Transport Safety Act 2003 (section 111) has inserted an additional section (41(1)) to the Highways Act 1980 which places a duty on Highway Authorities in respect of winter conditions. In particular, it states: "a Highway Authority is under a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice".

(Note, that this is not an absolute duty given the qualification of 'reasonable practicability' and that the description 'Highway' applies to both carriageways and footways).

“ A Highway Authority is under a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice. ”

2. ROUTE PLANNING FOR CARRIAGEWAYS AND FOOTWAYS

Carriageway Routes for Pre-Treatment

PRIORITY 1:

MAIN ROADS (SEE APPENDIX 3)

2.1 The salting network identified for precautionary treatment is designed either to prevent the formation of ice in frost conditions or prevent snow or freezing rain from bonding to the road surface. The Priority 1 network includes all classified roads (A, B and C roads), heavily trafficked routes, primary bus routes (i.e. routes carrying high frequency or multiple services not local district or “hopper” services), roads connecting isolated communities, strategic residential / estate link roads, accesses to hospitals, schools, police, fire and ambulance stations as well as known trouble spots where a treatment risk assessment has identified that precautionary gritting is essential for public safety e.g. on roads with steep gradients, tight bends or exposed areas and wet spots.

2.2 Under the Priority 1 plan the gritting operation will treat 24 routes over a total distance of 712 miles which is 62% of the highway network. Each route accounts for approximately 30 miles of the network and is completed within an average treatment time of 2 hours and 50 minutes (depending upon traffic flow).

PRIORITY 2:

SIDE ROADS (SEE APPENDIX 4)

2.3 The Priority 2 treatment routes are predominantly located in residential areas with high local population levels. Details of this year's Priority 2 networks are shown in Appendix 4.

Treatment of the Priority 2 network will only commence once Operational Managers have confirmed that all Priority 1 treatment routes have been completed.

2.4 Treatment of the Priority 2 network will be prioritised on a “needs” and “operational” basis. As most Priority 2 networks are located within the vicinity of a Priority 1 route an assessment of prevailing road surface conditions will be based upon the information provided by service gritter drivers upon their return to the depot. Treatment will also only be undertaken where driver's hours requirements are not adversely affected (see *Section 5 of the Operational Winter Service Plan for further details*).

2.5 Priority 2 networks include minor estate roads, other bus routes (i.e. low service frequency or single hourly routes, but again excluding local “hopper” services), access routes to local schools that are of a varied width and not always capable of carrying two way traffic. Note, if the Council becomes aware that a school has been closed due to weather conditions there will be no Priority 2 treatments undertaken until the school confirms that it is again open for pupils and staff.

PRIORITY 3:

RAPID RESPONSE / PLOUGHING ROUTES (SEE APPENDIX 5)

2.6 The Priority 3 treatment routes are treated under a Rapid Response Plan / Ploughing Routes when there is a possibility of severe weather forecast which includes the threat of sudden ice conditions or imminent snow fall. These routes are shorter than the Priority 1 routes and should be treated within 1 hour of commencement of operations.

PRIORITY 4:

NIGHT PATROL OR ICE PATROL FUNCTION (SEE APPENDIX 6)

2.7 From the start of the winter maintenance season the service has up to two gritters on standby every day, available from 22:00hrs until 07:00hrs to patrol the network when the temperature and/or weather forecast is marginal.

2.8 The night patrol units are deployed to areas of high ground on the network, usually above 500 feet, and will also treat prescribed wet spots where water has the potential to run off fields and freeze causing ice patches on the carriageway or when weather forecasts are marginal for freezing conditions. They also attend emergency water leaks which are reported to the Council's out of hours contact centre where there is a risk of icy patches. The night patrols are in contact with the CCTV 24 hour emergency control room at all time and also the winter operations manager.

Footways including Footbridges and Other High Risk Pedestrian Routes

2.9 Treatment of the footway networks in winter is carried out by staff from the Parks and Landscapes section of the Council. These networks are predominantly located in the city and town centres and are treated using a white marine salt. The footway routes are treated only over a 12 week period, usually from the start of December to the end of February. However, where conditions merit treatment outside these periods staff will mobilise during periods of prolonged frost and snow events if necessary.

PRIORITY 1F

2.10 Footway gritting on Priority 1F routes consists of seven dedicated routes covering the



city centre of Bradford, town centres in Shipley, Baildon, Bingley, Keighley and Ilkley. The footways treated in the city and town centre are pedestrian areas, busy urban shopping and business areas, transport interchanges, public buildings and outside St Luke's, Bradford Royal Infirmary (BRI) and Airedale hospital at Keighley. These footways are treated during periods of prolonged frost and ice or snow events.

PRIORITY 2F

2.11 These footways are medium usage routes through local areas, used by the public to access local shopping areas, post offices, medical centres and school routes in busy residential areas and villages. Priority 2 footway gritting routes will be gritted after all Priority 1F routes are completed and resources are available.

2.12 Hand gritting of all other priority areas will be carried out as and when resources become available.

Ad-Hoc Gritting Requests

2.13 During the winter season any requests which are received for ad-hoc treatment of the highway network will be dealt with on a priority basis once treatment of the Priority 1, or Priority 1F networks has been completed. The service will triage all such requests on the following hierarchical basis:

- Emergency services "blue light" response;
- Health and Well Being including Care Trusts;
- Bus Operators;
- MPs and Elected Members; and
- General members of the public.

Amendments of priority gritting routes during the life of the Winter Service Operational Plan

2.14 The Priority Gritting routes (including footway routes) contained within this years' Winter Service Operational Plan have been developed for the 2018/19 season based on a risk based assessment of the network. Risk assessment criteria including highway classification, daily traffic volumes, physical characteristics and local community needs have been used in this process. Modification of the routes contained within this plan to incorporate additional network lengths during the 2018/19 season will only be permitted under exceptional circumstances. All such requests should be made via the Council's Customer Contact Centre on 01274 431000 as this will provide an audit trail of all such requests.

2.15 All amendment requests received during the winter season will be subject to a detailed risk assessment evaluation prior to consideration for inclusion within the Operational Plan. The Council does not guarantee that all such applications can or will be incorporated within the provision described within this plan. Whilst lengths of highway requested do not meet the requirements of the risk assessment evaluation they will not be considered for inclusion within this years' provision. Those which do meet the threshold may be incorporated within the current plan or be held for incorporation in the next plan iteration.

Response and Treatment Times for Carriageway Treatments

2.16 The Service plans and monitors its performance during the winter season in relation to **response times and treatment times**. The **response time** is the period between a decision being taken to commence treatment by the Winter

Operations Manager and the vehicles leaving the service depots. The **treatment time** is the period between the vehicles leaving the winter service depots and the completion of the treatment of their route.

2.17 The target response time for the treatment of Priority 1 carriageway routes is **1 hour**. The individual target treatment times vary based on actual route length and characteristics of the network within the route but the average treatment times for all Priority 1 routes is **2 hours 50 minutes**.

2.18 Treatment of Priority 2 carriageway routes should be commenced within a target response time of **6 hours** following commencement of the Priority 1 network. Priority 2 networks will be dealt with in risk priority order and in accordance with the driver's hours restrictions.

2.19 Where necessary Priority 3 routes are treated within a target window of approximately **1 hour 30 minutes**.

Response of Treatment Times for Footway Routes

2.20 The target response time for Priority 1F routes is 1 hour with a treatment time of 2 hours per route.

2.21 Treatment of the Priority 2F routes will commence at the discretion of the Winter Operations Manager and only after the treatment of Priority 1F routes has been completed. There are no specific treatment times for these routes.

Allocation of Plant, Vehicles, Equipment and Materials to Routes

2.22 The Priority 1 network covering 24 routes is serviced by:

NUMBER OF VEHICLES	TYPE OF VEHICLE
1	20 tonne Bulker (Fixed gritter body with body and plough)
10	17 tonne Bulker with plough
9	17 tonne with demountable gritter backs and plough attachments
2	Tractor / trailer / trailer gritters with plough
2	7.5 tonne Multi-spreader

2.23 All the above vehicles are fitted with GPS Tracking systems which include sensors to collect information related to spread rates and spread patterns of grit. Records from these units are reviewed daily by the Winter Service Manager and are retained throughout the winter period.

2.24 The Council fleet is also has back up vehicles which are deployed on Priority 2 routes in severe weather as described below:

BACK UP VEHICLES	TYPE OF VEHICLE
2	17 tonne Bulkiers
4	10 tonne multi-spreaders
6	Tractors and Bobcats with ploughs
3	7.5 tonne multi spreader

2.25 Priority 4 networks are patrolled by two 17 tonne Bulkiers deployed from Stockbridge and Wakefield Road depots.

2.26 Priority 1F routes are gritted by 9 Kubota (small tractor) units with spreaders which are provided and operated by staff from the Parks and Landscape section.

Allocation of Plant, Vehicles, Equipment and Materials During Periods of Severe Weather

2.27 During periods of severe weather (or protracted periods) the Winter Service Operations Team will call in addition plant and staff resources from the Private Sector. Currently, arrangements exist with local private-sector providers to bring the following additional resources into the Winter Maintenance operation:

NO. OF VEHICLES	TYPE OF VEHICLE / DRIVERS
2	Snow blowers (hired)
6	Tractors with snow ploughs
2	Bob cats
10	JCB's
7	Footway kubota / tractors
5	Bulk gritters
23	Gritter drivers
41	Operatives – hand gritting – snow clearance

Location and Maintenance of Grit Bins

2.28 Currently on the Bradford highway network there are in excess of 550 grit bins deployed which are predominantly located in the north of the district as illustrated in the table below:

PARLIAMENTARY CONSTITUENCY AREA	NUMBER OF GRIT BINS
Bradford West	46
Bradford South	80
Bradford East	90
Keighley	141
Shipley	161

2.29 The Council maintain a computerised inventory of all grit bins which is in the form of a GIS map layer which is available via the Council's website or on the Priority 1 gritting route maps contained within this operational plan (see *Appendix 3*).

2.30 Deployment of grit bins is seen as essential to ensuring that those areas of the network which are not covered by either Priority 1 or Priority 2 treatment routes have a facility for treatment by local residents / road users in periods of wintery conditions.

2.31 All Council grit bins are inspected prior to the start of the winter season to identify any maintenance/replacement requirements and are refilled as part of this audit which is usually completed before the end of October. Further refills of Council grit bins are provided when stocks in these bins are depleted. This service will only operate on bins which have been provided by Bradford Council and are identified on the asset register described in paragraph 2.29. Alternative arrangements exist for the maintenance of bins

provided by Parish and Town Councils which are not described in this plan. Any request for replenishment of salt in Council bins is handled directly through the Council's Customer Contact Centre (01274 431000). However, it should be noted that replenishment of bins will only take place once all Priority 1 and Priority 2 routes have been treated.

Applications for new grit bin locations

2.32 The Council will assess any application for new grit bin locations in line with the approved assessment criteria matrix (see *Appendix 8*) which adopts a risk based approach to the assessment of locations. The use of this assessment matrix will ensure that only those locations where the greatest risk of danger to the public due to the present of snow and ice are prioritised for deployment of grit bins.

2.33 Where an application is received for a new grit bin an assessment of the location will be undertaken by Council officers throughout the winter season to ensure that the site meets the minimum criteria threshold. Where a site is not deemed to meet these criteria the application is removed from the list of potential sites and if contact information is provided at the time of application the applicant is informed of the Council's decision. There is no right of appeal against the outcome of this decision.

2.34 Where a site meets the minimum threshold, and alternative sources of grit bin provision under the Community Grit bin scheme are not appropriate the site will be added to the list of sites for future grit bin deployment. New grit bin deployments will only take place prior to the commencement of the winter season; therefore any new sites will be established in the following winter season, subject to appropriate budgetary provision.

Community grit bin scheme

2.35 During the Winter of 2017-18 the Council introduced a Community Grit bin scheme. This scheme allowed several Town Councils to purchase grit bins with rock salt from the Council at a cost of £100 for deployment around their parish without relying on the Council to assess and deploy facilities in line with its own procedures. Grit bins which were provided under this scheme are managed by the respective Town or Parish Council and not Bradford Council. Where Community Grit Bins stock of salt becomes depleted further replenishment can be arranged by the Town or Parish Council with Bradford Council at a charge of £50 per bin.

2.36 The Town and Parish Councils who have taken part in this scheme have surveyed their own areas and decided on the location of the grit bins which they will provide – these details are confirmed with the Highways Team. This particular scheme has been very successful and more grit bins are planned for the 2018-19 winter.

2.37 Arrangements for Town and Parish Councils in considering applications for new locations will vary depending upon the requirements of those bodies. Applications for grit bins to be provided under the Community Grit bin scheme should be made direct to the appropriate office as described on their websites.



3. WEATHER PREDICTION AND INFORMATION

Road Weather Information Bureau Services

3.1 Since the winter of 2017/18 Bradford Council as part of the West Yorkshire Combined Authority, has contracted MeteoGroup and Vaisala Weather Bureau to provide weather information and forecasting to the authority on a daily basis during the winter risk period. This section of the Winter Service Operational Plan details the arrangements for the receipt of information, together with other sources of data which are available to the service in determining its daily Operational Response Plan and how these feed into the decision making process.

Road Weather Stations

3.2 Weather forecasting for the district is monitored from 2 dedicated weather stations located at Queensbury and Silsden which feed road surface temperatures to the Vaisala Weather Bureau. Weather information for MeteoGroup is also gathered from these 2 Stations along with their own weather forecasting models. As part of the improvements following the 2017-18 season further upgrades have been made to these weather stations to incorporate CCTV cameras to allow visual confirmation of data provided from these stations. The data available from these outstations can be presented in both graphic and tabular formats that include:

- a) Road surface temperature
- b) Air temperature
- c) Wind and speed direction
- d) Precipitation
- e) Surface state (including level of salt present on the road surface)

The Decision Making Process

3.3 The decision to carry out Winter Service operations and the type of operation to be carried out (e.g. pre-gritting of all routes or pre-treatment of water run-off areas and wet spot gritting) is made by the Winter Service Officer along with the Winter Operations Manager on duty after consulting the 24-hour Specialist Road Weather Forecast Information. In considering the information in the specialist forecast further sources of information may be consulted including interrogating information from the MetOffice Hazard Manager system as well as calling on the services of the duty meteorologist in Exeter, accessing sensors on the weather stations directly, reviewing the Council's CCTV camera network together with seeking any additional information from the other West Yorkshire Authorities about their treatment plans.

Information to be Provided

3.4 The information provided to make a decision on Winter Service Operations is provided by MeteoGroup in the form of a detailed weather forecast of hourly road surface conditions and is also supplemented by direct access to the information from the outstations, which improves the accuracy of these forecasts. The Specialist Road Weather Forecast includes:

- a) **Monitoring Summary** - this information will be available from around 06:00hrs and will provide an assessment of the weather conditions for the next 36 hours.
- b) **Main lunchtime forecast** - available from 12:00hrs. This forecast contains a graphic and text forecast giving details and confidence of hazards



including ice, hoar frost, snow, fog, strong winds to rainfall. Wind speeds and direction, road state and snow depth accumulations at various altitudes predictions can also be provided.

c) A 5 day and 15 day forecast - expected hazards of ice, hoar frost, snow, fog, strong winds and rainfall together with comments on the outlook is provided on a weekly basis.

d) Evening Update - this is a scheduled update forecast which is available from around 18:00 hours. This provides an update to the main lunchtime forecast and is generally valid for the next 36 hours.

3.5 The service, via the Emergency Planning Team also have access to frequent weather and severe weather warnings which are issued by the MetOffice.

Changes to the weather forecast

3.6 MeteoGroup carry out a 24-hour monitoring of conditions and if these vary significantly from the specialist forecast prior to the next scheduled update they will contact the Winter Service Officer to advise of the change and, where appropriate, will issue an updated forecast. In instances where a revised forecast is issued or where the Winter Service Officer considers conditions have deteriorated from the anticipated conditions the winter gritting response may be amended at short notice. Where necessary consideration may need to be given to invoking the Council's Emergency Exemption to drivers hours policy as described in Section 5 of this plan where treatment of the network is likely to vary from the standard treatment pattern.

Night and Ice Patrol Function

3.7 At the discretion of the Winter Service Officer a Night or Ice Patrol function will be carried out by one of the Council's contracted winter service providers or by an emergency Call Out Officer. These resources will work in conjunction with the Winter Service Officer to verify or amend the forecast temperatures and the associated winter service action response.

Timing and Circulation of Information

3.8 The decision on Winter Service operations to be carried out over any 24-hour period is made at 14.00hrs each day by the Winter Services Officer. An Operational Response Plan is developed by the Winter Services Officer based on all information provided in the Specialist Road Weather forecast. The information contained within the Specialist Road Weather forecast together with an Operational Response Plan is circulated internally to Council departments and updates on Council actions are provided to emergency services and social media outlets by 16.00hrs.

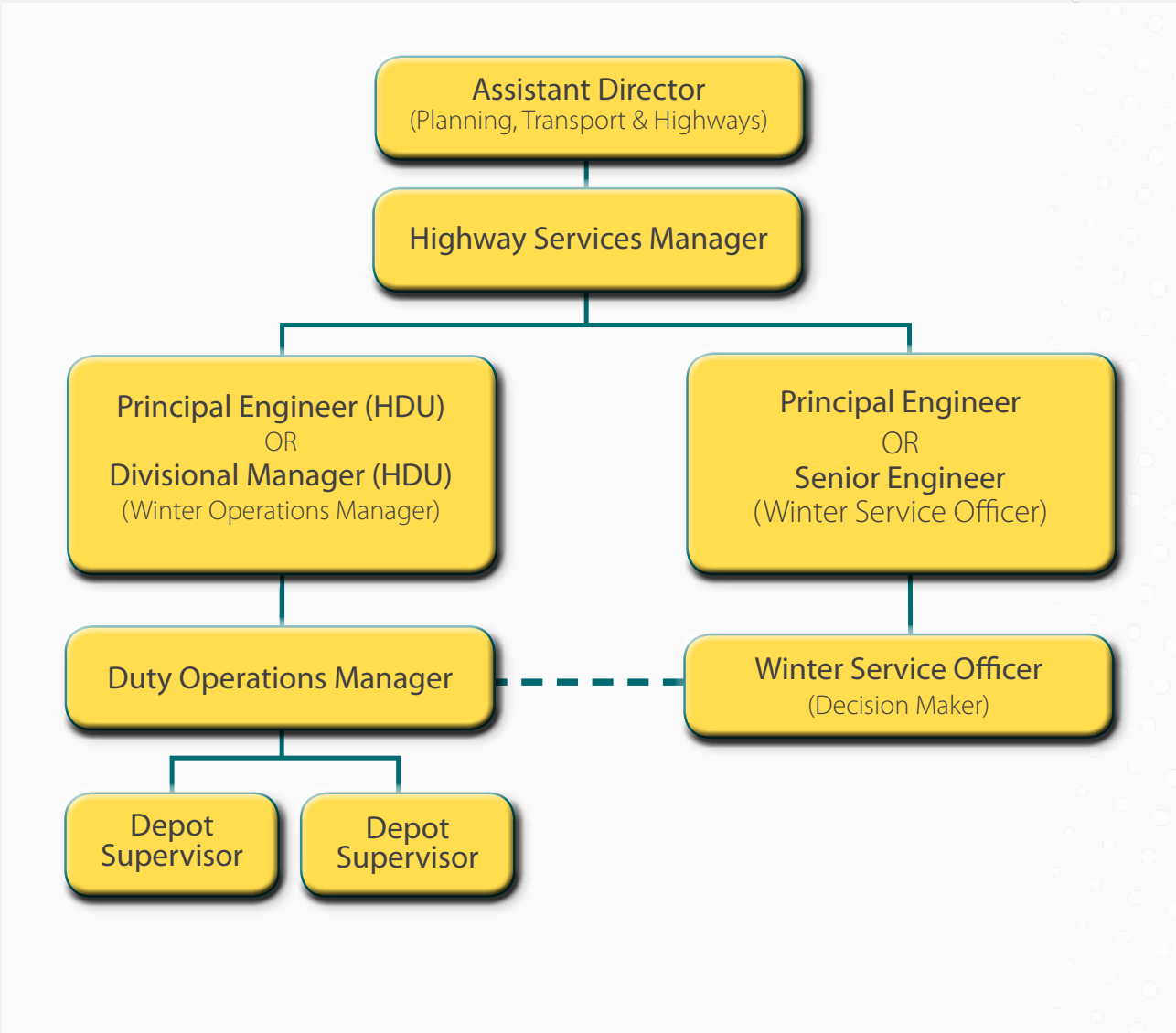
3.9 Whilst the formal Operational Response Plan is communicated following receipt of the 14.00hrs forecast a further review of this plan will be undertaken at 18.00hrs based on the forecast update by the MeteoGroup. Any changes in the action plan will be considered by the Winter Service Officer and if necessary communicated internally to Council departments and to the emergency services.

3.10 The Operational Response Plan only describes the Council's precautionary treatment plan actions and typically covers actions which will take place between 18.00hrs and 07.00hrs the next day. Decisions on any actions to respond to deteriorating weather conditions throughout the working day (07.00hrs to 18.00hrs) will be taken by the Winter Operations Manager, in consultation with the Winter Services Officer. Treatment actions taken between these two operational periods will be co-ordinated by the Winter Operations Manager who will be responsible for ensuring compliance with the drivers hours requirements outlined in Section 5 of this plan.



4. ORGANISATIONAL ARRANGEMENTS AND PERSONNEL

4.1 The organisation of staff for the Winter Service is shown in the chart below:



4.2 The **Highways Services Manager** in Planning, Transportation and Highways holds overall responsibility for the Winter Maintenance Service including responsibility for ensuring that this Winter Service Operational Plan is produced and updated annually and is sufficient in scope and content. The Highways Services Manager also is responsible for confirming approval of any Emergency Exemption of drivers working hours in light of prolonged or severe weather conditions.

4.3 The **Winter Service Officer** holds the overall responsibility for decision making in relation to the development of the Operational Response Plan during any 24 hour period as described in paragraph 3.8. The Winter Service Officer (who acts as the Decision Maker) is responsible for monitoring the road and weather conditions, reaching an appropriate decision on treatment of the network and passing this information on to the Duty Operations Manager who in conjunction with the Depot Supervisors is responsible for organising the deployment of gritters.

4.4 The **Duty Operations Manager** holds responsibility for supervising operatives and arranging effective utilisation of vehicles and plant during Winter Service operations to effect swift treatment of the road network, including decision-making during out of hours and weekends or when the Winter Operations Manager is not available. The Duty Operations Manager is responsible for ensuring that all gritter drivers comply with the working hours requirements of the Council and for arranging deployment of alternative cover should potential breaches of safe driving hours be anticipated in responding to the daily Operational Response Plan. Decisions relating to variations to the winter service provision or invoking of emergency exemptions provisions shall be referred to the Local Bronze Command group for consideration.

4.5 **Gritter Drivers (including Footway Gritter Drivers)** hold responsibility for ensuring that:

- The gritting vehicle is in good working order through carrying out daily and weekly checks, ensuring that all defects are reported to Fleet Services. Specific responsibilities for gritter drivers are set out in the Council's Drivers Handbook issued by Fleet & Transport Services.
- The gate settings on the vehicle are set to the pre-determined spread rate.
- The allocated gritting route is followed correctly.

Bronze Command Arrangements

4.6 This years' Winter Service Operational Plan introduces a local Bronze Command decision making structure to provide strategic oversight and direction to winter operations throughout the period. The local Bronze Command group comprises the following members, or their nominated deputies:

- **Highways Services Manager**
- **Emergency Planning Manager**
- **Winter Operations Manager**
- **Winter Service Officer**

Bronze command arrangements will be operational throughout the winter risk period and will meet to provide operational direction to the service when required. Members of the group will be on call 24/7 during the winter risk period.

4.7 This group meets collectively agree any modification to the Priority treatment routes and makes recommendations to the Council Local Silver Command Group for discussion at a multi-agency command and control approach to dealing with the weather event. This approach is compatible with the wider Yorkshire Resilience Forum arrangements.

4.8 During prolonged periods of inclement weather the Service Bronze Command group will consider whether temporary implementation of reductions in the lengths of roads to be gritted in order to maintain service resilience is required. Where any such reduction is proposed this information will be discussed with the Council Local Silver Group prior to its implementation.

4.9 More detailed explanations of the roles of the winter maintenance operatives are included in the '*Winter Maintenance Good Practice Guide*' published by NWSRG.

4.10 All personnel involved in the Winter Service should acquaint themselves of their duties, responsibilities and working procedures necessary to carry out the tasks assigned to them under the Winter Maintenance operations effectively.

Employee Duty Schedules, Rotas and Standby Arrangements

4.11 This section of the Winter Service Operational Plan describes the duty schedules, rotas and standby arrangements for all roles within the winter function.

4.12 The **Winter Operations Officer** and **Winter Operations Manager** shall be responsible for providing 24 hour cover during each week of their rota commencing 07.00hrs on Monday morning and terminating the following Monday at 07.00hrs.

4.13 Rotas for **Gritter Drivers** will cover two operational arrangements. Gritter drivers shall be on-call for deployment 24 hours per day for a period of 7 days commencing 07.00hrs on Monday morning and terminating the following Monday at 07.00hrs. Within this period, and to comply with the Council's Driving Hours policy requirements, Gritter Drivers shall not be permitted to drive on more than six consecutive

days per operational week and must receive 11 hours continuous rest within any 24 hour period. The responsibility for ensuring compliance with this requirement rests with the Duty Operations Manager.

4.14 Nominated **Depot Supervisors** will be allocated weekly rotas to ensure that depot sites are available for operations throughout the winter period. Depot Supervisors shall be on standby from 07.00hrs on Monday morning and terminating the following Monday at 07.00hrs.

Contact Details

Julian Jackson Assistant Director Planning, Transportation & Highways Service	01274 433766
Richard Gelder Highways Services Manager	01274 437603
Andrew Whelan Principal Engineer (Highway Maintenance) / Decision Maker	01274 434409
David Mazurke Principal Engineer (HDU) / Winter Operations Manager	01274 434199
Louise McCaul Division Manager / Duty Operations Manager	01274 434885
Kevin Whitaker Senior Engineer / Decision Maker	01535 618262

Outside of normal working hours all contact should be made through the Customer Contact Centre on 01274 431000.

5. STANDARD OPERATING PROCEDURES AND DECISION MAKING

5.1 Good communication between the Winter Service Officer and the Winter Operations Manager is crucial.

5.2 The daily Operational Response Plan (prepared by the Winter Service Officer) will be provided to the Winter Operations Manager to advise on the action plan for the coming 24 hour period. The Winter Operations Manager will be responsible for instructing the nominated Duty Officer / Depot Supervisor to arrange opening of the respective depot sites to facilitate the necessary action.

5.3 The Depot Supervisors will contact the Gritter Drivers on the current standby duty rota to arrange their attendance at the depot for action. All Gritter Drivers can be contacted either via land-line or mobile telephone. The Winter Operations Manager will be regularly updated as the operation proceeds and when the action is complete.

5.4 Constant liaison between the Winter Service Officer and Winter Operations Manager will occur throughout the day if the weather patterns change, also if certain roads (in particularly those on high ground) are causing concern.

5.5 During severe snow or ice conditions the Emergency Planning Team will coordinate and facilitate the Council's resources in liaison with external partners (emergency services, health community etc) through a multi-agency approach. The Emergency Planning Team will work with the Winter Operations Manager to prioritise where resources are deployed during such periods of disruption.



Prolonged or Expected Longer Duration Winter Conditions – Decision Making Arrangements

5.6 Where conditions persist beyond four continuous days a daily review of network conditions, short and medium term weather forecast and Operational Response Plans will be carried out by the Bronze Command to identify service resilience issues and review service responses to weather conditions throughout the district. This group will meet at 10.00hrs each day at the Council's Wakefield Road depot (or via video conferencing) until inclement conditions subside. Throughout any weather event the Winter Service Officer shall communicate with MeteoGroup and Vaisala call centres to speak with the duty forecaster to make further decisions or amendments regularly for gritting operations. The briefings provided to the Winter Service Officer as part of this arrangement will be discussed at the local daily review meeting.

5.7 Where conditions persist for five or more continuous days the Bronze Command group will review driver shift rotas to ensure compliance with the Councils driving hours' policy. Whilst during such periods the service will maintain its 'standard' treatment schedule of pre-gritting operations commencing early evening (usually at 18.30hrs) and being fully completed by 21.00hrs as well as operating the morning pre-grit commencing at 05.00hrs and being completed by 08.00hrs the service will introduce special measures in how it responds to manage driver fatigue, including:

- All Priority 1 routes will be subject to a risk assessment for the formation of ice / accumulation of snow to identify any routes which can receive reduced treatment visits. Gritter drivers who would ordinarily be deployed on routes which are deemed passable, with little sign of increasing snow accumulation /

formation of ice will be stood-down for the next treatment action to provide sufficient contiguous rest to a proportion of the standby shift (a minimum of 11 hours). These stood-down drivers will then alternate with drivers on other routes as appropriate to maintain a compliant driver duty rota on the sixth and seventh days.

- Where conditions are likely to extend beyond seven days of continuous treatment action the service will change the standby duty arrangements of gritter drivers from seven days to six days for the period of continued disruption. This action will be agreed at the Bronze Command at its meeting on the sixth day of action.
- To supplement internal driver resources the utilisation of the Night Patrol contractor to provide cover to allow a proportion of drivers to stand-down will be implemented.

5.8 If none of the above actions will resolve the issue of compliance with driver hours requirements consideration will be given to the declaration of an Emergency exemption for the extended period of inclement conditions in line with the procedure contained within this plan.

5.9 All information which is received in relation to weather forecasts, decisions from local review of operations etc. must be saved and any verbal information received during phone calls with the Duty Forecaster must be logged in the gritting diary.

Normal operations - planned precautionary treatments

5.10 Dependent upon the weather forecast, pre-gritting operations will commence early evening (usually commencing at 18.30hrs) and be fully completed by 21.00hrs. If necessary an early pre-

grit will commence at 05.00hrs and be completed by 08.00hrs. All routes will be completed in either morning or evening pre-treatment operations before road surface temperatures reach 0°C.

5.11 Once the pre-grit operation is complete, the standby rota of drivers and supervisors will be stood down.

5.12 Any additional gritting treatments which are required during the working day will utilise the off-duty rota of drivers to treat the high risk Priority 2 routes (or re-treat Priority 1 network). During evening periods consideration will be given to operating the Night and Ice patrol function. The decision on operating such a service will be made by the Winter Operations Manager in consultation with the Winter Service Officer.

5.13 Priority 2 actions are determined by the Winter Operations Manager once the Priority 1 network is clear. Decisions in relation to deployment of drivers on Priority 2 network will be based on risk assessment of routes and availability of resources.

5.14 Priority 3 gritting action is again determined at the discretion of the Winter Service Officer and Winter Operations Manager.

5.15 Priority 1F and 2F treatment will be undertaken at the discretion of the Winter Operations Manager who will liaise with the Parks and Landscapes Officers on standby-duty.

5.16 A daily record sheet must be completed by Depot Supervisors for every call-out occasion. This record will include details of night patrol and / or ice patrol operations, any instructions given, or changes to planned arrangements must be accurately recorded. (See Appendix 7).

5.17 It is the responsibility of the Winter Operations Manager and Depot Supervisors to ensure that there are sufficient vehicles with

drivers and equipment (that are maintained by Fleet Services) available at any time.

5.18 The operations team must ensure all weather forecasts, daily record sheets together with any other pertinent information for future reference (i.e. any claims or litigation and complaints) are kept at Wakefield Road Depot, Bradford.

Drivers Hours Regulations Policy

5.19 The Council's Driver's Hours policy determines the total hours a driver can work during the day, the minimum length of break between shifts and the weekly rest periods. Bradford's Winter Maintenance Operation for driver's hours are governed by the Council's Domestic Drivers Hours Policy. Domestic Rules apply to all driving activities in as much that where a vehicle is below 3.5 tonnes the rules must still be observed, but where the vehicle is over 3.5 tonnes and is driven by a vocational driver then the driving hours must be recorded in line with Domestic Rules. Council drivers are also required to comply with Working Time Directives for mobile workers (drivers).

Goods Vehicles (Gritters)

Daily driving limit

5.20 Drivers must not drive for more than ten hours per day. The daily driving limit applies to time spent at the wheel actually driving on a public road. Off-road driving counts as duty-time.

Duty time

5.21 Duty time for all company drivers is defined as any working time. Self-employed drivers

definition of duty time is only the time spent driving vehicles or doing other work related to the vehicle or its load. The daily Duty Time limit is not more than 11 hours in any working day. This limit does not apply on any working day where operatives do not drive.

5.22 Under the Council Driver's Hours policy the minimum driver's rest period when driving is 30 minutes in duty time which reaches 6 hours; 45 minutes for duty times between 6 hours and 9 hours and 60 minutes for over 9 hours with a maximum 11 hour duty period. Breaks are to be split evenly over the working day in 15 minute periods with the last period taken before the 10th hour. Breaks are not included in total duty time. (this gives a 12 hour day maximum once breaks are deducted).

5.23 Drivers are not permitted to drive for more than six consecutive days in any one period and must not exceed 48 hours total working time per week over a 17 week reference period. Drivers are required to take a minimum continuous daily break of 11 hours within any 24 hour period.

5.24 In setting winter gritting policy regard has been given to the policy advice issued by Bradford Council's Vehicle Action Group. Previous winter work records and demand have been reviewed in order to set this policy which provides resources to match demand in so far as these can be predicted.

Emergency Exemptions to Driver's Hours Rules

5.25 It is recognised that cases of emergency situations may occur beyond the scope of this plan i.e. "*an occurrence due to unusual and unforeseeable circumstances beyond the control of the worker's employer*". Under Regulation 2 of

the Drivers' Hours (Goods Vehicles) (Exemptions) Regulations 2006, the domestic drivers limits (ten hours driving and 11 hours' work per day) can be exceeding in the 'cases of emergency' such as those defined below:

a) Events which cause or are likely to cause such:

- i) danger to life or health of one or more individuals or animals or
- ii) a serious interruption in the maintenance of public services for the supply of water, gas, electricity or drainage or of telecommunication or postal services, or
- iii) a serious interruption to the use of roads, railways, ports or airports, as to necessitate the taking of immediate action to prevent the occurrence or continuance of such danger or interruption, and

b) events which are likely to cause such serious damage to property as to necessitate the taking of immediate action to prevent the occurrence of such damage'

In such circumstances the Council's Domestic Driver Hours policy permits the rest periods described in paragraph 5.22 and 5.23 above to be reduced with the caveat that the worker is allowed to take an equivalent period of compensatory rest. For services which provide an emergency provision (e.g. gritting), the above test still applies.

5.26 In the event of weather events which are unusually severe or sustained it may be necessary to ask drivers to work additional hours or days. It is anticipated that where this falls on rest day that the drivers will work a further three hours and then have a sustained break of 11 hours before working a further three hours. Therefore driver fatigue will be mitigated. Where this takes place managers will monitor the situation and provide compensatory rest at the first opportunity. If there is a weather pattern or event that cannot

reasonably be foreseen then the Winter Service Manager may consider applying for use of the emergency provision to ensure public safety.

5.27 An emergency exemption situation may also be necessary where actual weather conditions differ from the specialist road weather forecast on the day of operation. In such circumstances the services' Operational Response Plan will be reviewed to see if the changes constitute a potential emergency event. Examples of such circumstances can include:

- Advice from the Council's night patrol operatives that conditions have deteriorated from the forecast.
- Receipt of an unplanned forecast / update forecast after determination of winter operations based on the specialist road surface forecast (note, the unplanned forecast must show deterioration in either severity or duration of winter events from the planning forecast to be considered as potentially giving rise to the emergency exemption).
- Receipt of multiple reports of ice/snow accumulations on the network from the public,

elected members (which have been visually verified via the CCTV camera network), emergency services or the Council's Emergency Planning team.

5.28 Additionally, an emergency exemption may be sought where minimum levels of cover cannot be provided during the winter gritting operations due to staff sickness which has a detrimental impact on the ability of the service to deliver the function.

5.29 In all the above circumstances the decision to invoke the emergency provisions with this plan must be made by the Highways Services Manager in conjunction with the local Bronze Command group.

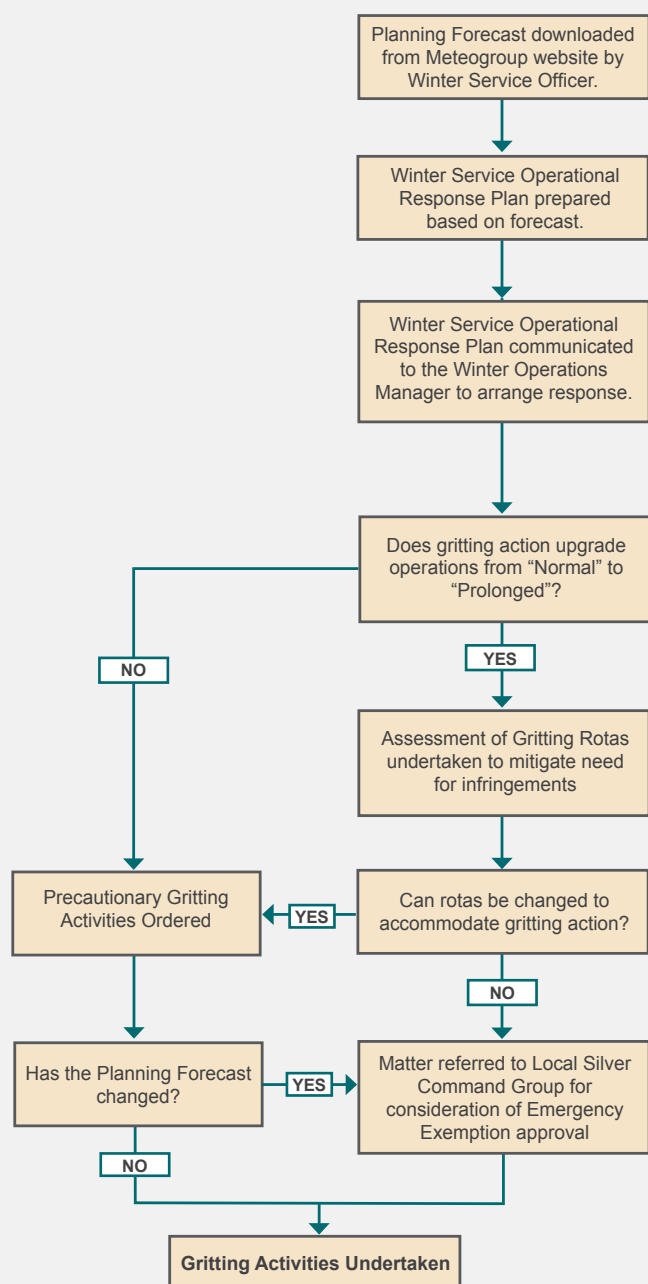
5.30 The Winter Operations Manager and his team are responsible for ensuring that the drivers' hours are not exceeded and will ensure that the records are accurate. Rest time for drivers will be paramount in all decisions made on gritting during severe weather.

5.31 All timesheets are audited on a weekly basis by the Technical Enforcement Co-ordinator, Fleet & Transport Services.



Procedure for approval of an Emergency Exemption

5.32 Where a situation giving rise to the necessity for an emergency exemptions arises the following procedure will be adopted:



5.33 Emergency Exemption Approval shall be sought from the local Bronze Command group using the prescribed form produced by Fleet Services (see Appendix 9). Decisions on invoking the emergency exemption approval shall be taken by the Highways Services Manager (or nominated representative) following review of the information discussed at the Bronze Command meeting. Once approval to declare an emergency situation has been given this will be communicated to the Fleet Compliance Manager.

Driver Training

5.34 All Gritter drivers deployed on the winter gritting routes receive a comprehensive programme of training, both upon first registering on the winter service rota and then annually thereafter.

5.35 New gritter drivers will, in addition to attaining their HGV Class C driving license complete their Driver's CPC qualification as well as undertaking a programme of training to City & Guilds 6159 (Winter Operations) which covers such aspects as Health & Safety legislation, control measures and safe working methods and working practices appropriate to the winter service.

5.36 Existing Gritter Drivers will receive an annual programme of refresher training comprising:

- Dry runs of the Priority 1 treatment routes for route familiarisation purposes;
- Practical refresher on safe working practices including changing snow ploughs on wagons; and
- Tool box talks at the start of the season.

6. SALT STORAGE

6.1 The Rock Salt for the district is stored at four locations across the district.

LOCATION	MAX STOCK Tonnes	MIN STOCK Tonnes	COVERED Tonnes	UNCOVERED Tonnes
Wakefield Road Depot	16,300	12,300	4,000	12,300
Queensbury Depot	600	100	600	N/A
Stockbridge Depot	7,300	2000	NIL	7,300
Ilkley Depot	600	100	NIL	600
TOTALS	24, 800	14,500	4,600	20,200

6.2 Marine salt for city and town centres is stored at the Wakefield Road Depot and also at Stockbridge Depot, Keighley.

Resilience

6.3 The Council's Resilience level is determined as:

- Overall Winter Period 1st October to 30th April
- Days Resilience (Overall Winter Period) 15 Days
- Core Winter Period 1st December to 28th February
- Days Resilience (Core Winter Period) 20 Days

MINIMUM SALT STOCKS					
			MINIMUM STOCK		
Route Priorities	Minimum Winter Network (Tonnes/ Run)	Minimum Winter Network (Tonnes/Day)	Overall Winter Period 15 Days Resilience	Core Winter Period 20 Days Resilience	30 Days Resilience
PRIORITY 1	120 x 2	240	3,600	4,800	7,200
PRIORITY 2	100	200	3,000	4,000	6,000
PRIORITY 3	80	80	1,200	1,600	2,400
PRIORITY 4	30	30	450	600	900
FOOTWAYS	20	20	300	400	600
TOTALS		480	8,550	11,400	17,900

6.4 On the basis of recent experience, the salt stock levels at the commencement of the winter season have been reviewed to the revised maximum storage capacity available across the district. The total stock level of 24,800 is more than sufficient for an average winter and provides in excess of the recommended 12 day level of resilience.

6.5 Resilience within the country is managed through the Civil Contingencies Act 2004 and the Local Resilience Forums. These forums are Police Force area based, e.g. West Yorkshire.

6.6 The members of this forum give strategic direction through the Strategic Coordination Group (GOLD) to the Tactical Coordination Group (SILVER). They in turn liaise with each Local Authority to ensure the coordination of the emergency for both supplies and other resources.

6.7 Within Bradford the coordination of salt stock resilience is managed through a Local Council Silver group whose members include Emergency Services, Health and Local Authority Officers. Feeding into this group would be the local Bronze Command Group. The salt stock figure to trigger this review will be 10,650 Tonnes which would give 15 days' resilience. At this point the extent of Priority network treatment could be reduced from 704 miles per treatment to 412 miles (Priority 3). Feeding into this group would be the local Service Silver Command Group. The salt stock figure to trigger this review will be 10,650 Tonnes which

would give 15 days' resilience. At this point the extent of Priority network treatment could be reduced from 704 miles per treatment to 412 miles (Priority 3).

Mutual Aid

6.8 Mutual aid is a pre-agreement between one or more organisations to assist each other, as far as practicable, to overcome disruptive challenges. Mutual aid between authorities is often used in response to "wide" area emergencies as the impact on the local authorities, emergency services and other resources can be overwhelming. Within West Yorkshire Resilience Forum an agreed Mutual Aid protocol has been established signed by all five West Yorkshire Chief Executives.

6.9 Mutual Aid in salt supply and contingency arrangements in advance, are in place through a Salt Cell Group arranged by the DFT (Department for Transport) in London. The other five Local Authorities in West Yorkshire; Leeds, Calderdale, Kirklees and Wakefield are represented on this group. Salt Cell monitors and communicates with the Winter Operations Manager weekly during the winter season.

6.10 The DFT also maintain a substantial national emergency salt reserve and have a robust distribution process in place, if for any reason, this salt of last resort is needed to be allocated.

7. OPERATIONAL COMMUNICATIONS

7.1 Daily Winter service operations will be posted on the City of Bradford Metropolitan District Council Web Site and communicated via social media outlets.

7.2 During the Winter Season the daily Operational Response Plan of action is communicated to elected members, the Council's Senior Leadership team and the Customer Contact Centre. Daily briefings will be arranged with Officers and members of the Chief Executive's Management Team (CMT) during periods of severe weather with a particular focus on salt stocks and level of resilience by the Service Bronze Command group.

7.3 All Operatives driving vehicles involved in the gritting operations have access to mobile phones. Members of the Service Bronze Command group also have access to tele- and video-conferencing facilities (Skype) to ensure effective management of the service on a daily basis.

7.4 Since 2010 improvements to the Winter Service Communications have improved by using the Council Website and Social Media. The website pages are regularly up-dated and contain information about the service. All the routes treated, are now identified on plans for all The Carriageways and Footways across the Highway

Network. As a result of the 2017/18 review plans showing the Priority 2 treatment network have been added to the Council's interactive webpage.

7.5 The Council's website also contains advice and guidance on what to do during winter conditions. There is also a form on the website for the public to request gritting, or alternatively requests can be logged interactively on the gritting maps on the website. Form requests are managed by our Customer Services Section who will forward on request to the operations team on a daily basis.

7.6 Recently with the launch of the BradfordApp additional functionality has been included to allow residents to request services via Smart phones and other internet connected devices.

7.7 Social media has developed into an important communication method and we use Twitter to give out operational information. We currently have more than 5,000 followers on our Twitter account that can pick up our winter messages and re-Tweet.

www.bradford.gov.uk/emergencies/winter-and-gritting

8. COMMUNITY SELF-HELP AND RESILIENCE

8.1 In 2011 a pilot scheme to introduce “Snow Teams” within Bradford district was introduced. This scheme assisted groups within communities to carry out winter treatment of footpaths. The community self-help and the snow team scheme enables communities to provide an enhanced service over and above that which the council provides. The scheme was promoted through the Council website and social media. Since the introduction of the scheme the numbers of snow wardens in Shipley constituency as increased from nine (in 2012) to 93 in 2015 and around 70 groups across the district have been provided with resources.

8.2 Registered snow team volunteers are provided with snow shovels, high visibility vests and rock salt to spread on public roads and footpaths. These resources and guidance, including Health and Safety briefings are provided before the start of the winter season. Snow team leaders can request further rock salt supplies in severe weather conditions from the Council. Supplies will only be delivered once treatment of all Priority 1 and 2 carriageway and Priority 1F and 2F routes have been completed. Snow Team schemes are co-ordinated through the Neighbourhoods and Environment Area Co-ordinators Office.

8.3 The Council continue to work closely with the Government to promote advice about self-help in winter, including supporting the national “Get Ready for Winter” campaign. This includes promoting Government guidance such as the “Snow Code” (a self-help guide published in 2010) this guidance is available on our web pages along with other guidance which is updated on a regular basis.



8.4 If you are interested in setting up a Snow Team for your community please contact the appropriate Area Co-ordinator’s Office:

■ Bradford East	01274 431066
■ Bradford South	01274 431155
■ Bradford West	01274 432597
■ Keighley	01535 618008
■ Shipley	01274 437146

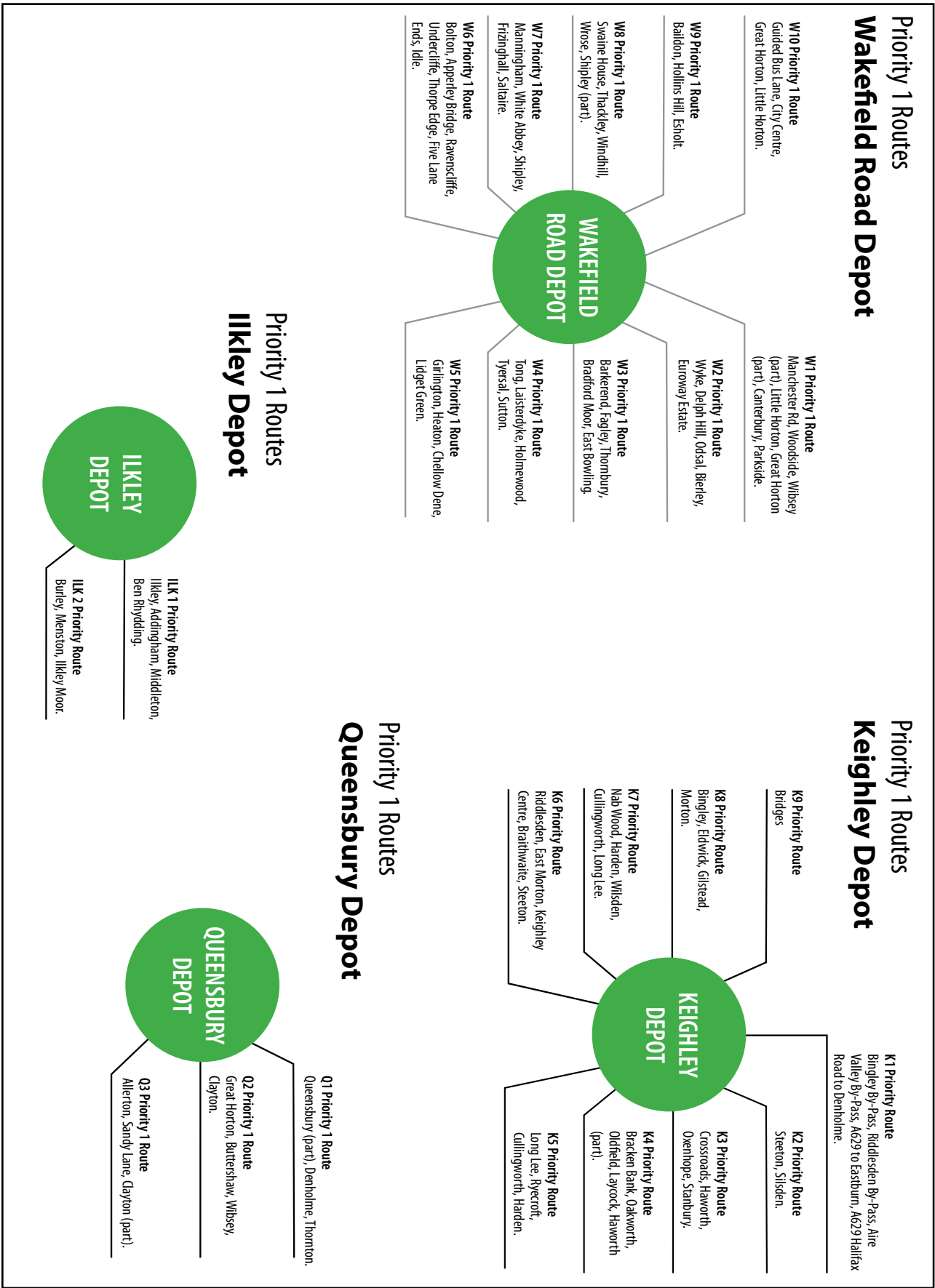


This page is intentionally left blank

Appendices



Gritting Tree - Operation of Depots and Routes



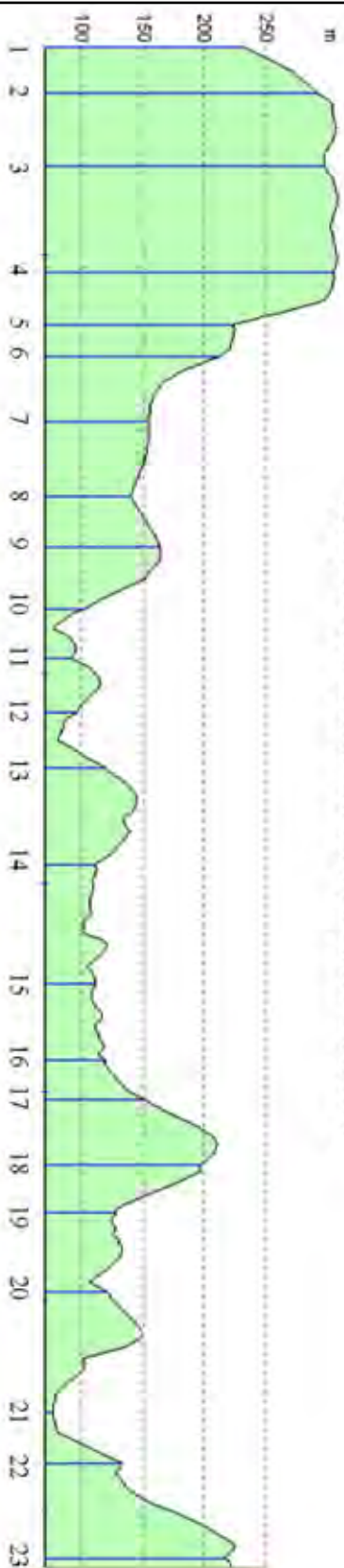
Appendix 2

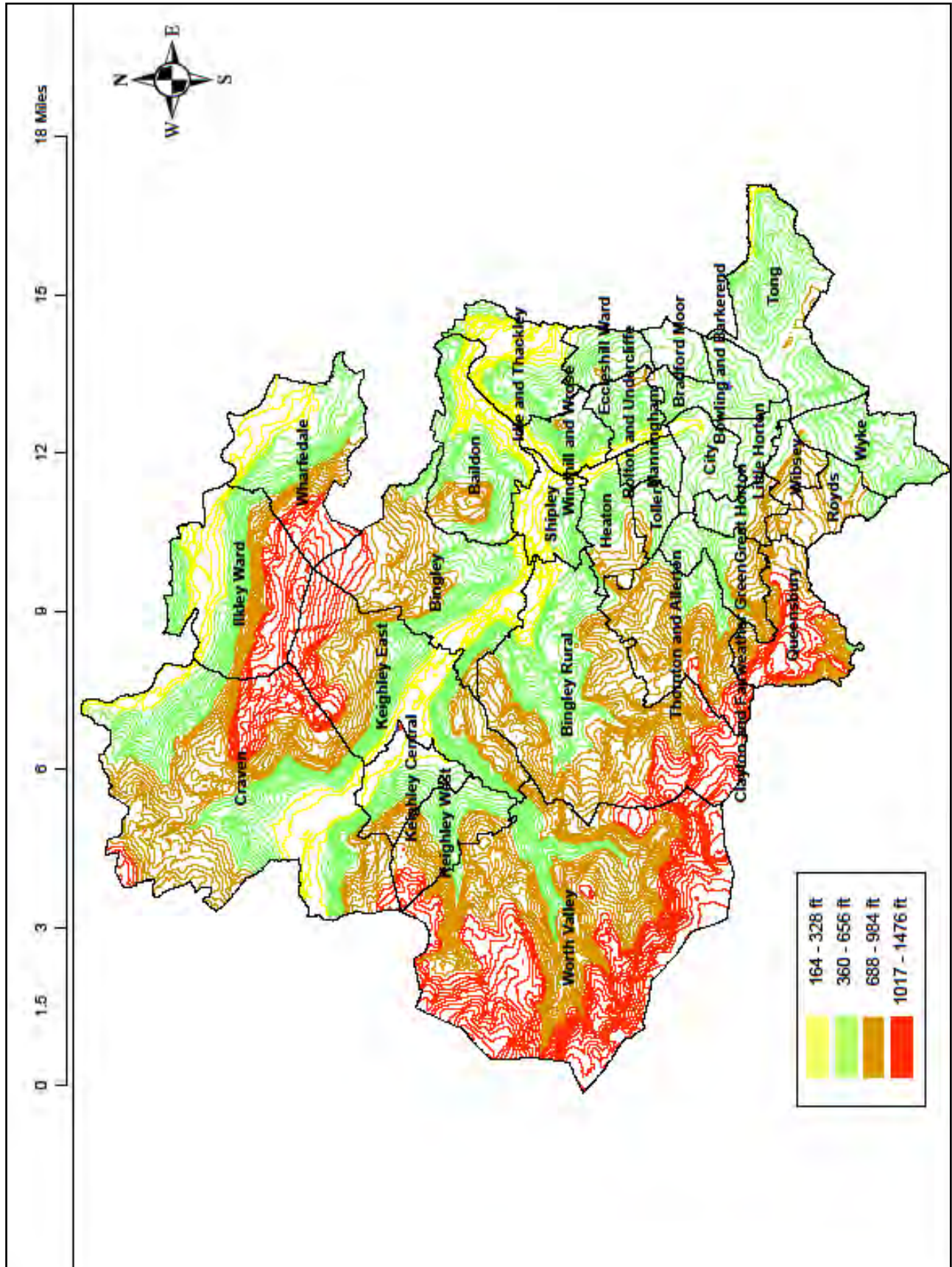
Altitude of Settlements in the City of Bradford MDC

AREA / LOCATION	FEET ABOVE SEA LEVEL
Queensbury	1100
Buttershaw	867
Wibsey	810
Woodside	760
Odsal Top	696
Wyke	600
City Hall	325
St. Lukes	465
B.R.I	623
Toller Lane - Roundabout	601
Thornton Road , Girdlington	428
Allerton	750
Sandy Lane - Traffic Lights	706
Haworth Road Y.W.A Treatment Plant	815
Lingbob, Wilsden	736
Crossroads, Cullingworth	654
Mini-roundabout Harden	460
Shipley	250
Bradford Road , Branch	350
Emm Lane	651
Moorhead Lane , Saltaire	490 - 623
Main Street , Bingley	266
Haworth	750
Bus Terminus , Eldwick	703
Village , Oxenhope	672
Stanbury	826
Lynfield Mount , Daisy Hill	776
Five Lane End	649
Wrose Road - Top	585
Eccleshill	690
Thackley Corner	426
Baildon Moor	800
Baildon Centre	525
Keighley	271
Oakworth	800
Denholme	984
Silsden	760
Thornbury	560
Dudley Hill	650
Ilkley Town Centre	311
Ilkley Moor	820

- | | |
|-------------------|--------------------|
| 1 Haworth | 14 Bingley |
| 2 Oxenhope | 15 Keighley Centre |
| 3 Denholme | 16 Steeton |
| 4 Queensbury | 17 Silsden |
| 5 Clayton | 18 Silsden Moor |
| 6 Halifax Road | 19 Addingham |
| 7 Odsal | 20 Ilkley |
| 8 Bfd City Centre | 21 Burley |
| 9 Undercliffe | 22 Menston |
| 10 Greengates | 23 Ilkley Moor |
| 11 Thackley | |
| 12 Shipley | |
| 13 Lower Baildon | |

Bradford District Elevation Profile





Appendix 3

Priority 1 Treatment Routes 2018/19

Priority 1 Routes

Wakefield Road Depot

W1 Priority 1 Route

Manchester Rd, Woodside, Wibsey (part), Little Horton.

W2 Priority 1 Route

Listerhills, Girlington, White Abbey, Manningham, Heaton.

W3 Priority 1 Route

Laisterdyke, Bfd Moor, Undercliffe, Thorpe Edge, Thornbury, Fagley, Greengates.

W4 Priority 1 Route

Ring Road (part), East Bowling, Oakenshaw, Bankfoot, Low Moor, Wyke.

W5 Priority 1 Route

Ring Road (part), East Bowling, Oakenshaw, Bankfoot, Low Moor, Wyke.

W6 Priority 1 Route

Baildon Area.

W7 Priority 1 Route

Shipley, Saltaire, Thackley, Idle, Windhill, Apperley Bridge.

W8 Priority 1 Route

West Bowling, East Bowling, Barkerend, Kings Road, Swaine House, Manningham (part).

W9 Priority 1 Route

Bolton, Undercliffe, Thorpe Edge, Owlet.

W10 Priority 1 Route

A650, Nab Wood, Frizinghall, Heaton, Manningham.

W11 Priority 1 Route

Esholt, Bus Lane, City Centre.

Queensbury Depot

Q1 Priority 1 Route

A647, Great Horton, Moore Avenue, Canterbury, Buttershaw, Little Horton, Wibsey.

Q2 Priority 1 Route

A647, Queensbury (part), Clayton, Schoolmoor, Horton Bank Top, Allerton, Heaton, Girlington.

Q3 Priority 1 Route

A644 Queensbury, School Green, Clayton, Thornton.

Q4 Priority 1 Route

A644 Brighouse & Denholme Road, Queensbury, Thornton, Chellow Grange.

Keighley Depot

K1 Priority Route

Keighley Centre, Guard House, Holy Croft, Highfield, Long Lee.

K2 Priority Route

Steeton, Silsden.

K3 Priority Route

Oakworth (part), Steeton, Braithwaite, Laycock.

K4 Priority Route

Bingley, Riddlesden, Eldwick.

K5 Priority Route

Weak bridges.

K6 Priority Route

Aire Valley, A629, A650, Trunk Roads.

K7 Priority Route

Cullingworth, Harden, Cottingley, Wilsden, Denholme.

K8 Priority Route

Oxenhope, Haworth (part), Bracken Bank, Woodside.

K9 Priority Route

Oakworth, Haworth

Ilkley Depot

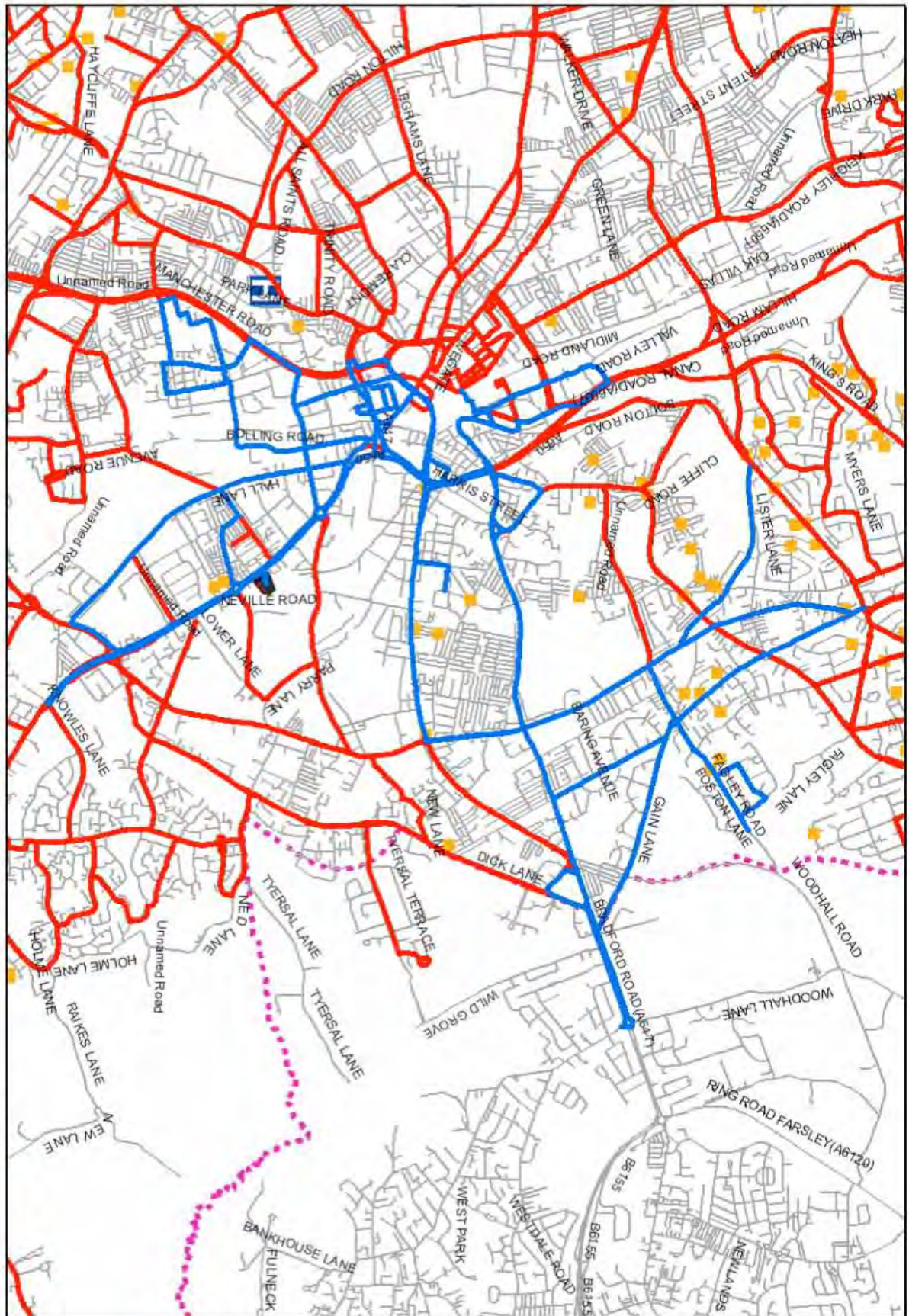
ILK 1 Priority Route

Ilkley, Addingham.

ILK 2 Priority Route

Burley, Menston.

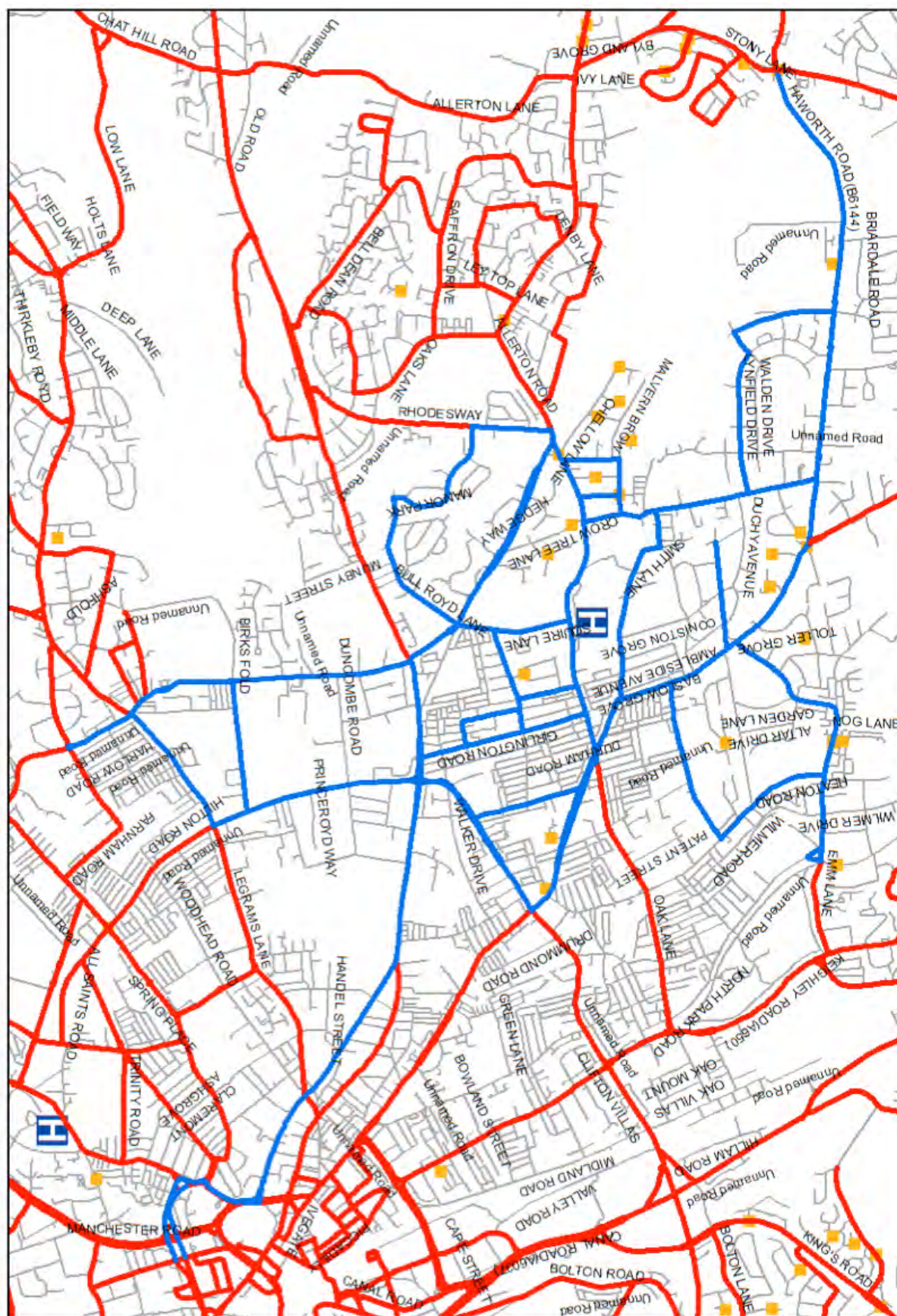
W3
Grit Bins



Grit Bins

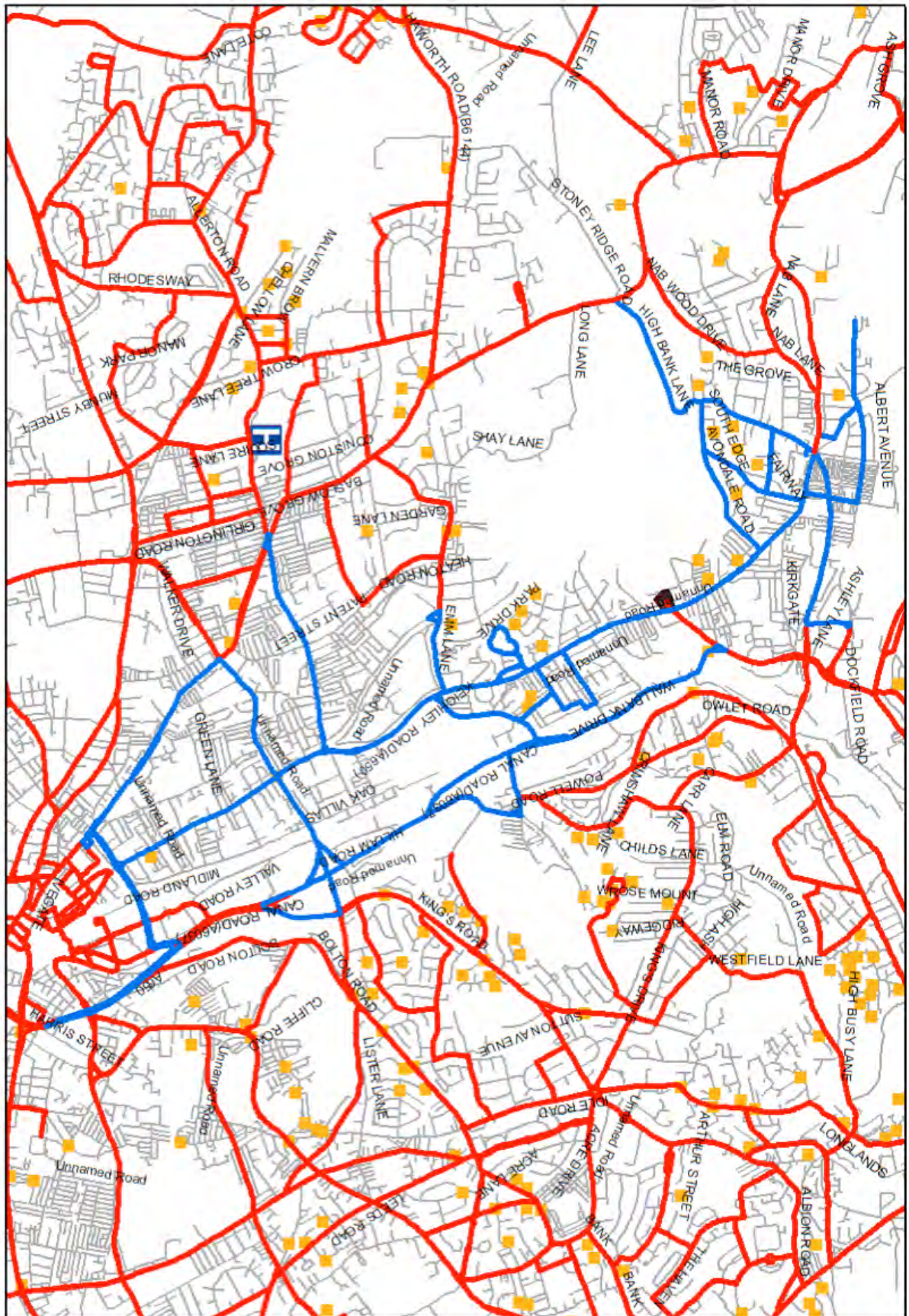


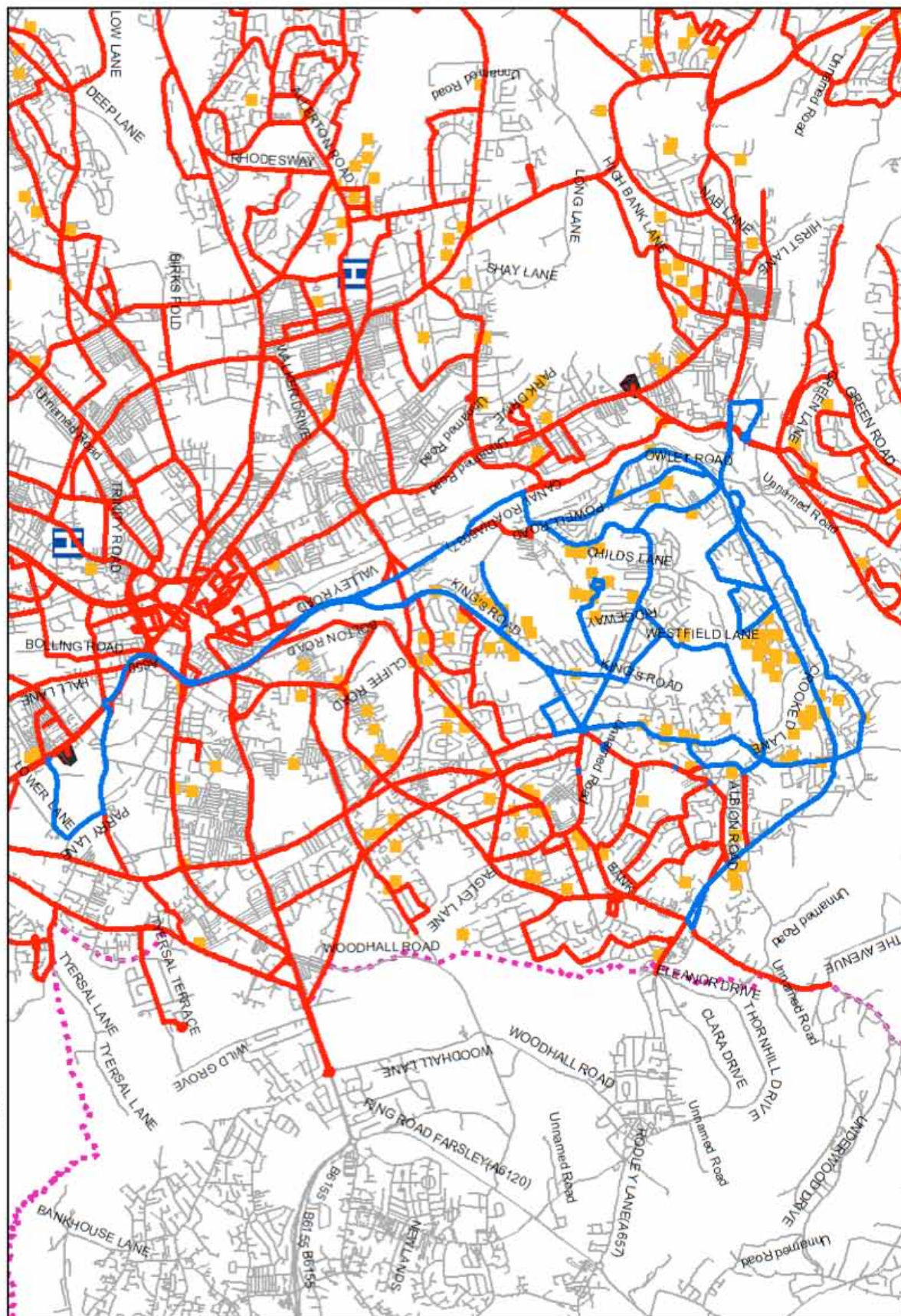
W5



Grit Bins

W7



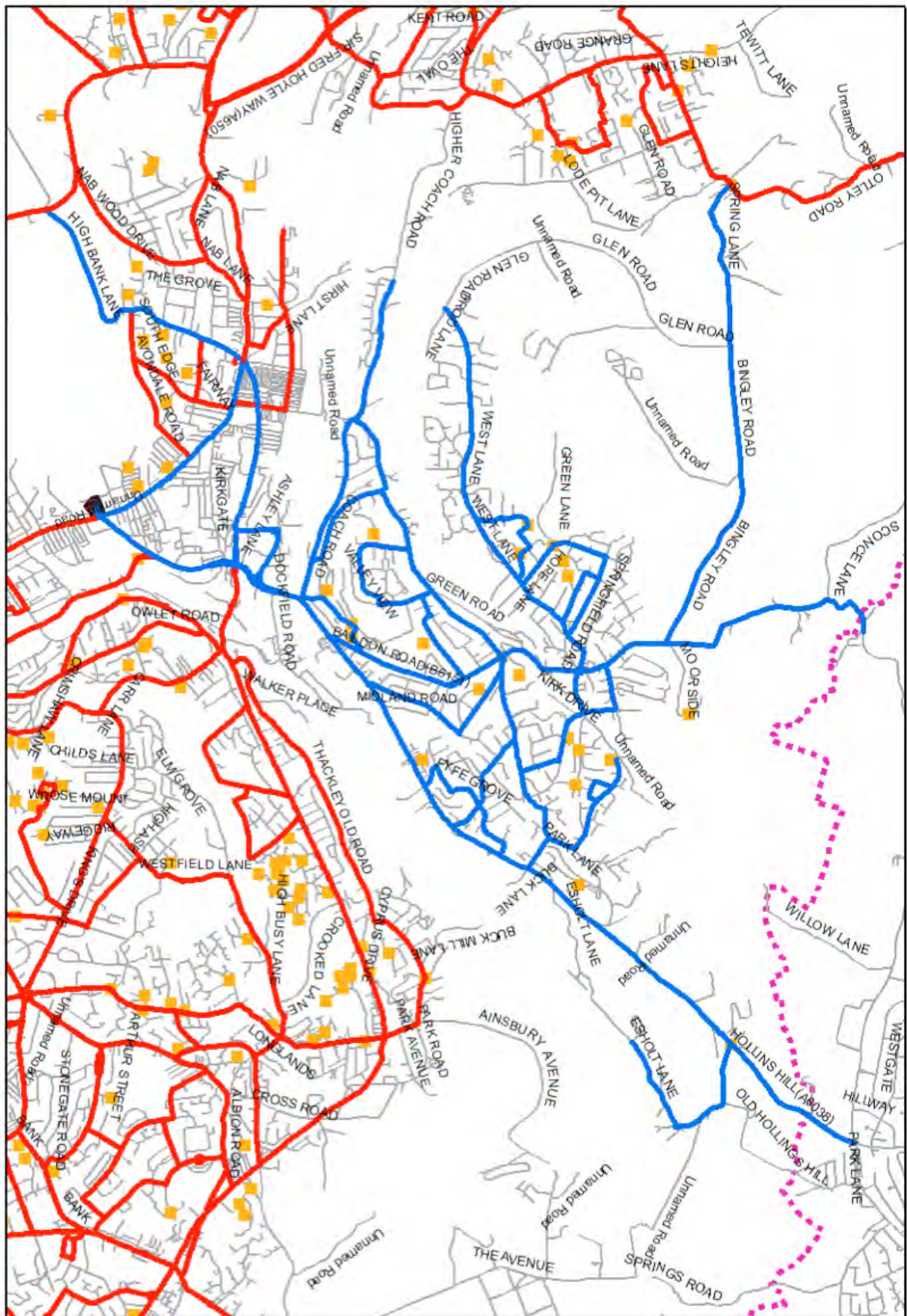


Grit Bins

W8

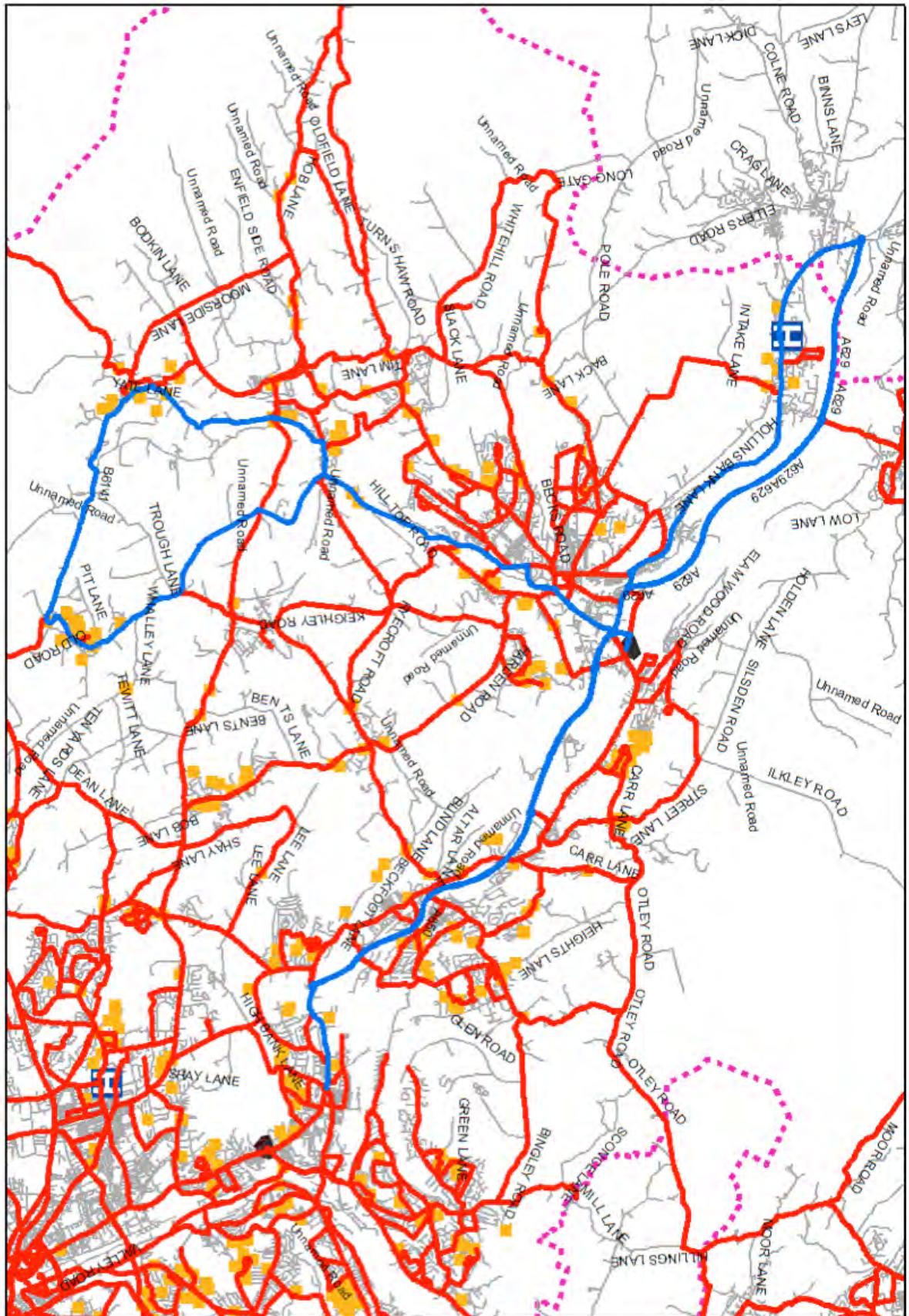
Grit Bins

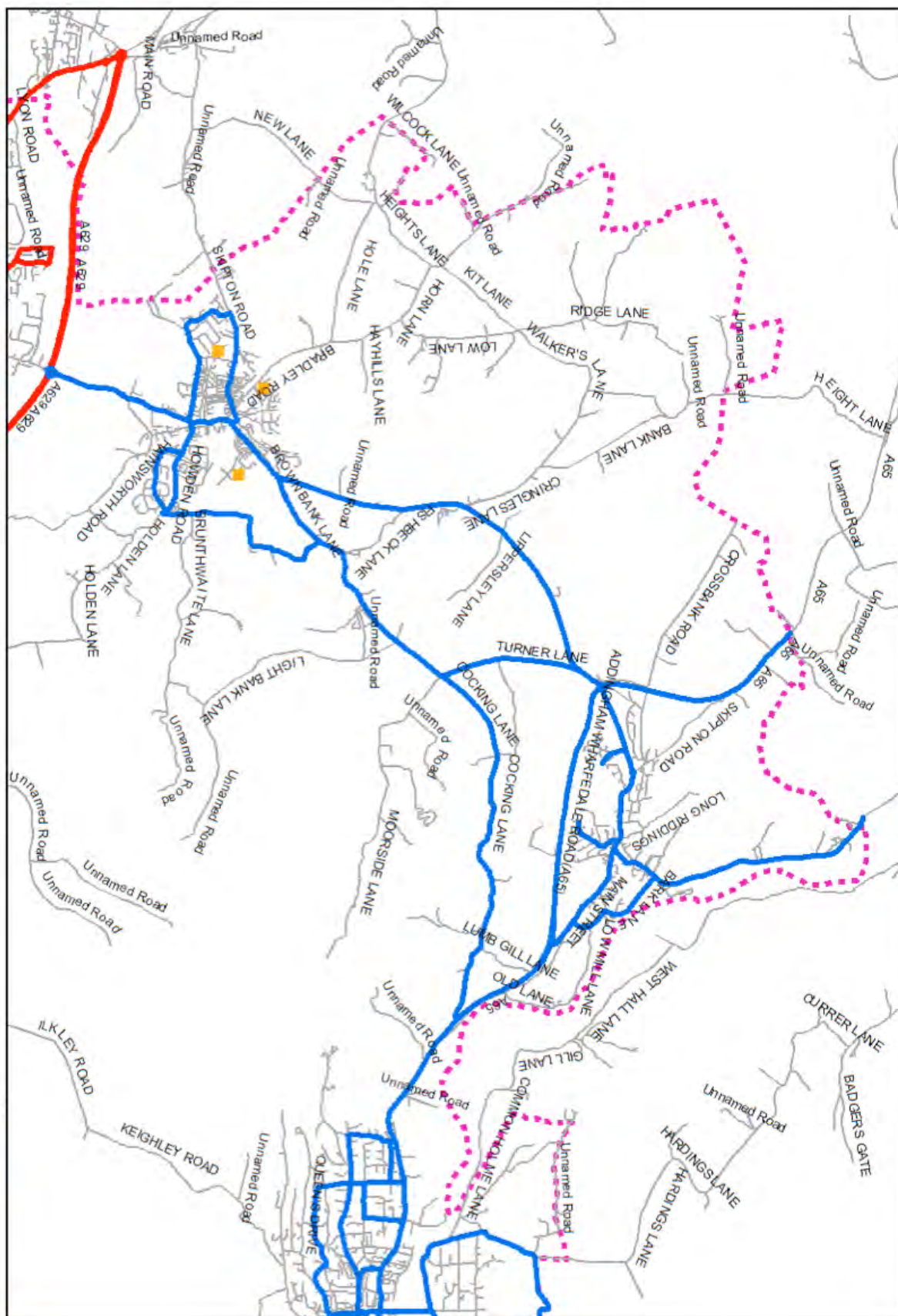
W9



Grit Bins

K1

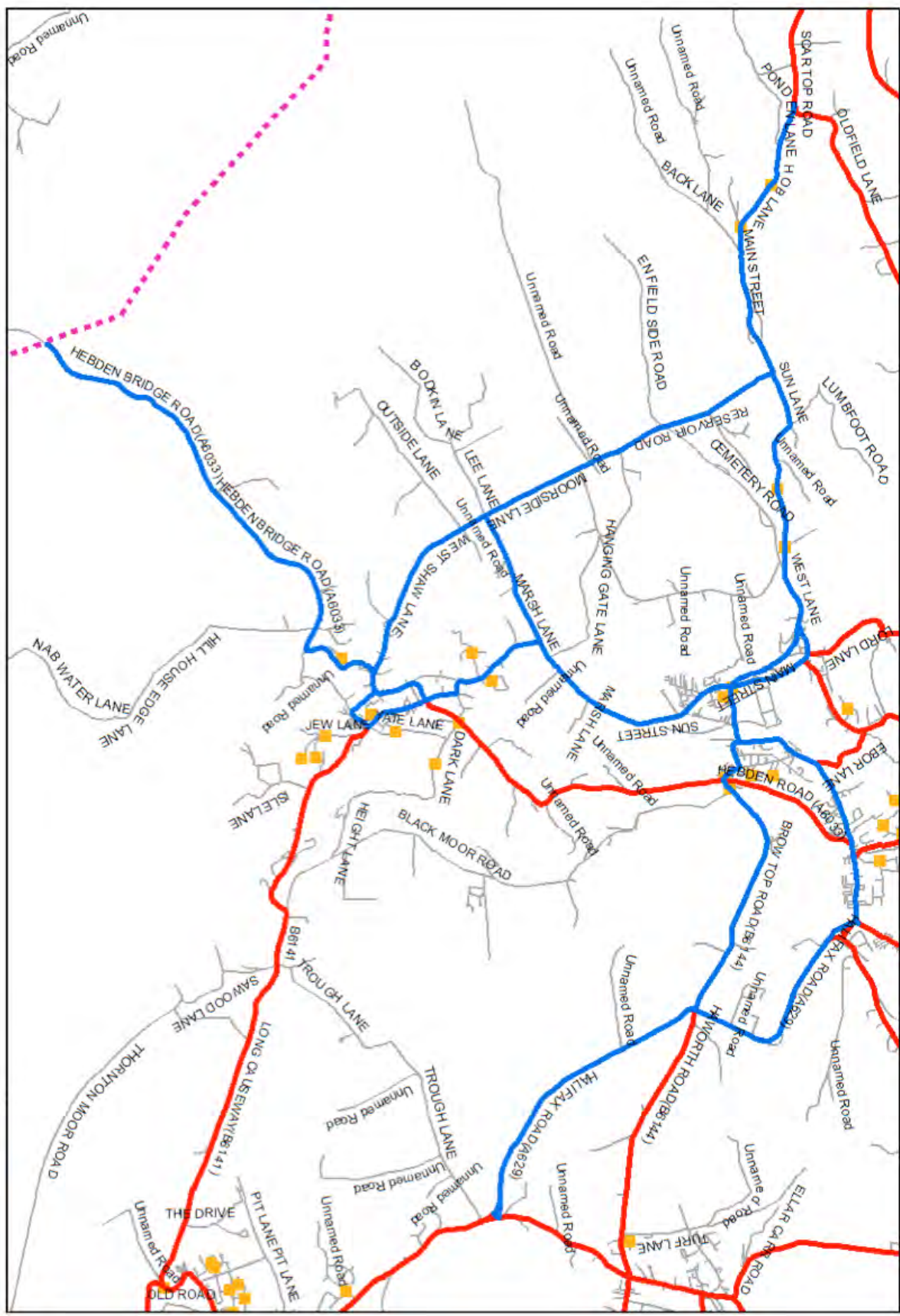




K2
Grit Bins

K3

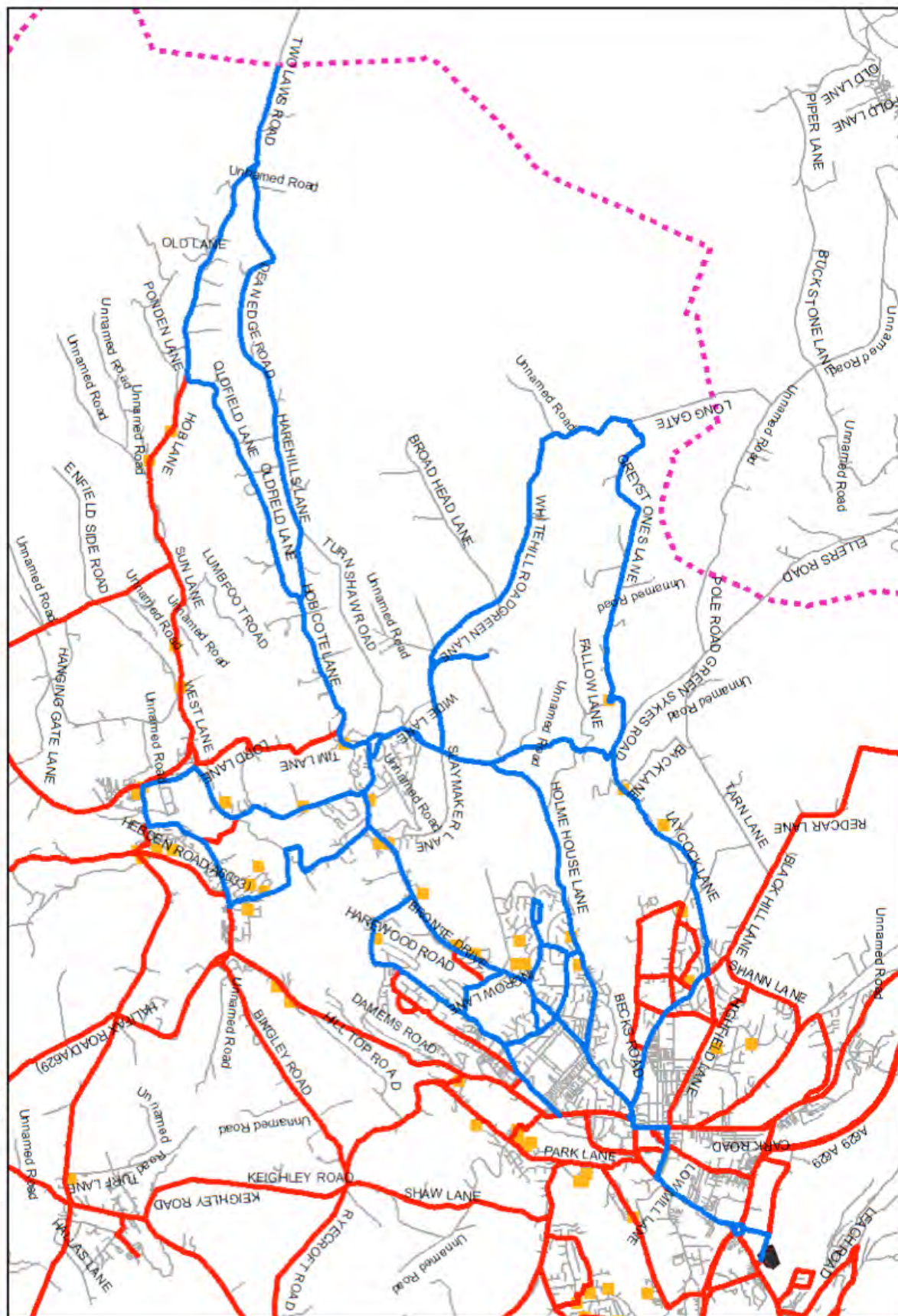
Grit Bins



Grit Bins

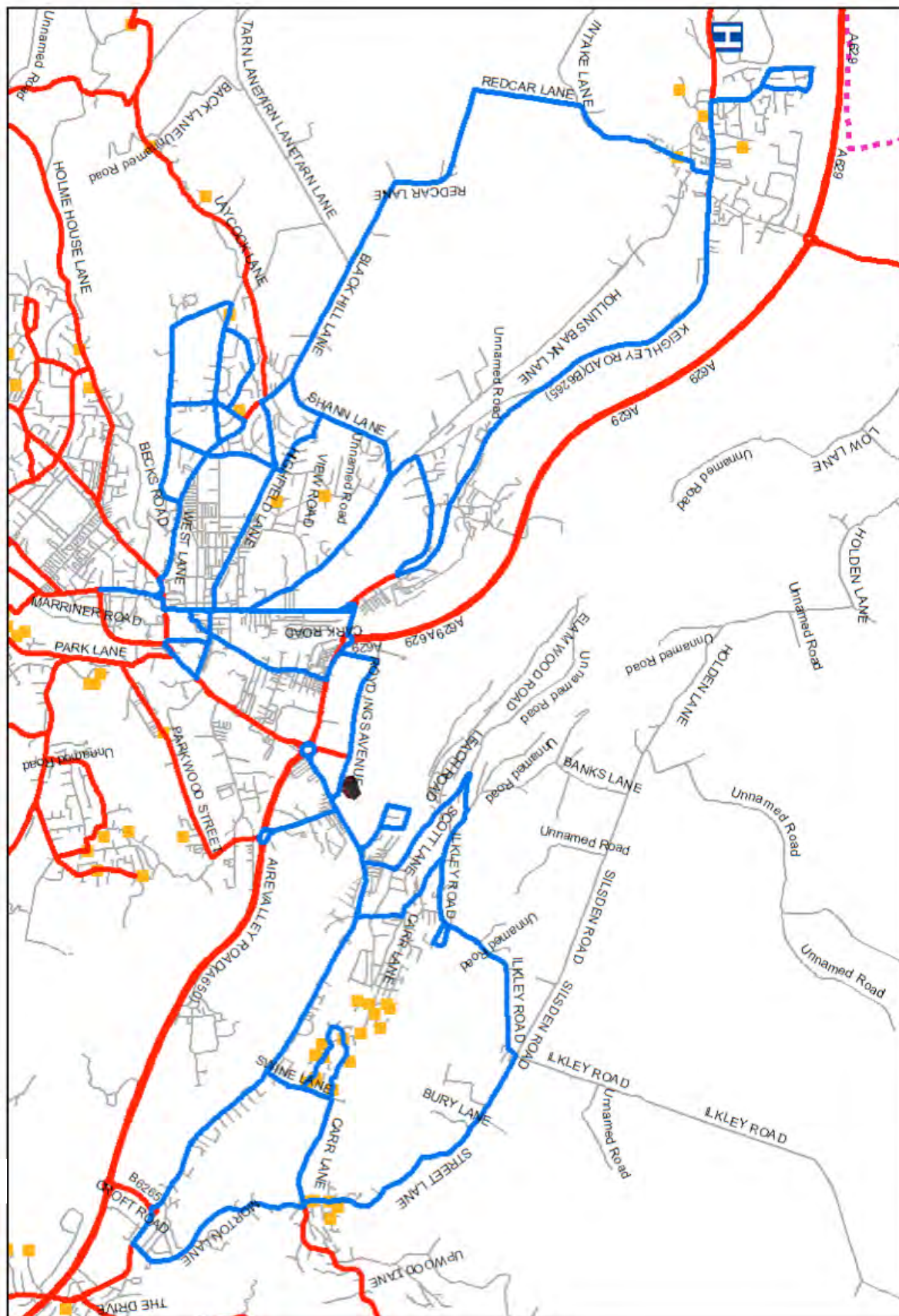


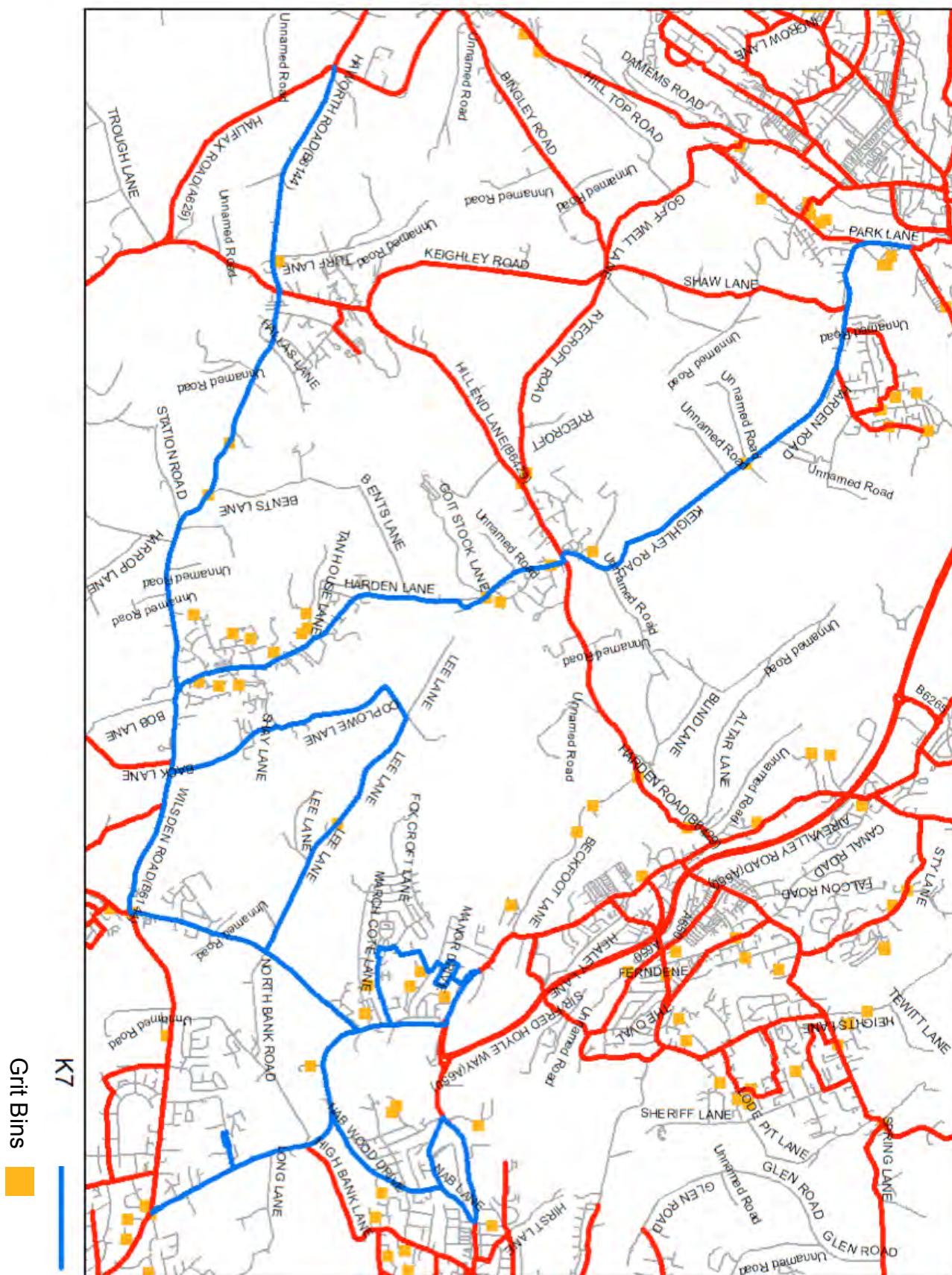
K4

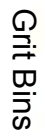




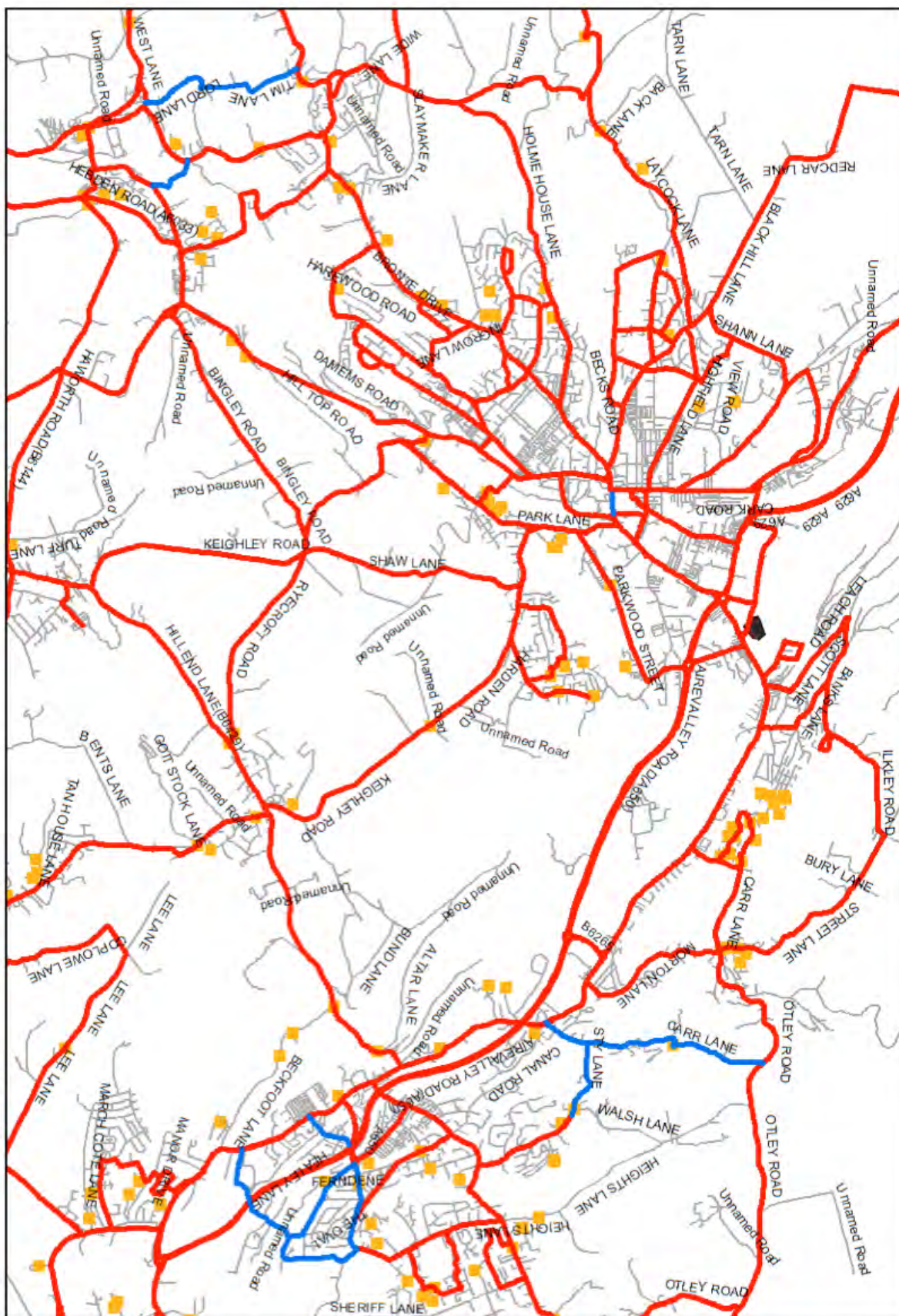
K6
Grit Bins

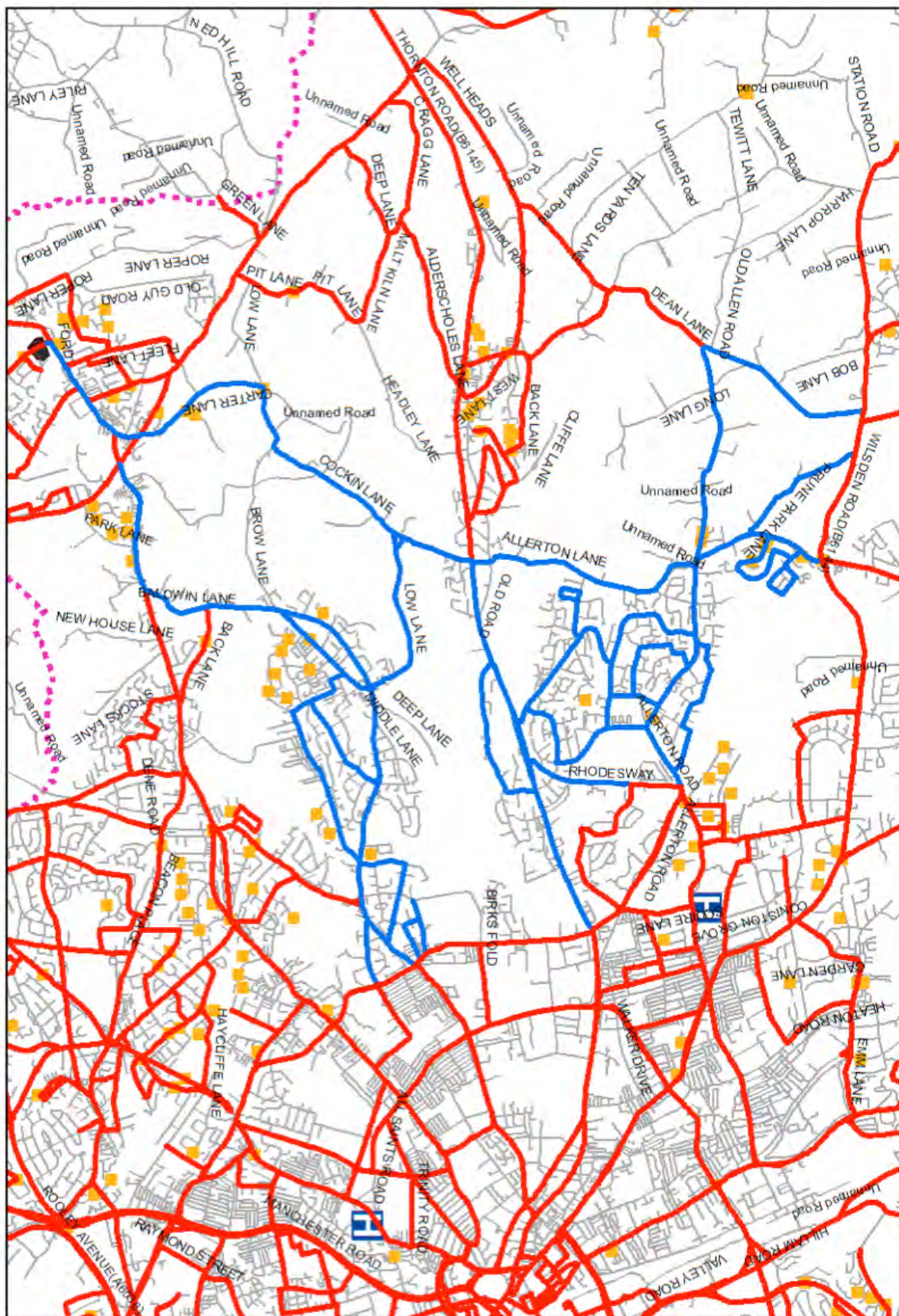






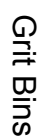
K9 Mini
Grit Bins





Grit Bins

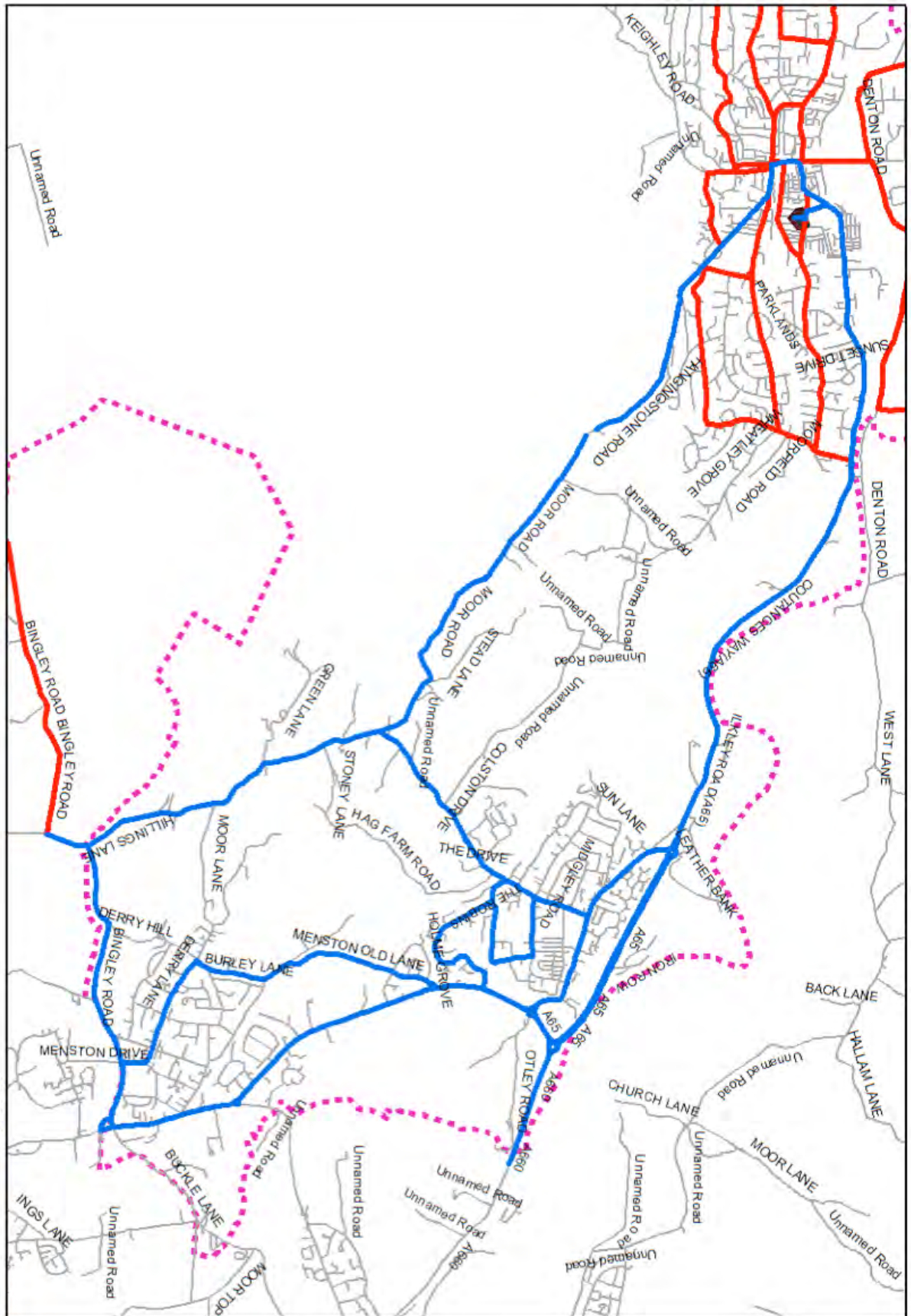
Q3



Grit Bins

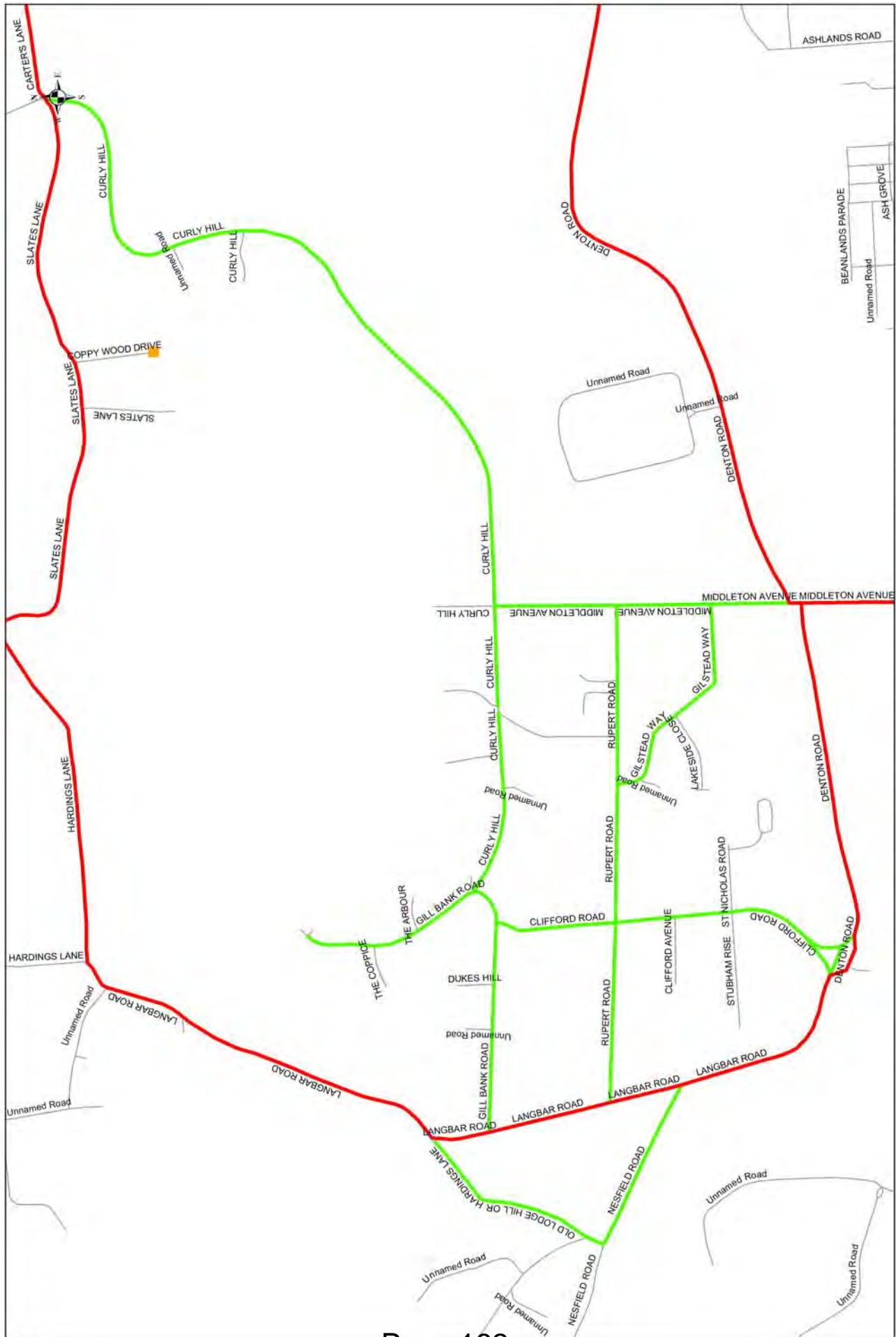


ILK 2

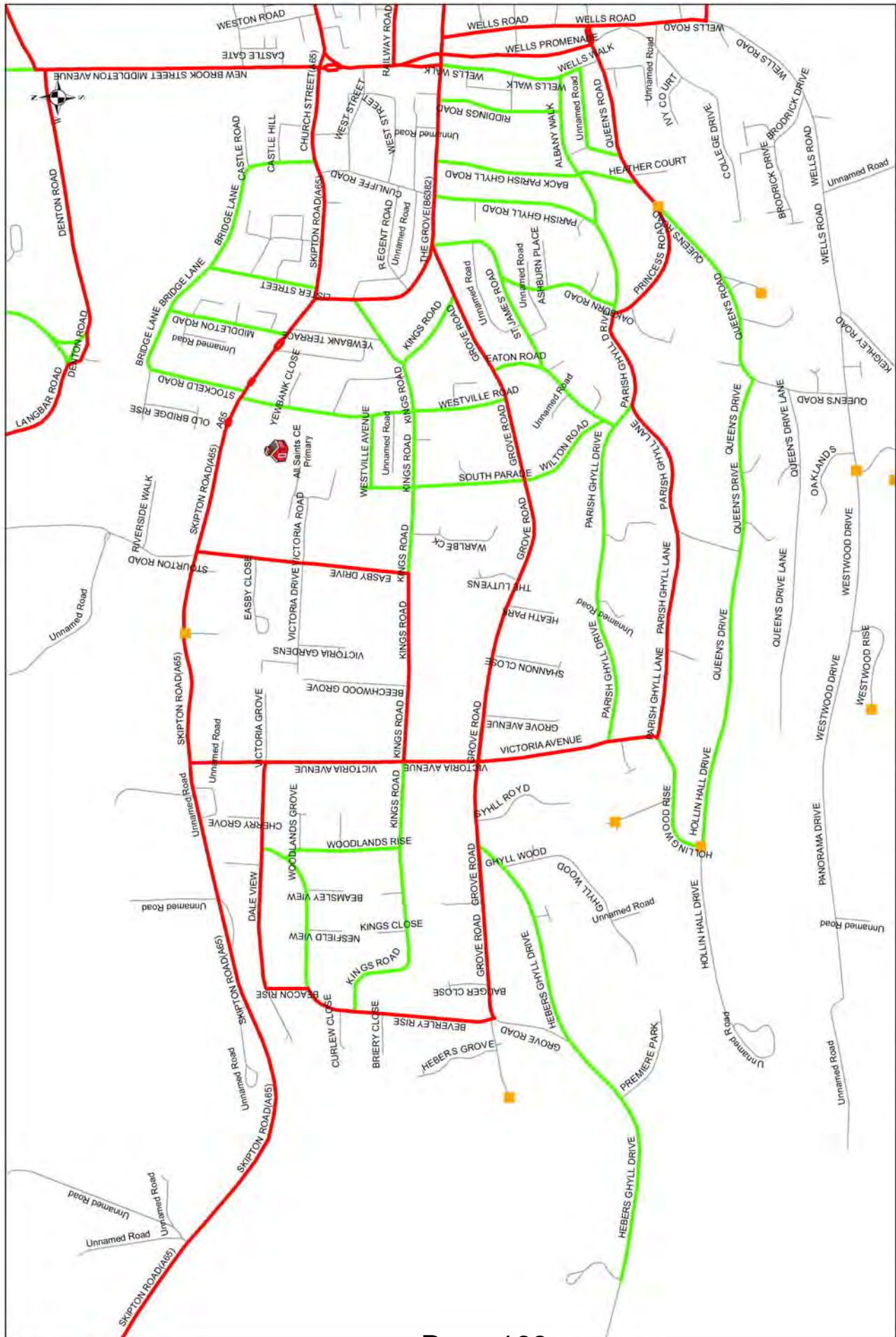


Appendix 4

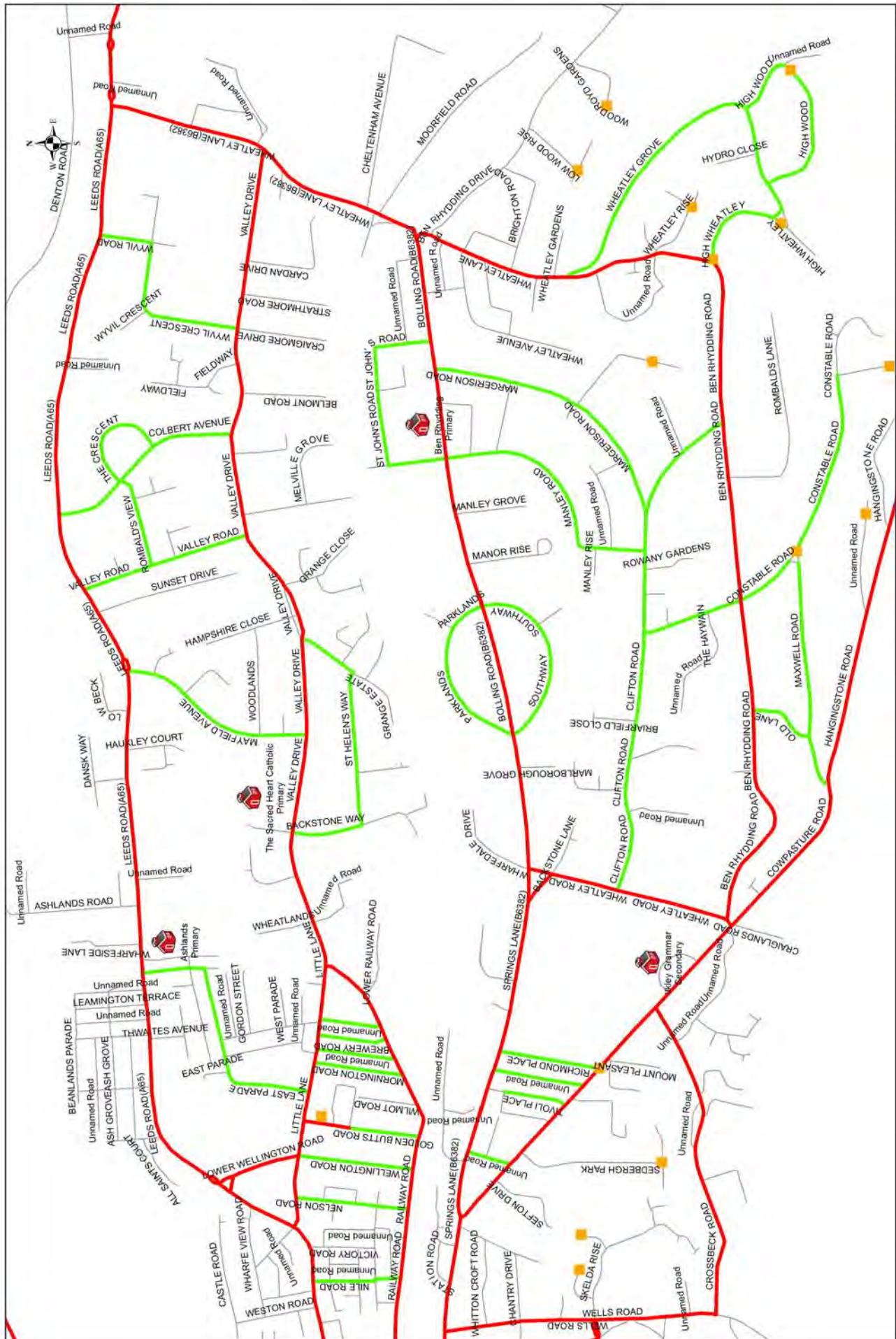
Priority 2 Treatment Routes 2018/19



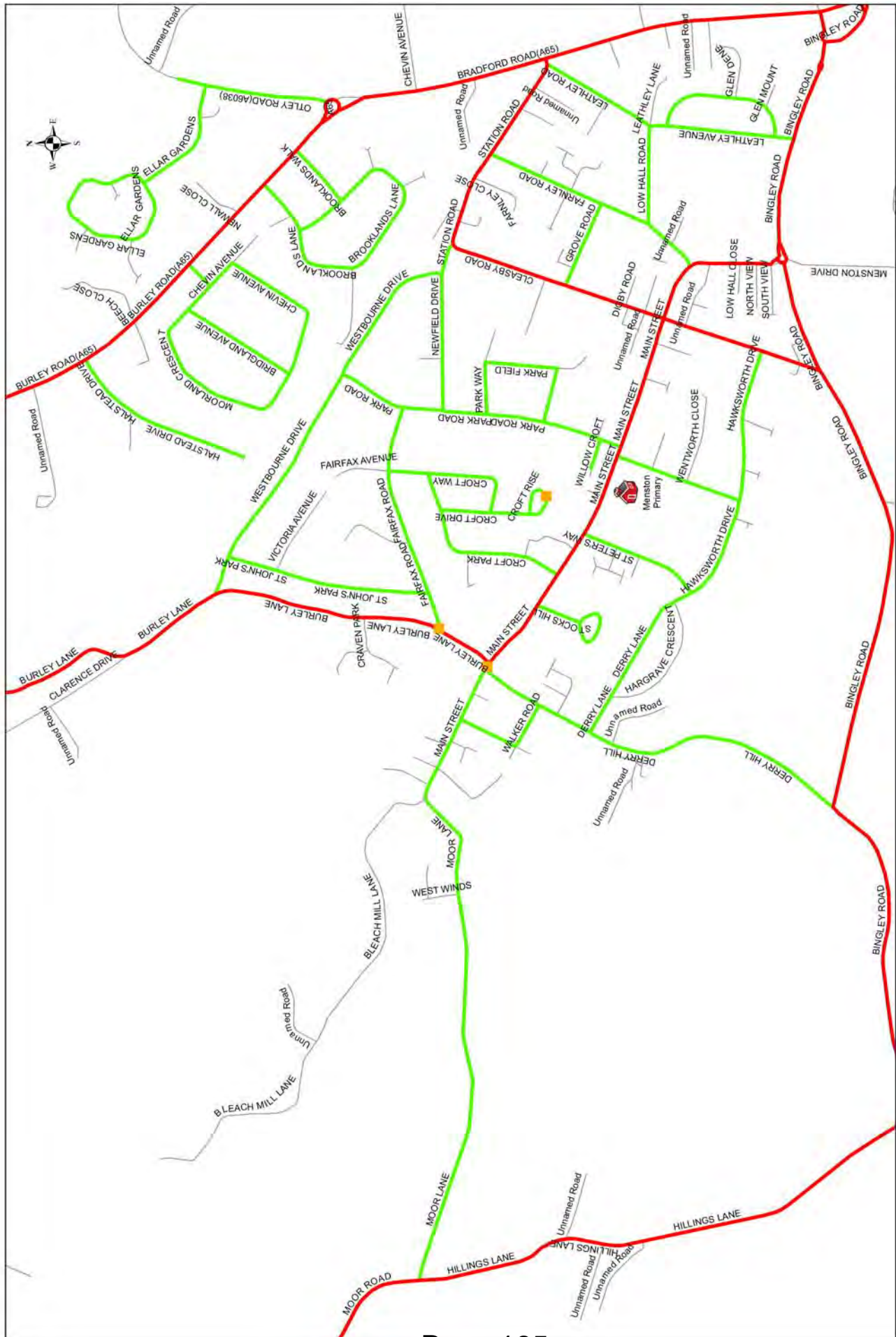
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 ILK1 ILKLEY 1



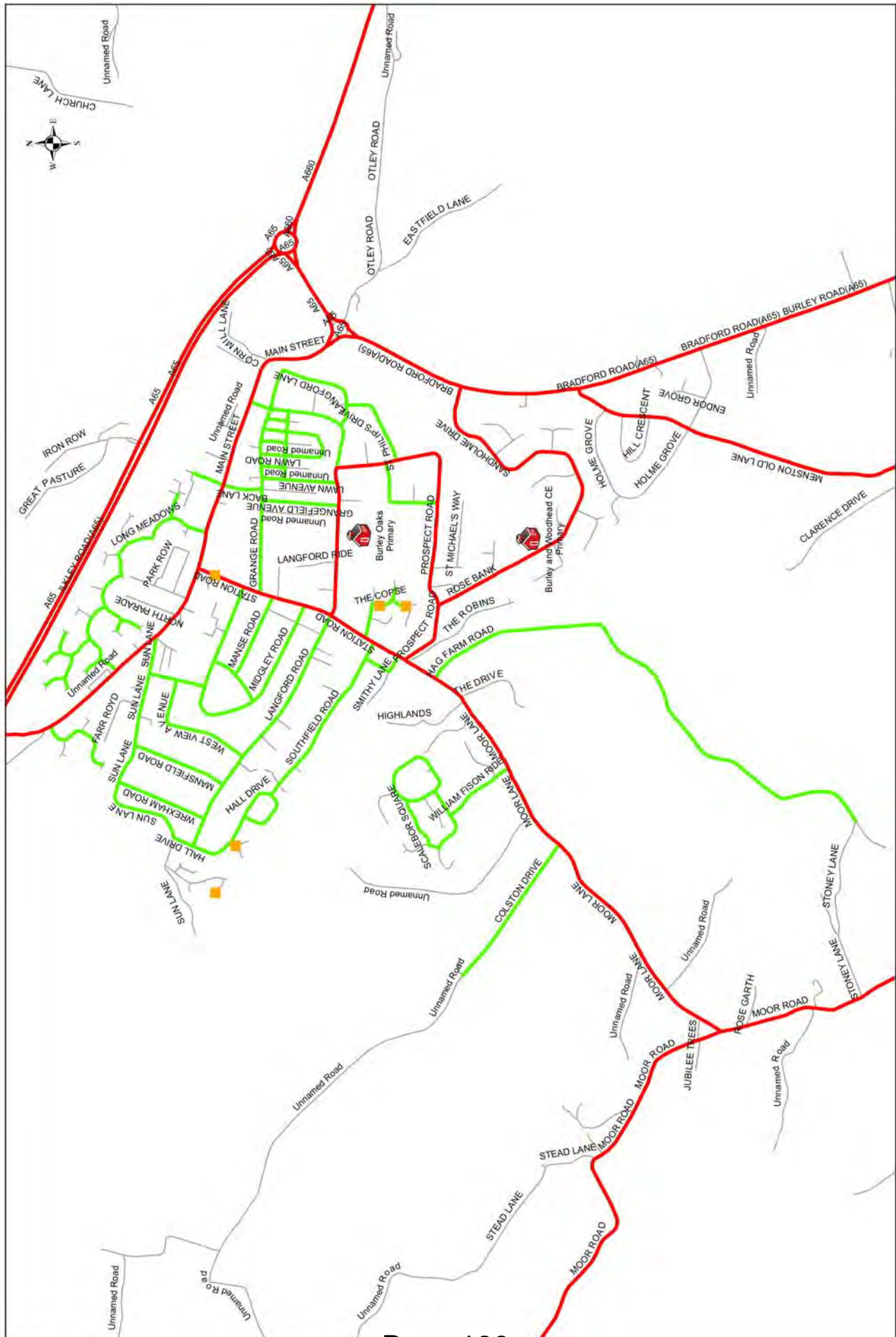
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 ILK1 ILKLEY 2



P2 ILK1 ILKLEY 3



P2 ILK2 Menston



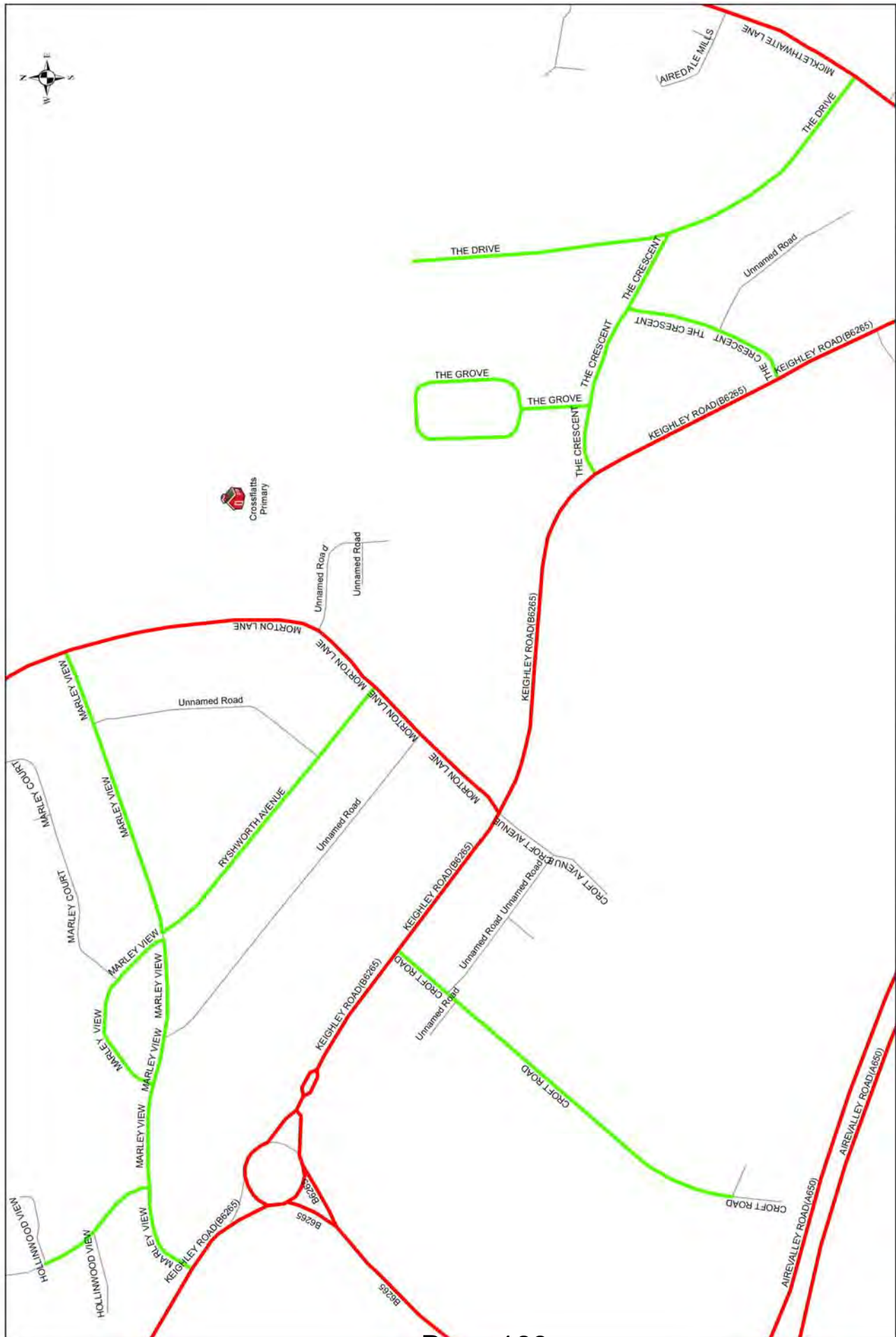
P2 ILK2 Burley



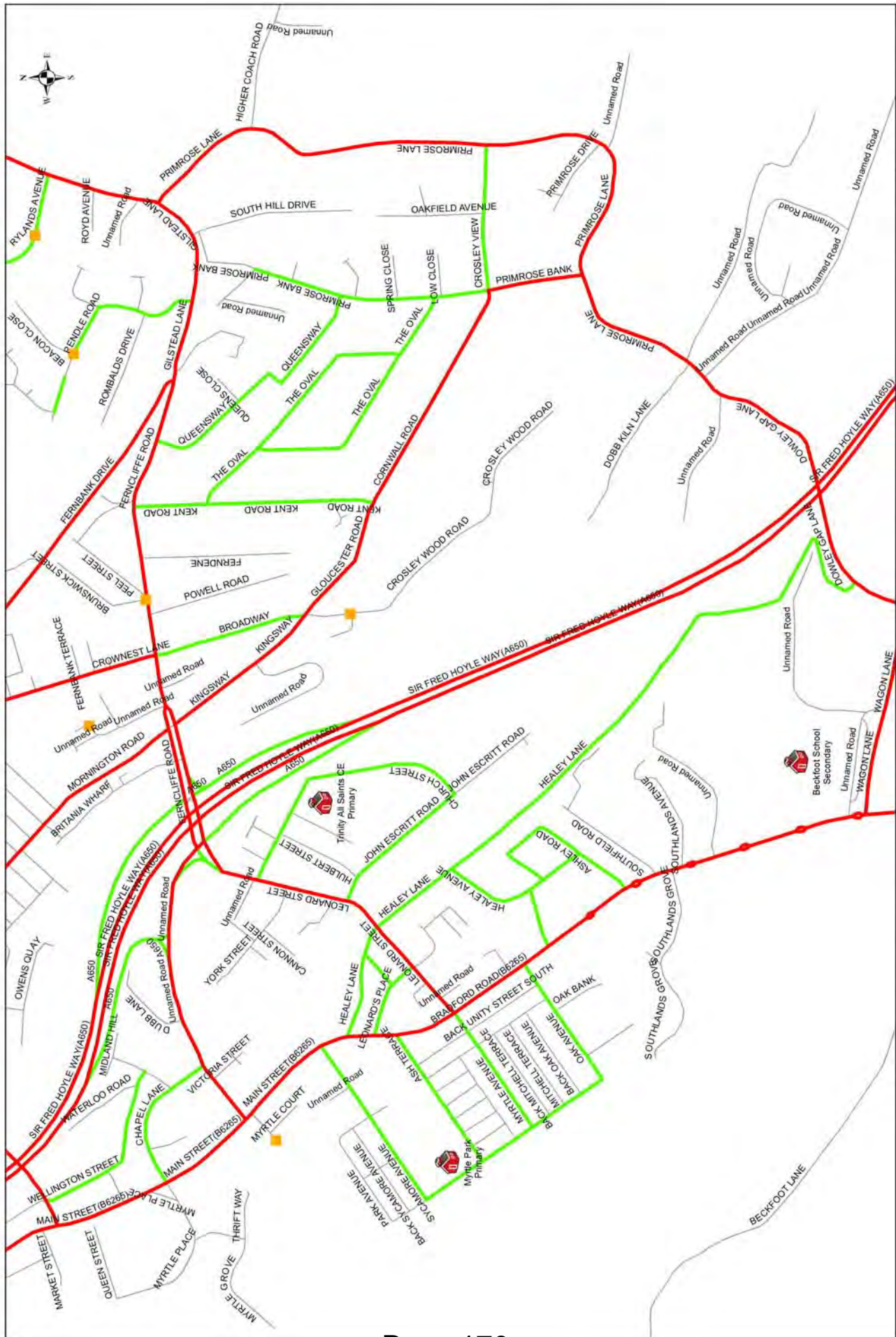
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Morton



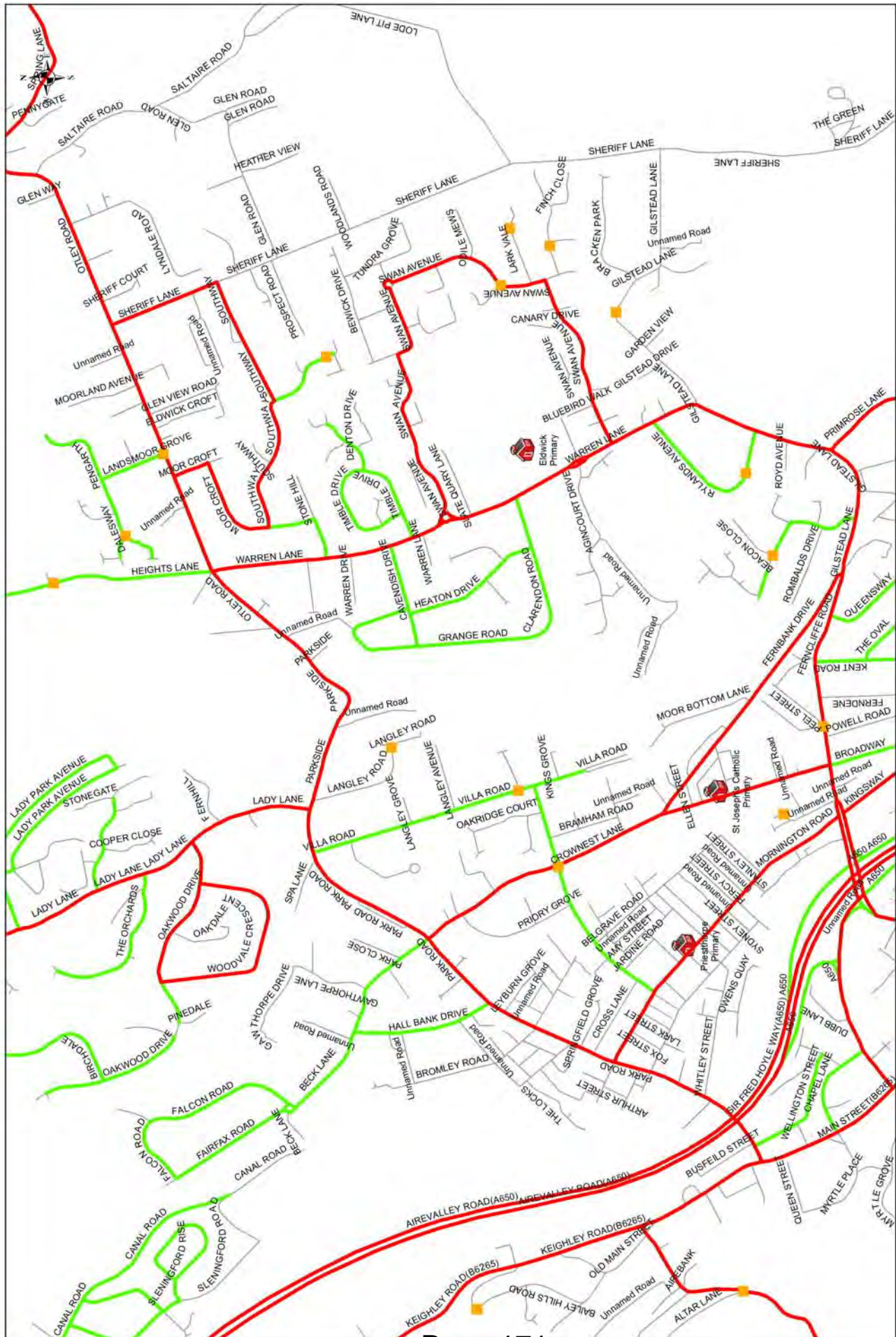
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Crossflats



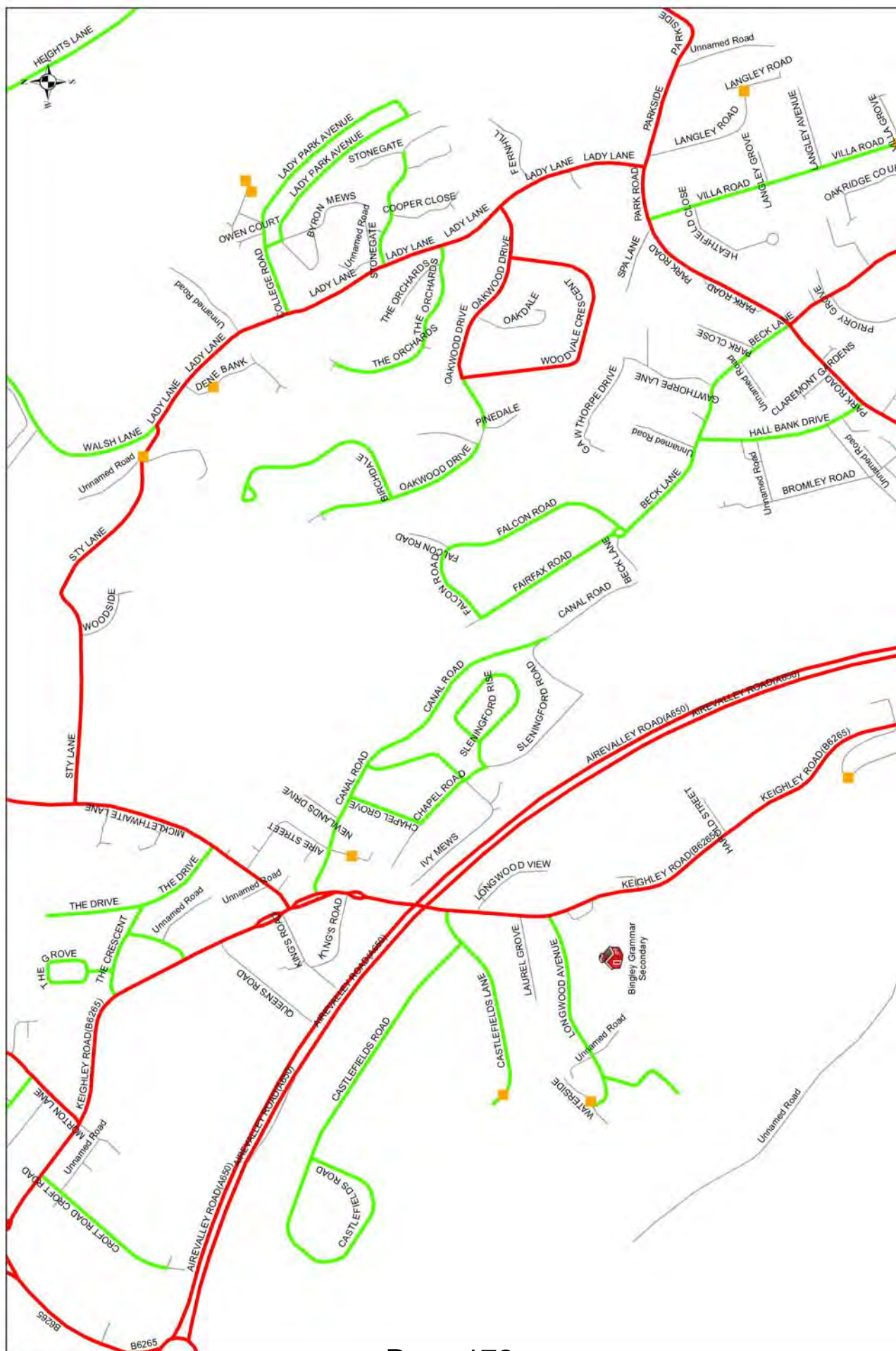
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Crossflatts



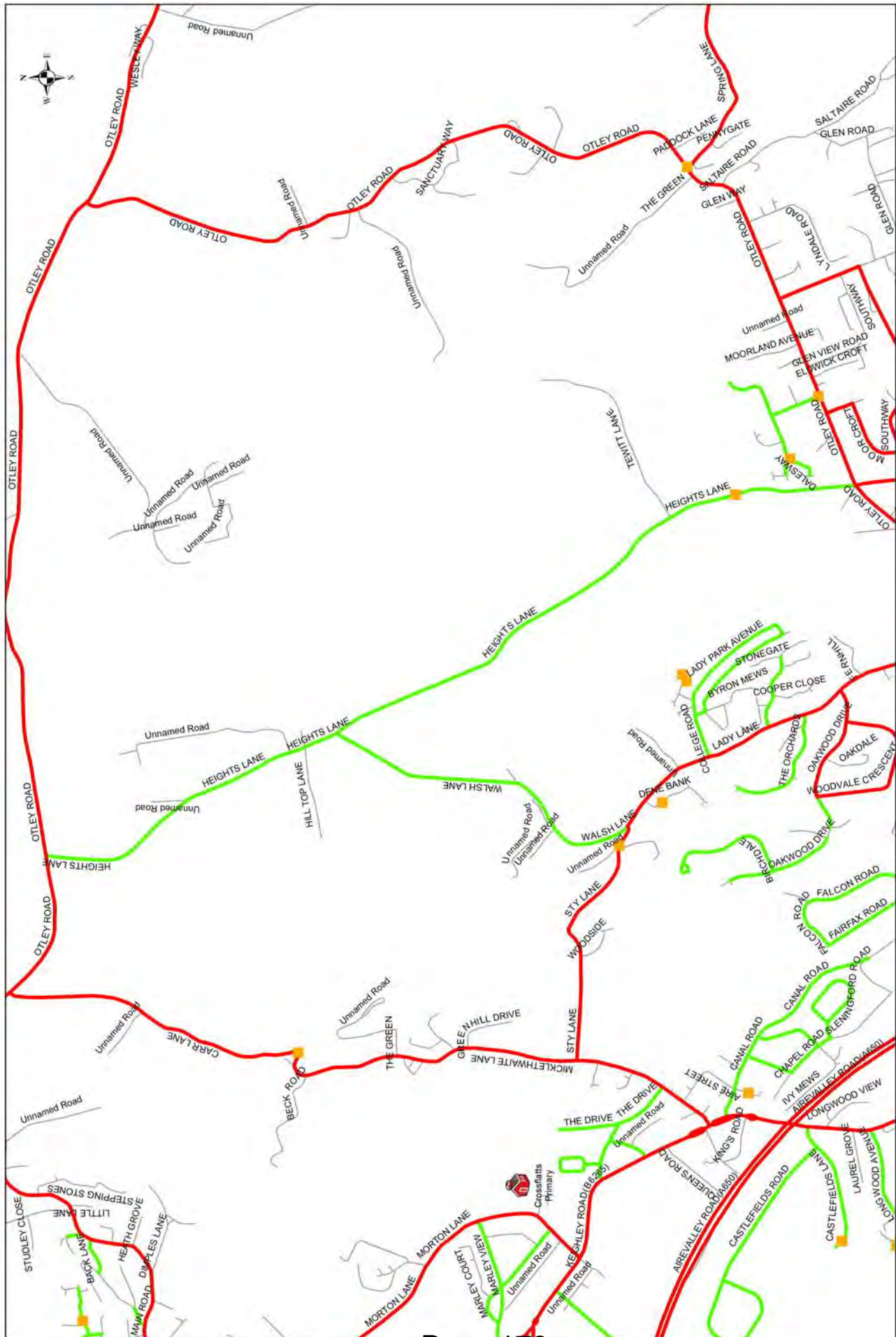
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Bingley 1



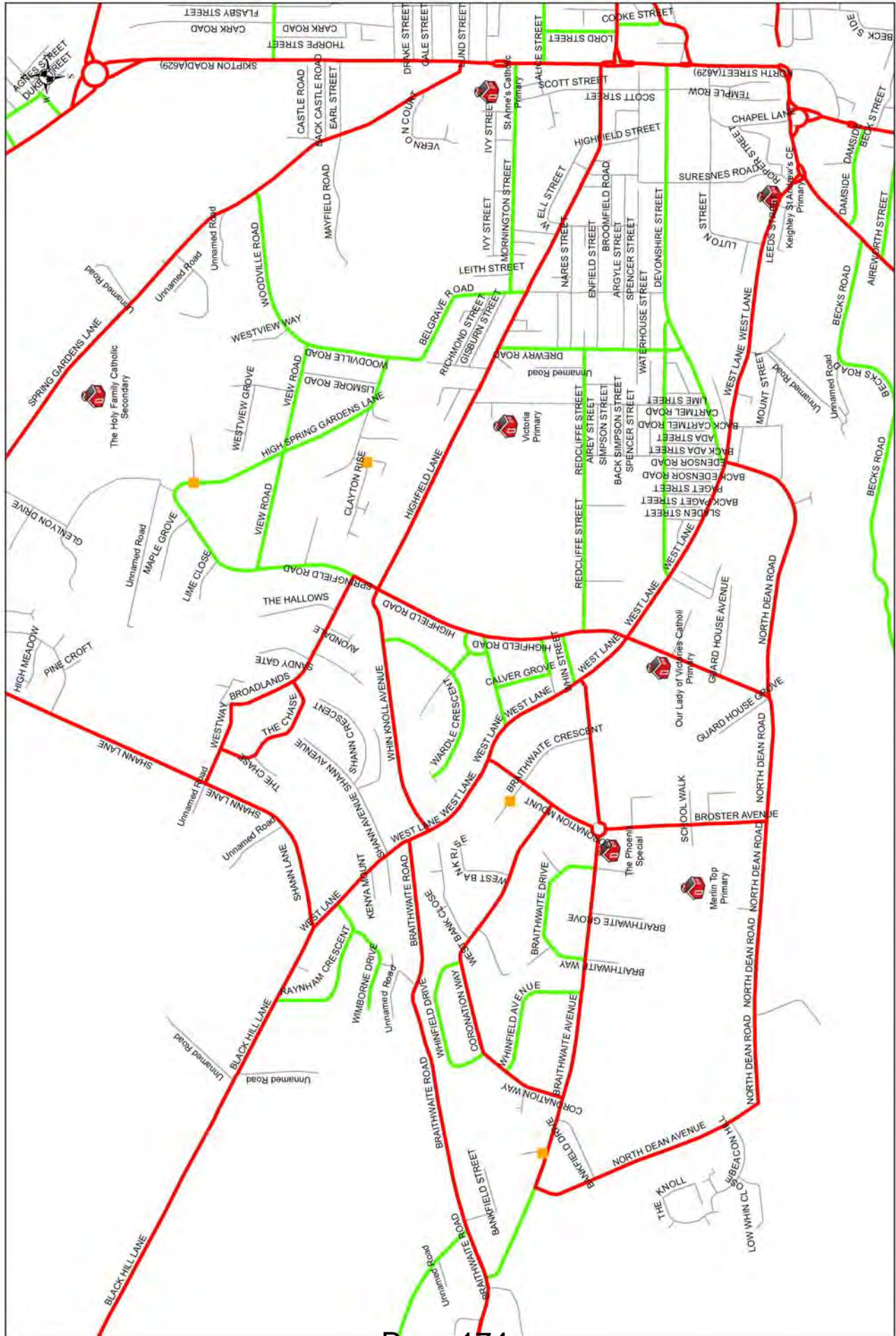
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Bingley 2



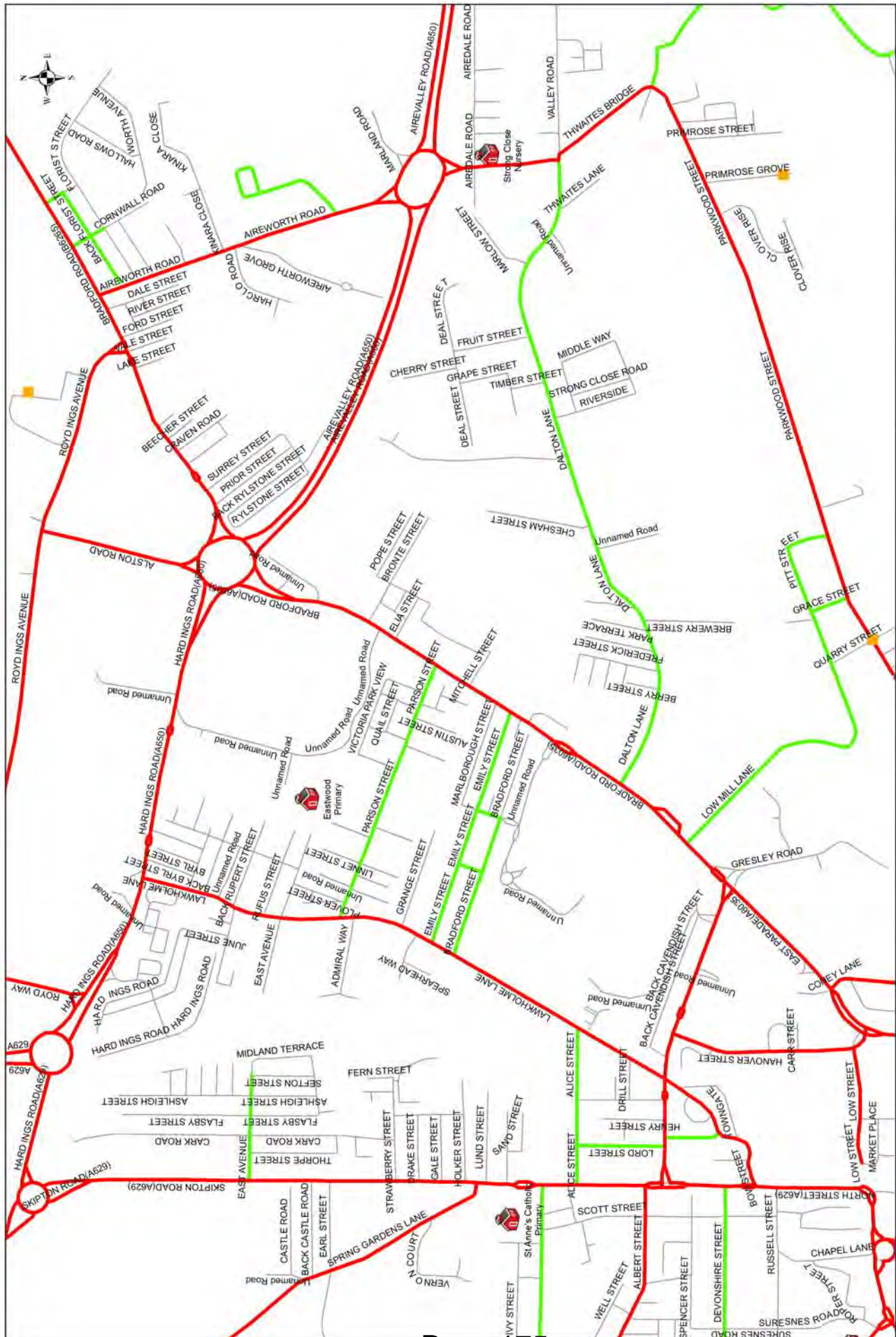
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Bingley 3



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Bingley Rural

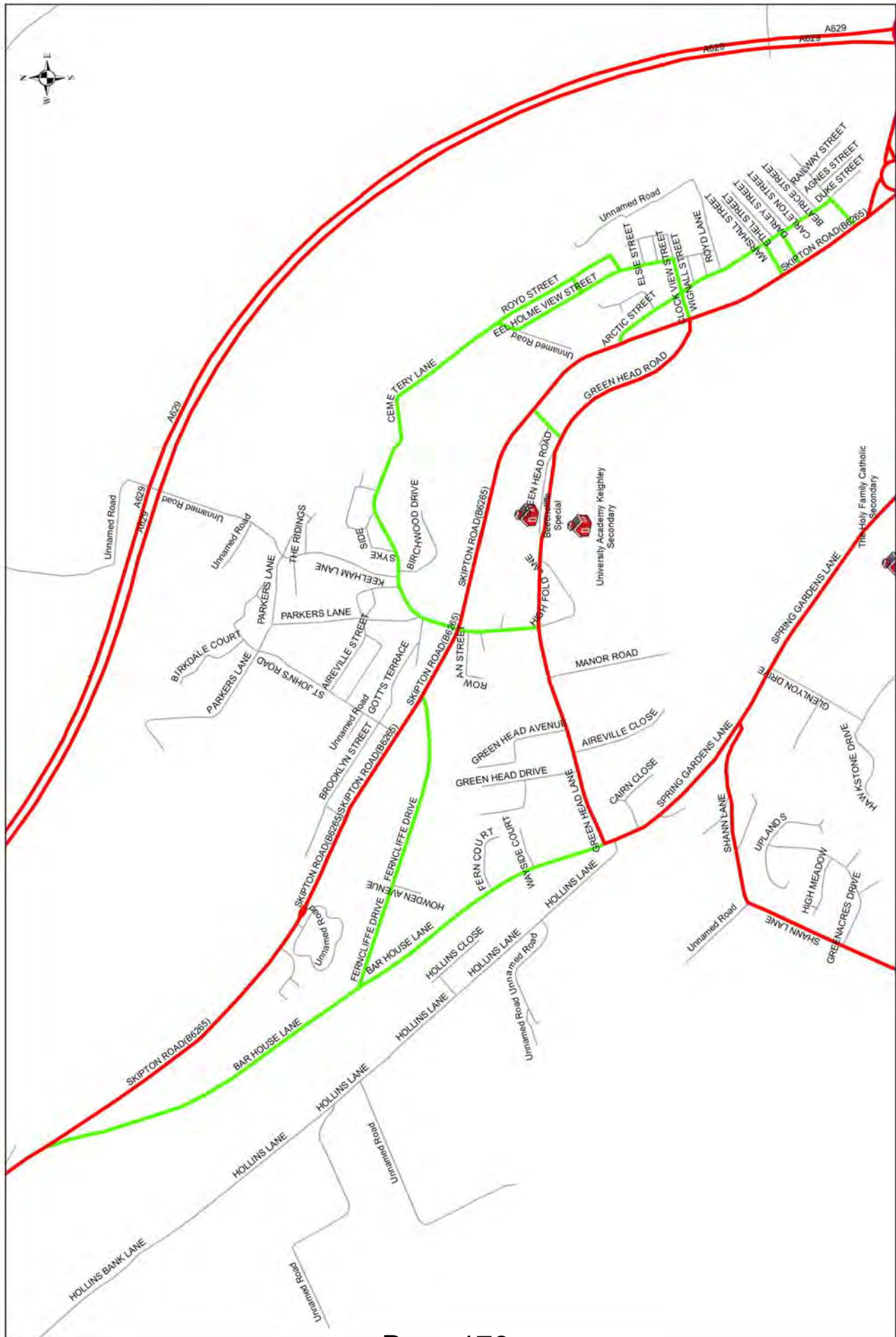


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KEIGHLEY 1



P2 KEIGHLEY 2

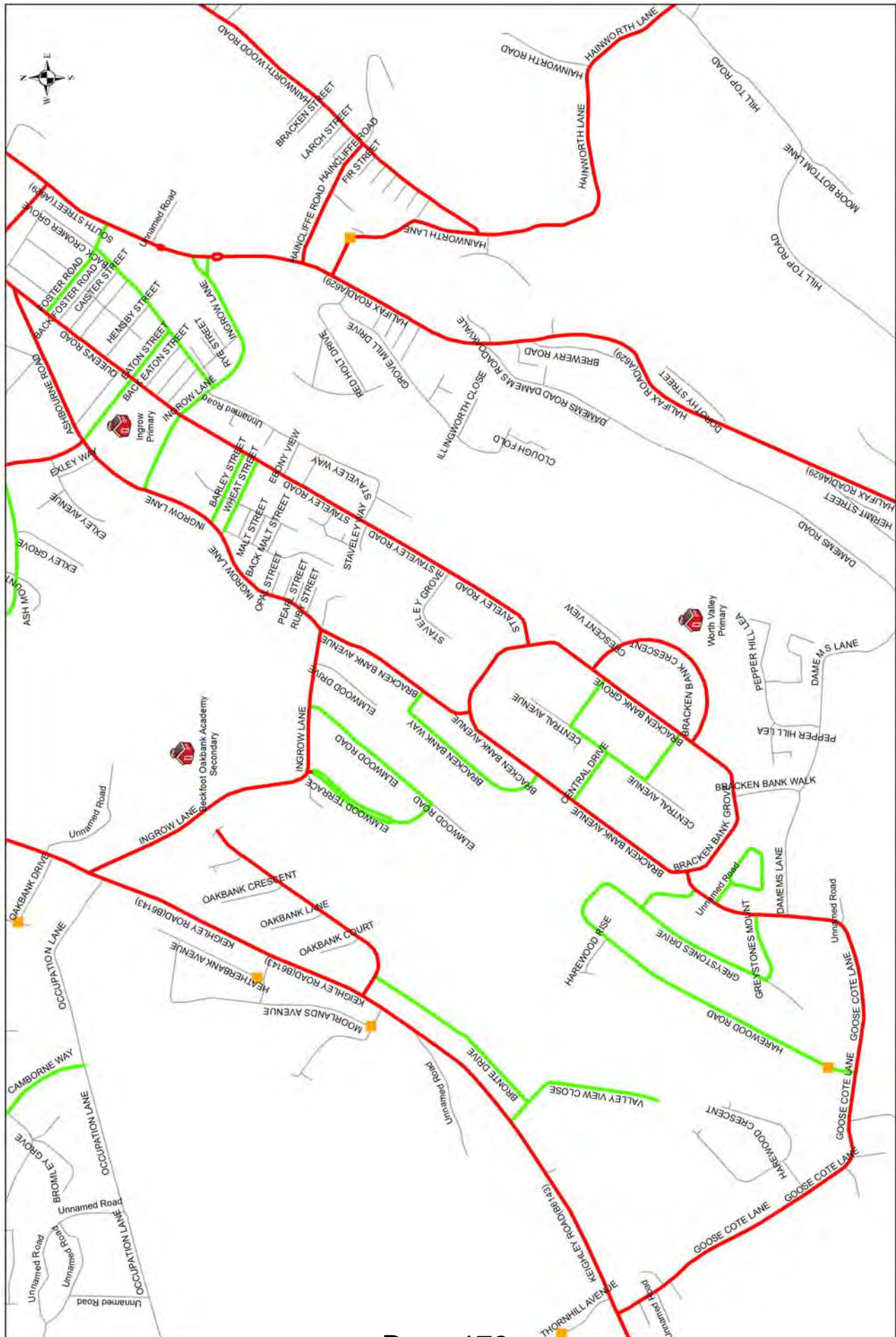
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



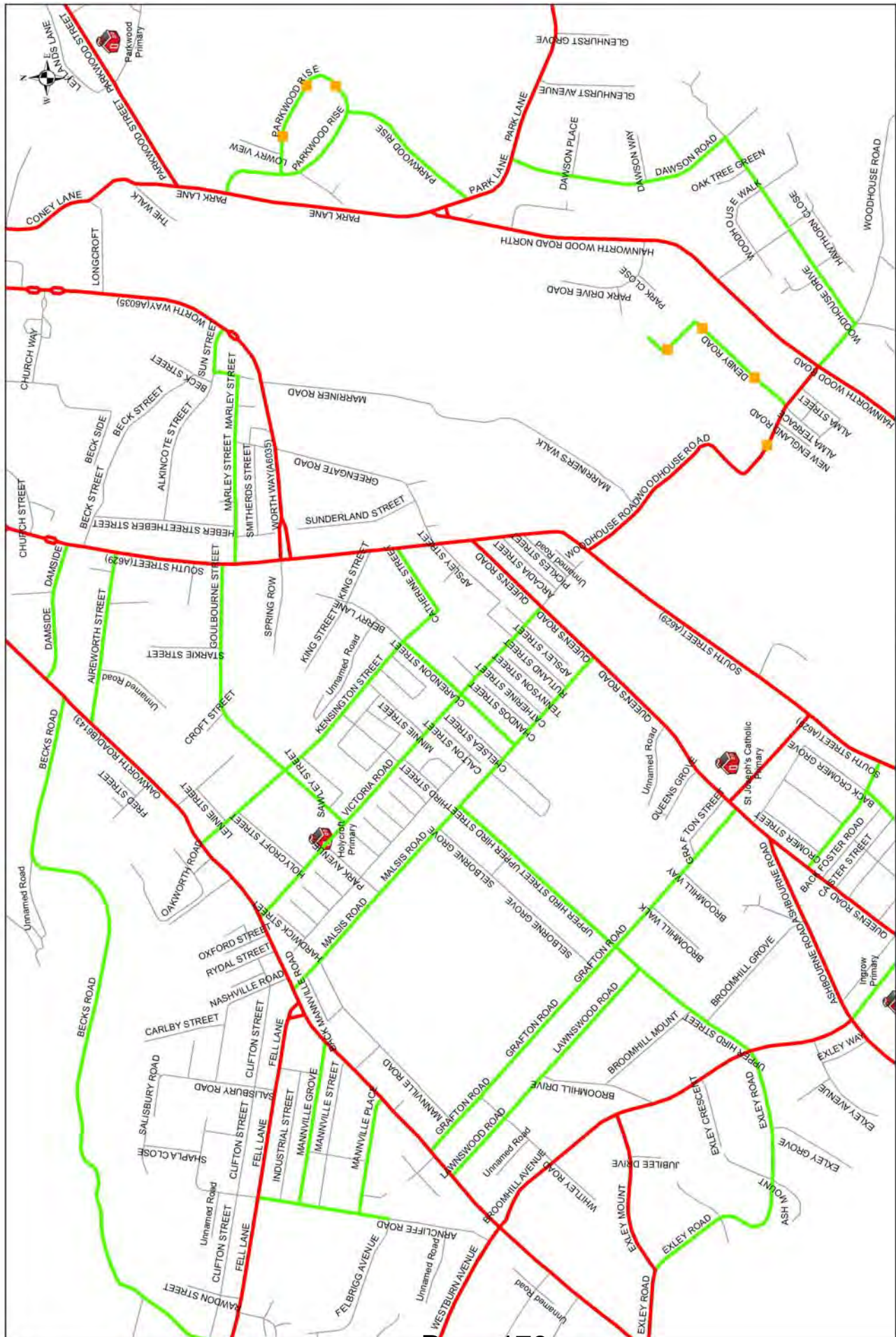
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KEIGHLEY 3



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KEIGHLEY 4



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KEIGHLEY 5



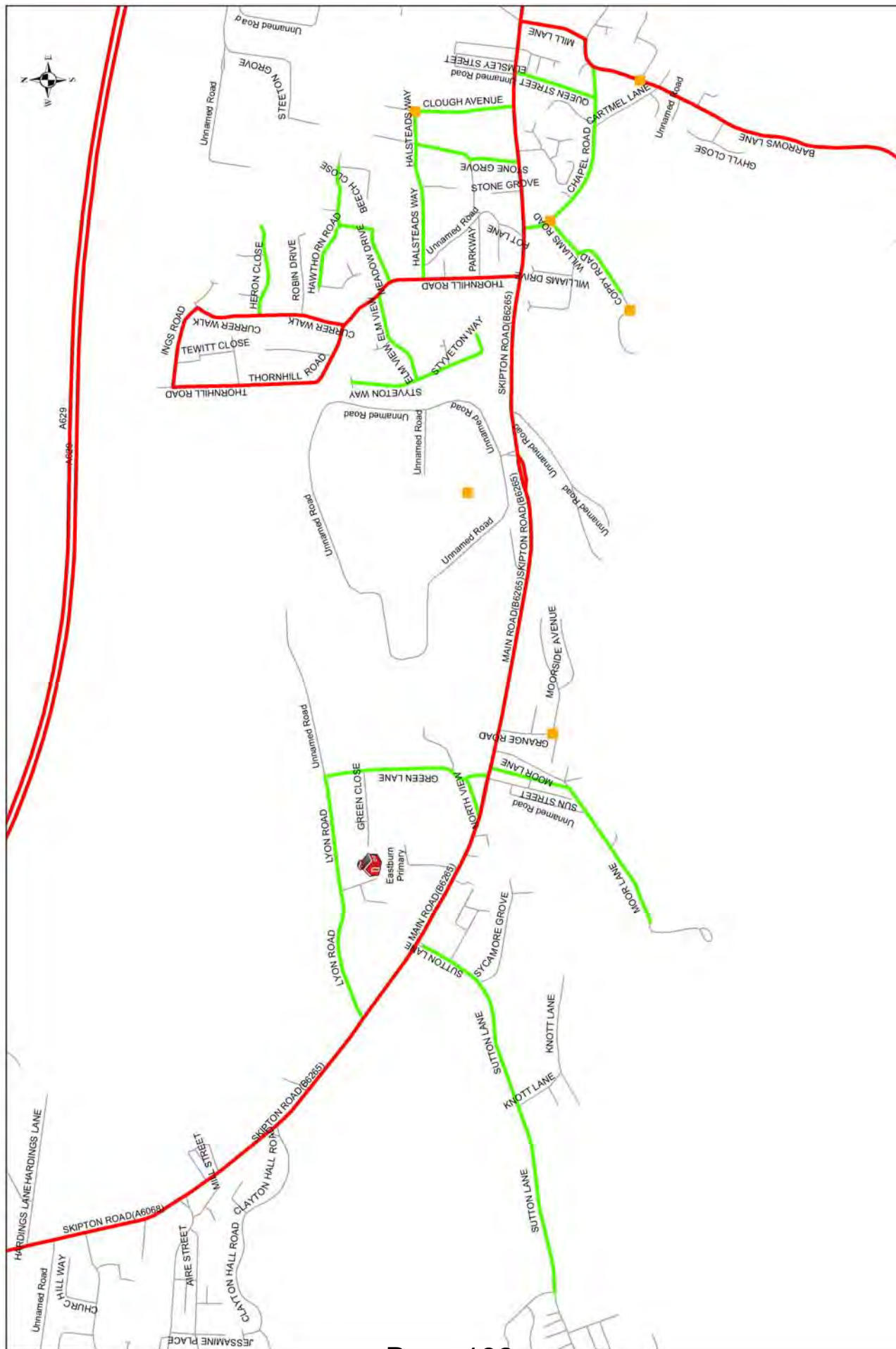
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KEIGHLEY 6



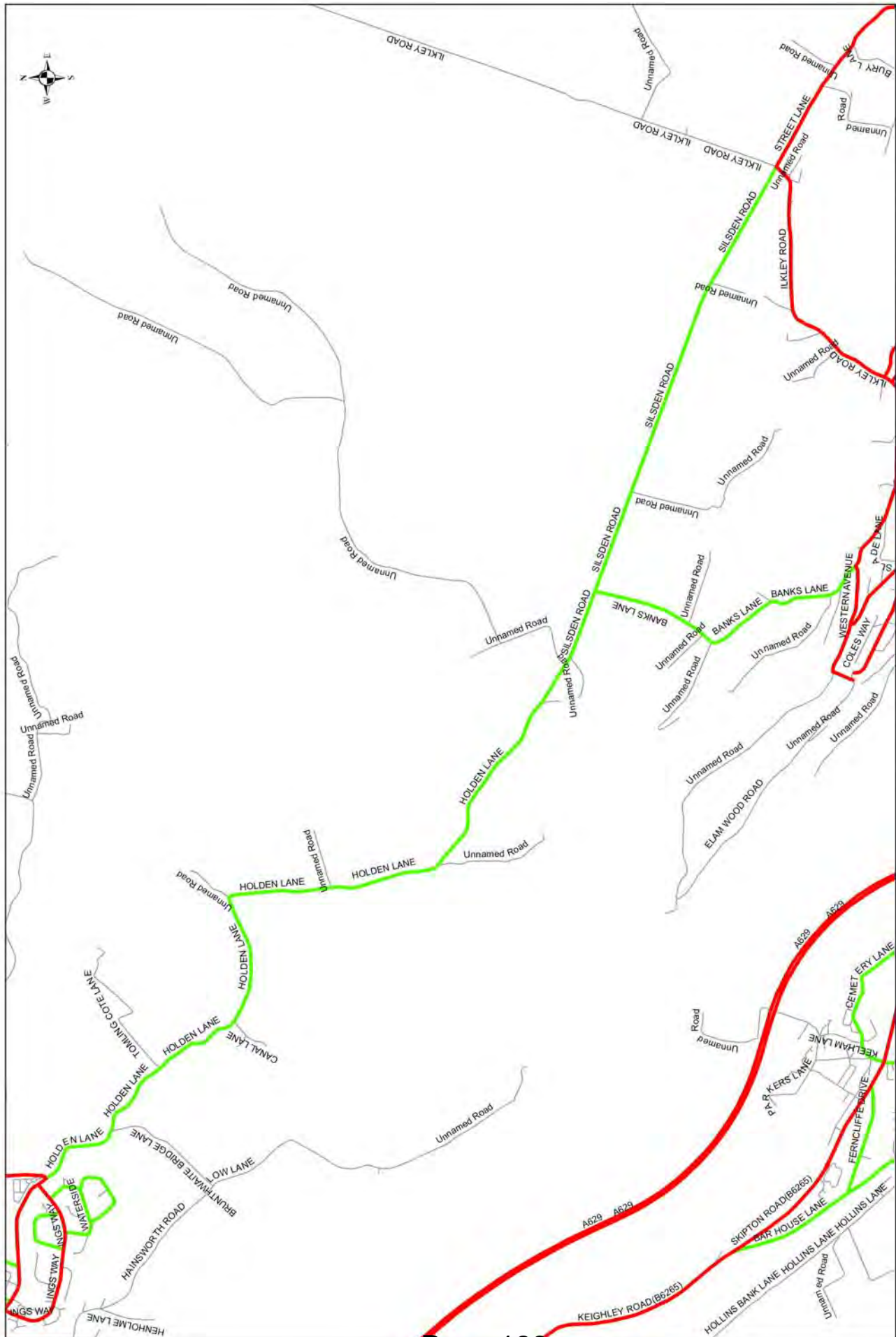
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Riddlesden



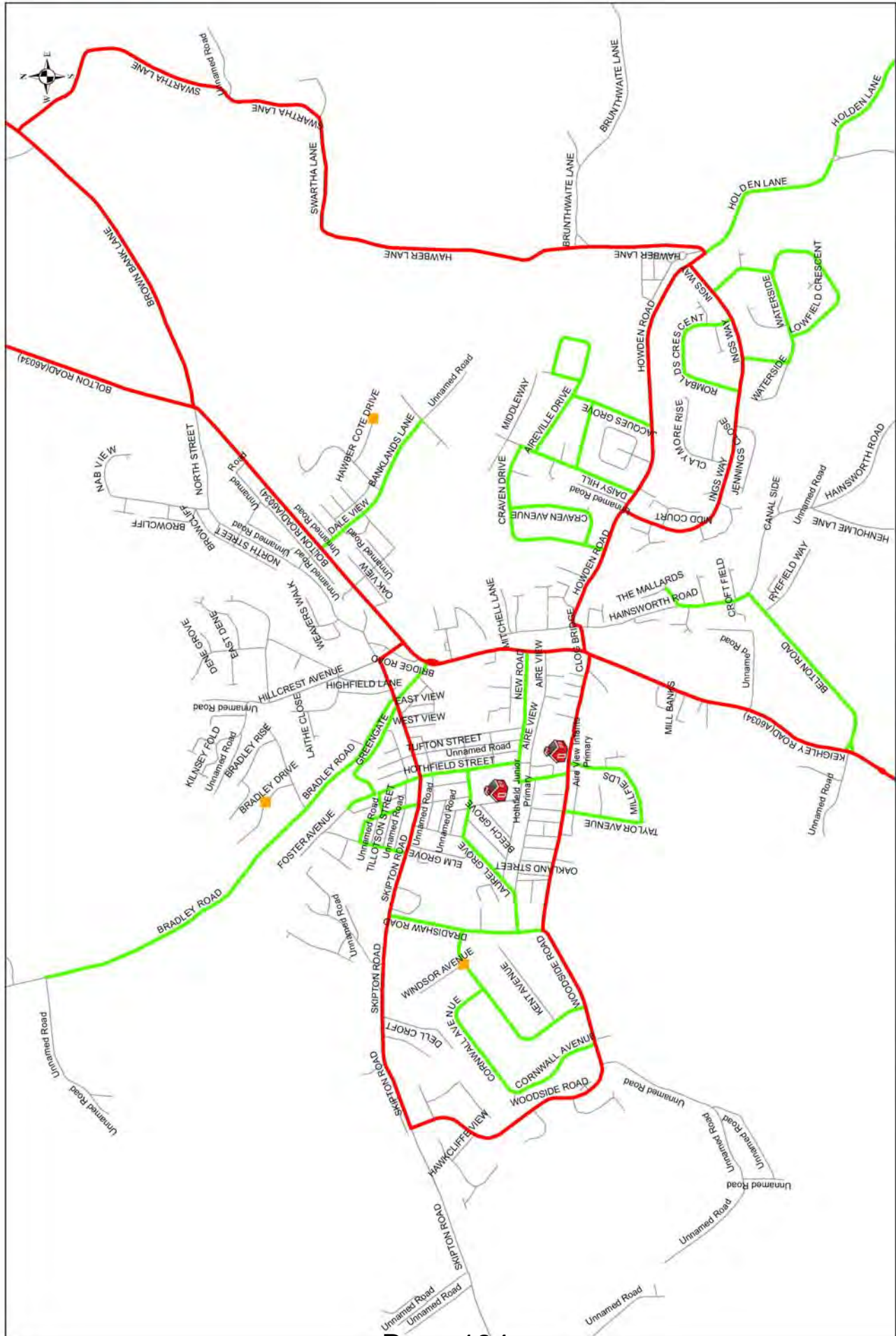
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



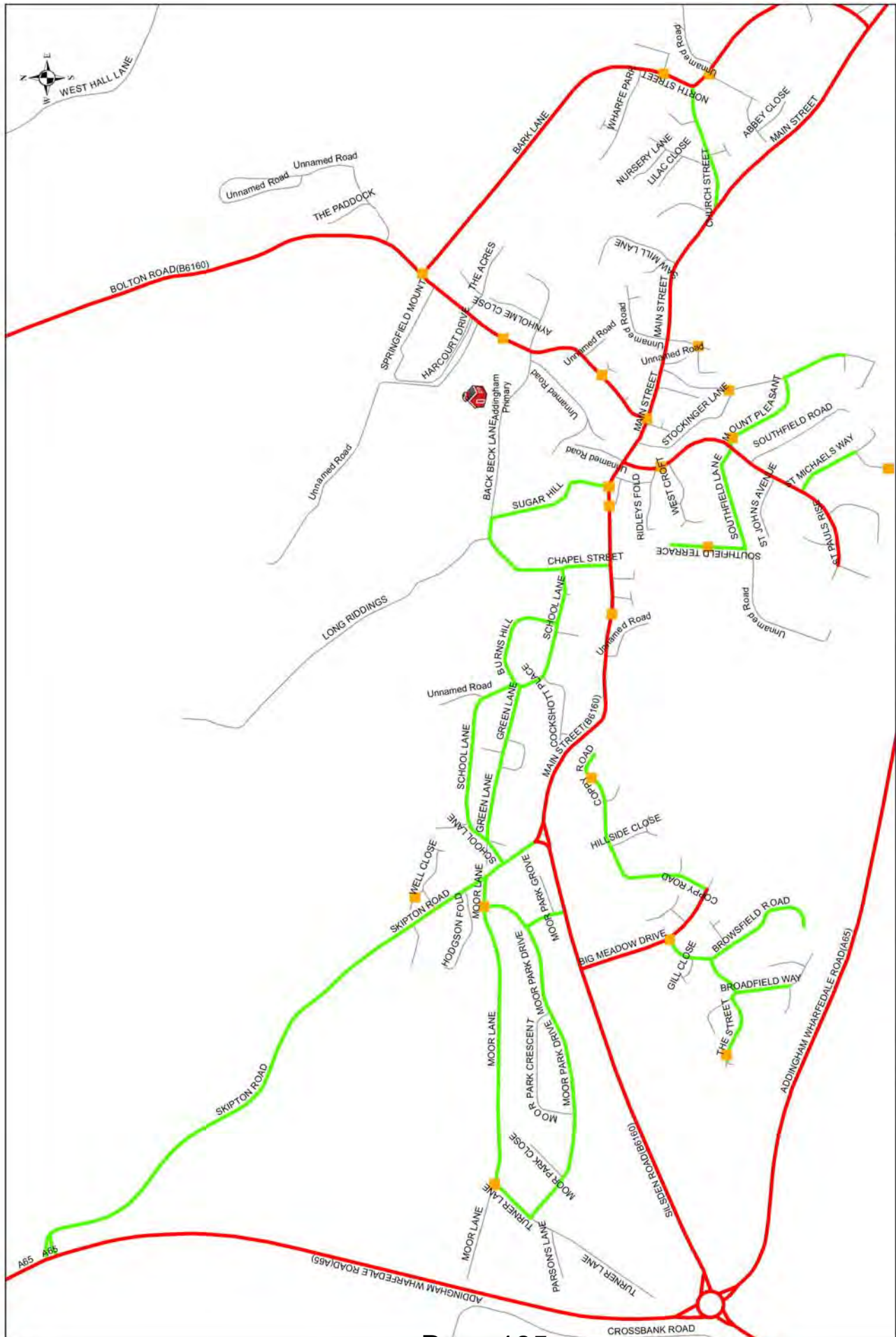
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Steeton



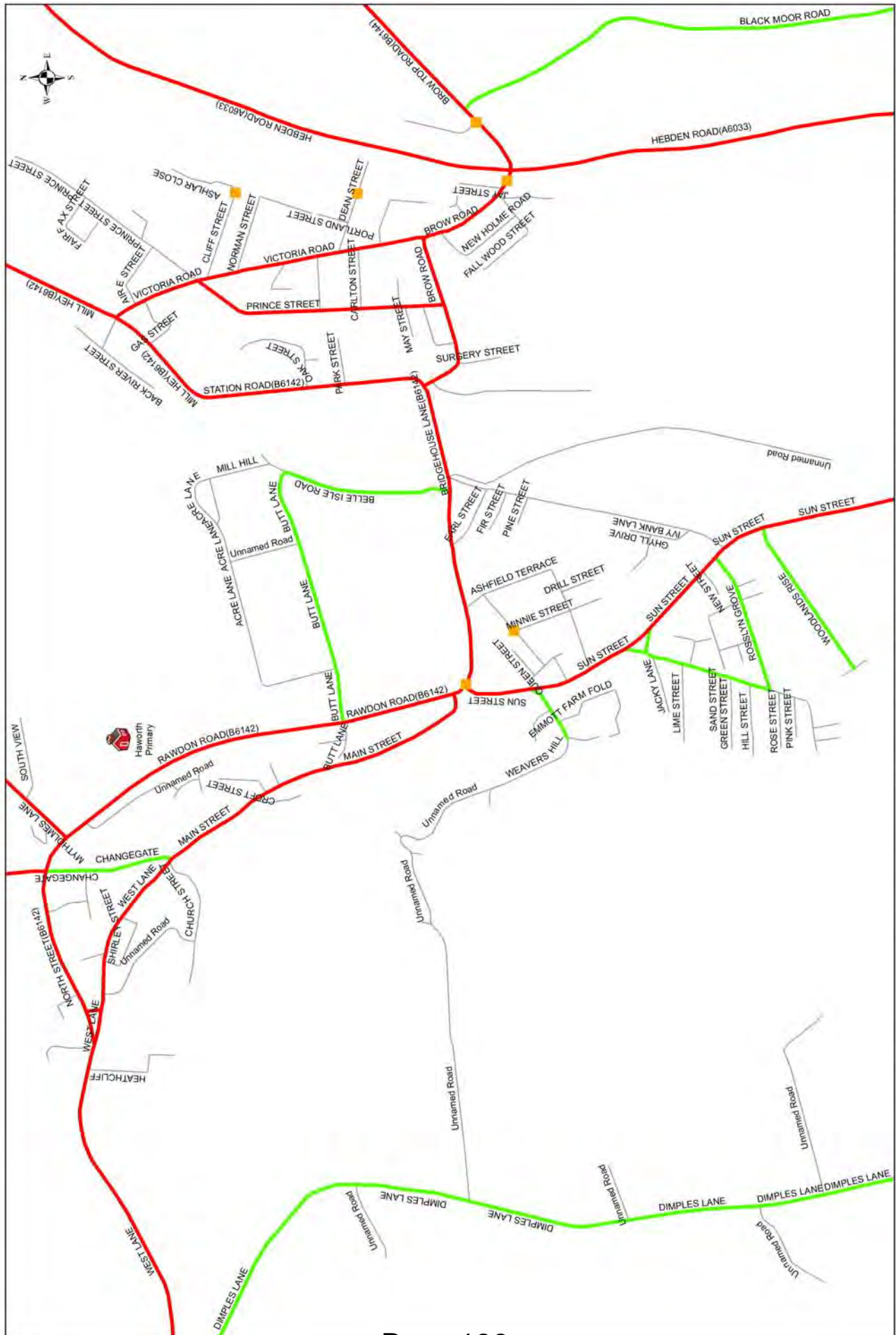
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Silsden Rural



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Silsden

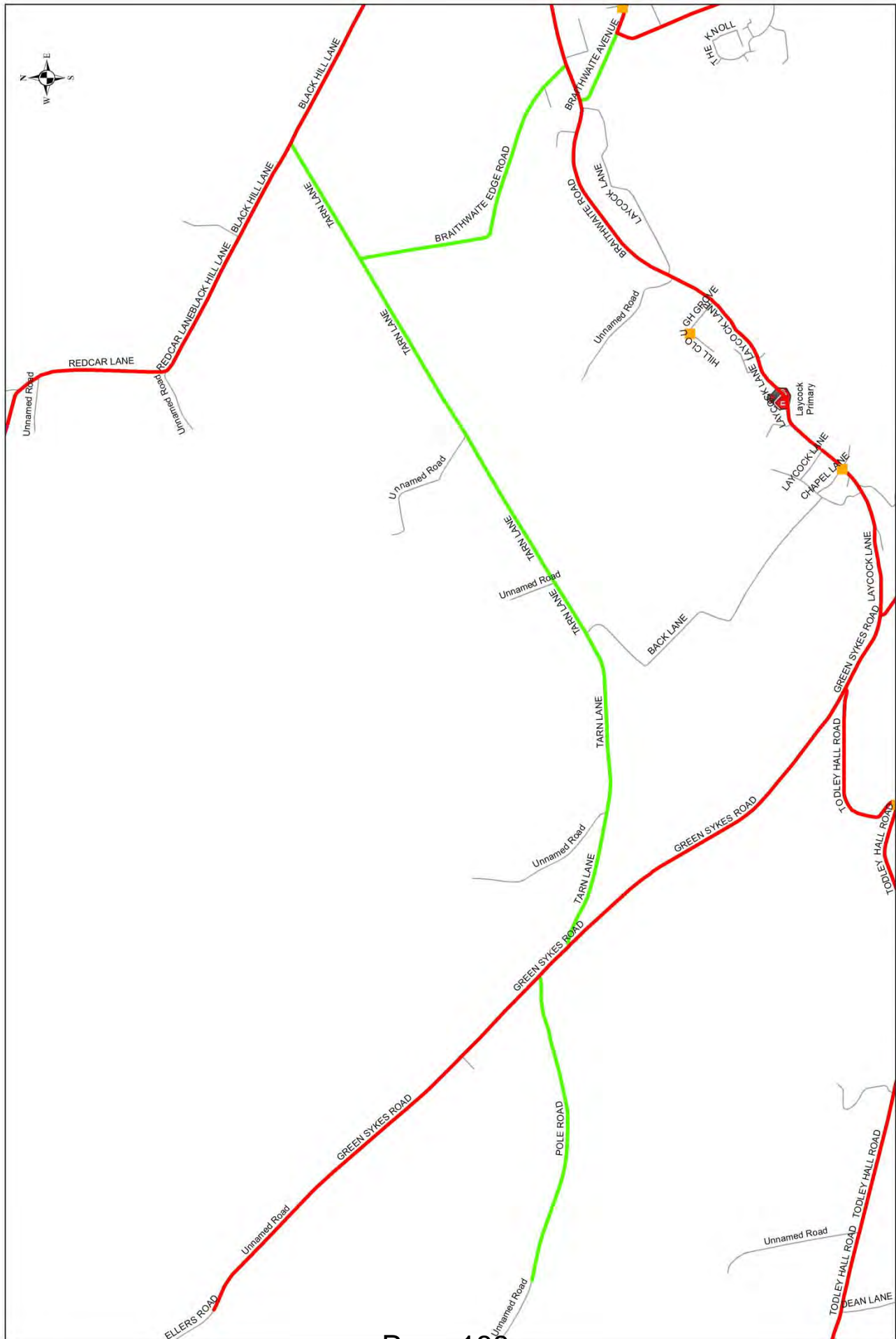


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Addingham

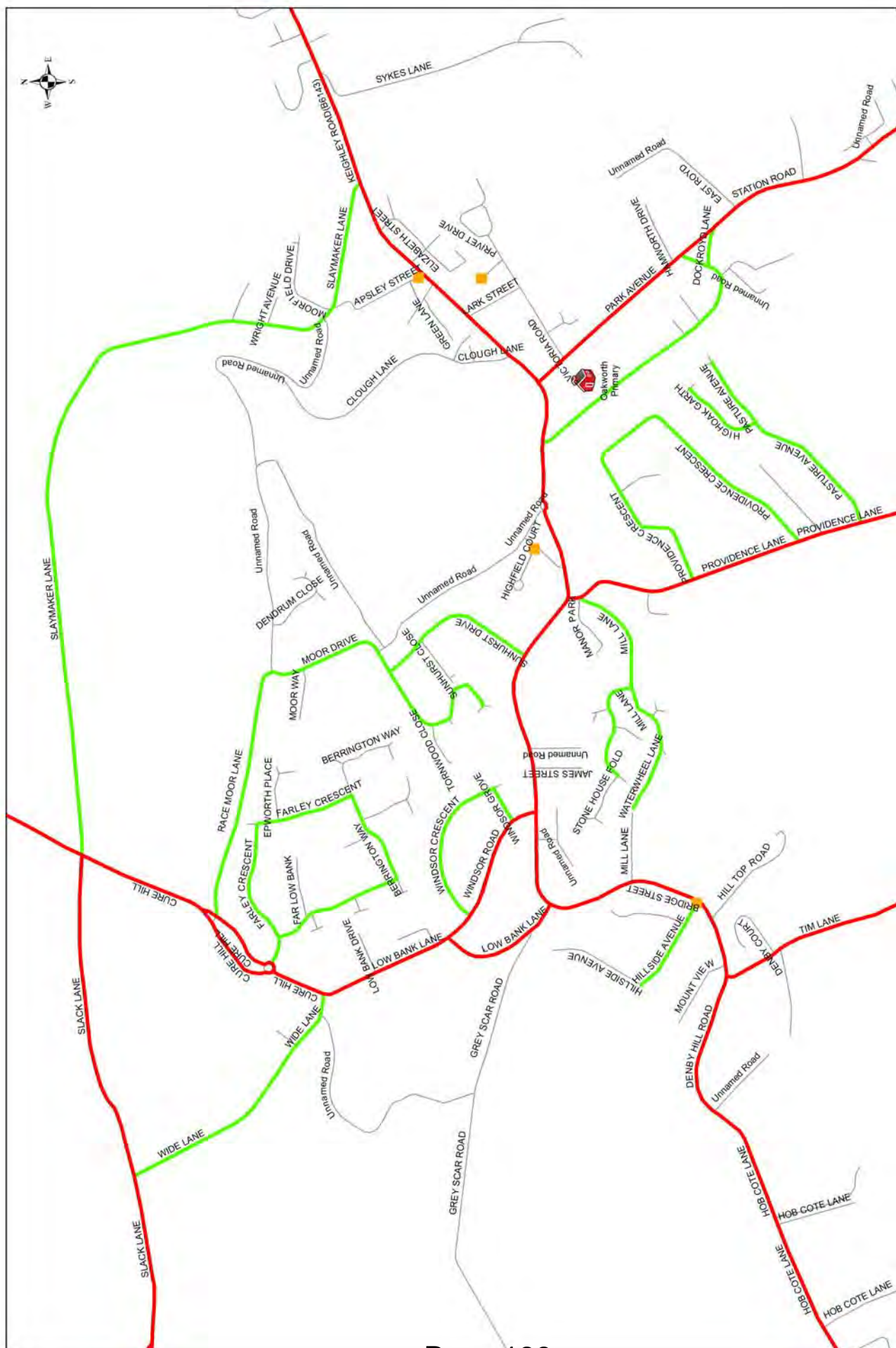


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Haworth





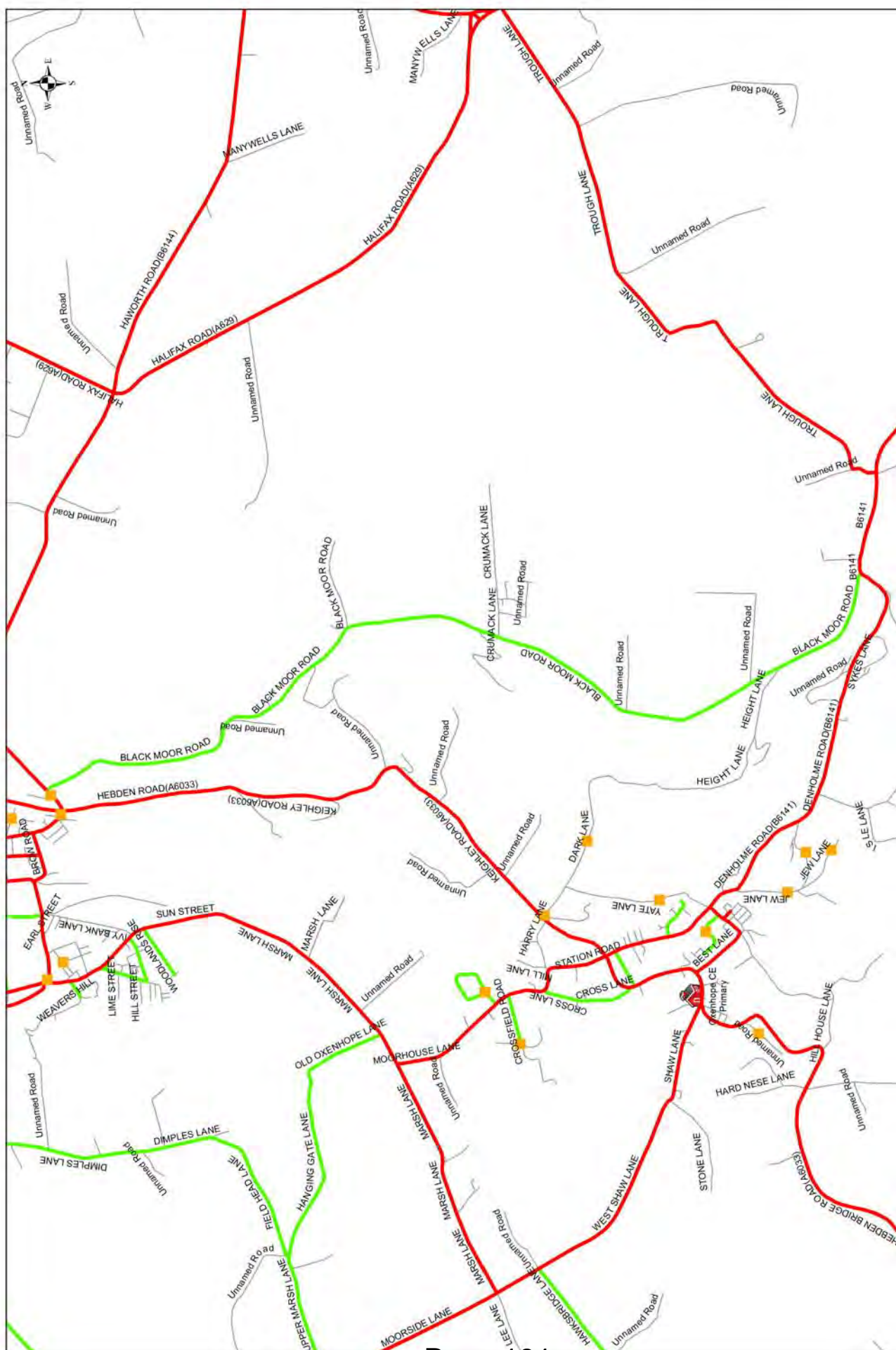
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Pole Tam



P2 KLEY Oakworth



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Oxenhope



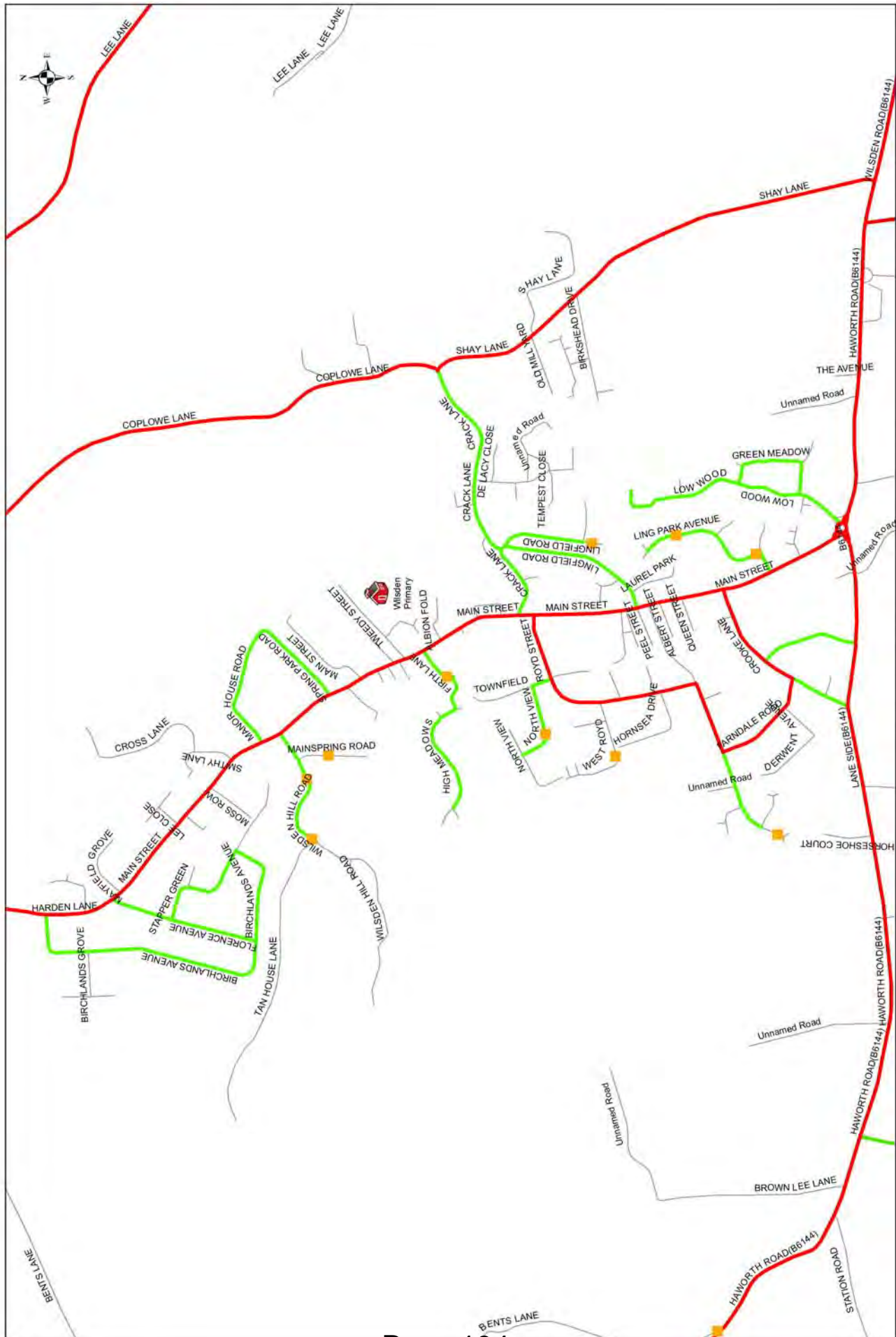


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY X Roads



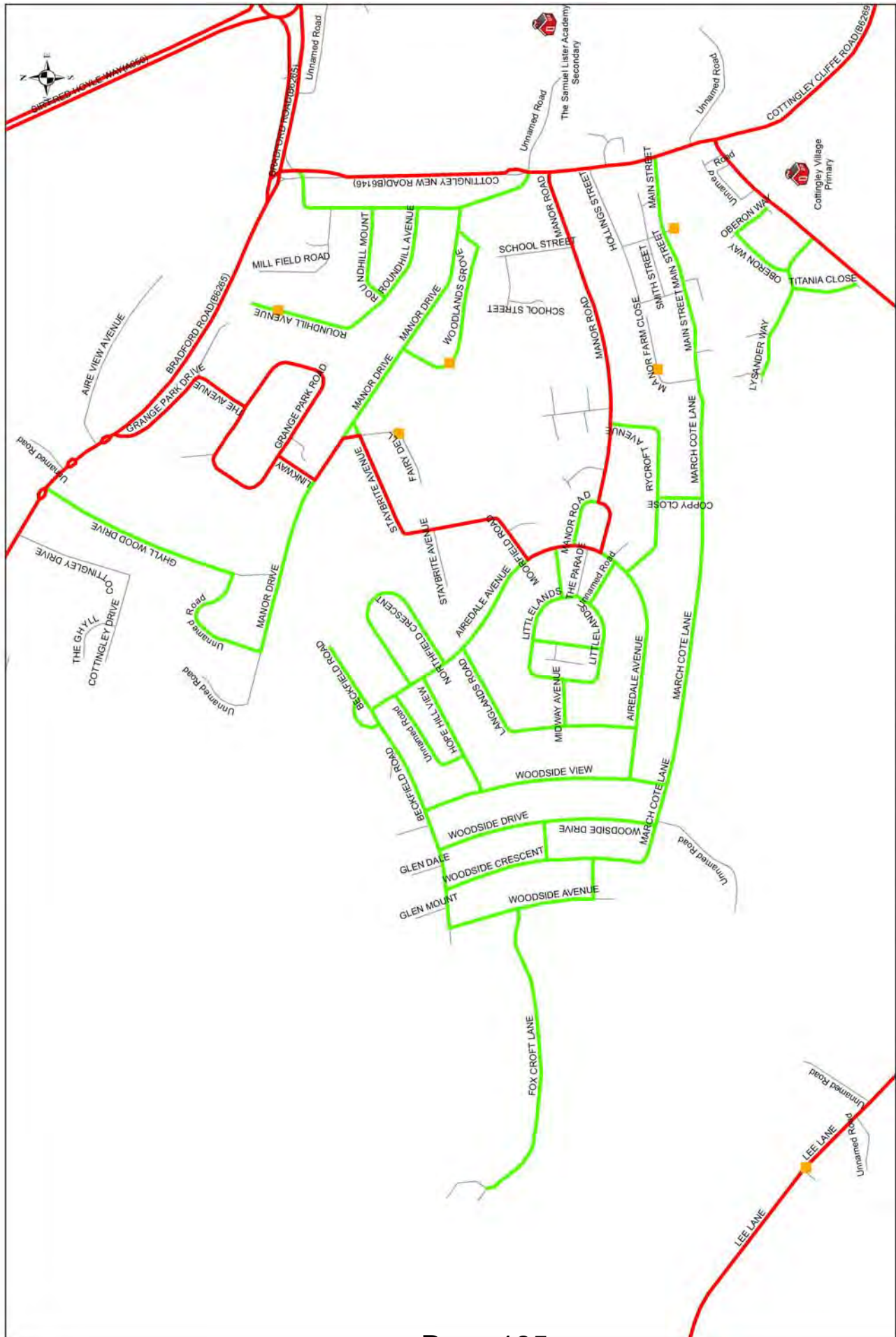
P2 KLEY Harden

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

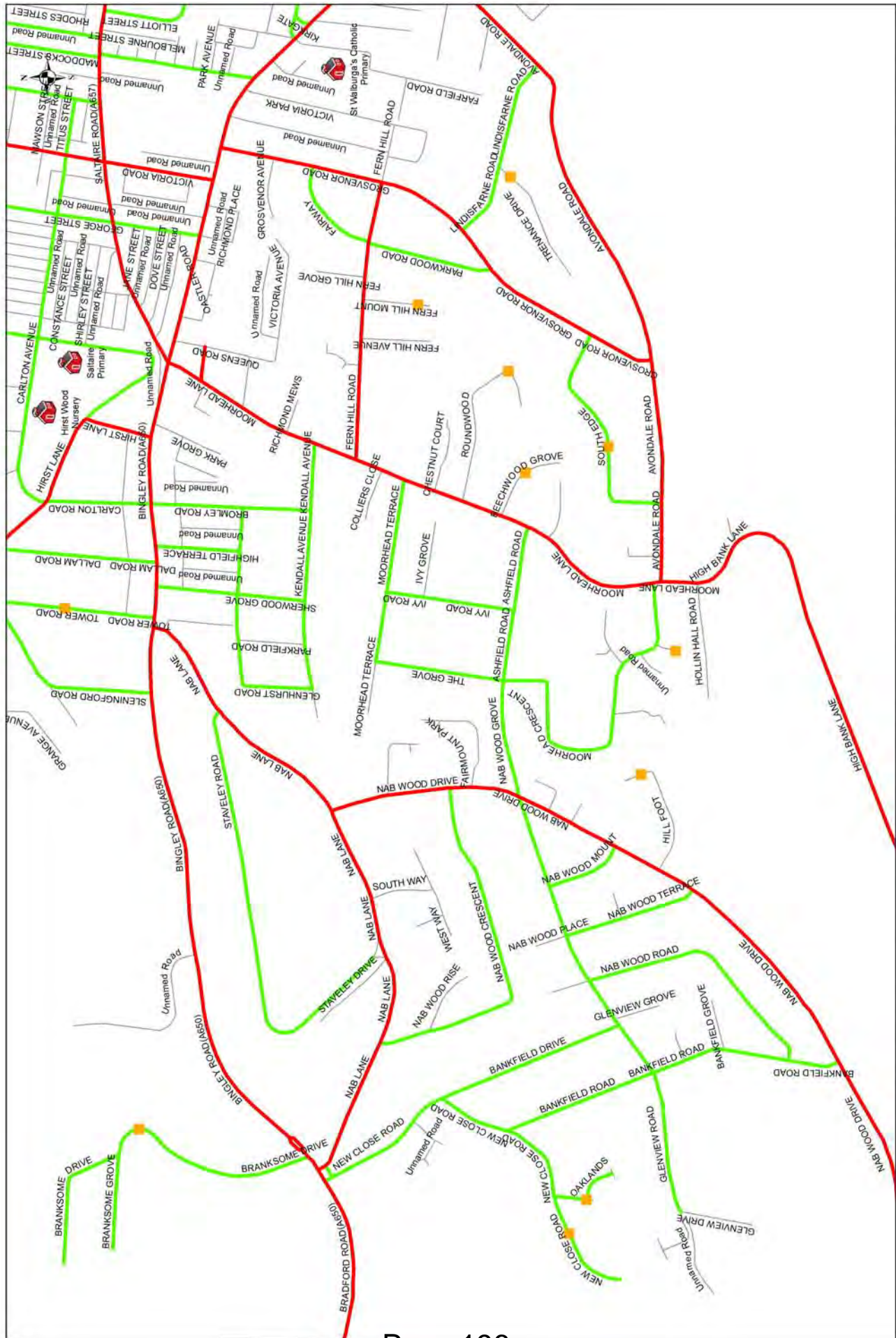


P2 KLEY Wilston

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

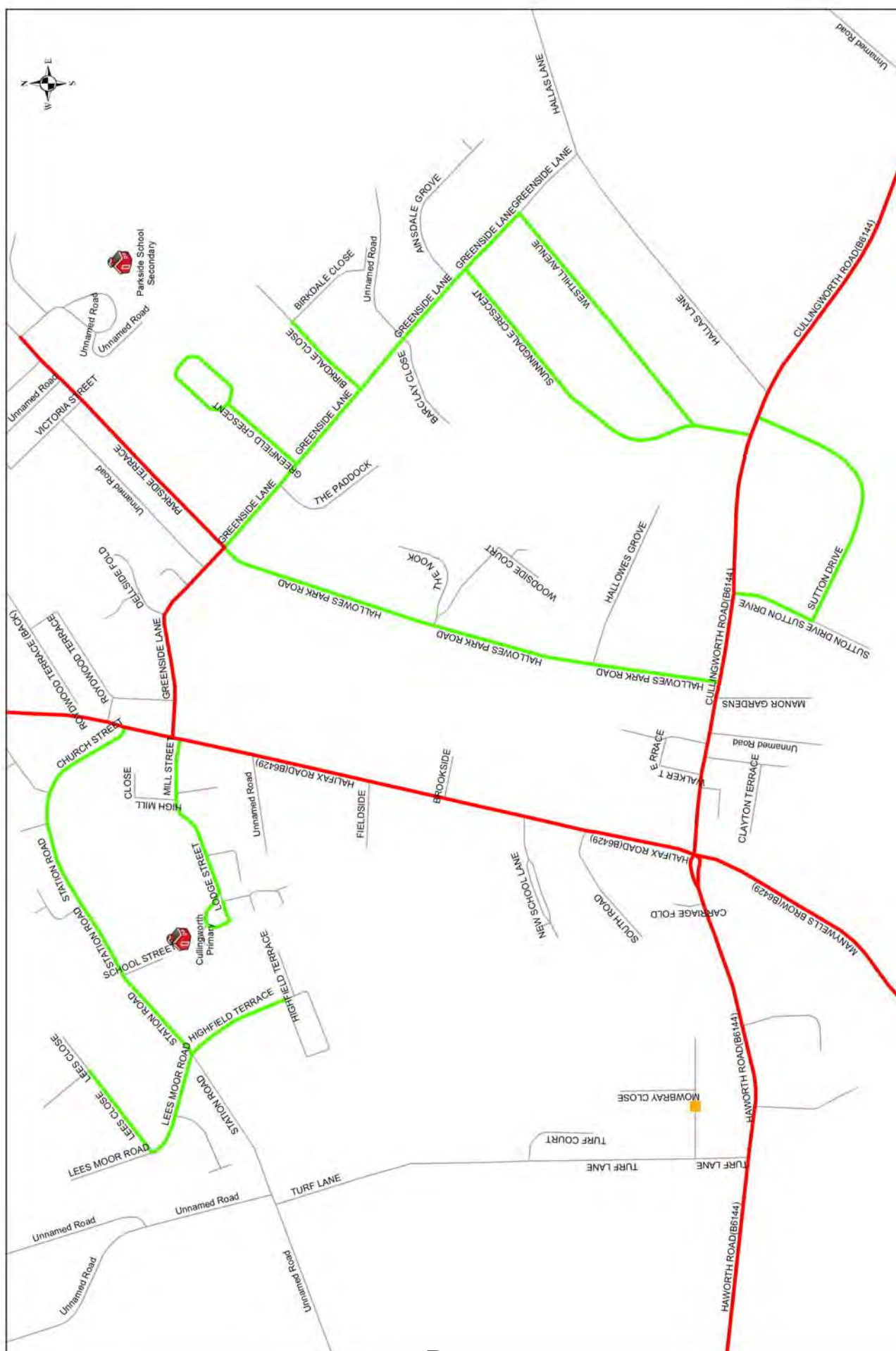


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Cottingley

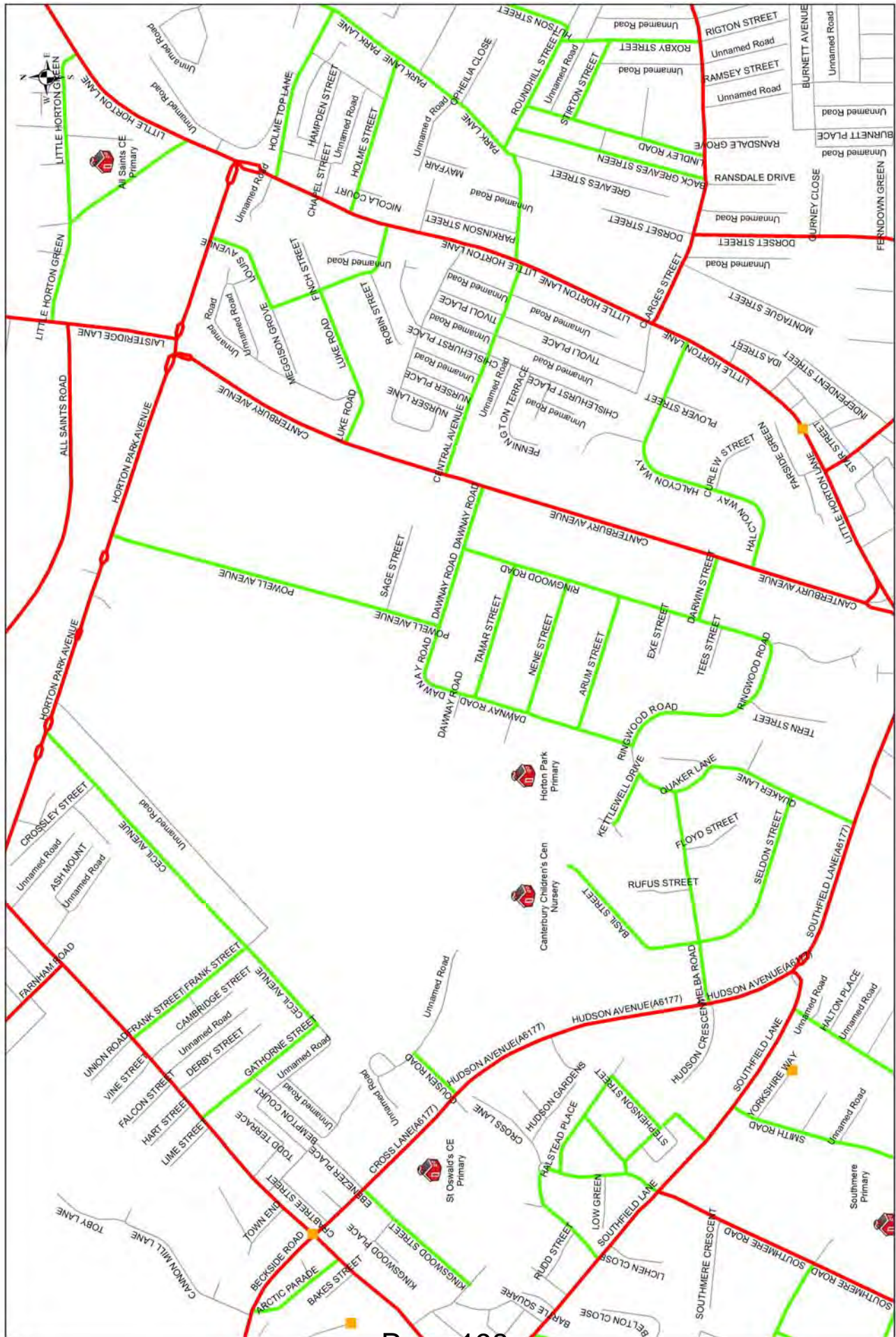


P2 KLEY Nab Wood

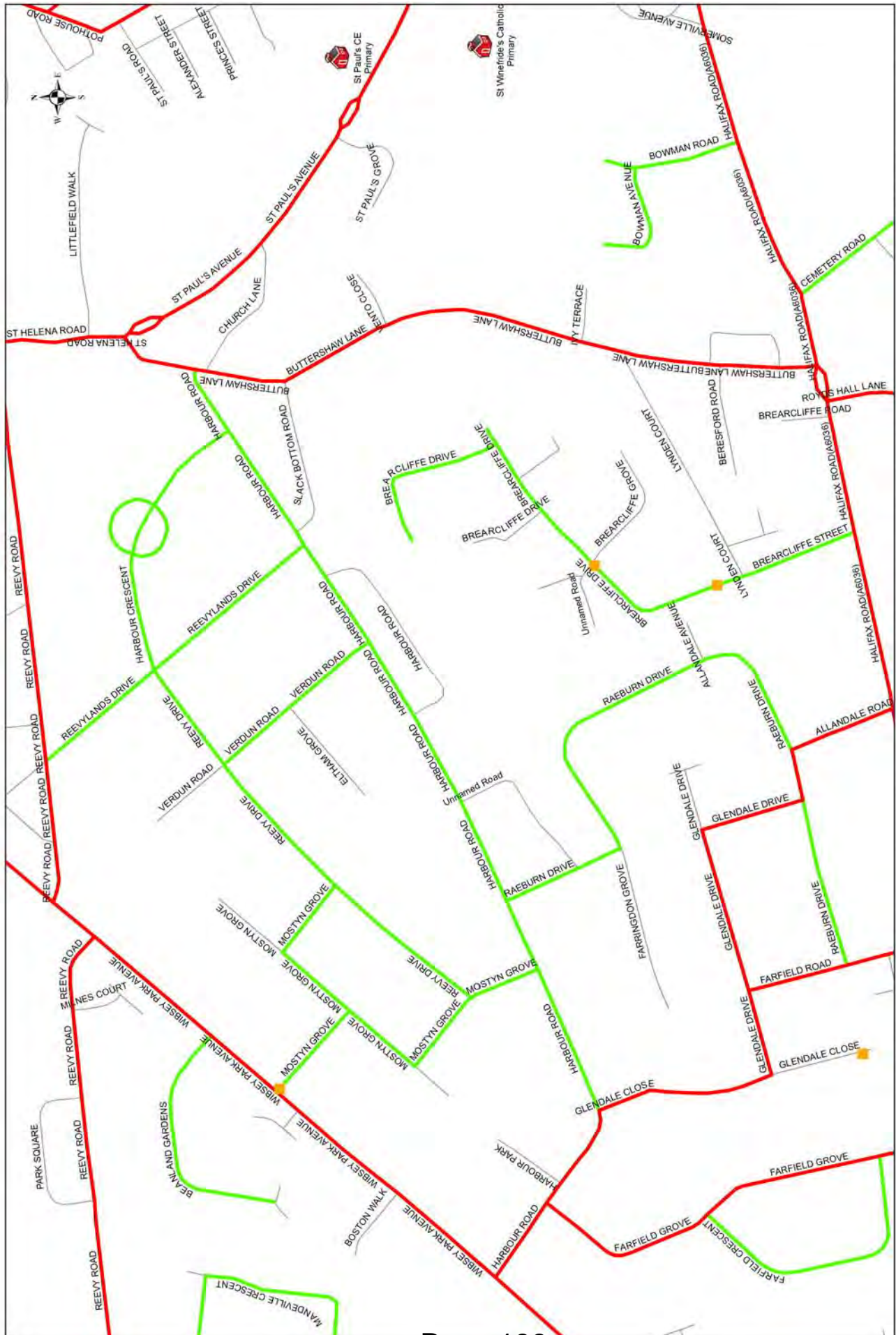
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 KLEY Cullingworth



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W1 Canterbury

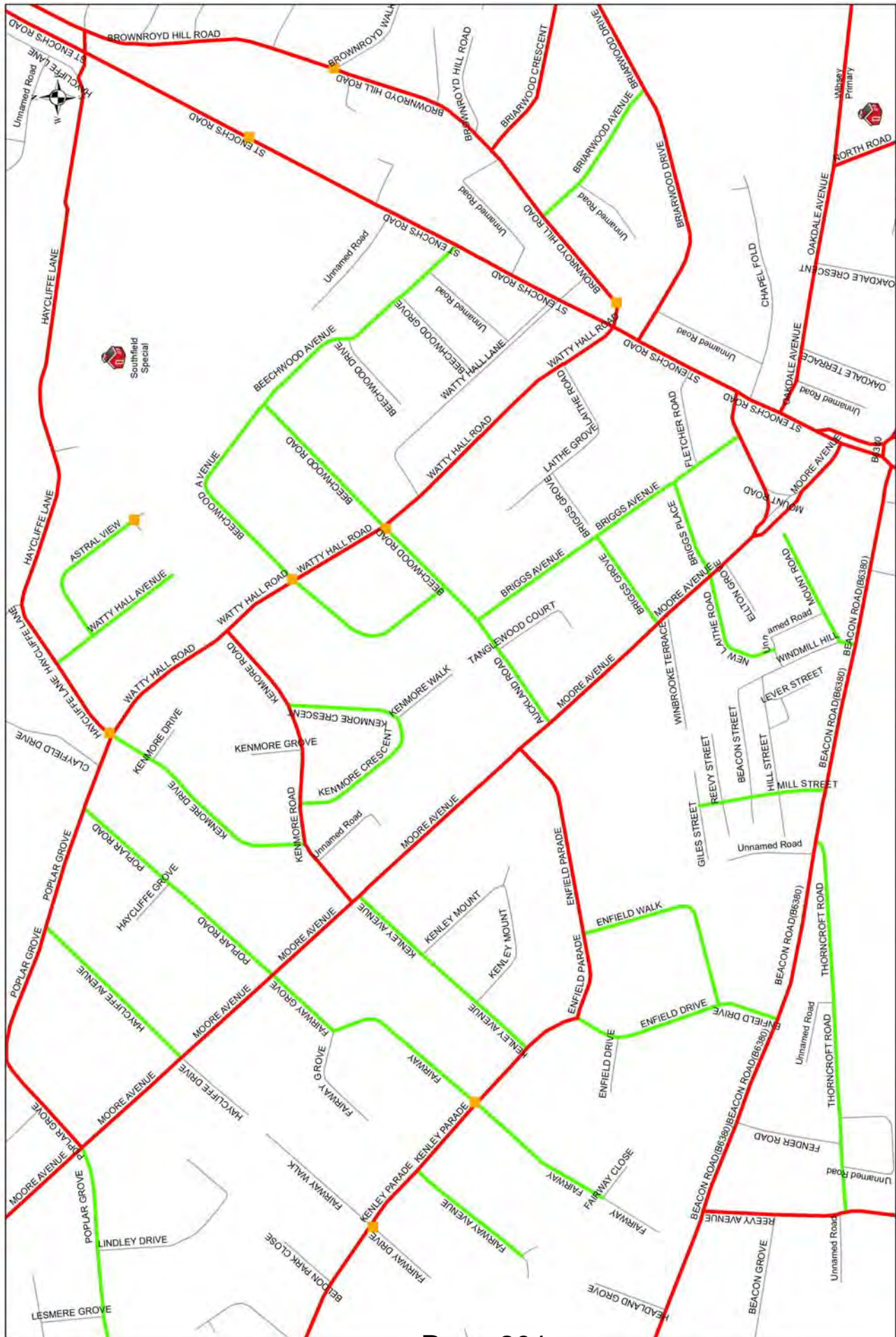


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W1 Wibsey 1

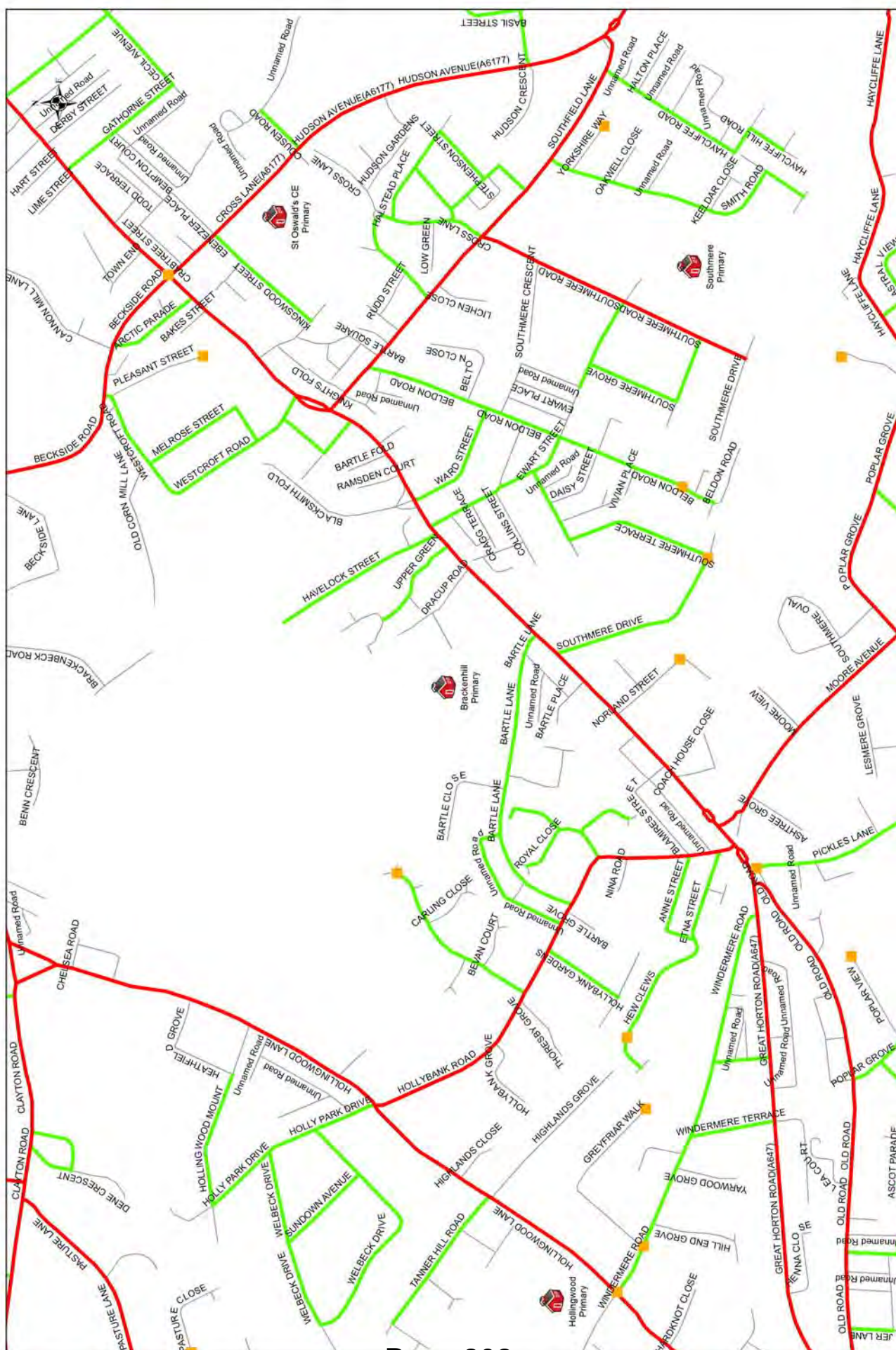


Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

P2 W1 Wibsey 2



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W1 Wibsey 3

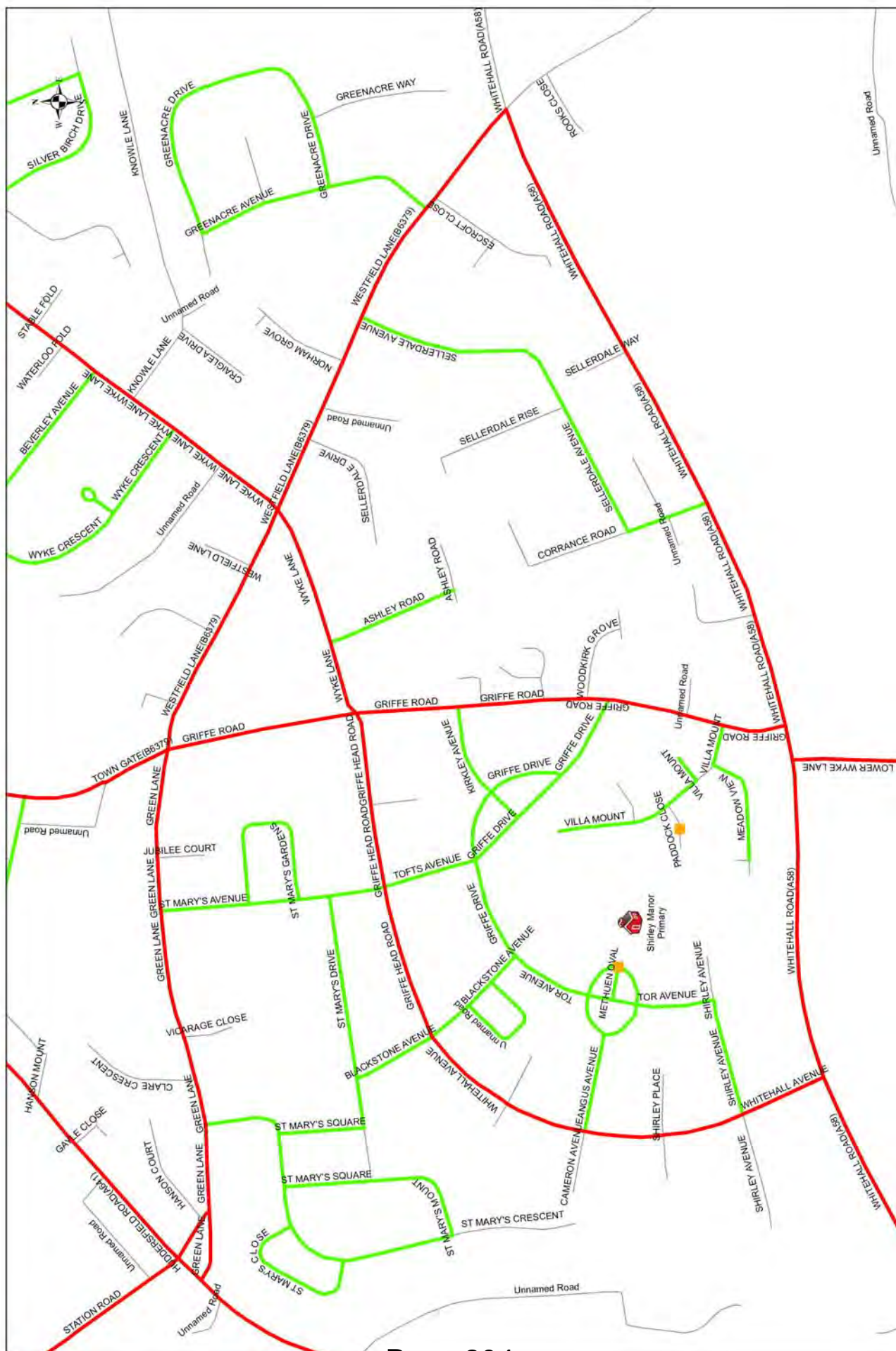


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W1 Southfield



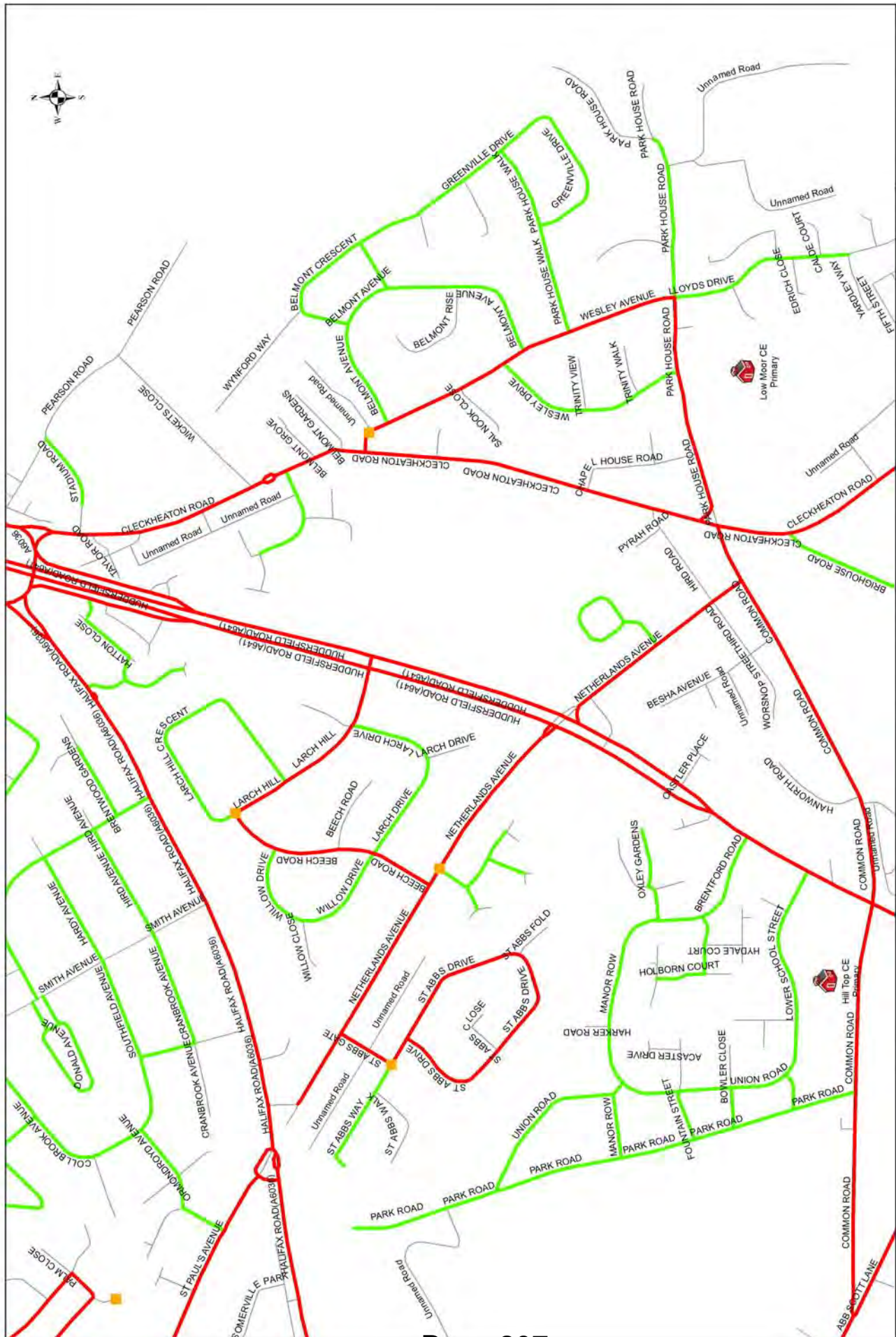
P2 W1 Woodside

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

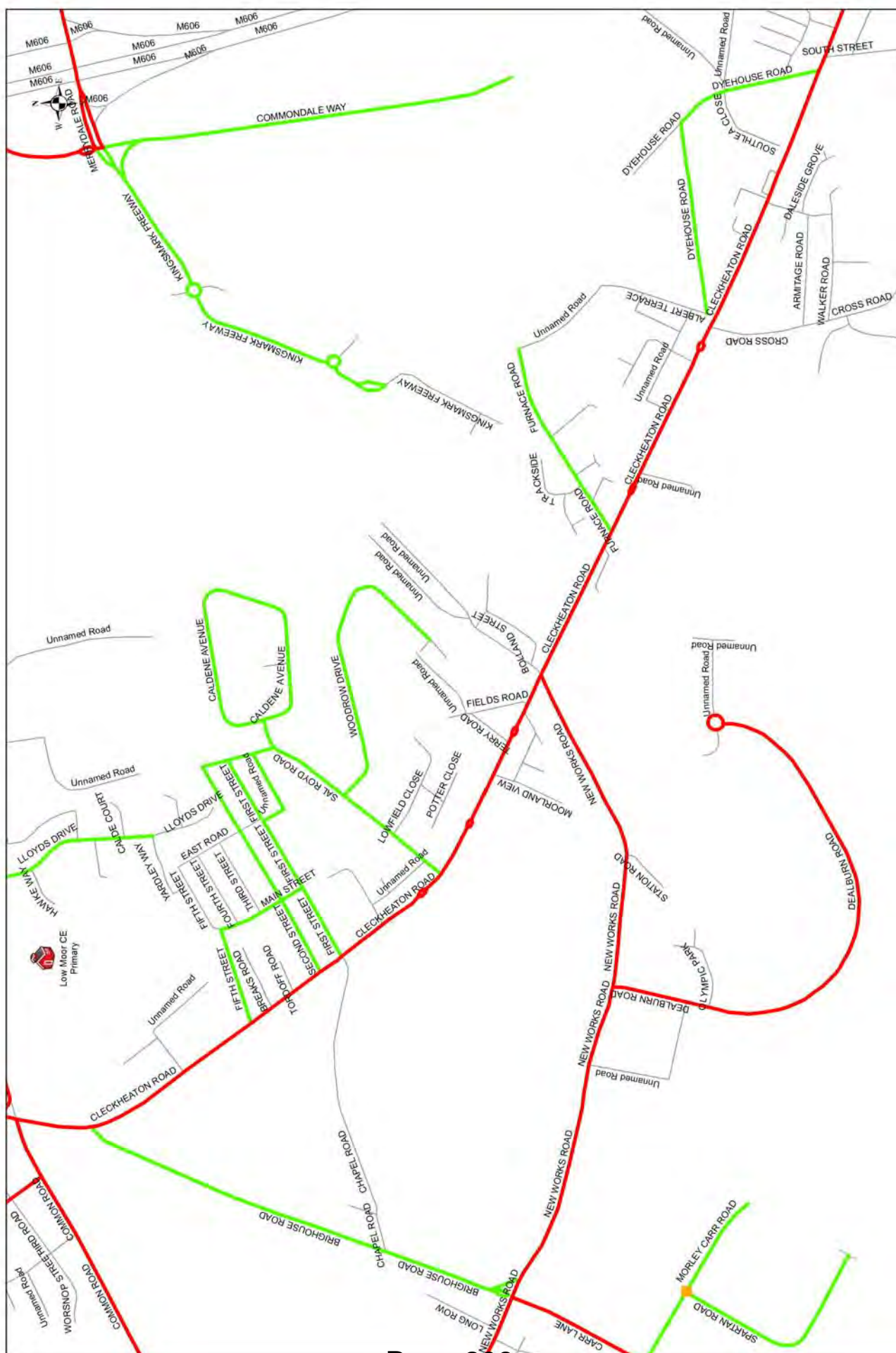


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W2 Wyke 1





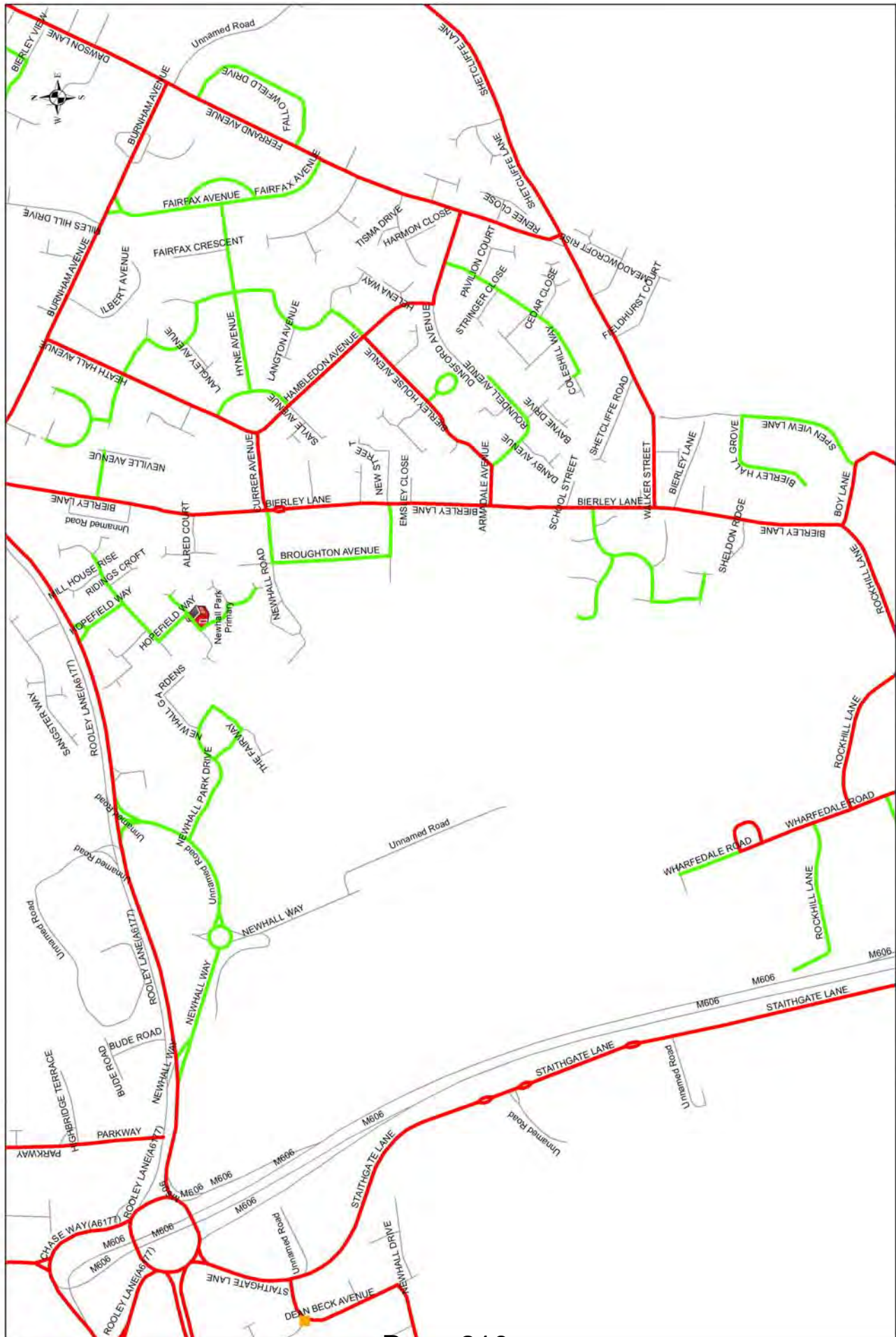
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W2 Larch / Odsal



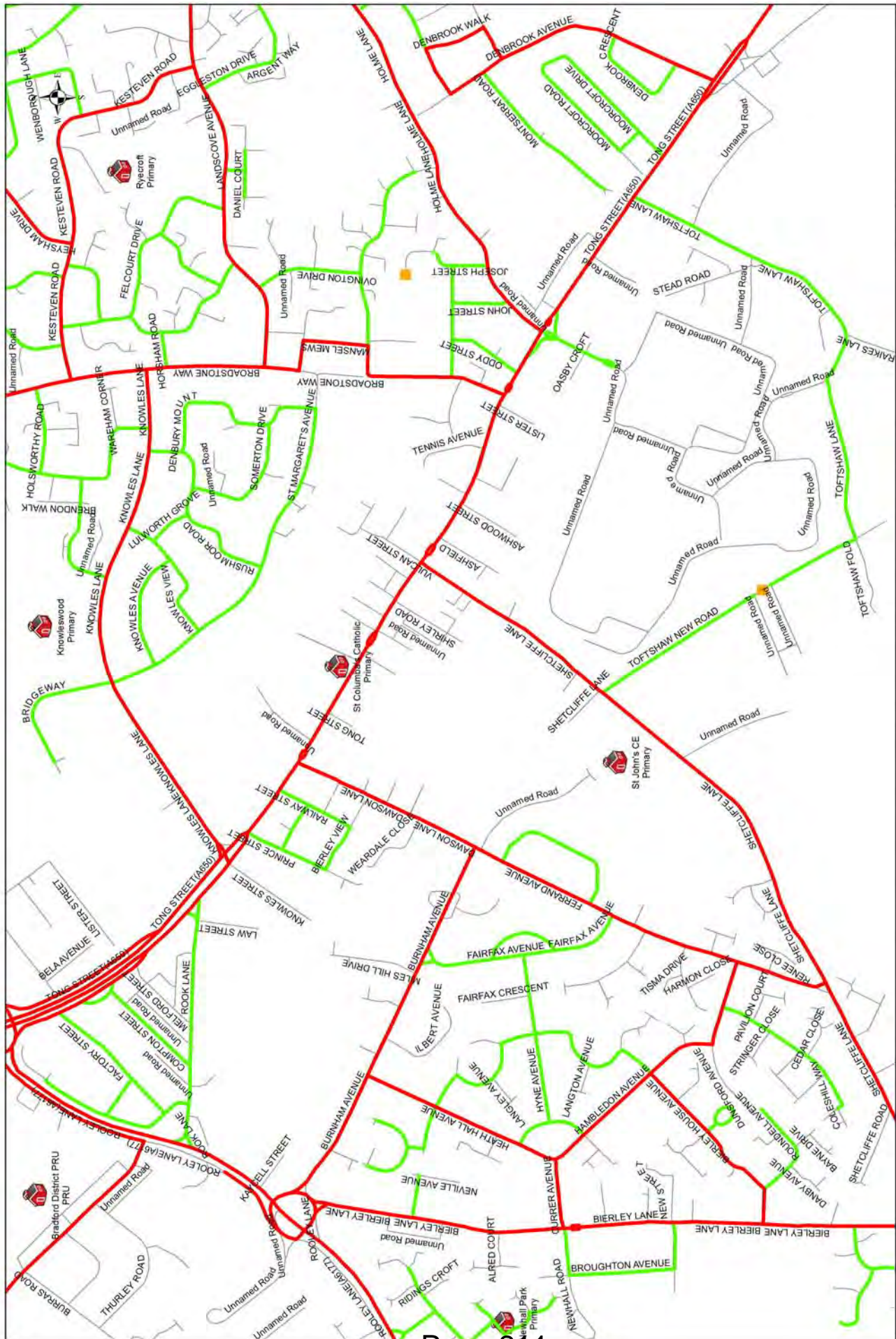
P2 W2 Low Moor



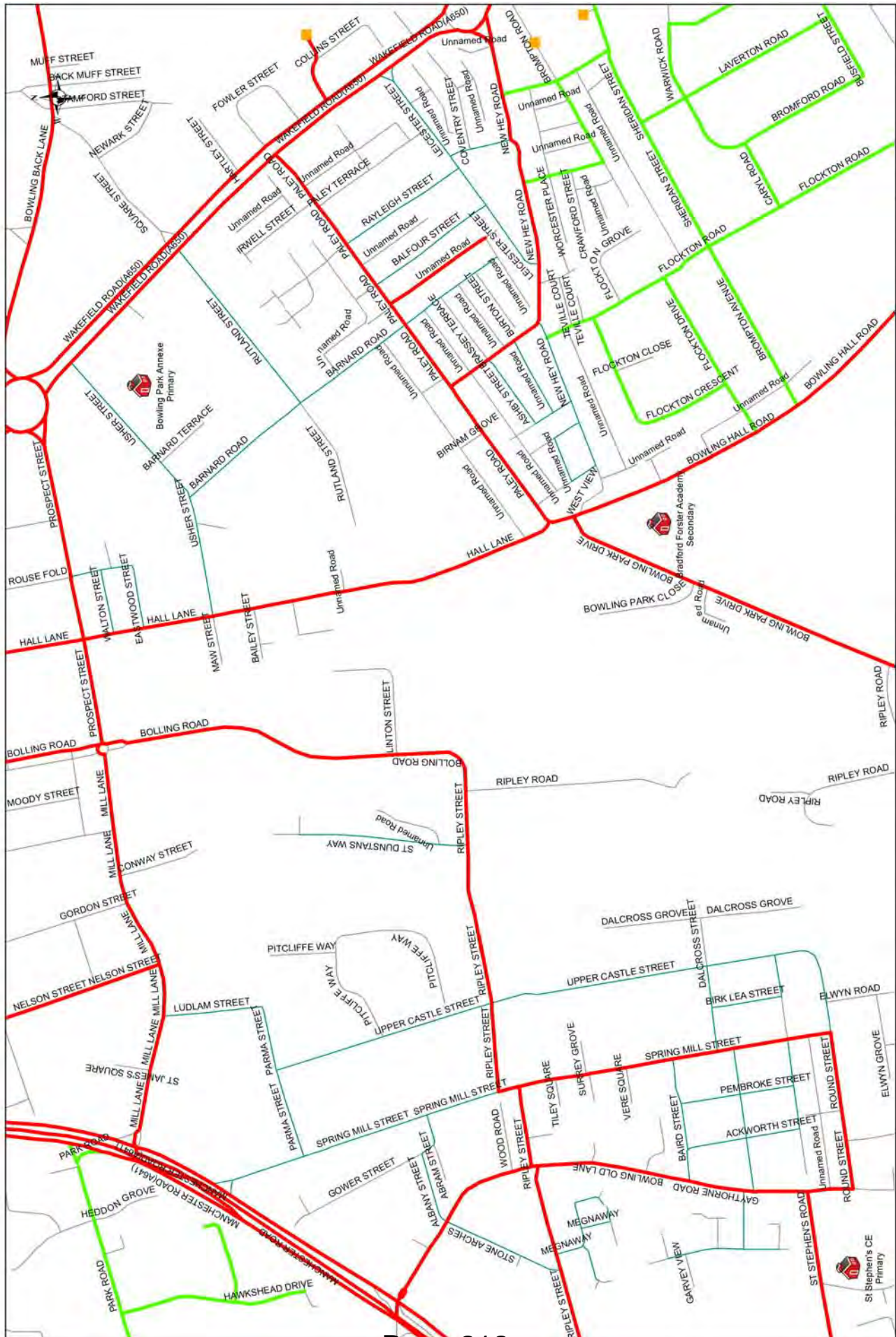
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W2 Euroway



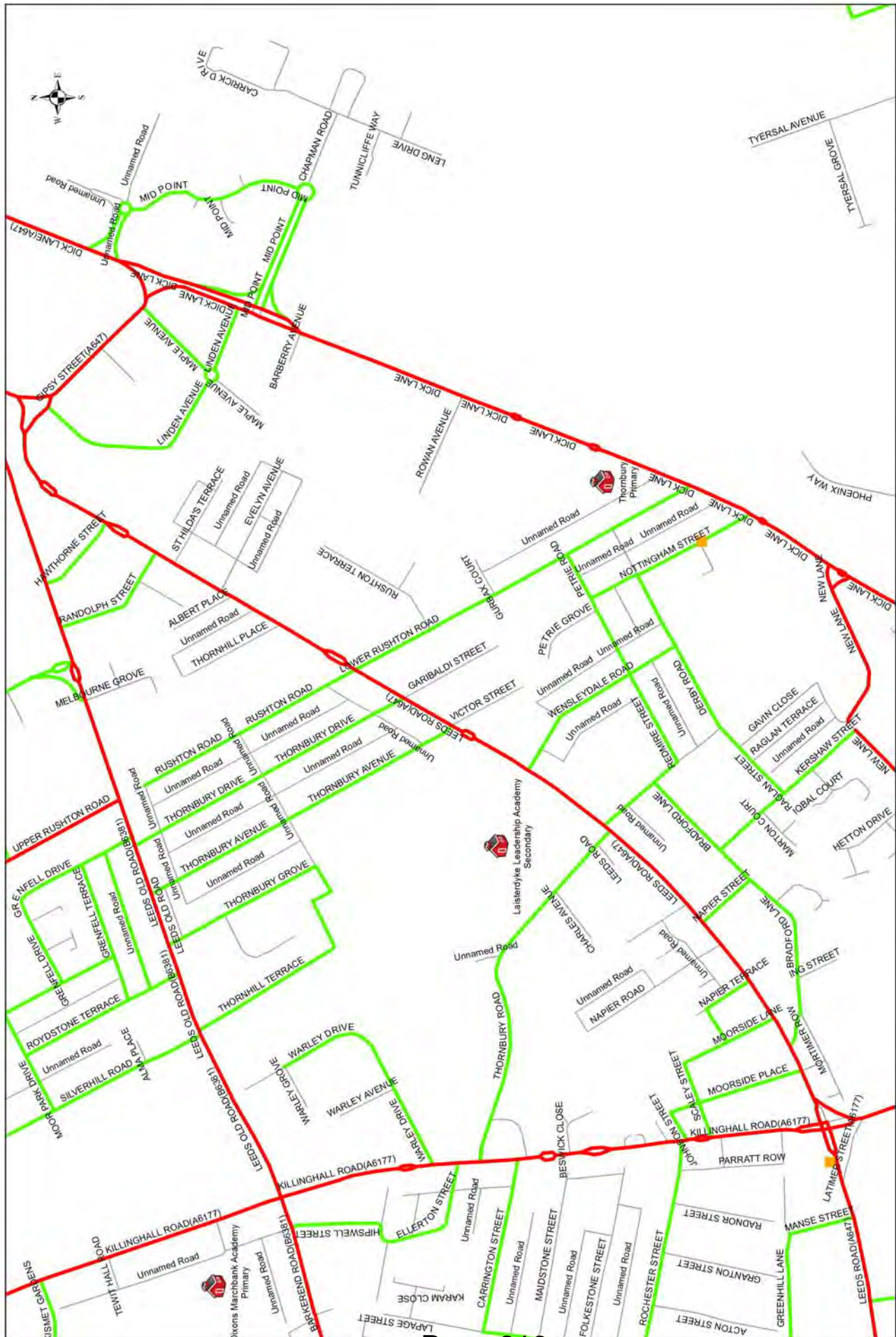
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W2 Brierley 1



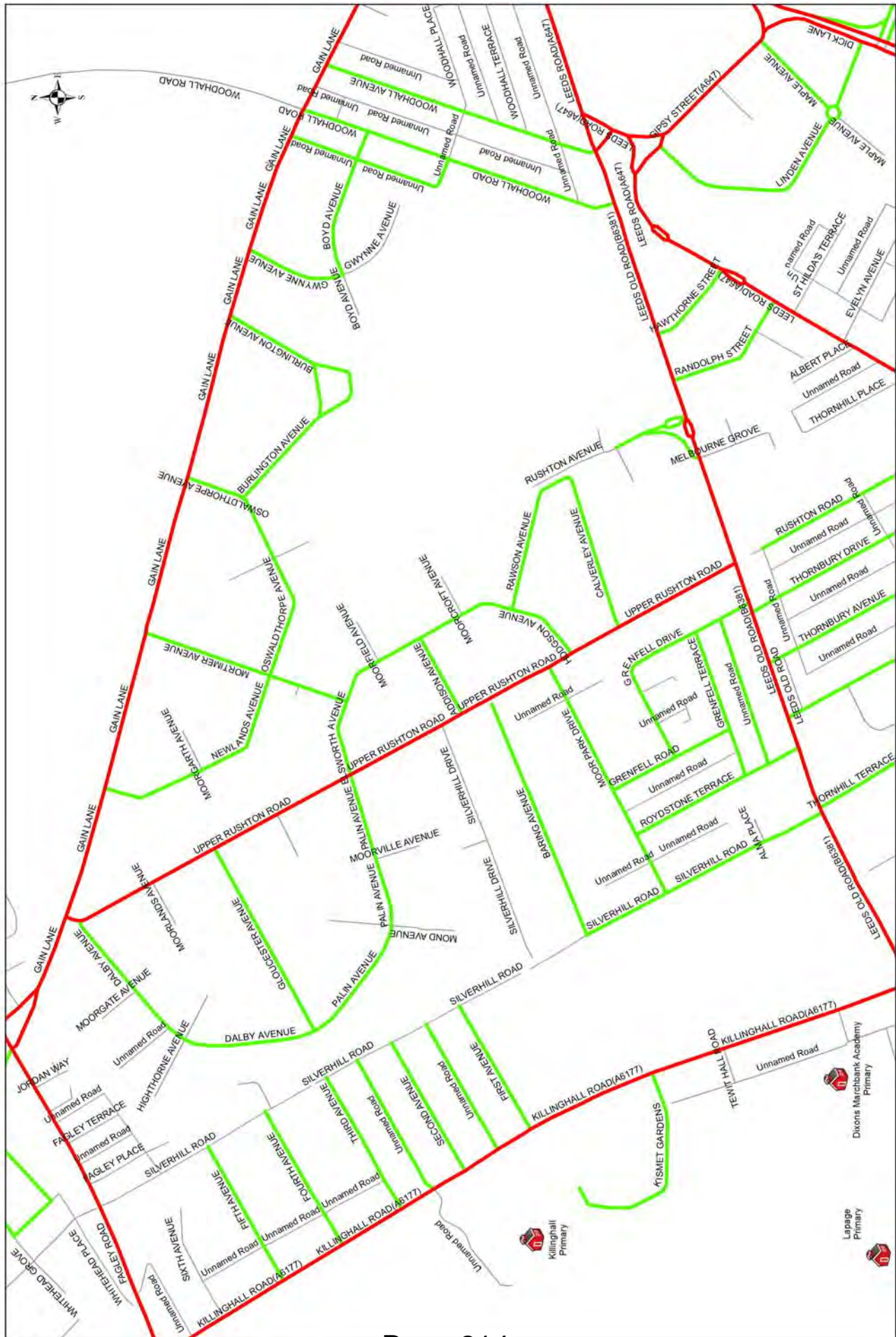
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W2 Bierley 2



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W3 West Bowling



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W3 Laisterdyke



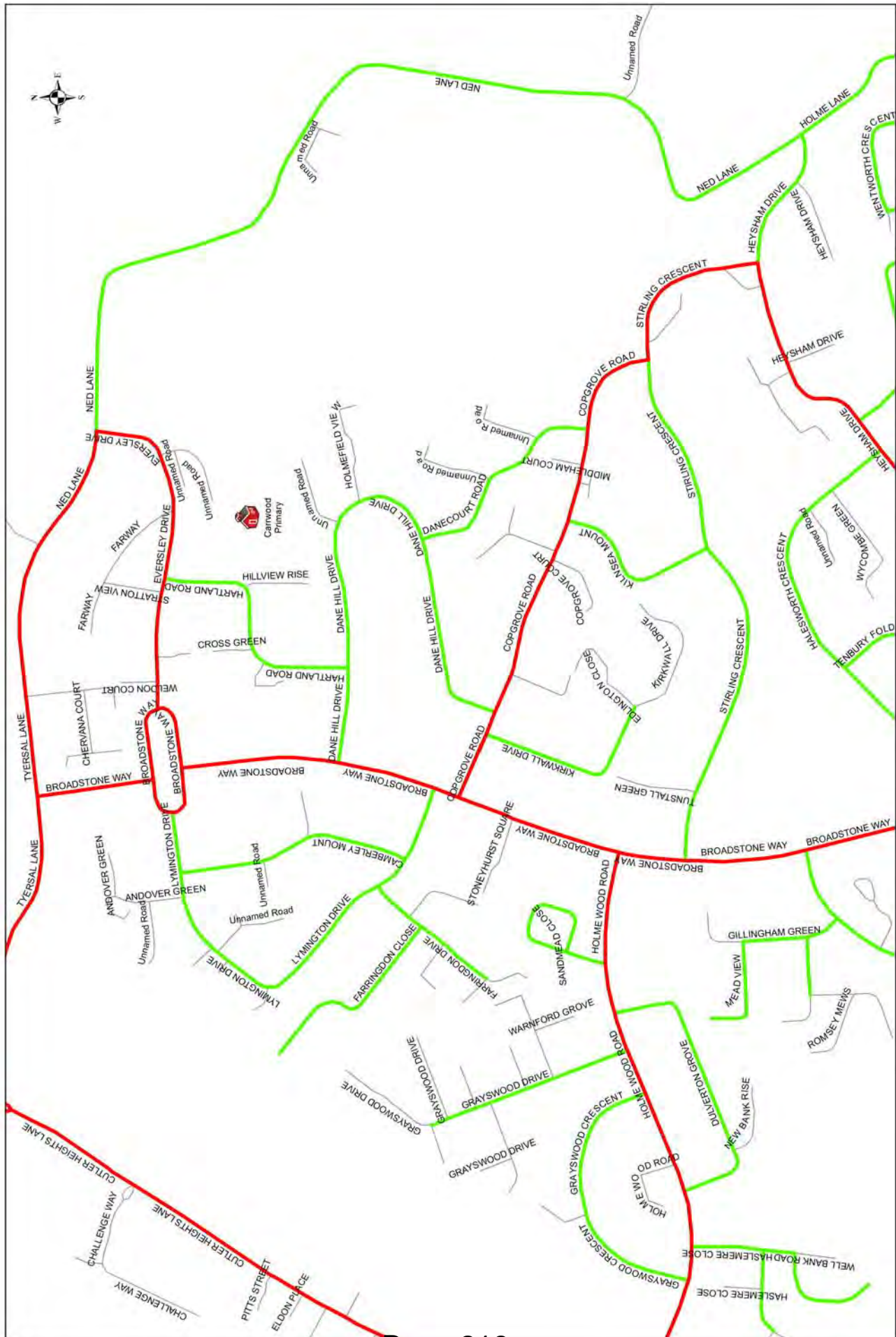
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W3 Bfd Moor 1



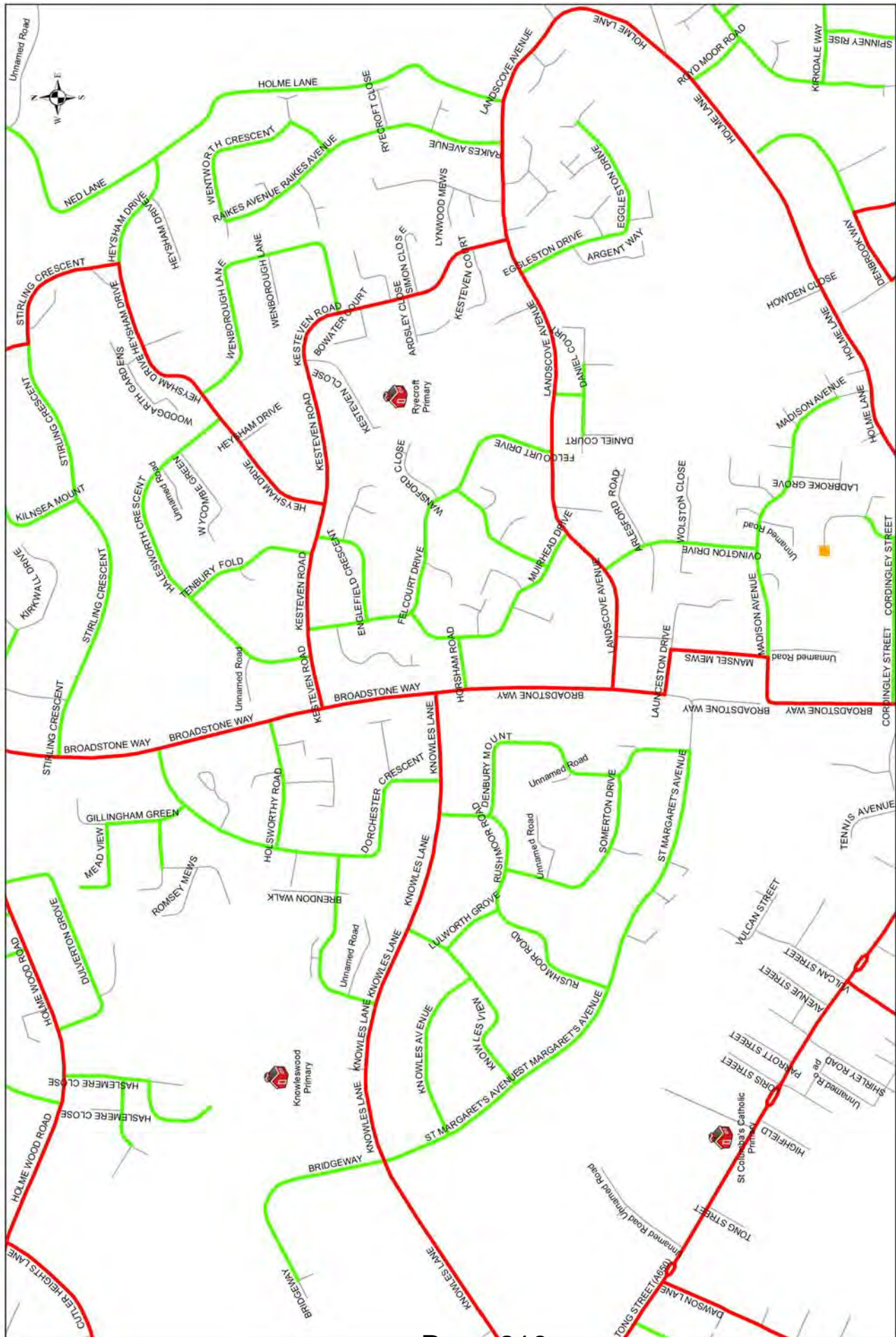
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W3 Bfd Moor 2



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W4 Denbrook



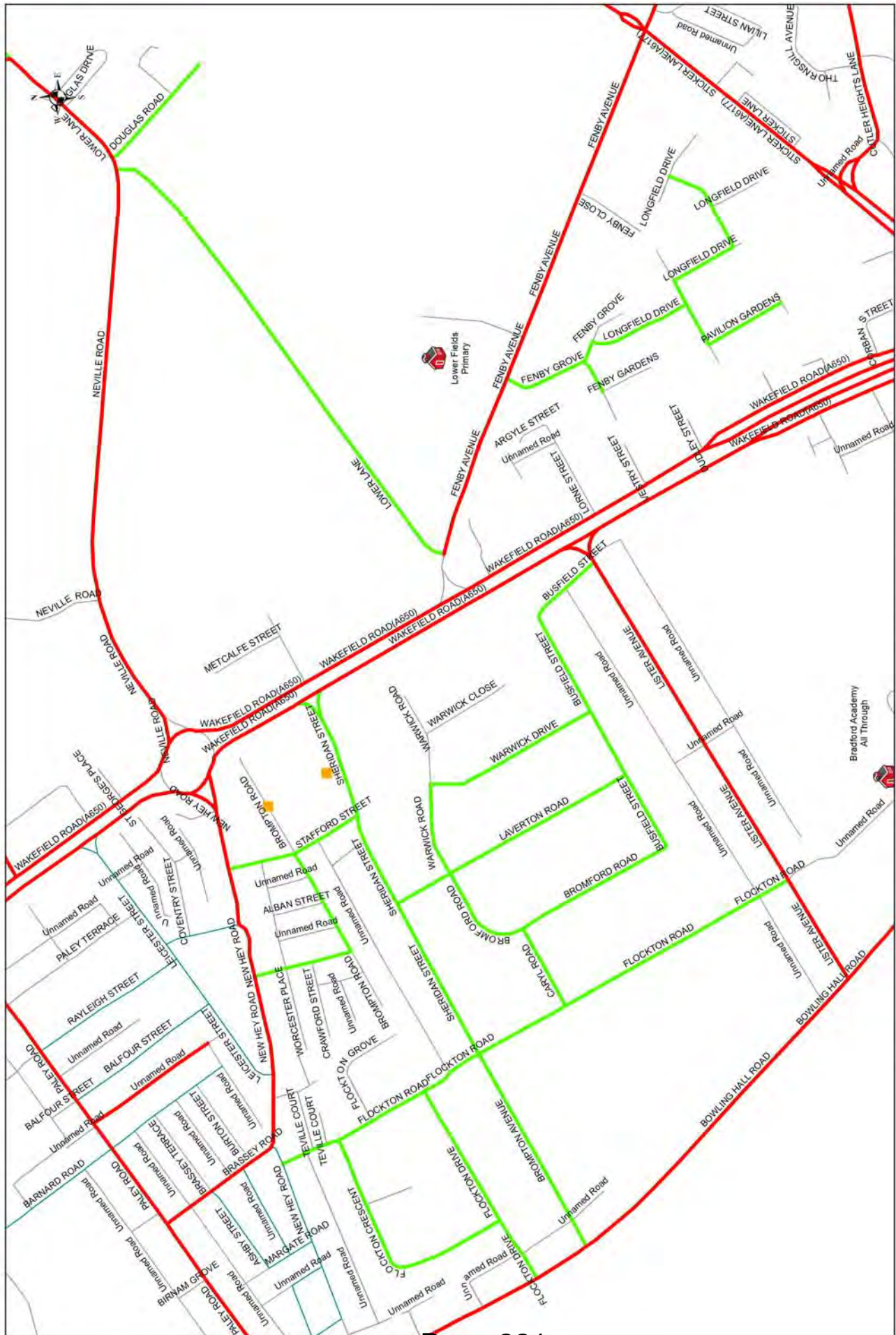
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W4 Holmewood 1



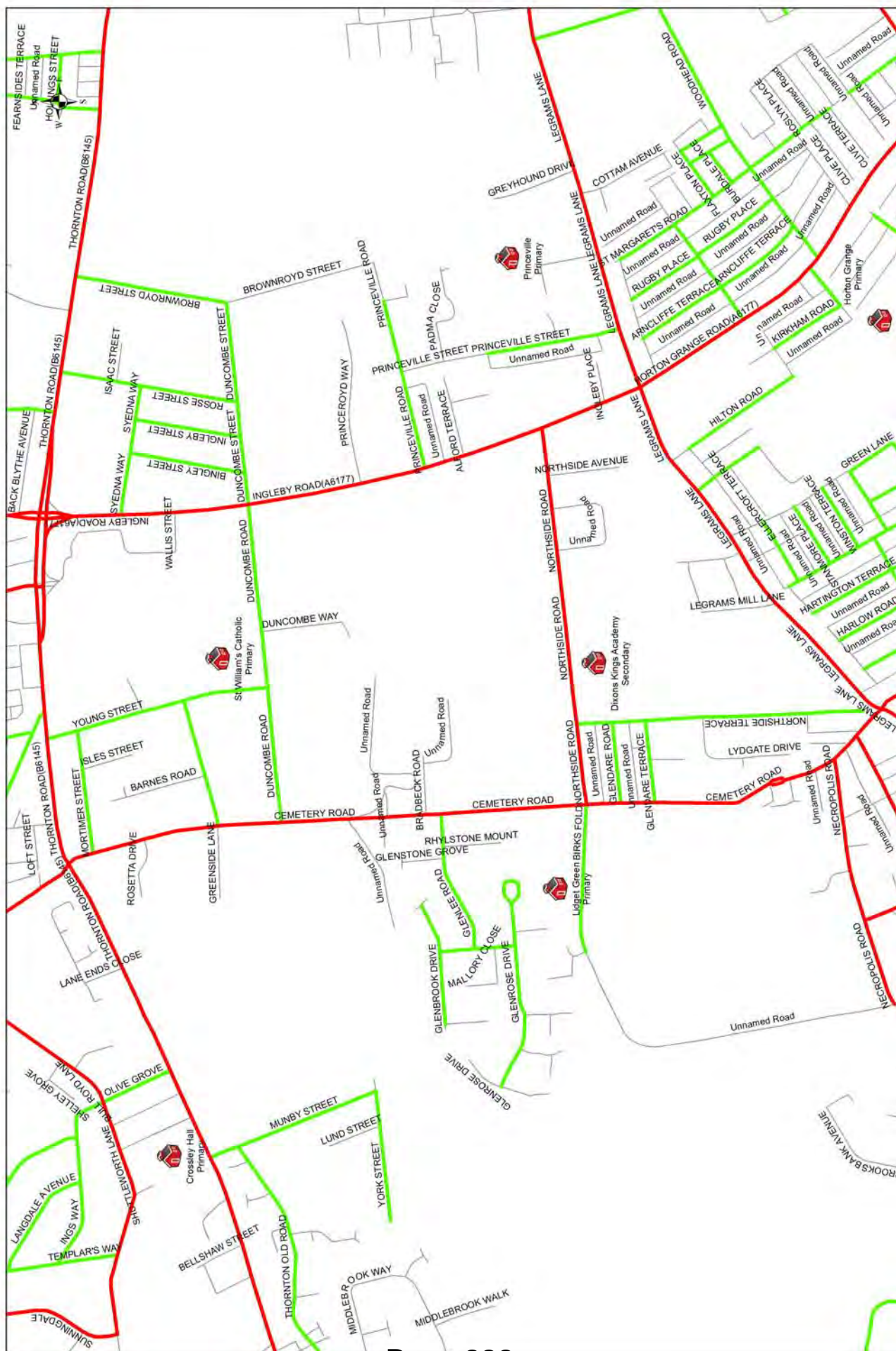
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W4 Holmewood 2



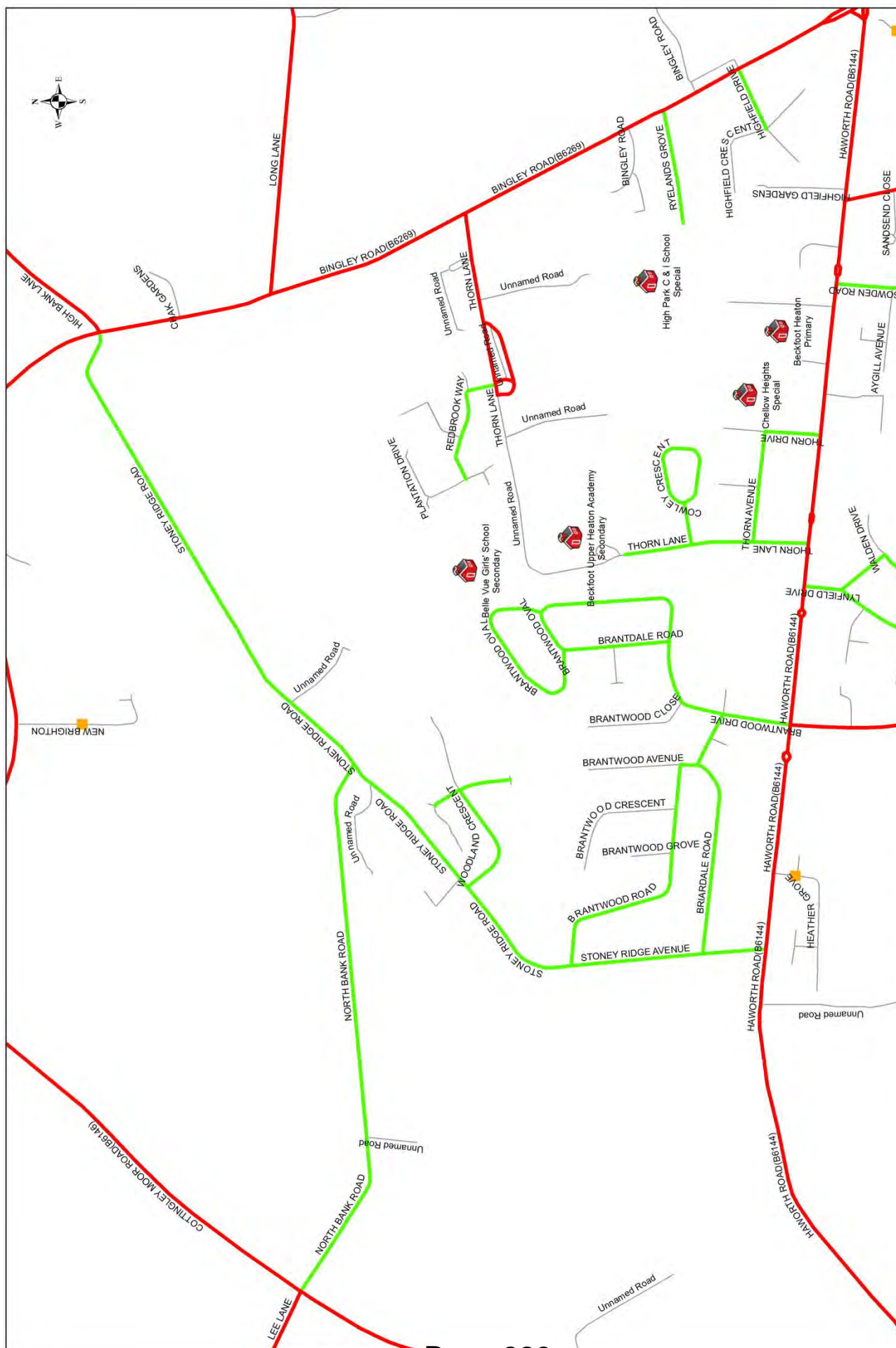
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W4 Tyersal / Sutton



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W4 East Bowling

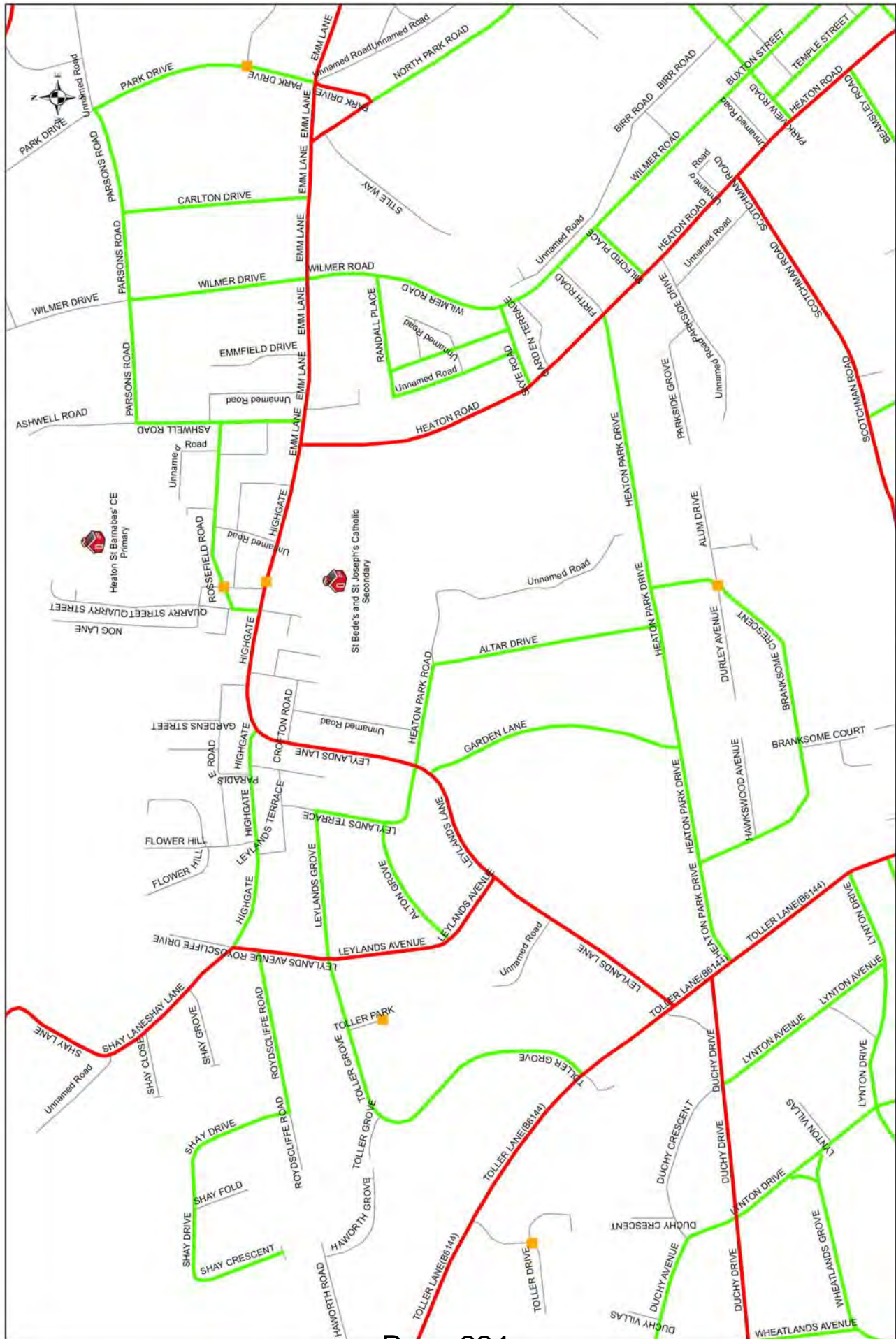


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W5 Lidget Green



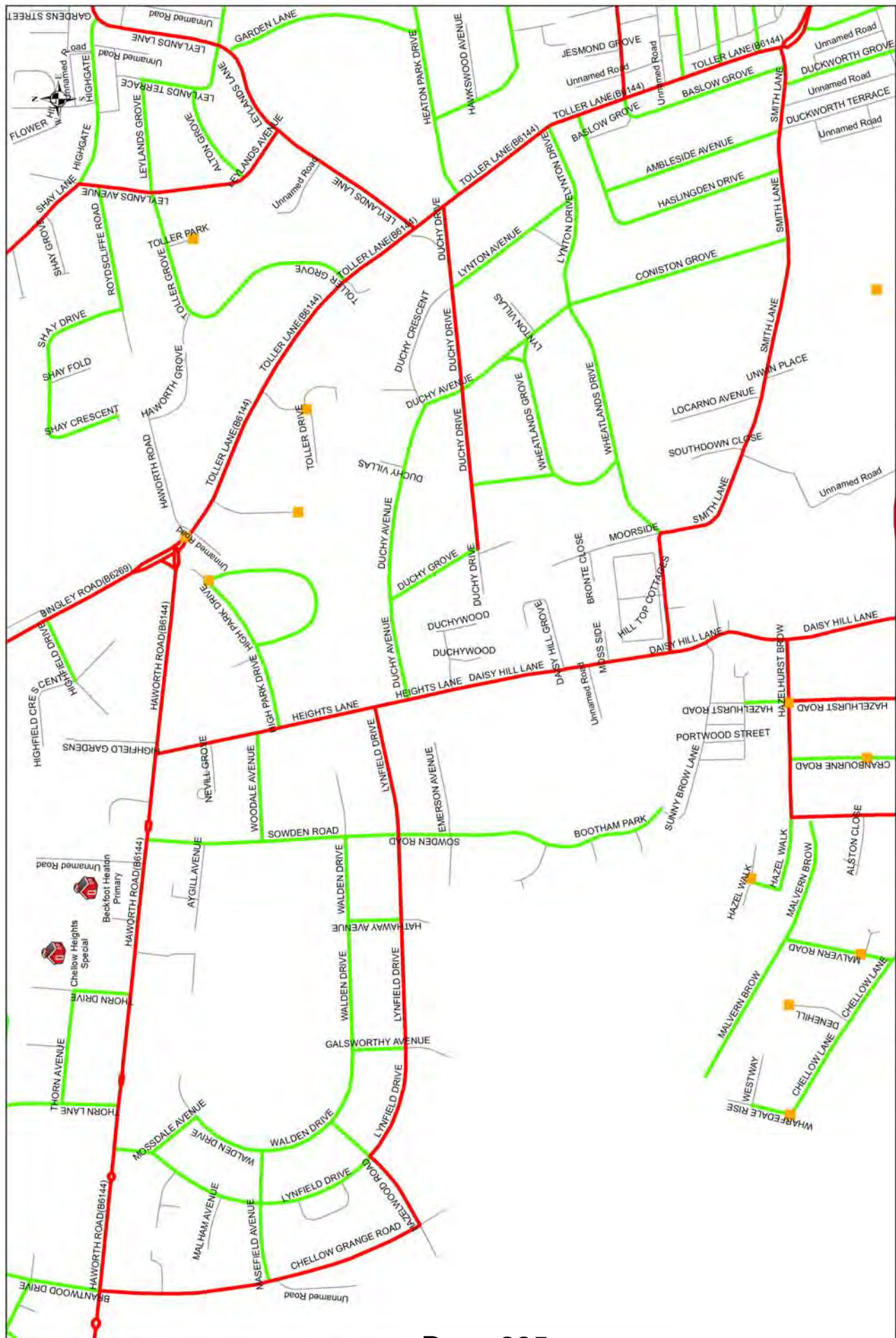
P2 W5 Heaton 1

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

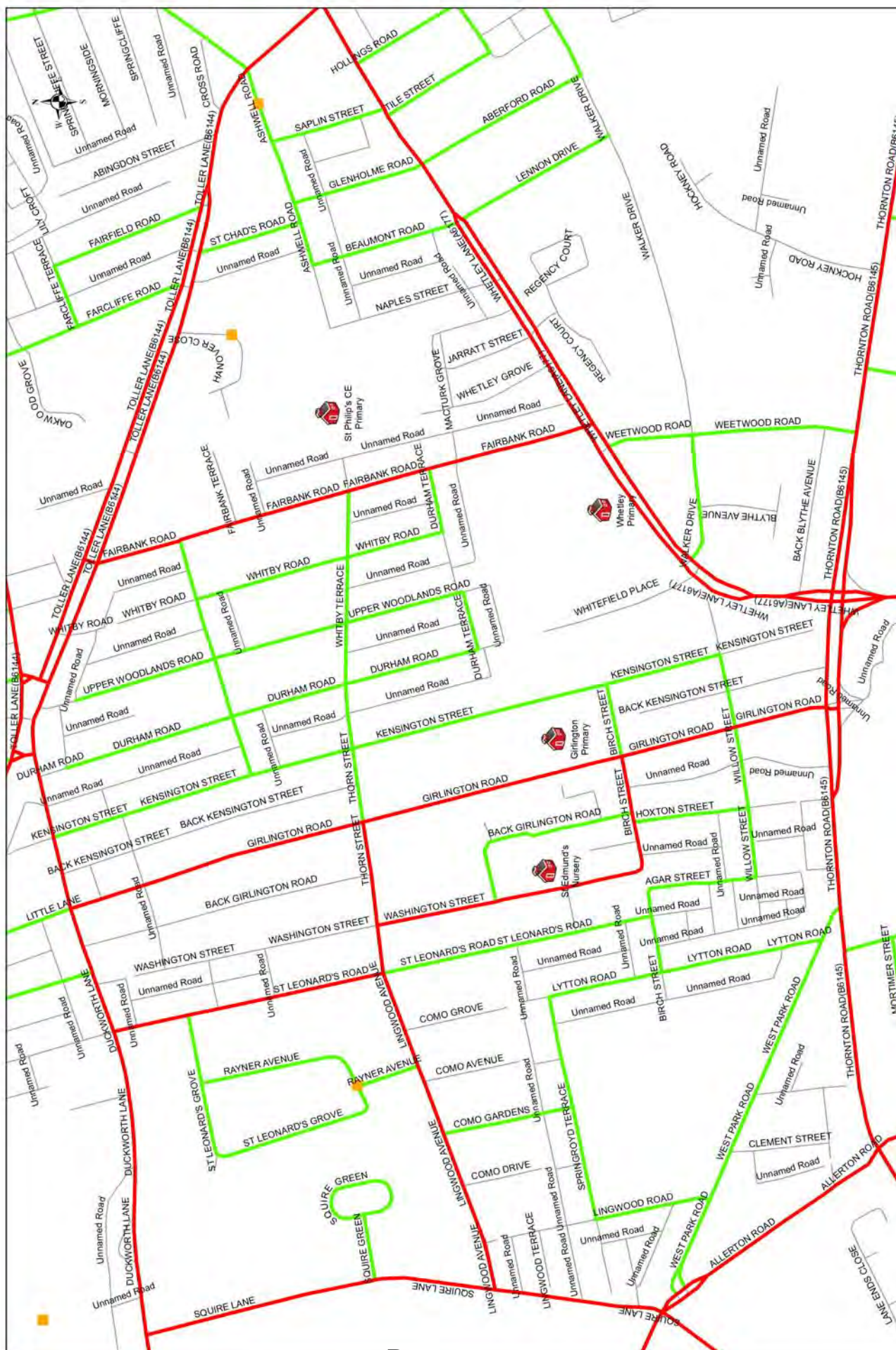


P2 W5 Heaton 2

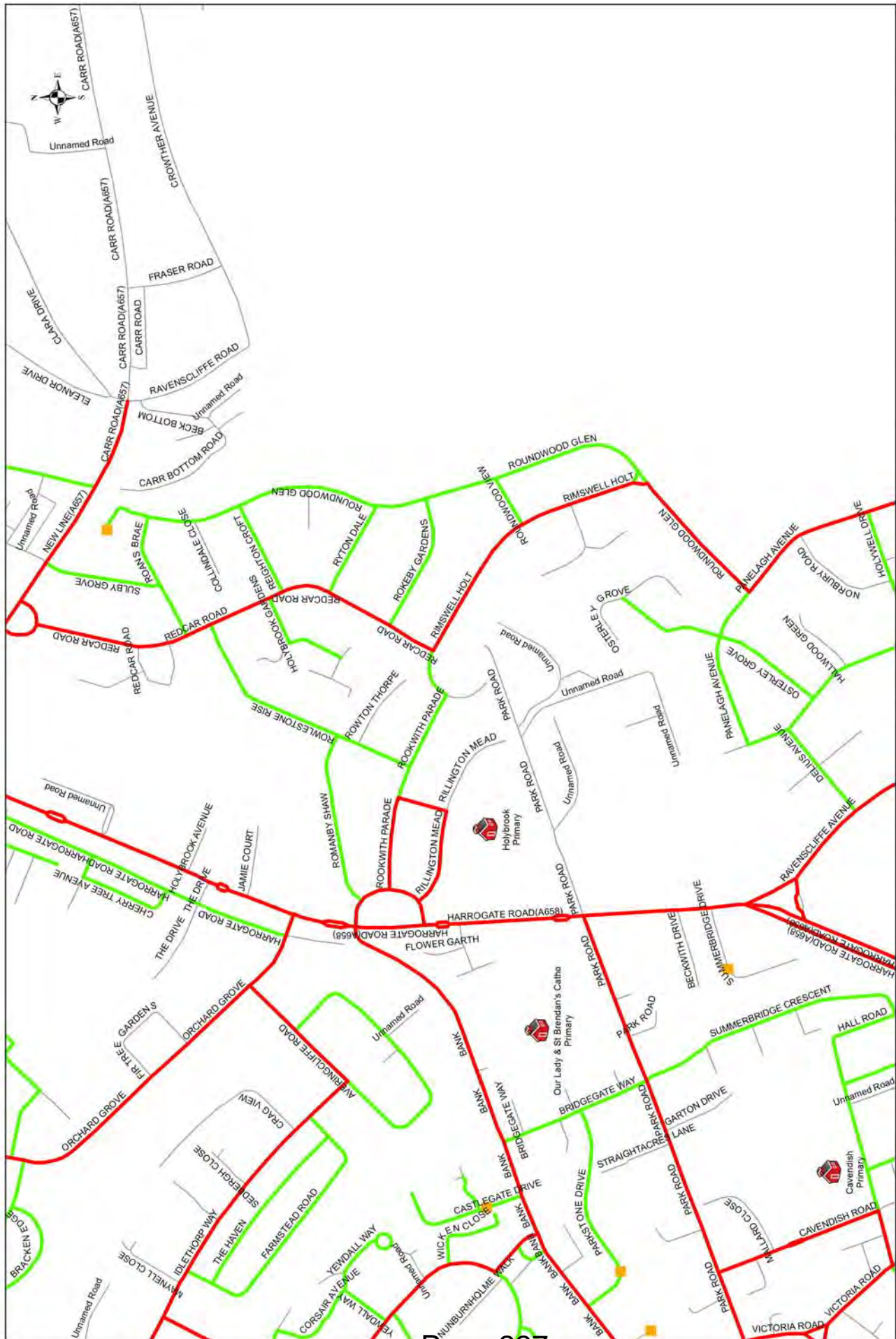
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W5 Chellow Dene



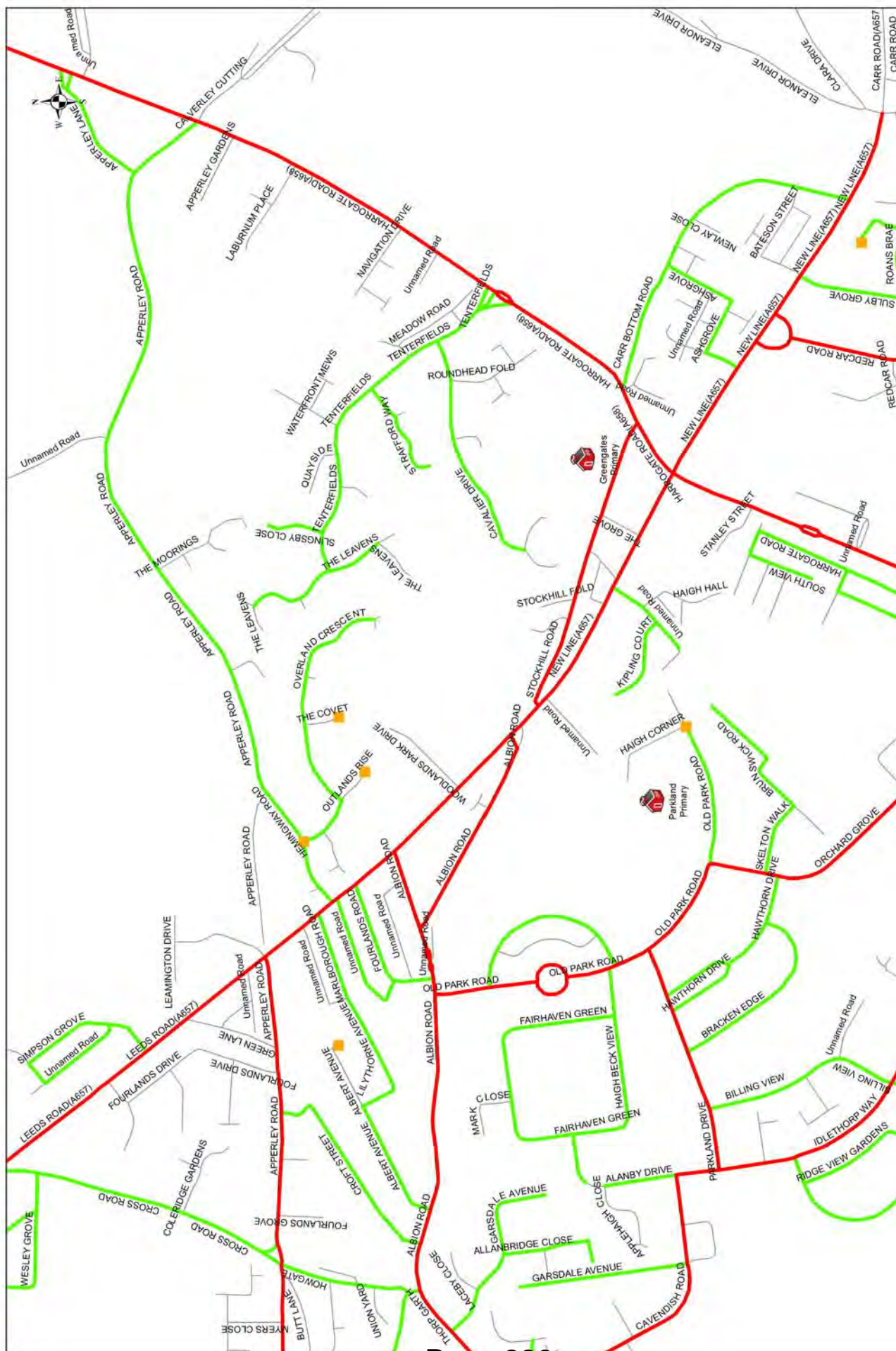
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W5 Girlington



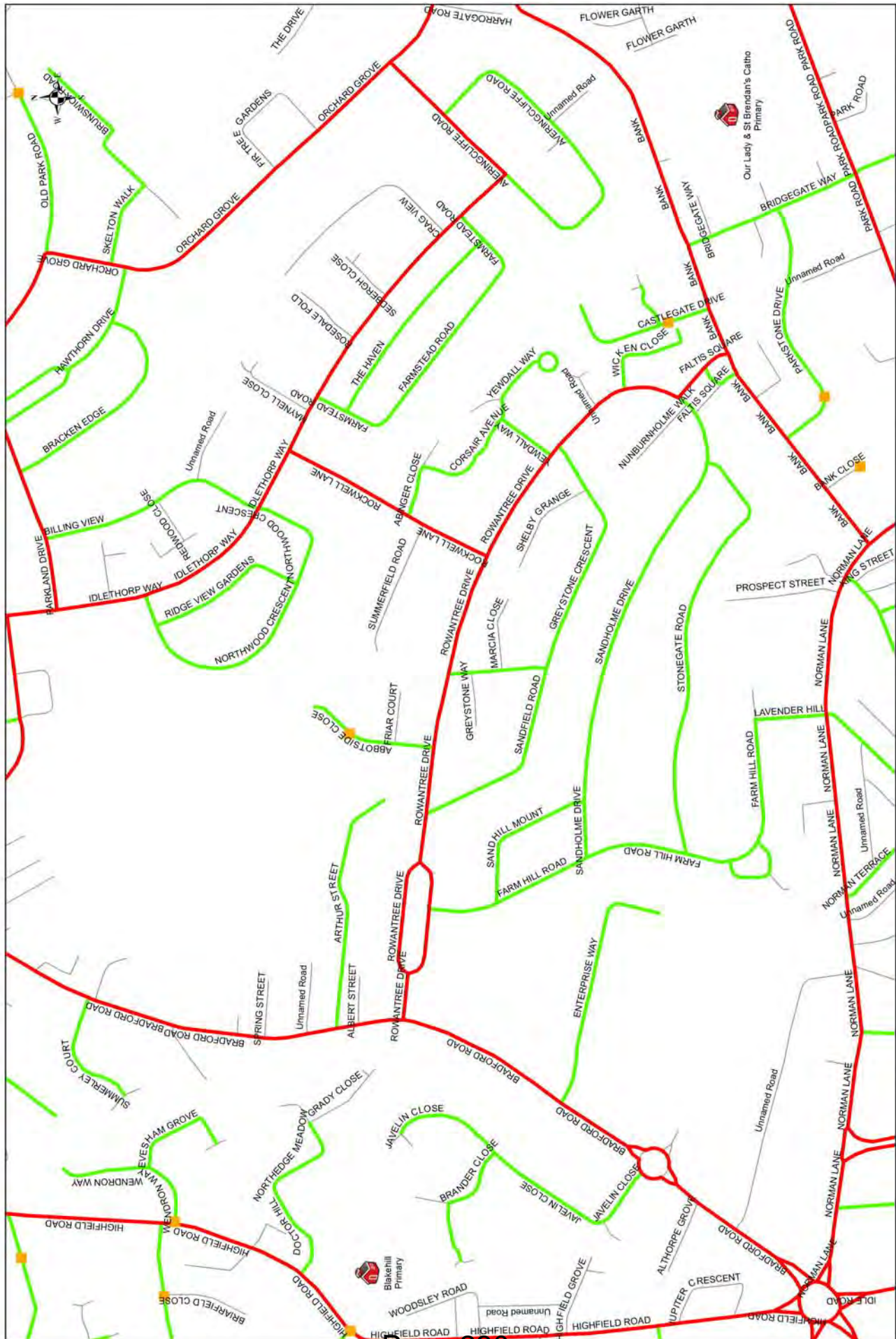
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Ravenscliffe 1



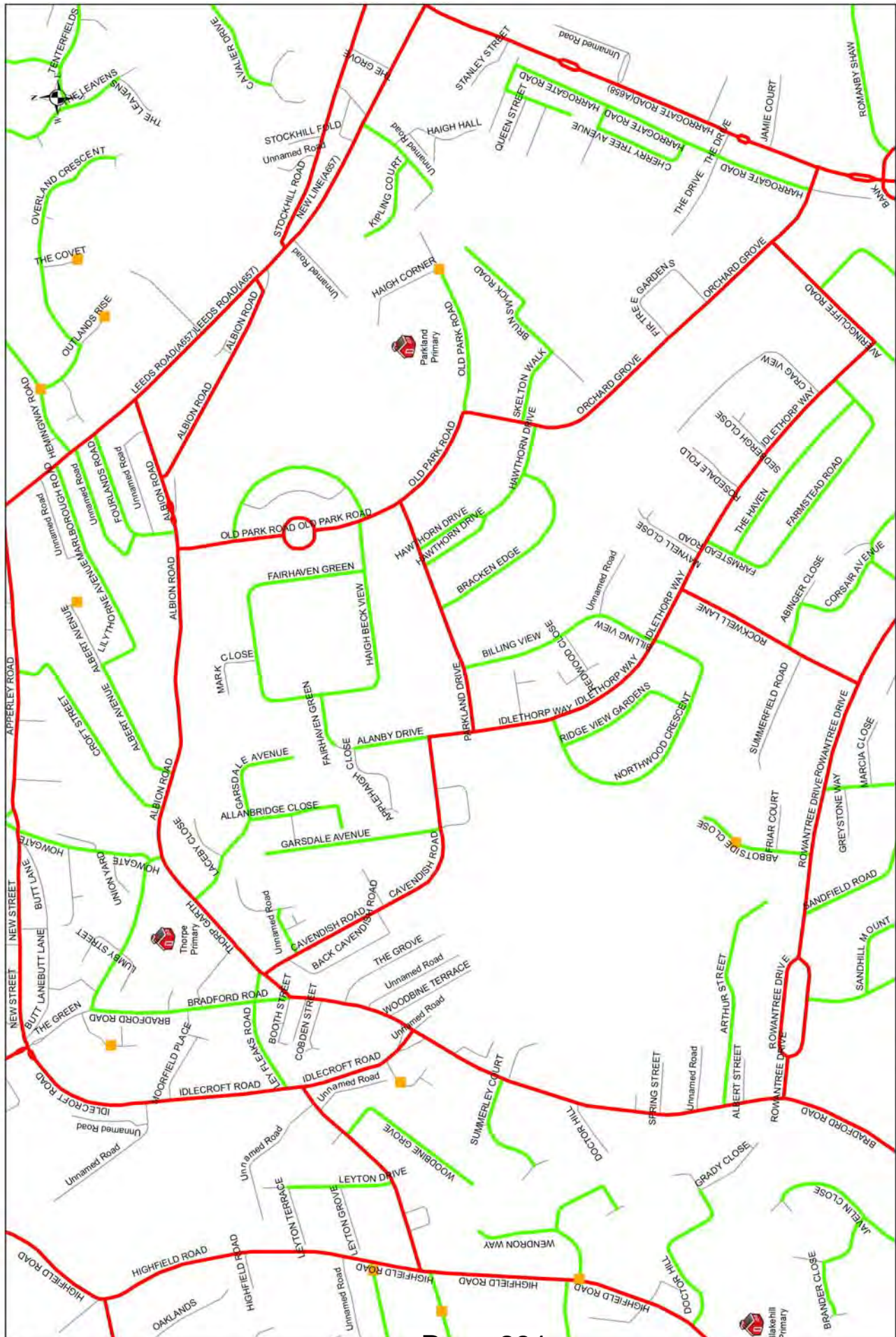
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Ravenscliffe 2



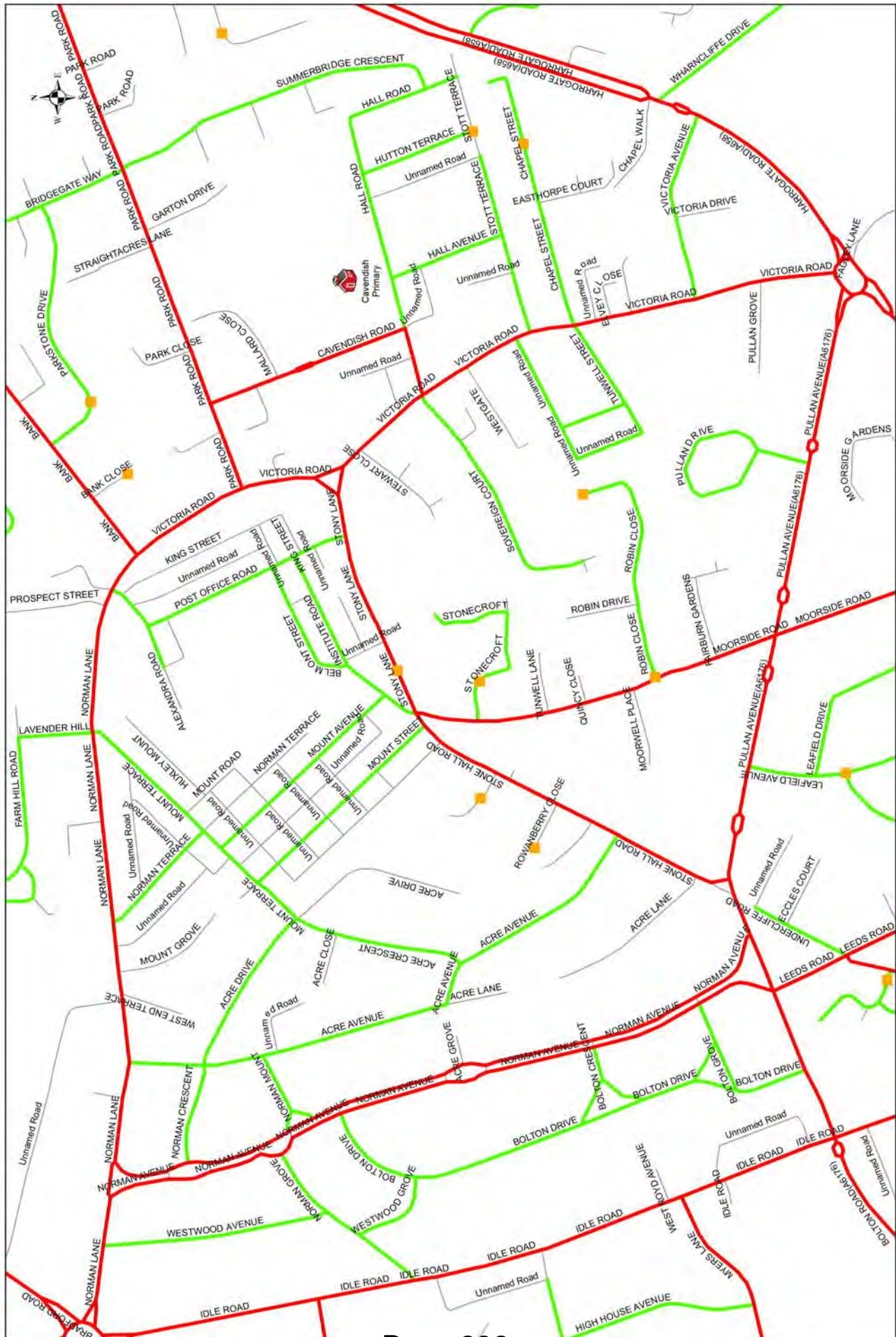
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Apperley Bridge



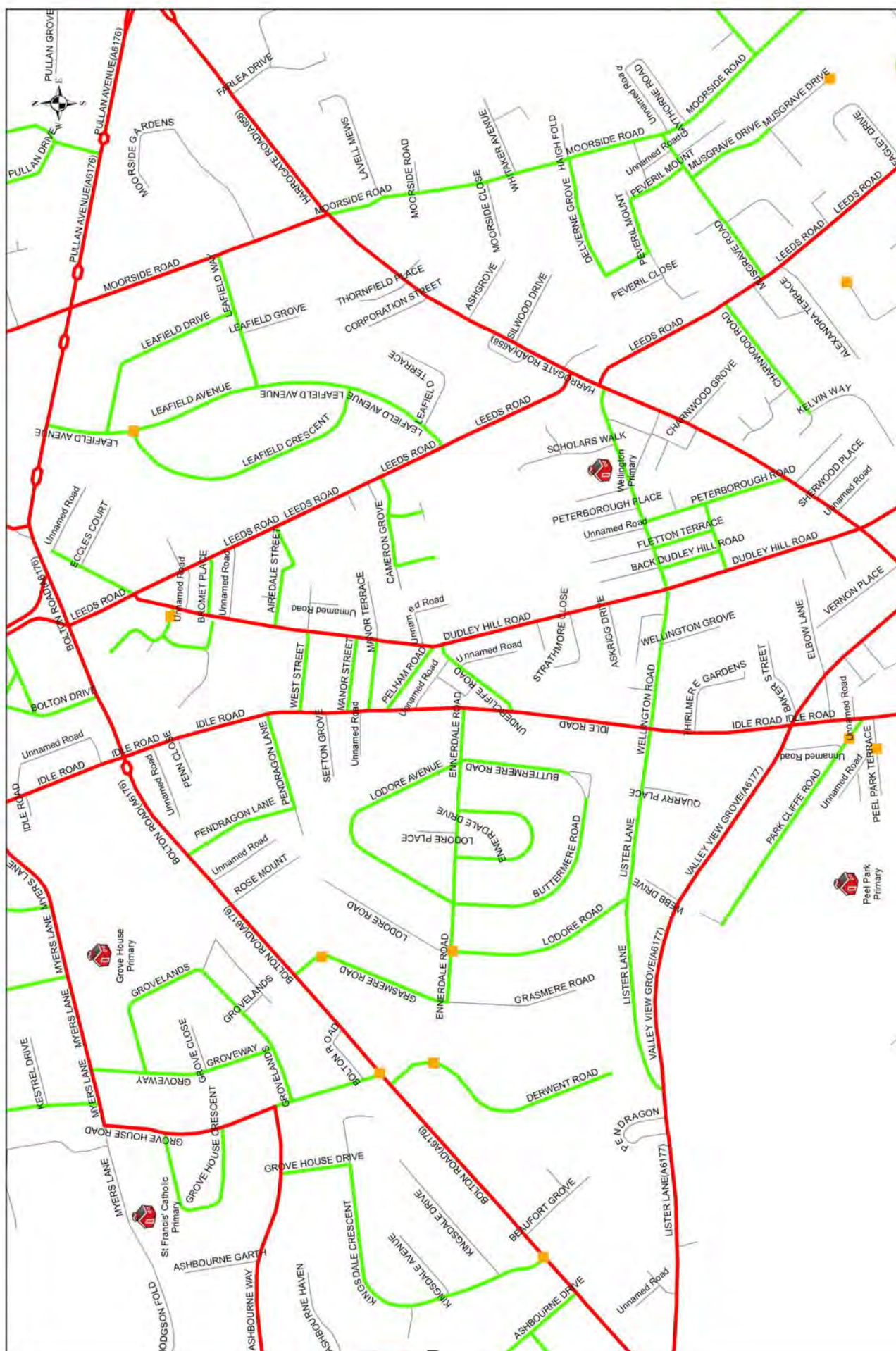
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Thorpe Edge 1



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Thorpe Edge 2

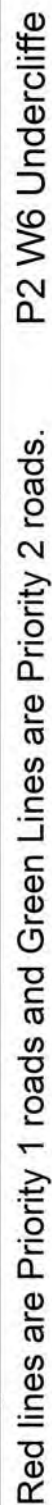


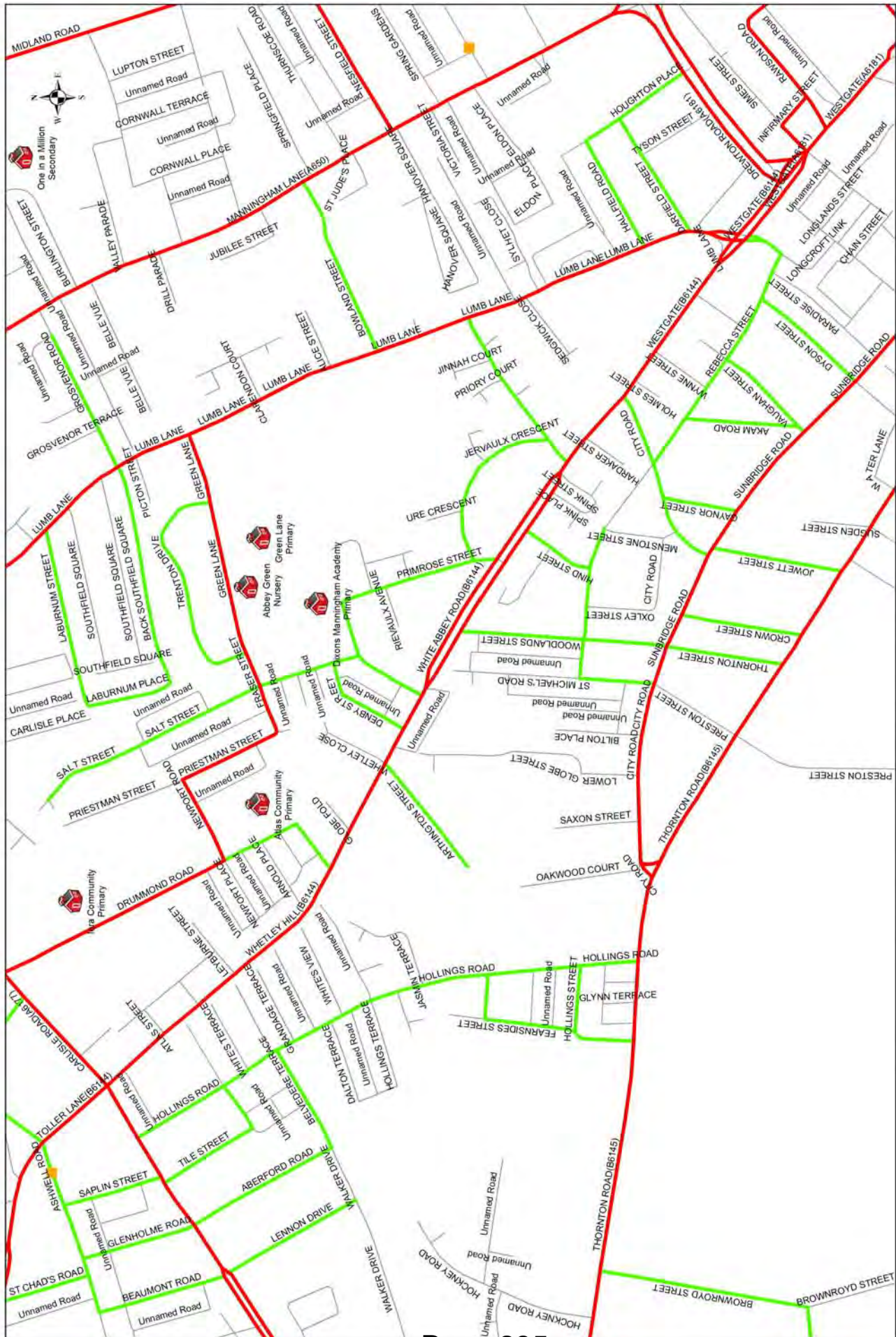
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W6 Idle



P2 W6 Bolton 1

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.





Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W7 White Abbey



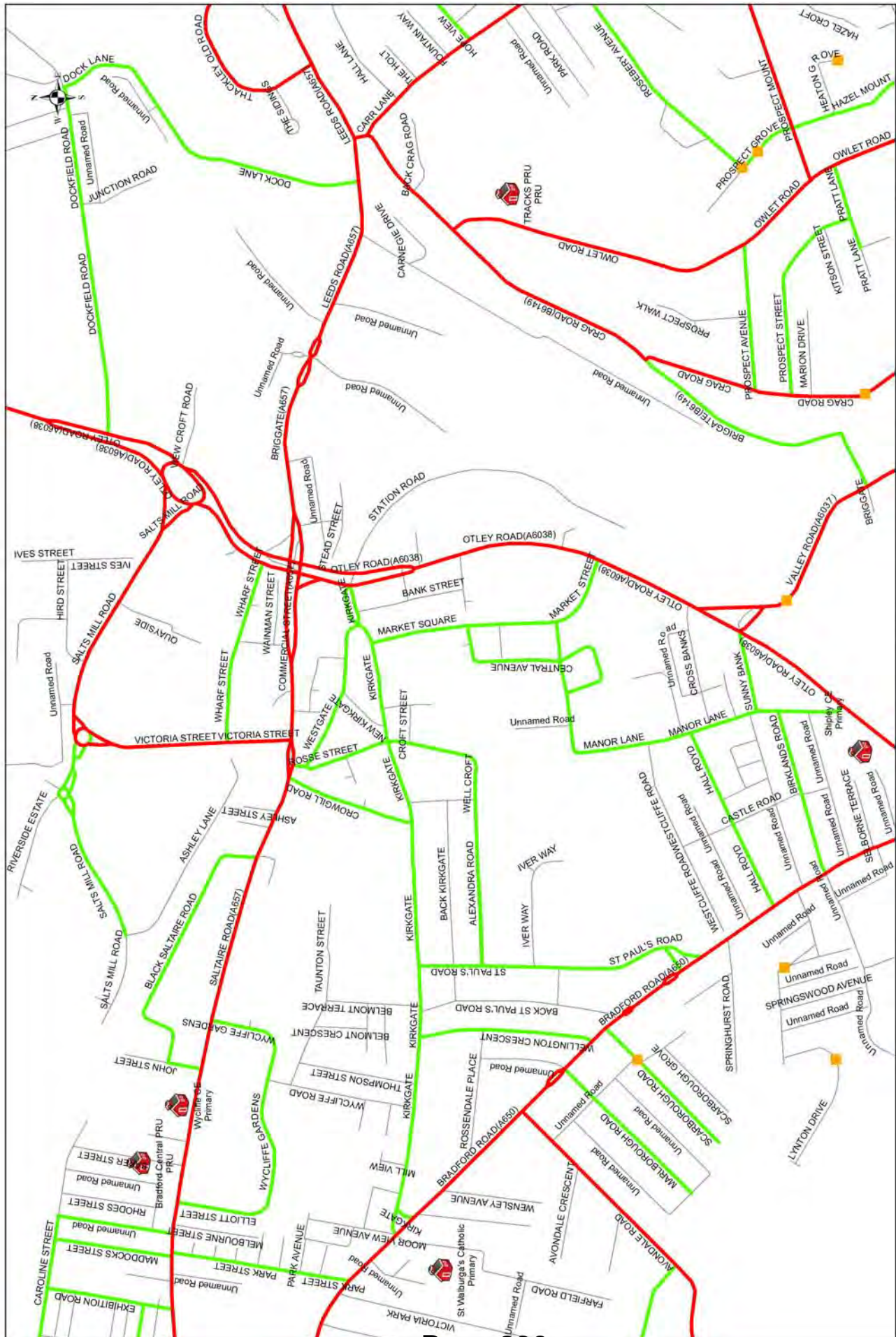
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W7 Manningham 1



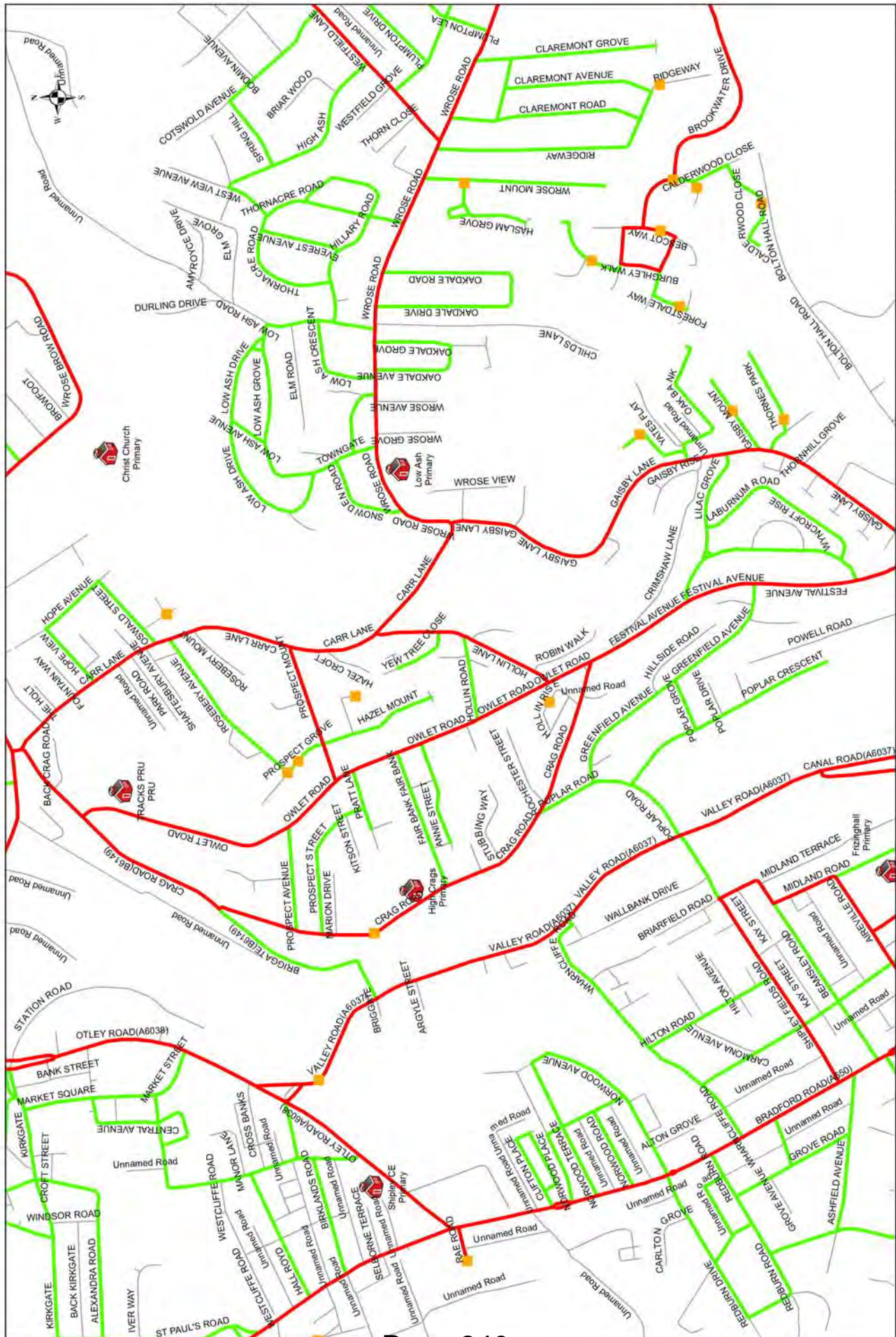
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W7 Frizinghall 1



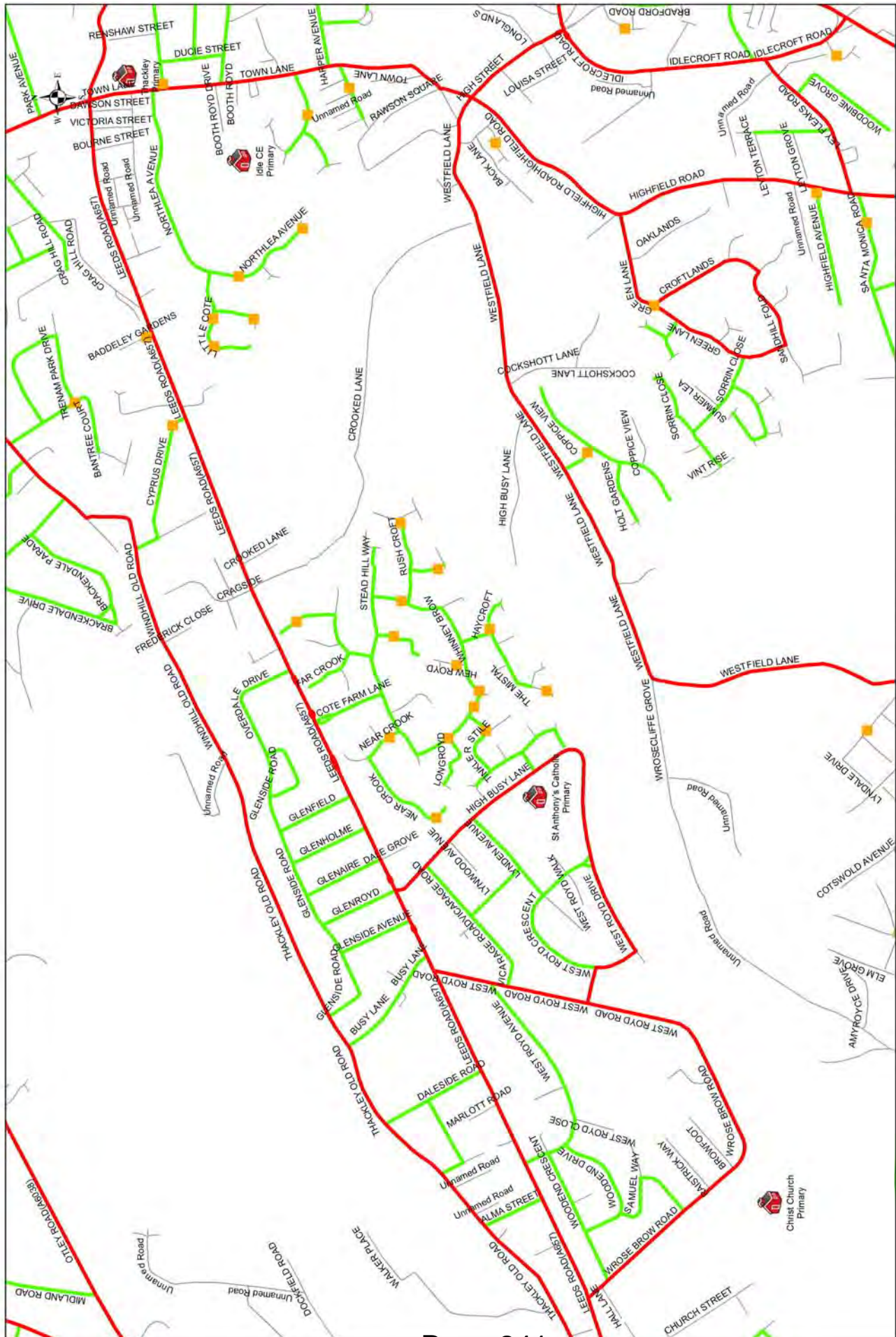
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W7 Frizinghall 2



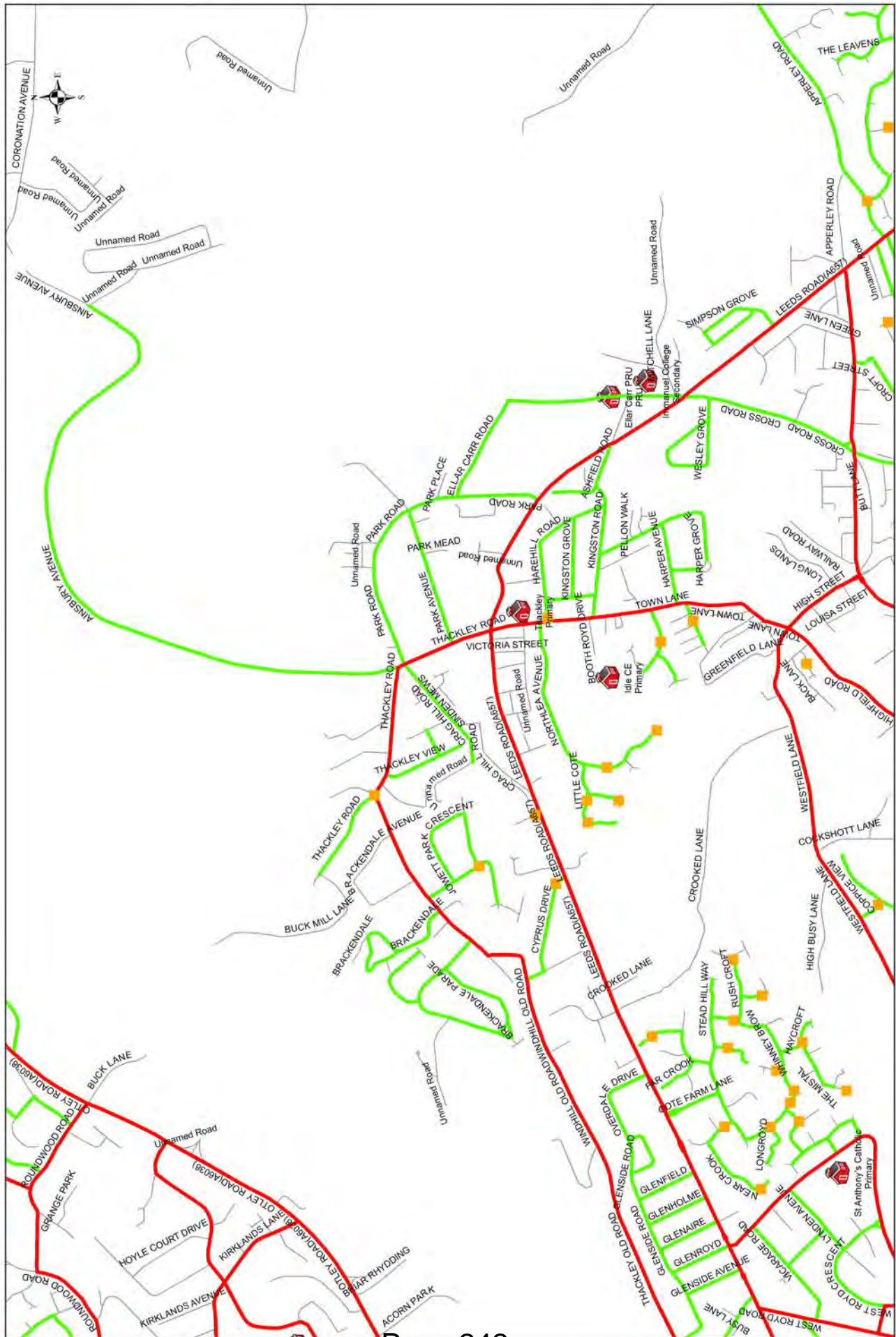
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W7 Shipley



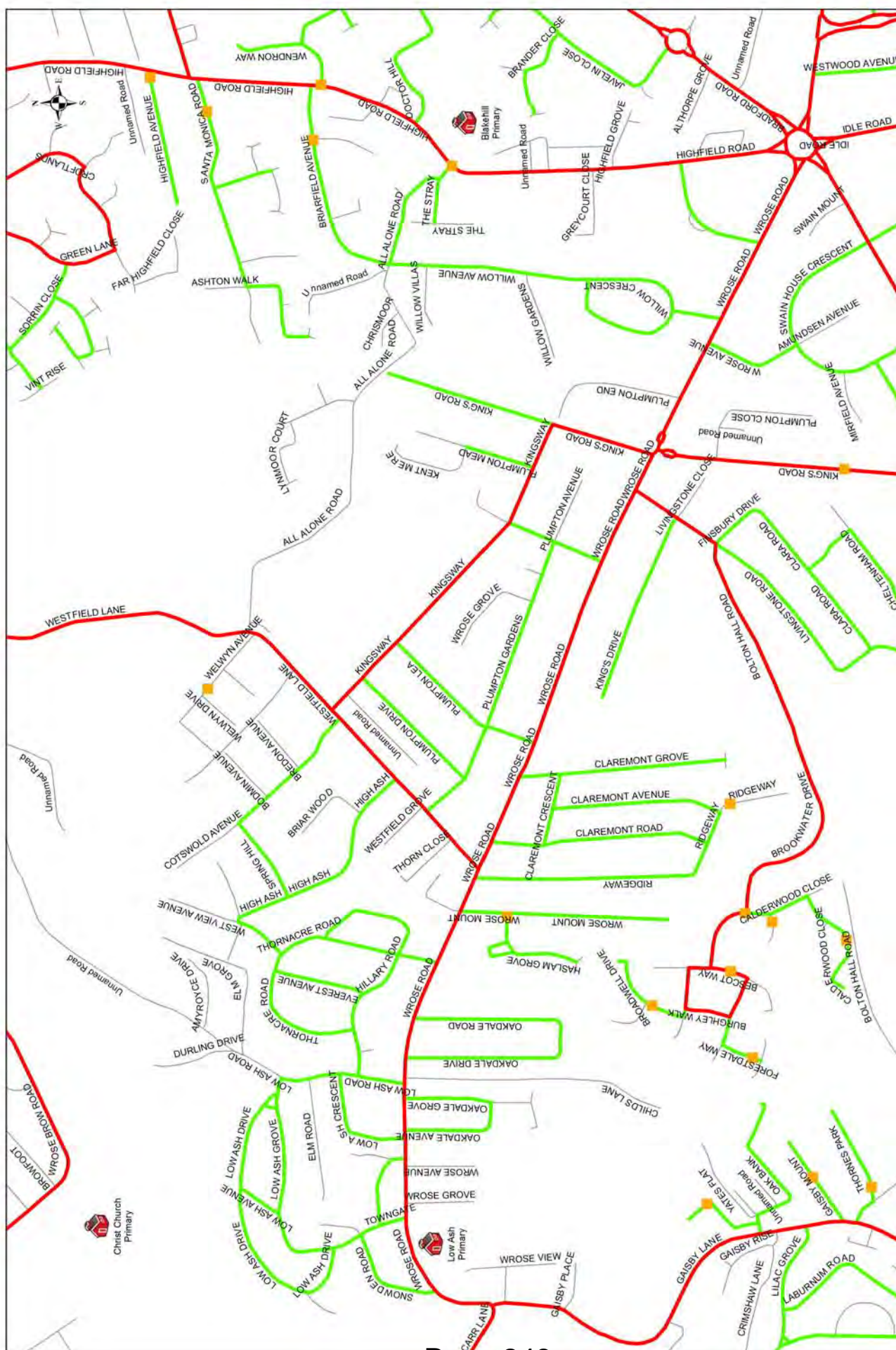
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Owlett



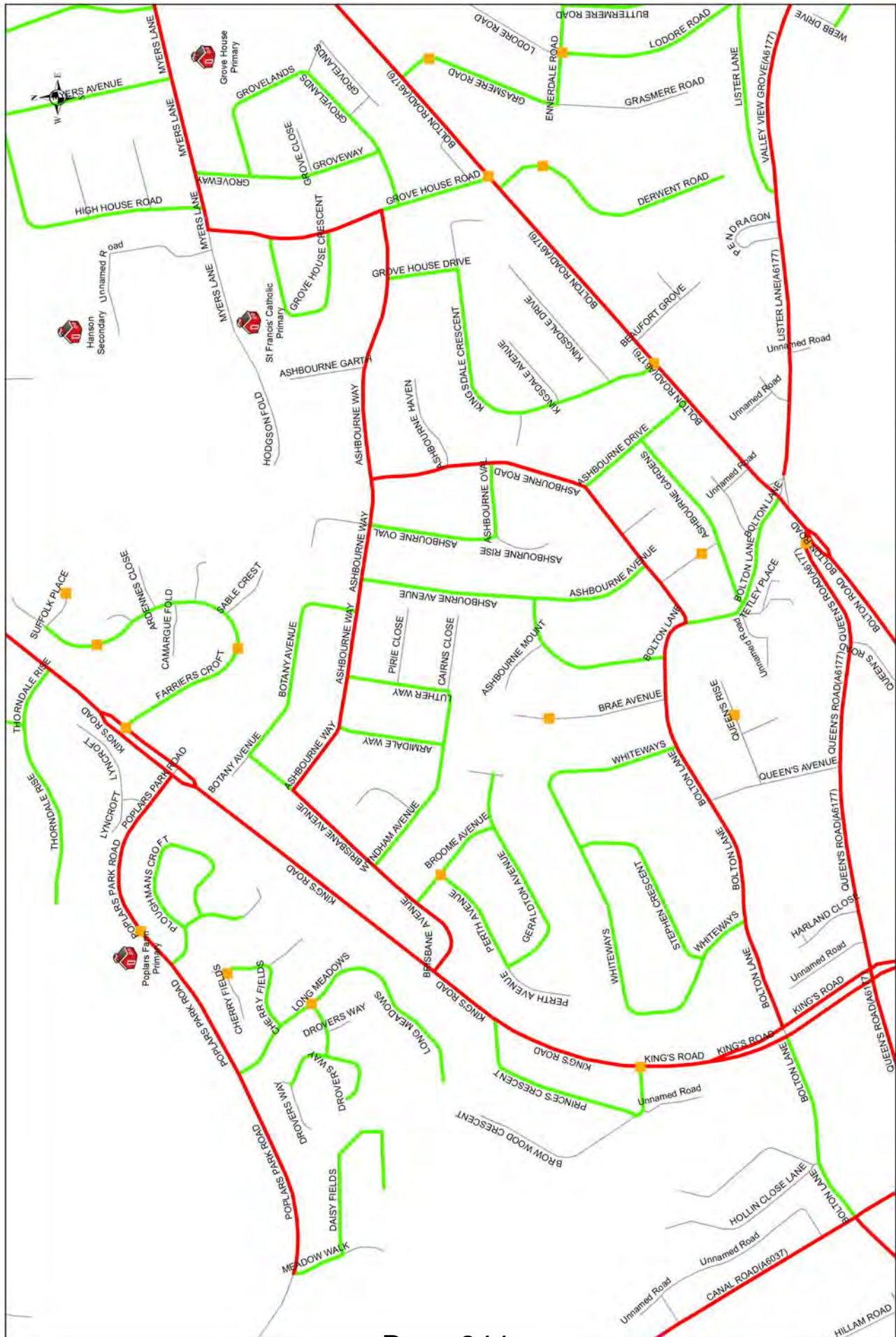
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Thackley 1



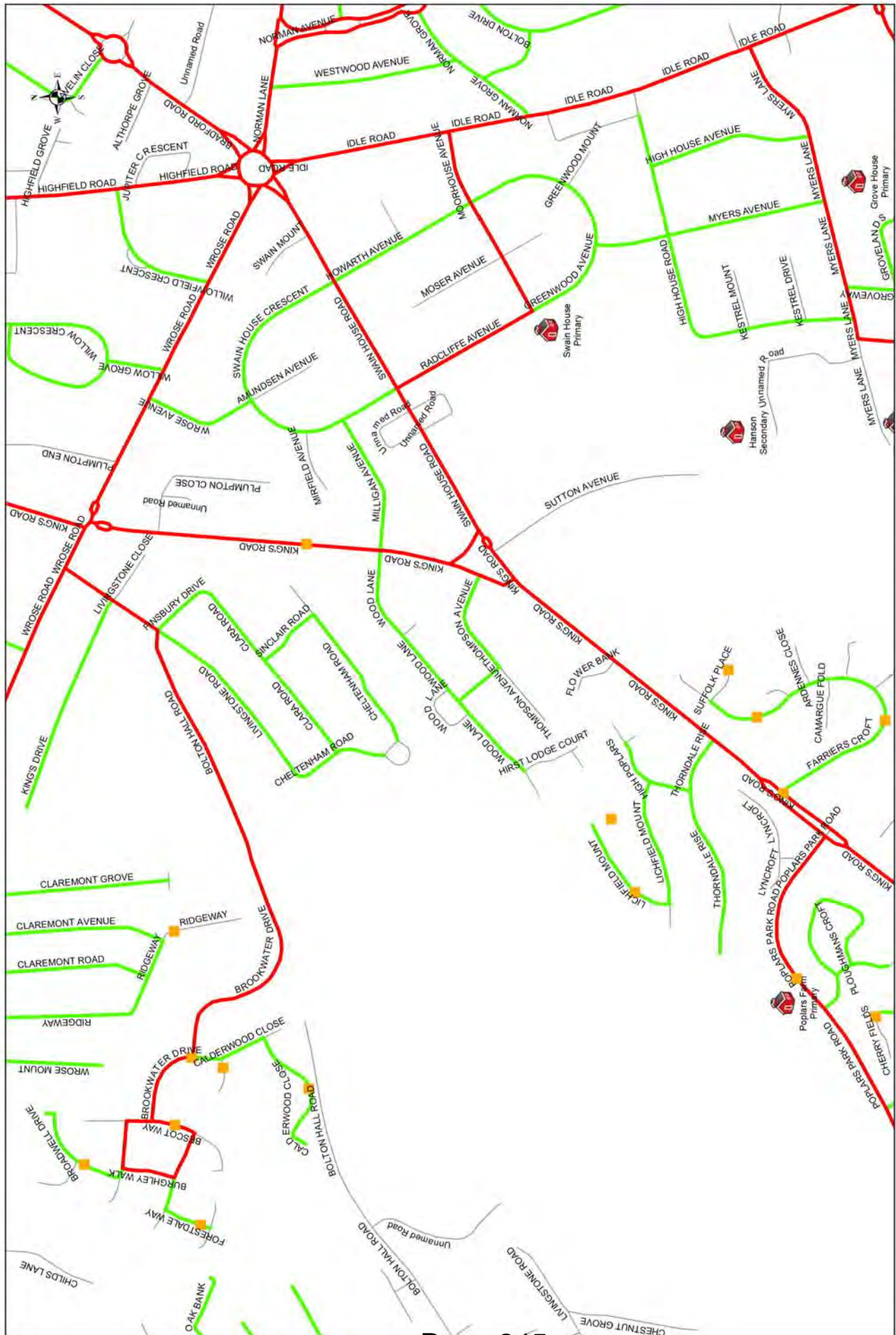
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Thackley 2



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Wrose



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Swaine House 1

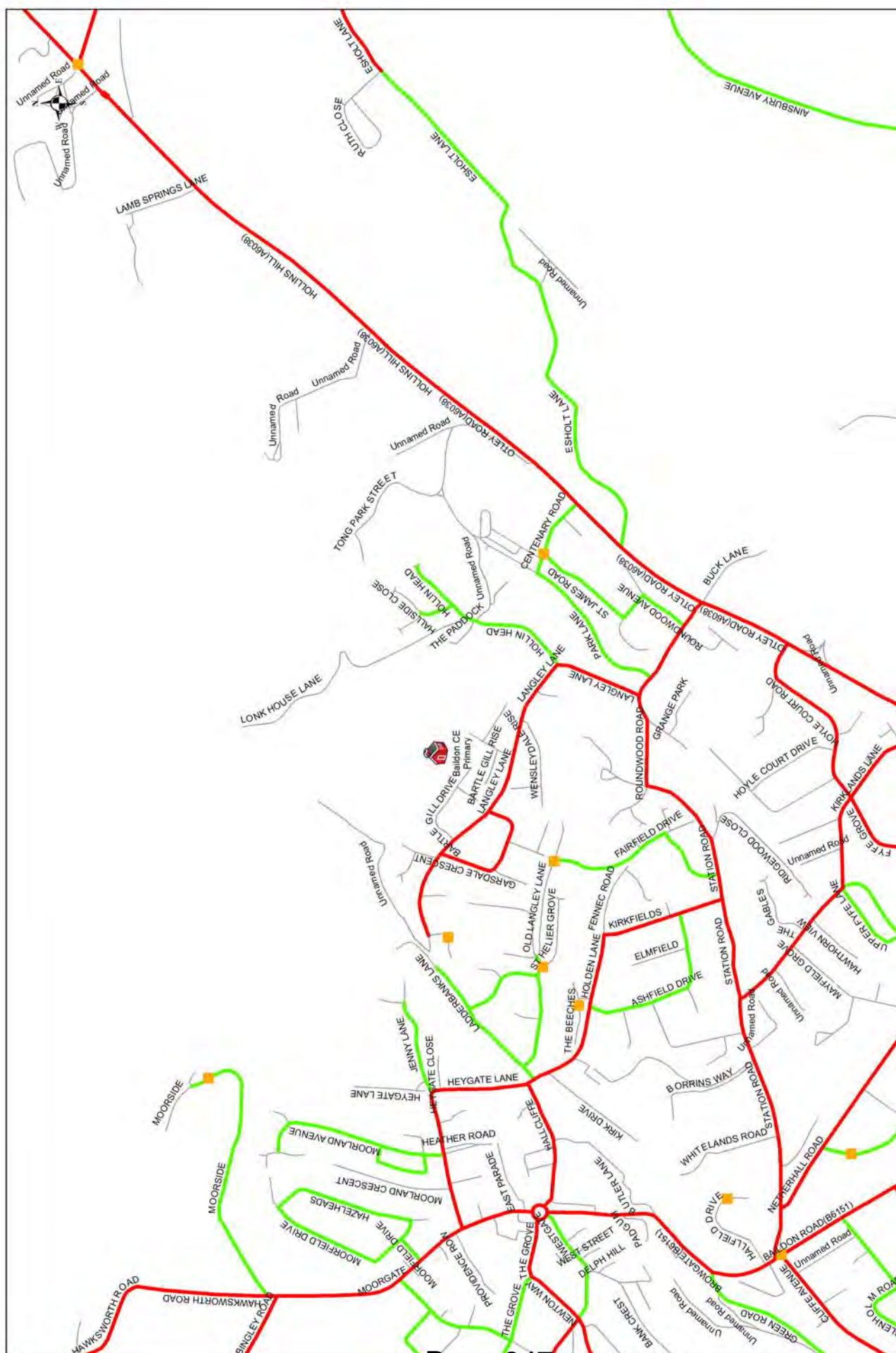


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W8 Swaine House 2



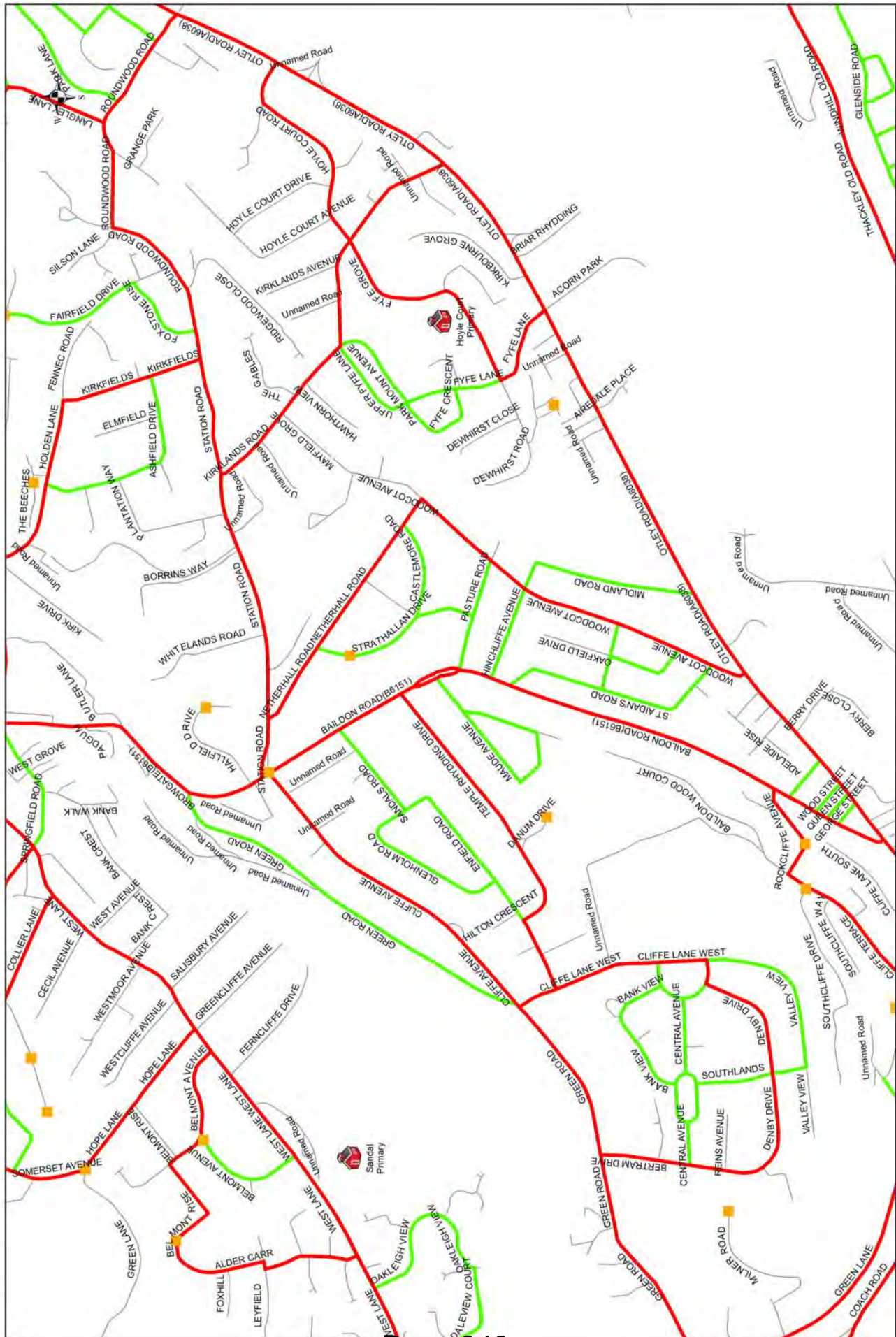
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

P2 W9 Baildon 1



Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

P2 W9 Baildon 2

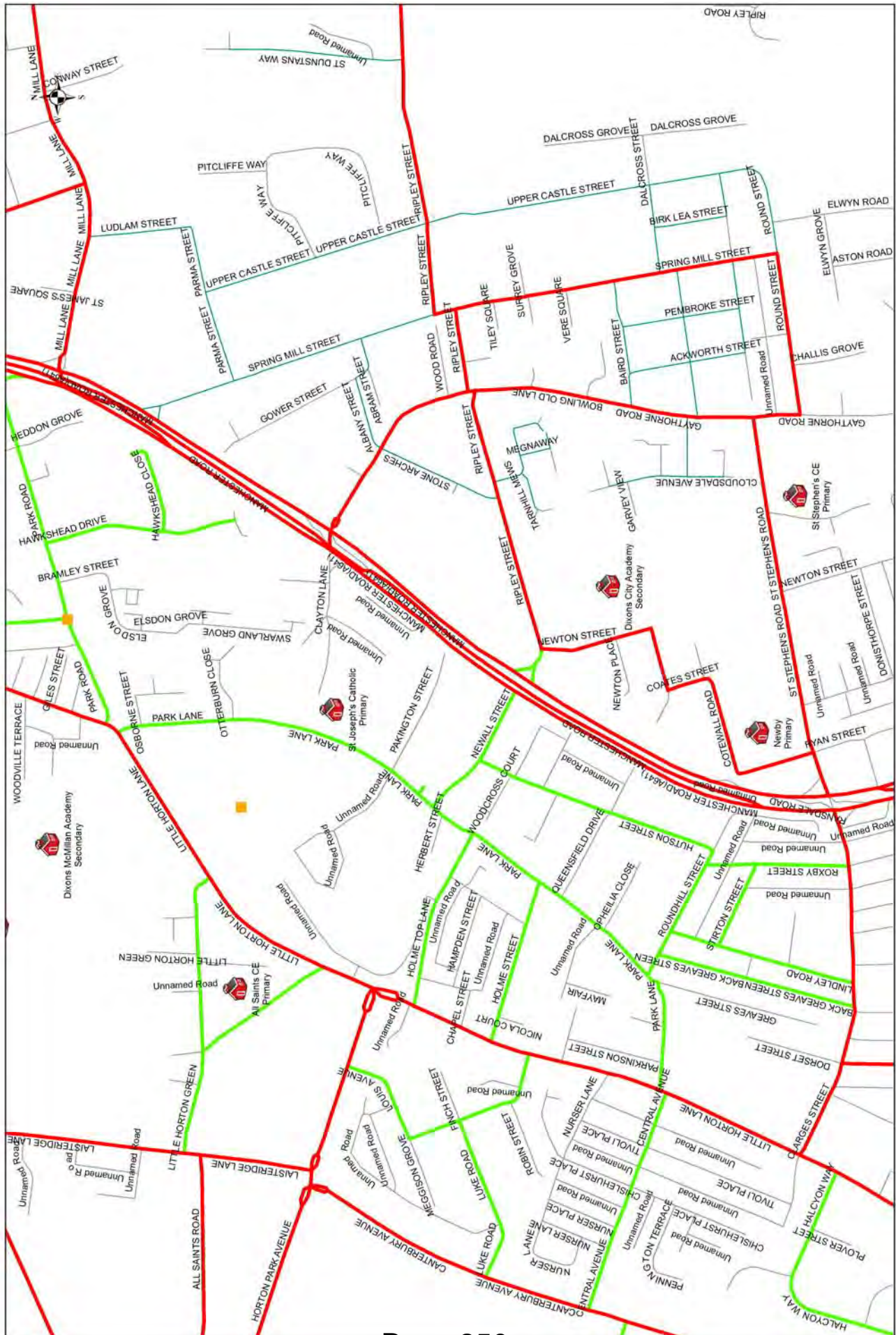


P2 W9 Baidon 3

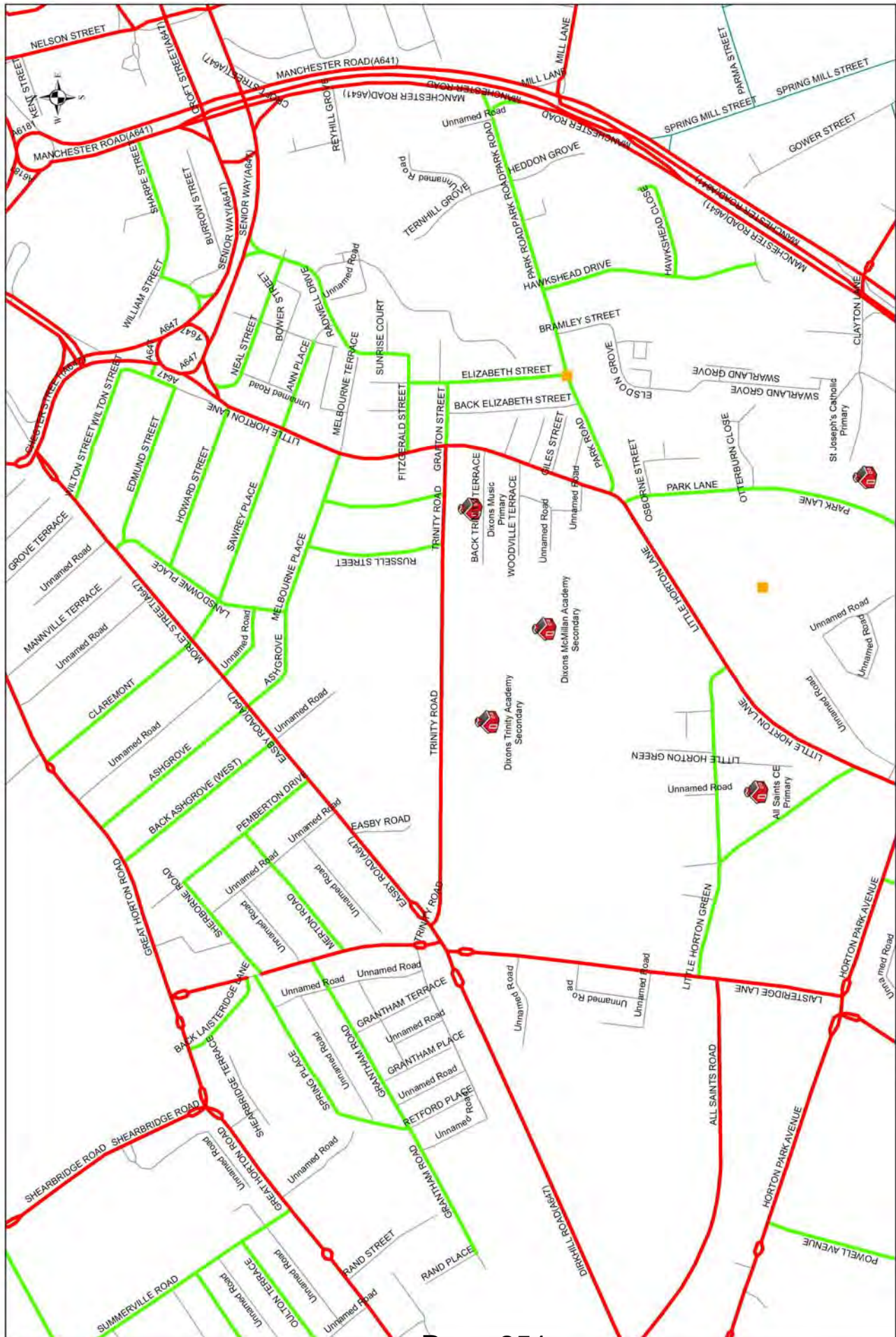
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W9 Baldon 4



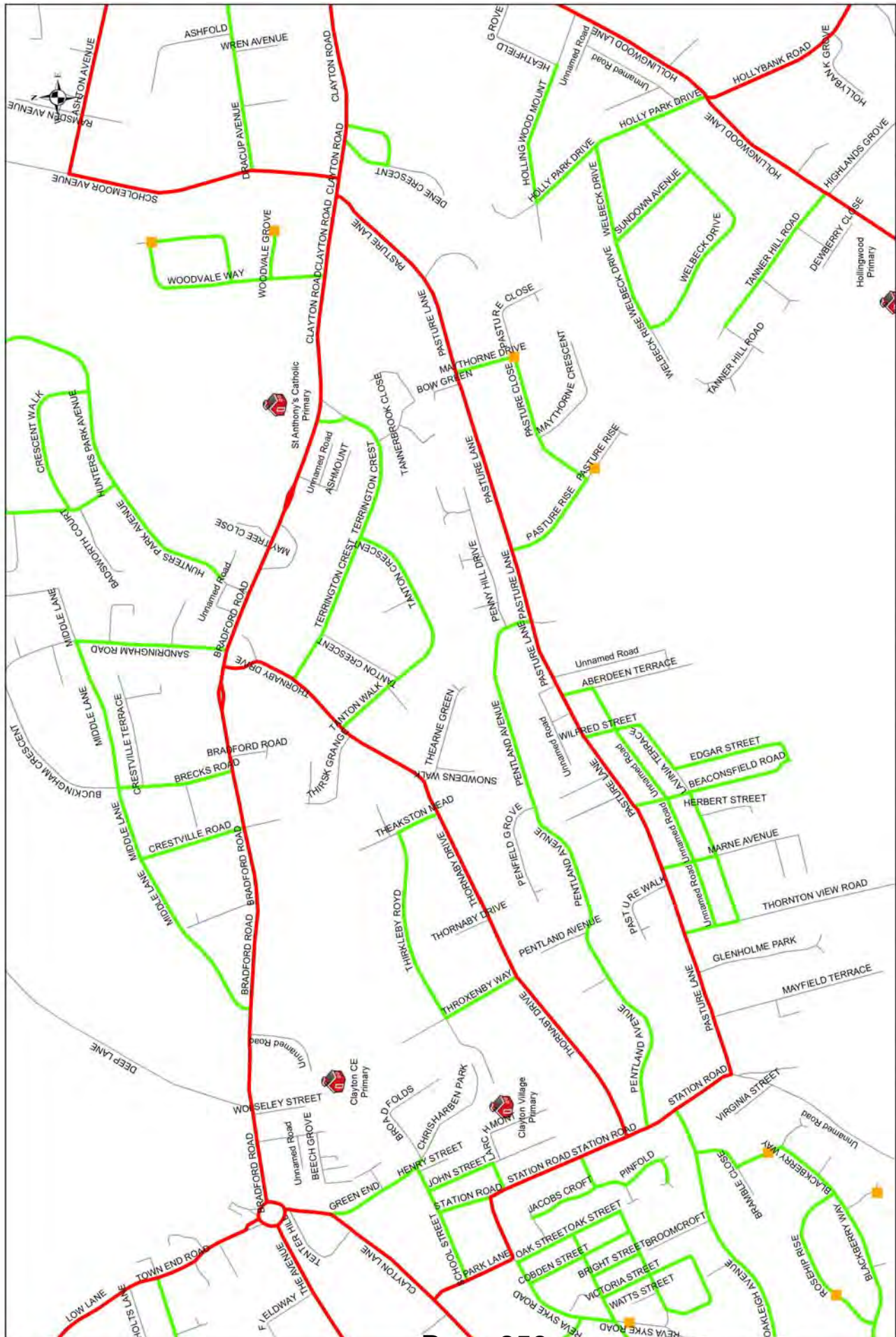
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W10 Little Horton



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W10 Lower Gt Horton

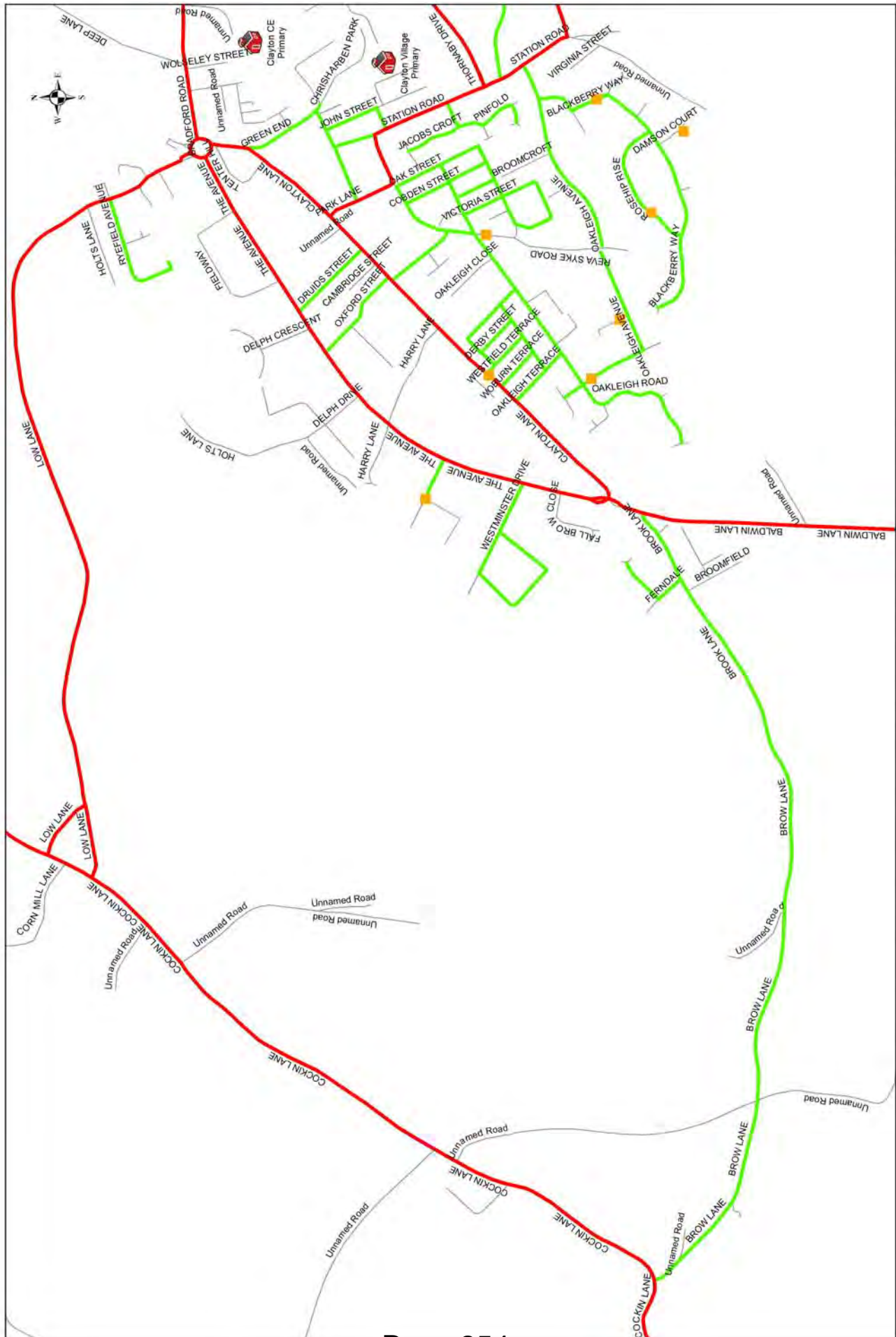


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 W10 Shearbridge



P2 Q3 Clayton 1

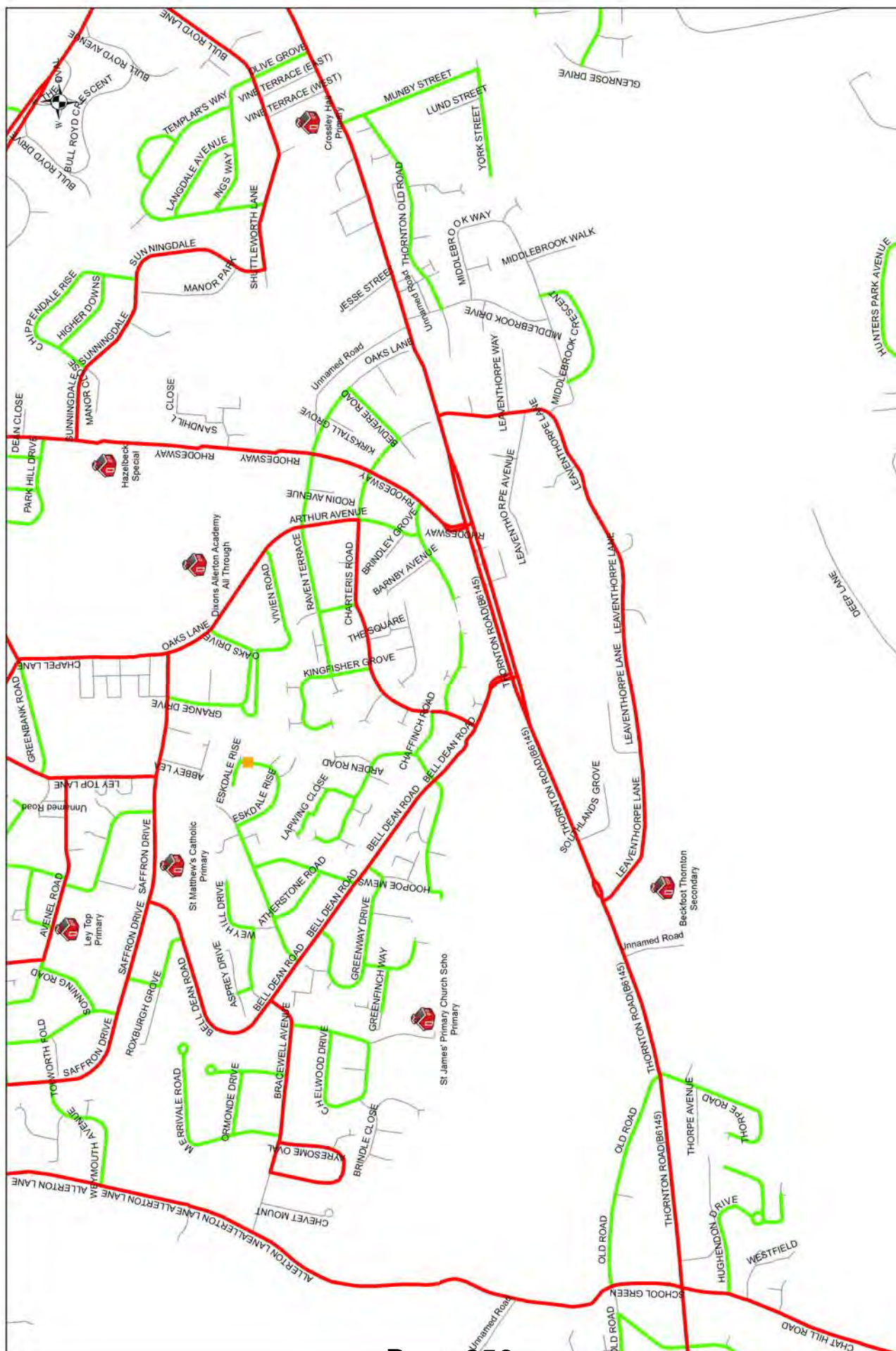
Red lines are Priority 1 roads and Green Lines are Priority 2 roads.



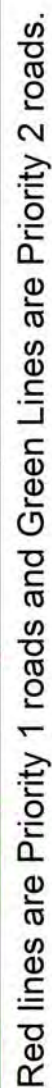
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Q3 Clayton 2



Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Q3 Scholemoor

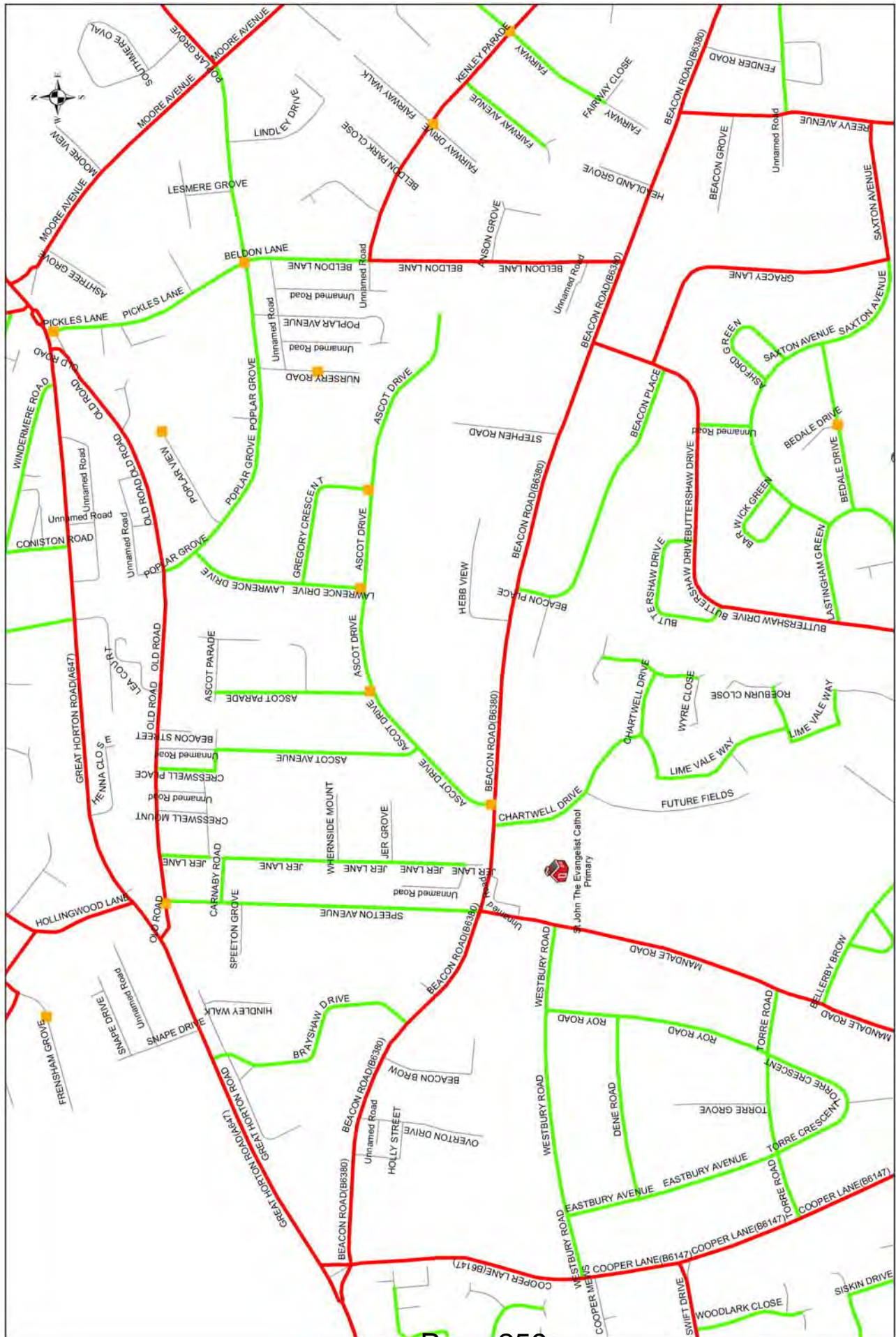


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Q3 Allerton 1

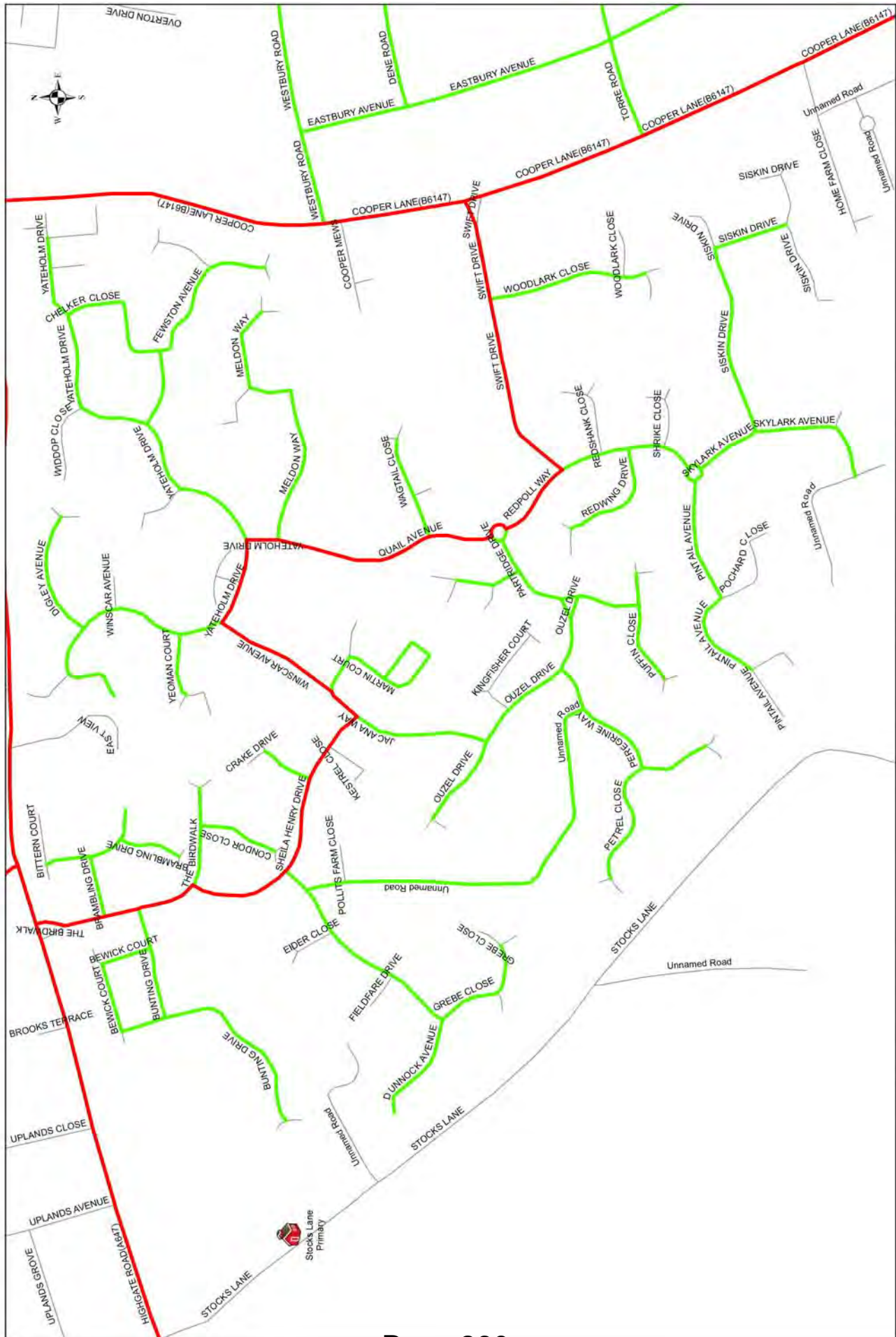




Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Buttershaw 2

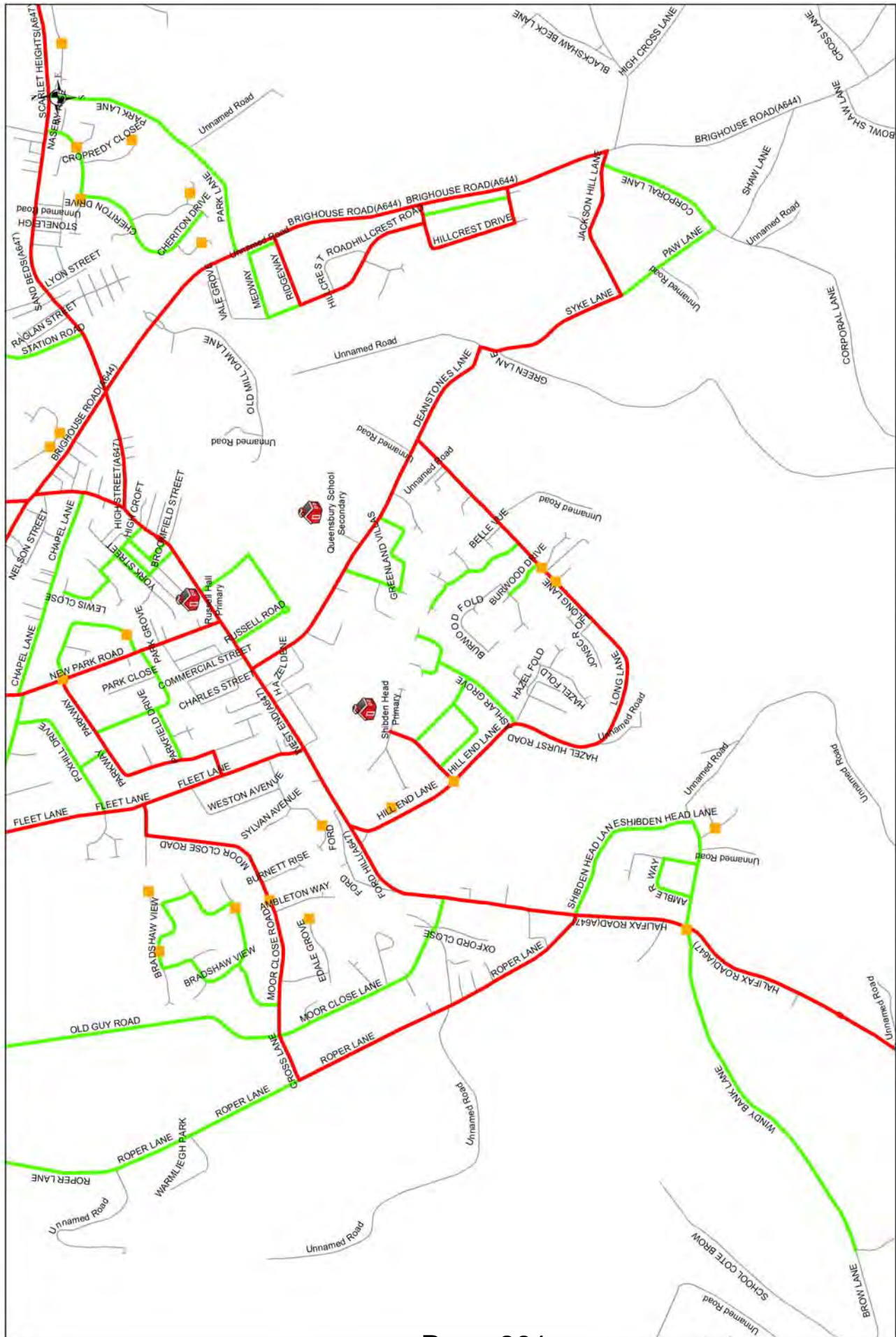


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Horton Bank Top

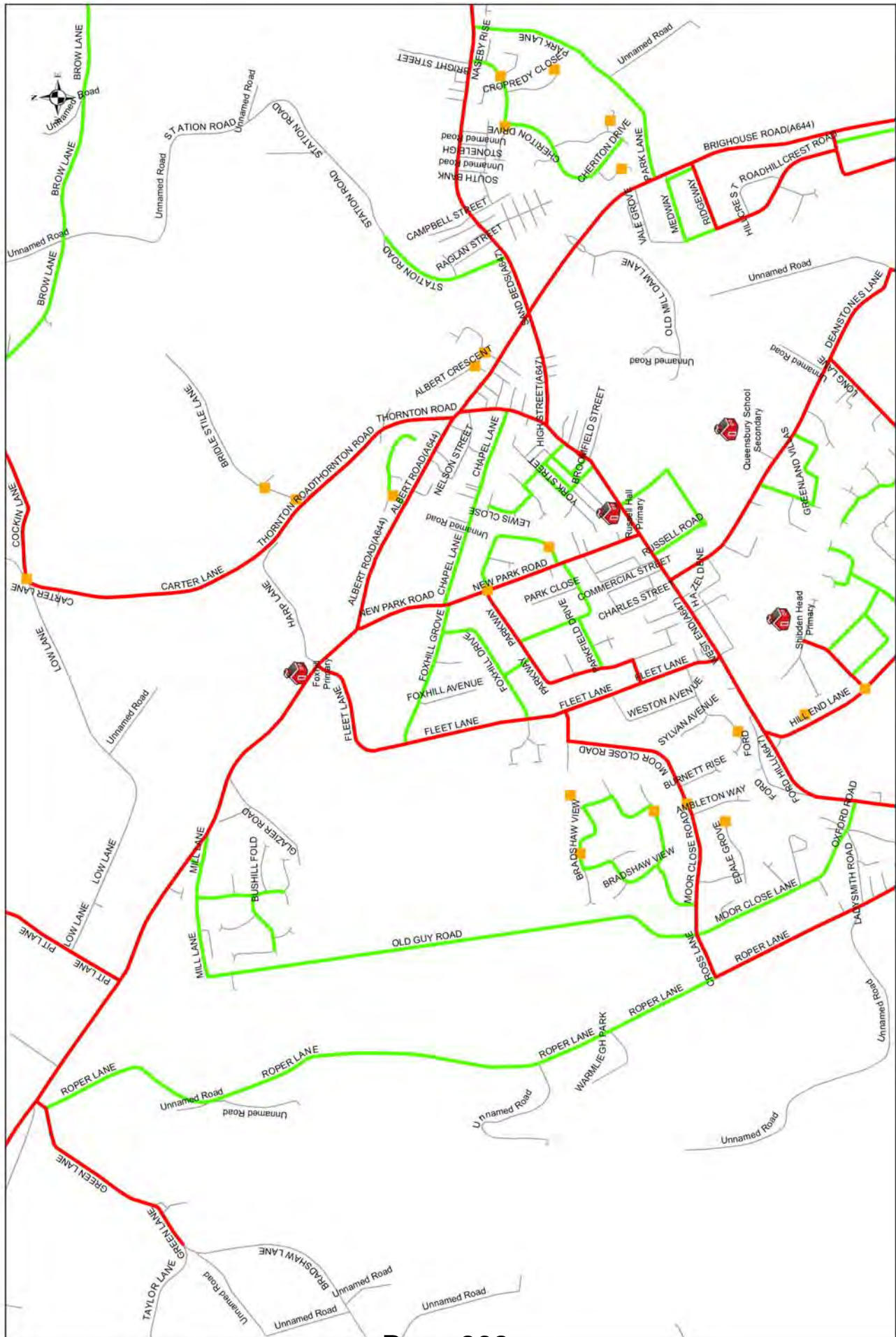


Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

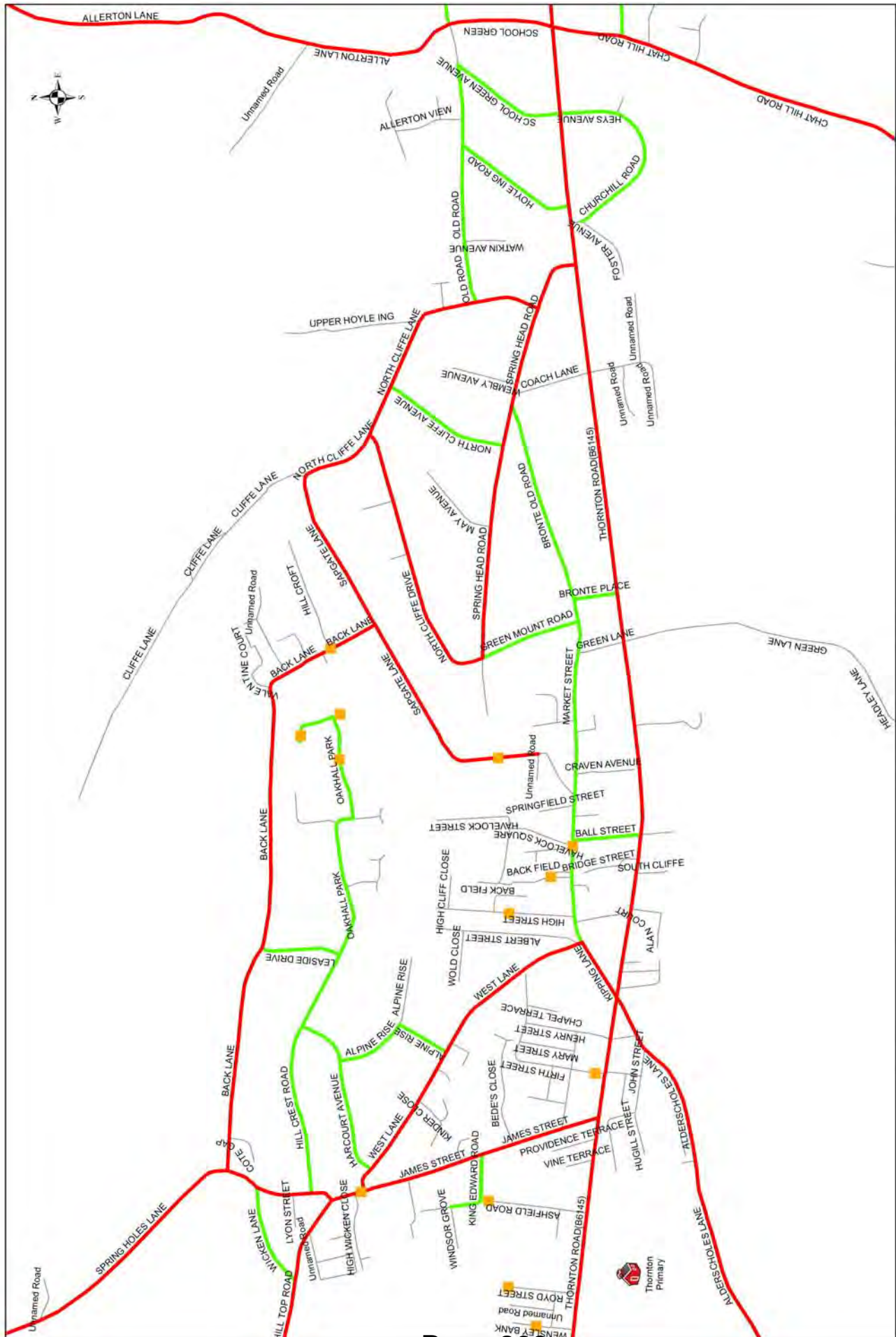
P2 Birdcage



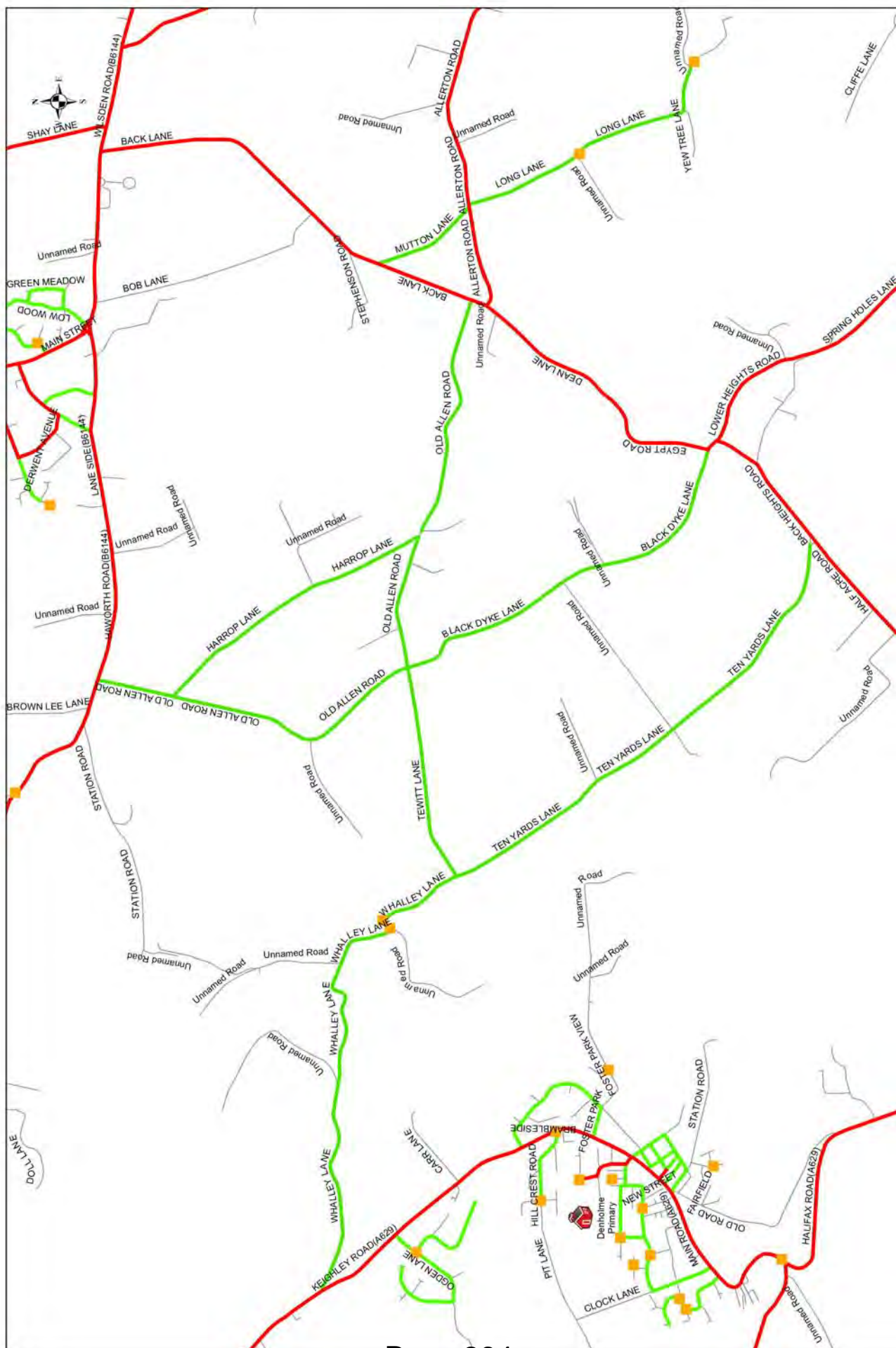
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Queensbuey 1

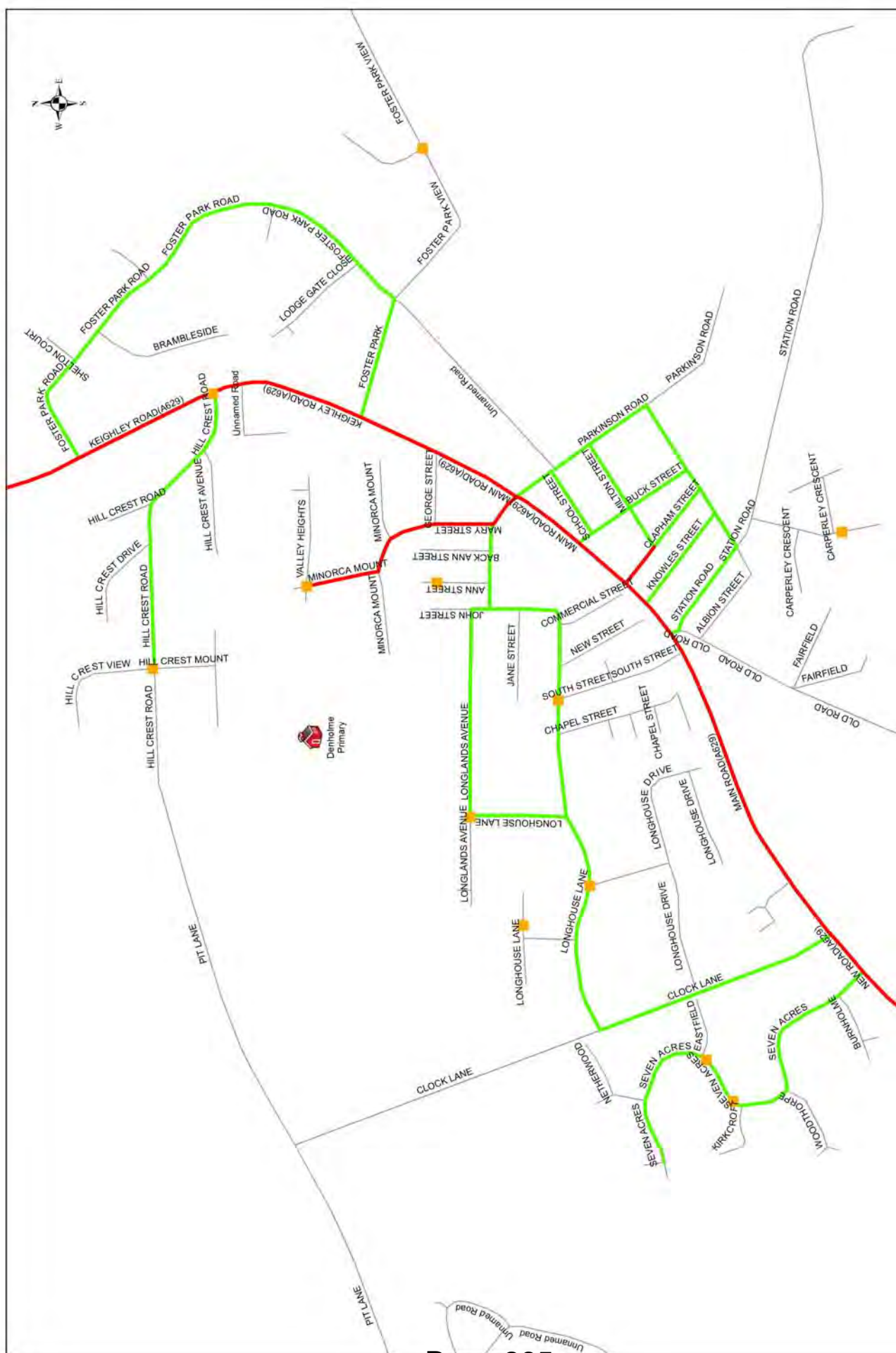


Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Queensbuey 2



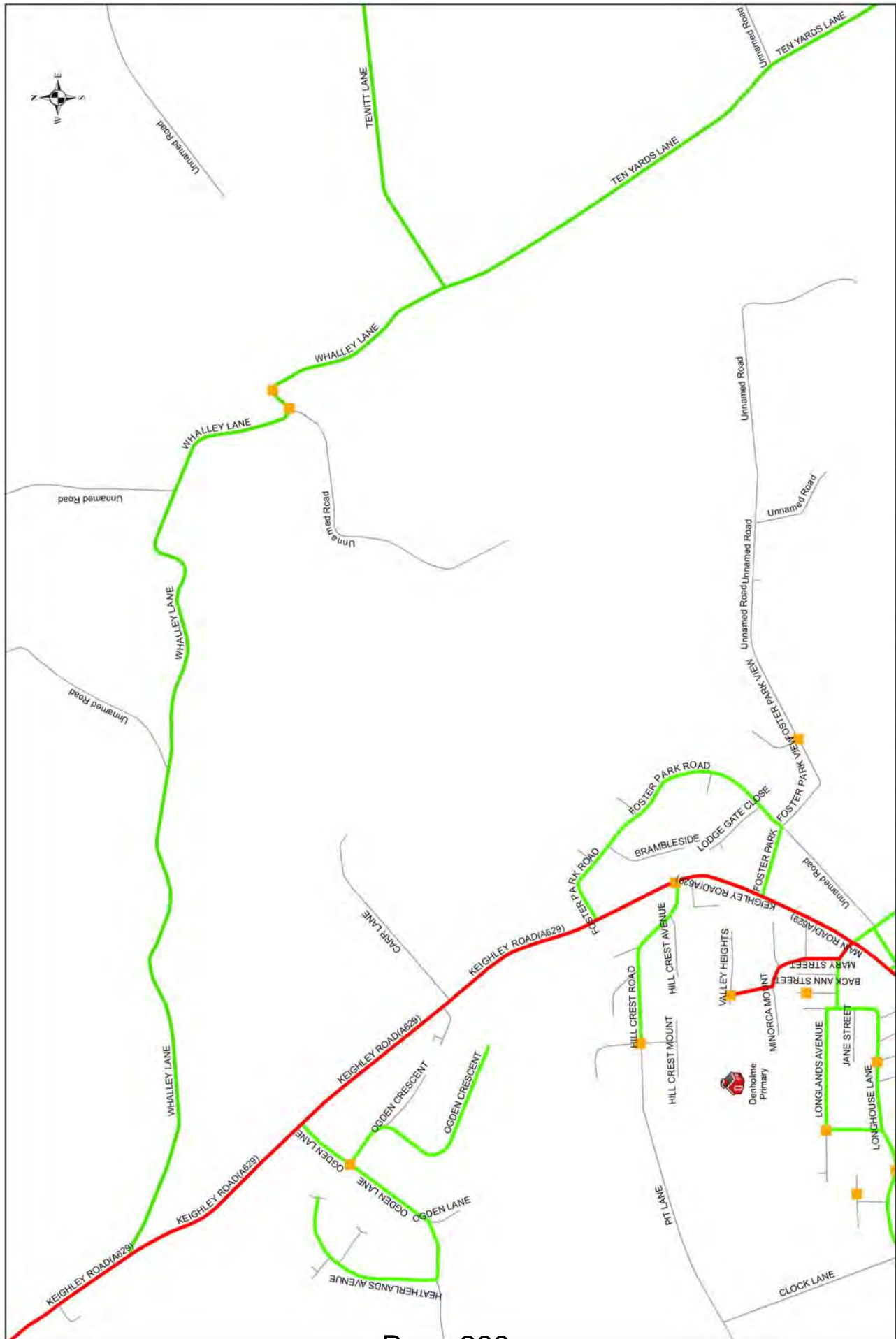
Red lines are Priority 1 roads and Green Lines are Priority 2 roads. P2 Thornton





Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

P2 Denh 1



P2 Denh 2

Red lines are Priority 1 roads and Green Lines are Priority 2 roads.

Appendix 5

Priority 3 Rapid Response / Ploughing Routes 2018/19

Appendix 6

Priority 4 Night and Ice Patrol Routes 2018/19

Appendix 7

Example of Daily Record Sheet

Depot: **WAKEFIELD RD**

Date

Conditions:

Assistant Manager:

Time:..... To:.....

Action:

Signature:

WINTER MAINTENANCE
DAILY GRITTING RECORD SHEET 2014 / 15

Priority 1 Grit

Route No	Fleet No or Vehicle Reg	Time Out	Time In	10mm	Route Completed Driver Signature	Comments
1						
2						
3						
4						
5						
6						
7						
Loading Shovel						

Additional GRITTING SHEET FULL GRIT W/ KED HOX

Page 1 of 1

Appendix 8

Assessment for Provision of Grit Bins

LOCATION OF SALT BIN		DATE OF ASSESSMENT		ASSESSED BY	
CHARACTERISTIC	SEVERITY	POINT	ASSESSED ACTUAL SCORE		
1) Carriageway Gradient	Greater than 1 in 10	75			
	1 in 10 to 1 in 30	40			
	Less than 1 in 30	NIL			
2) Altitude	Land over 700ft	75			
	Land over 500ft	50			
	Land between 250ft and 500ft	25			
3) Distance to next Grit Bin	Less than 200m	NIL			
	200m to 400m	15			
	More than 400m	20			
4) Close proximity to and falling towards and away from junctions	Heavily trafficked Road	80			
	Moderately trafficked Road	60			
	Lightly trafficked Road	30			
	Not falling	NIL			
5) Number of premises for which this is the only access	Over 100	30			
	50-100	20			
	20-50	10			
	0-20	NIL			
6) High Traffic / Strategic General location and High pedestrian movements	School/Community centres	25			
	Designated old persons Accommodation	25			
	Clinics/Doctors Surgeries	25			
7) Road Priority	On Priority 1 Main Road Gritting Route	-50			
	On Priority 2 Side Road Gritting Route	-50			
8) Winter Gritting Volunteer Scheme	Registered on Winter Gritting Volunteer Scheme	+50			
	Not registered on scheme	NIL			
		TOTAL		This needs to be over 125 to pass	

Appendix 9

Emergency Exemption Approval Application



Report of the Strategic Director of Place to the meeting of Executive to be held on 11 September 2018

O

Subject:

West Yorkshire+ Transport Fund – Hard Ings Road Improvement Scheme, Keighley Progress Update and Arrangements for Delivery

Summary statement:

The purpose of this report is to provide Executive with an update on the development of the proposed £9.738m improvements to the A650 Hard Ings Road, Keighley which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case and its ultimate delivery.

The report also seeks Executive's approval to the delivery arrangements for this strategic transport scheme in relation to arrangements for the consideration of any objections received to promoted traffic regulation orders.

Steve Hartley
Strategic Director of Place

Report Contact: Richard Gelder
Highways Services Manager
Phone: (01274) 437603
E-mail: Richard.Gelder@bradford.gov.uk

Portfolio:

Regeneration, Planning & Transport

Overview & Scrutiny Area:

Regeneration & Environment

1. SUMMARY

- 1.1 The purpose of this report is to provide Executive with an update on the development of the proposed £9.738m improvements to the A650 Hard Ings Road, Keighley which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case and its ultimate delivery.
- 1.2 The report also seeks Executive's approval to the delivery arrangements for this strategic transport scheme in relation to arrangements for the consideration of any objections received to promoted traffic regulation orders.

2. BACKGROUND

- 2.1 The A650 Hard Ings Road carries a significant volume of traffic with an average of 34,000 vehicles using the road on a typical weekday. AM peak time traffic levels average 2,600 vehicles in the morning and 2,500 vehicles in the evening peak with traffic flows evenly balanced in both directions. It is a key commuter route carrying traffic from Keighley, Skipton and East Lancashire along Airedale to/from Leeds and Bradford. The Keighley retail park situated just off Hard Ings Road also generates a significant amount of traffic on a weekend, Saturday lunchtime traffic levels of Hard Ings Road approach those experienced in the commuting peaks during the week.
- 2.2 The lack of capacity on Hard Ings Road results in considerable congestion at peak times with traffic queuing on beyond both Bradford Road and Beechcliffe roundabouts. Beechcliffe roundabout currently operates over capacity, specifically for the traffic approaching from A629 which suffers long delays. The average queue length on the A629 approach to Beechcliffe Roundabout at peak times is around a kilometre.
- 2.3 The Hard Ings Road Improvement scheme which extends between the Beechcliffe and Bradford Road roundabouts involves widening the existing carriageway to provide two running lanes in each direction for the full extent of this section of Hard Ings Road which is approximately 0.7km. The scheme also includes:
 - Provision of traffic signals at the existing Beechcliffe roundabout to improve the efficiency and capacity of this junction;
 - An additional lane for traffic on the approach to Beechcliffe roundabout on the A629;
 - Installation of a signalised junction with pedestrian and cycle crossing facilities (Toucan crossing) at the junction of Hard Ings Road and Lawkholme Lane. (The signals will be linked and coordinated with the proposed signals at Beechcliffe roundabout and the existing signalised junction at Bradford Road to control traffic flow);
 - Traffic light priority will be introduced at Bradford Road roundabout to assist with bus journey times;
 - A shared, two-way cycle and pedestrian footway along the southern side of Hard Ings Road between Bradford Road roundabout and Keighley Retail Park and

between the proposed 'Toucan' crossing (at the junction with Lawkholme Lane) and Royd Way; and

- New and replacement of planting and landscaping, including "green infrastructure" to mitigate the visual impact of the road and provide replacement habitats for flora and fauna.

- 2.4 The initial draft scheme previously considered by Executive on 15 January 2015 received Development Approval (Gateway 1) of the WYCA Assurance Framework governance process in May 2015. Funding of £292,000 was allocated to the Council to cover the detailed development of the project proposals together with progression of all statutory processes and procedures associated with its delivery.
- 2.5 As reported to Executive at its meeting of 21 July 2015 the scheme required assembly of 7 separate parcels of land outside of the existing highway boundary for which the use of the Council's CPO powers under the Highways Act 1980 were approved should private treaty negotiations fail to secure land agreements. Whilst CPO powers were ultimately invoked resulting in two objections to the advertised order the need for a public inquiry (which had been scheduled for 30 January 2018) was ultimately avoided as negotiations were successfully concluded prior to the inquiry deadline date.
- 2.6 At its 21 July 2015 meeting Executive also resolved:

RESOLVED:

- (4) That further update reports are presented to Executive on the scheme development at appropriate stages of delivery.**

3. OTHER CONSIDERATIONS

Anticipated Benefits

- 3.1 The improvement of Hard Ings Road will increase capacity and reduce congestion on the A650 and adjacent routes. Journey time savings between the A629 dual carriageway section and the A650 Aire Valley Road (eastbound) are predicted to be 10% in the morning and 71% in the evening peak period, in the opening year of 2020. Journey time savings for vehicles travelling in the opposite direction are 18% and 31% in the morning and evening peaks respectively. These journey time savings reflect as a total time saving in the first year after opening across the morning and evening peak hours of 39633 hours.
- 3.2 The scheme also supports economic growth having the potential to open up the wider areas for new development and improves connectivity with other commercial centres around Keighley. The scheme will facilitate potential housing development in the immediate area assisting in facilitating achievement of the Core Strategy allocation of approximately 4,500 dwellings within the Keighley.
- 3.3 Additionally the scheme increases safety provision for cyclists and pedestrians through the inclusion of dedicated pedestrian/cycle crossing facilities on Hard Ings Road and shared footway facilities for cyclists and pedestrians.

- 3.4 Environmental benefits include improved air quality for local residents and green infrastructure improvements with new and replacement planting and landscaping to mitigate the visual impact of the scheme and provide replacement habitats for flora and fauna.

Assurance Process

- 3.5 Submission of the Full Business Case document to the Combined Authority is currently programmed to take place by 12 September 2018. In line with the Combined Authority's Assurance Process the submission will then be subject to peer review panel and Project Appraisal Team, (PAT) assessments which are anticipated to be completed by mid-October. Assuming a positive outcome the approval for full funding of the project will be considered by the Combined Authority's Investment Committee on 7 November 2018 with final approval being ratified at the Combined Authority meeting on 13 December 2018.

Programme for Delivery

- 3.6 Following approval of the Full Business Case by the Combined Authority's Investment Committee in November 2018 a report seeking approval to the issue of the tender documentation will be presented to the Regeneration & Environment Overview and Scrutiny Committee in accordance with Contract Standing Orders (contract value being in excess of £2m). In order to minimise delay to the scheme programme the contract for the construction of the scheme will be let subject to successful approval at both committees, prior to full funding approval by the Combined Authority in December. Engagement with the construction sector is on-going and interest in involvement in the delivery of the scheme by a range of contractors from across the city region is high.
- 3.7 In advance of the main scheme construction a small package of works to improve the access to the adjacent allotments and ambulance station will be undertaken. The Council's own direct labour organisation is currently in discussions to deliver this aspect of the scheme.
- 3.8 Construction of the main scheme is currently anticipated to commence early in the 2019/20 financial year with a construction period of approximately 54 weeks.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Funding for the project is 100% derived from the West Yorkshire+ Transport Fund, there are no Council or third party contributions to this scheme. The estimated cost for this project is £9.738m which includes land and compensation costs together with appropriate allocations for contingency and risk.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Responsibility for the governance of this project is the responsibility of the West Yorkshire Combined Authority (WYCA) and is controlled under their Assurance Framework. A rigorous project management system is in place for all West

Yorkshire+ Transport Fund projects based around the OGC PRINCE2 (Projects in Controlled Environments) and MSP (Managing Successful Programmes) methodologies. The scheme described in this report has been and will continue to be subject to these processes.

- 5.2 A detailed risk log has been developed as part of the project development and will continue to be updated as the project proceeds through its various stages of delivery. This risk log is further supplemented by a quantified risk assessment (QRA) which allocates an indicative funding amount to cover the potential realisation of a risk during the delivery stages of the project. This QRA is an integral part of the full business case submission.
- 5.3 A key risk which has been identified by the project team based on previous experience of delivering strategic transport projects relates to the ability of the Council to effectively implement the traffic regulation orders associated with the scheme. Whilst it is not immediately assumed that there will be any objections received to the proposals the potential for delays in delivery of the scheme to programme could arise as a result of consideration of any such objections by the Keighley Area Committee. Previous strategic improvements have been delayed as a result of consideration of objections to orders by area committees who by way of mitigation of objections seek to amend the scope of the main scheme, thereby imparting additional cost and delay to the scheme. Whilst an element of cost increase of such a situation can, and has been, mitigated through the QRA process protracted delay in determining whether to implement an order or make minor alterations to the scheme proposals could impart costs far in excess of that provided for under the QRA.

6. LEGAL APPRAISAL

- 6.1 The scheme identified in this report can be implemented through the Council's inherent powers as Highway and Traffic Regulation Authority.
- 6.2 The Council used its specific power of compulsory purchase under the Highways Act 1980 rather than those powers contained in the Town & Country Planning Act 1990 in respect of the general economic wellbeing of the area in delivery of this project.
- 6.3 Promotion of traffic regulation orders associated with the project would be exercised by the Council under its inherent powers under the Road Traffic Regulation Act 1984 as local highway authority.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Due consideration has been given in writing this report to the Council's duties under Section 149 of the Equalities Act 2011.

7.2 SUSTAINABILITY IMPLICATIONS

Improvements to the traffic flow on Hard Ings Road corridor will assist in reducing the level of harmful pollutant emissions from vehicles on this key strategic corridor.

Introduction of dedicated cycle facilities will assist in encouraging greater use of cycling by providing a safe route for cyclists.

In addition, as part of the Core Strategy, there are long term growth aspirations for housing development in the Keighley Area (approximately 4,500 dwellings).

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Kerbside monitoring on Hard Ings corridor recorded an annual mean of 33 µg/m³ (concentration of air pollutant per cubic metre) which although below the national intervention standard of 40µg/m³ is a cause for concern if congestion levels increase along the corridor.

7.4 COMMUNITY SAFETY IMPLICATIONS

The scheme will facilitate the introduction of safe pedestrian and cycling facilities on this corridor as well as improving street lighting and providing other environmental improvements. These will have a beneficial impact on Community Safety.

7.5 HUMAN RIGHTS ACT

There are no Human Rights Act implications arising as a consequence of this report.

7.6 TRADE UNION

There are no trade union implications associated with the contents of this report.

7.7 WARD IMPLICATIONS

The scheme predominantly lies within the Keighley Central Ward although elements of the Bradford Road roundabout cross into the Keighley East Ward. Members and the local community have been consulted as the scheme has progressed through the respective stages of development.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not applicable.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

There are no implications for corporate parenting associated with the contents of this report.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

An Initial Privacy Impact assessment has been undertaken on the proposals relating to the improvement of Hard Ings Road. No issues were identified.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 Delivery of the Hard Ings Road Improvement scheme is a key output of the West Yorkshire+ Transport Fund and will be used as one of the benchmark measures by Central Government to assess the success of the West Yorkshire Combined Authority to deliver on transport infrastructure investment. The scheme has been subject to a number of delays throughout its development, most notably in relation to land assembly issues, which have delayed construction from the initially programmed 2017/18 date to 2019/20.

9.2 In order to ensure achievement of the current construction programme there are three options for consideration of the delivery strategy to deal with the risk highlighted in paragraph 5.3 of this report:

a) To delegate the consideration of any objections received to advertised traffic regulation orders to the Strategic Director of Place in consultation with the Portfolio Holder. This option would:

- Provide a more streamlined approach to consideration of objections ensuring that oversight of the strategic transport improvements of the scheme are balanced with local concerns.
- Ensure that current budget and programmes can be fully adhered to in relation to delivery of this project.
- However, such an approach would remove the opportunity of objectors to present their reasons for objection to the decision makers.

b) To have any objections received to the advertised traffic regulation orders brought back to Executive for consideration. This option would:

- Afford objectors the ability to make verbal representation to members of Executive in relation to their concerns about the traffic regulation orders proposed.
- Ensure that decisions taken are cognizant of the strategic transport infrastructure nature of the project and that decisions are taken with due regard to their implications in relation to project budget and

programme constraints.

- c) To maintain the existing arrangements and have the consideration of any objections considered by the Keighley Area committee. This option would:
- Afford objectors the ability to make verbal representations to members of the Area Committee in relation to their concerns.
 - It would however potentially increase the opportunity for the committee in trying to mitigate or resolve objections to adversely affect the delivery programme and budget of the project.

10. RECOMMENDATIONS

- 10.1 That Executive note the progress which has been made on the development of the improvements to Hard Ings Road, Keighley and the anticipated start of construction date of early in the 2019/20 financial year.
- 10.2 That Executive delegate consideration of objections to any advertised traffic regulation orders to the Strategic Director of Place in consultation with the Portfolio Holder.

11. APPENDICES

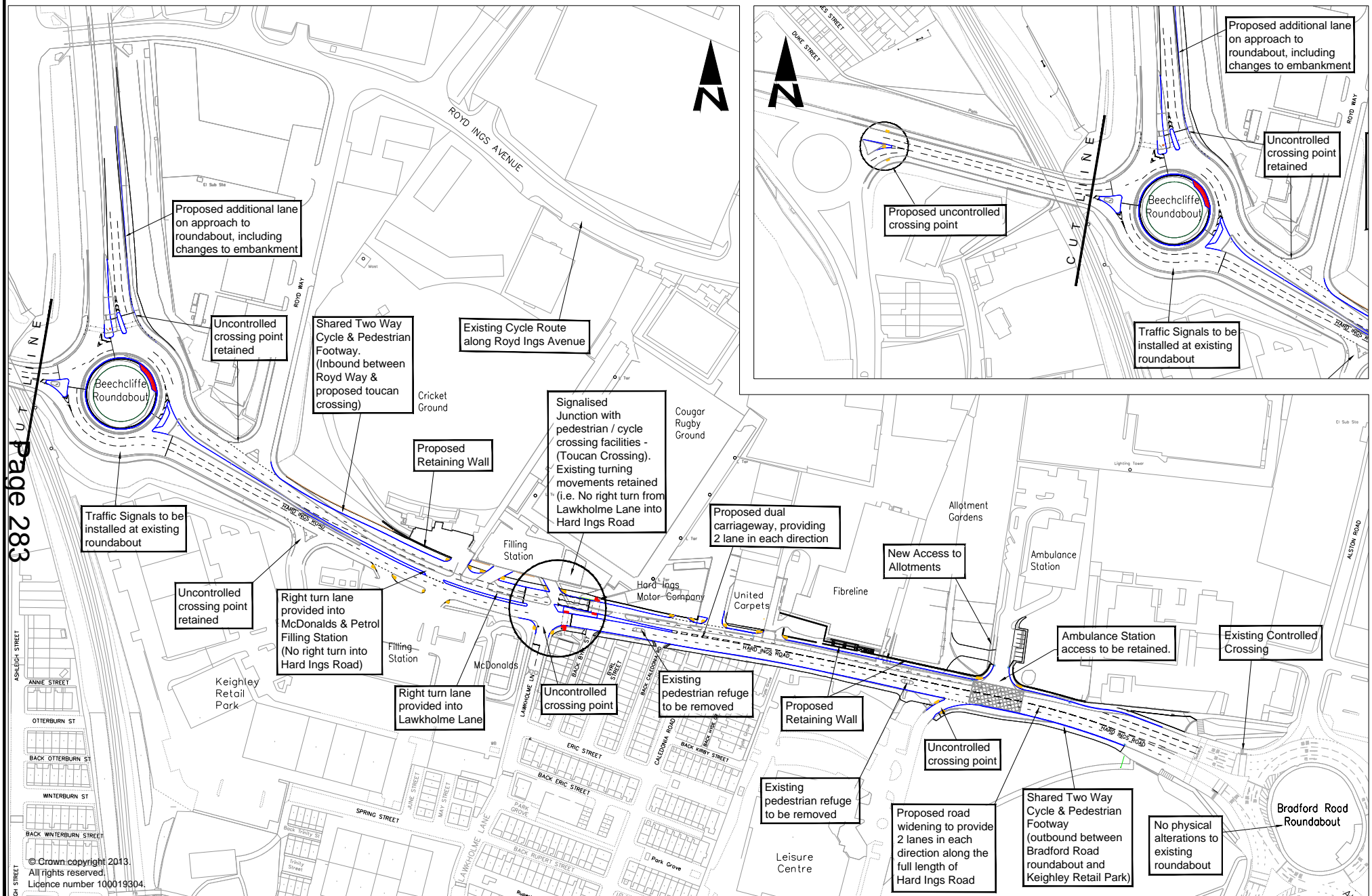
- 11.1 Appendix A – Scheme Drawing

12. BACKGROUND DOCUMENTS

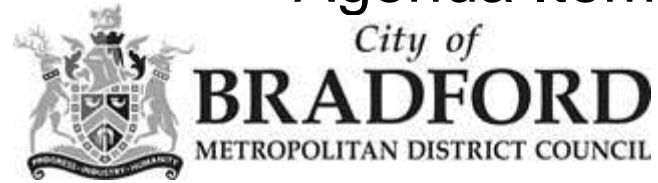
- 12.1 Scheme Files – 102582 and 103197
- 12.2 Report to Executive 7 March 2017 – West Yorkshire+ Transport Fund – Harrogate Road / New Line Junction and Hard Ings Road Improvement, Keighley Compulsory Purchase Order (Highways Act 1980) Amendment.
- 12.3 Report to Executive 20 September 2016 – Improvement Line Review for Highway Schemes 2016.
- 12.4 Report to Executive 14 June 2016 – West Yorkshire+ Transport Fund Projects Compulsory Purchase Order and Side Roads Order Powers under Highways Act 1980.
- 12.5 Report to Executive 12 January 2016 – West Yorkshire+ Transport Fund – Hard Ings Road Improvements Update and Compulsory Purchase Order (Highways Act 1980).
- 12.6 Report to Executive 21 July 2015 – West Yorkshire+ Transport Fund Hard Ings Road Improvement Scheme Keighley.
- 12.7 Report to Environment and Waste Overview & Scrutiny Committee 28 July 2015 – Hard Ings Road Improvement Scheme Keighley – West Yorkshire+ Transport Fund.

12.2 West Yorkshire Combined Authority Gateway 1 submission – Hard Ings Road, Keighley.

This page is intentionally left blank



This page is intentionally left blank



Report of the Director of Place to the meeting of the Executive to be held on 11 September 2018

P

Subject:

CITY CENTRE LOCAL DEVELOPMENT ORDER IN RELATION TO THE CITY CENTRE GROWTH SCHEME

Summary statement:

Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level. It is proposed that the LDO centred on the City Centre Growth Scheme Priority Streets is proposed allowing the introduction of A1, A2, A3 and A4 uses.

The proposed LDO will need to be the subject of a consultation exercise, and require to be publicised for a period of 6 weeks. It is proposed that any changes required to the LDO as a result of the consultation would be agreed with the Portfolio Holder and thereafter it is recommended that the LDO is formally adopted and brought into force with immediate effect.

Steve Hartley
Director of Place

Portfolio:
Regeneration, Planning & Transport
Cllr Alex Ross-Shaw

Report Contact: Chris Eaton
Phone: (01274) 434605
E-mail: chris.eaton@bradford.gov.uk

Overview & Scrutiny Area:
Regeneration and Environment

1.0 SUMMARY

- 1.1 Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level. It is proposed that the LDO centred on the City Centre Growth Scheme is proposed allowing the introduction of A1, A2, A3 and A4 uses.
- 1.2 The proposed LDO will need to be the subject of a consultation exercise, and require to be publicised for a period of 6 weeks. It is proposed that any changes required to the LDO as a result of the consultation would be agreed with the Portfolio Holder and thereafter it is recommended that the LDO is formally adopted and brought into force with immediate effect.

2.0 BACKGROUND

- 2.1 Attached to this report is Appendix 1 which provides a full background of the proposed LDO. A brief background is provided here.
- 2.2 Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level and have been adopted by several other Authorities to facilitate development in their areas.
- 2.3 LDOs essentially identify certain types of development that a Local Planning Authority decides would no longer need to be subject to a planning application. LDOs can therefore be seen as an extension of permitted development, but decided upon locally in response to local circumstances.
- 2.4 The two existing LDOs in the City Centre were introduced in 2014 and subsequently renewed. There is also an LDO for Little Germany which supports the Listed Building Consent Order which was developed between the Council and Historic England, the first in the country, to assist in bringing listed buildings back into use.
- 2.5 It is anticipated that the proposed LDO will be as successful as the existing two for the City Centre. The existing retail LDO, which was adopted in 2014, promotes shopping uses to the five blocks around The Broadway; this has seen eleven developments take place since 2014. Similarly, 50 residential units have been implemented to the upper floors of shops in response to the 2014 LDO adopted for the shopping area centred on Kirkgate and Darley Street.

- 2.6 Bradford city centre is a key economic driver in the District. Vacancies were at a rate of 22% in 2014, and current vacancy level is at 19.6%, and this is one of the main reasons for promoting this Local Development Order.
- 2.7 Bradford Council is proposing to create an LDO to reduce the high vacancy rates and attract new business uses to the city centre by easing planning restrictions for new and existing businesses on those streets covered by the existing City Centre Growth Scheme. It will support the vitality and viability of the city centre by allowing flexible uses of existing and vacant premises in parts of the city centre. Encouraging alternative uses such as office and leisure and moving away from a reliance on retail will help to strengthen the high street.
- 2.8 In 2012 Bradford launched the City Centre Growth Zone. The latest scheme is focused on Priority Streets the aim of which is to create a specific, targeted area to stimulate investment and private sector growth through a range of incentives for new or existing businesses. The City Centre Growth Scheme provides a range of development and commercial opportunities, suitable for a range of city centre uses. The Council is committed to ensuring these opportunities are maximised through a flexible and responsive approach to planning in the city centre.
- 2.9 The LDOs will be part of a range of incentives in the City Centre Growth Scheme, which will help support growth and regeneration in the city centre. By allowing a wider range of uses in the city centre without the need to apply for planning permission, the LDOs can offer benefits for business including greater certainty, time and costs savings. This included undertaking a series of prior market engagement exercises that were intended to advise the commercial property development/investment sector of the attractive opportunity that the OCP scheme presents and to ensure that the Council was able promote the opportunity to as wide an audience as possible in an attempt to attract the optimum quality and calibre of submissions as possible.

3.0 FINANCIAL & RESOURCE APPRAISAL

- 3.1 There are potential financial benefits in the use of LDOs. Firstly, there is certainty for local business, secondly, the private sector saves costs, and thirdly, the speed of change for business allows for competitiveness and attracts inward investment in the area potentially giving rise to some growth in business rates of which the Council retains 50%. In addition, although a fee will not be made for change of use, a business remains responsible for making planning applications for other changes e.g. to shop frontages, and also in respect of Building Regulations application fees.

- 3.2 In contrast to the financial benefits to business there will be some loss of income from fewer planning applications. The LDOs will lead to reduced planning applications and thereby reduced application fees. However, the reduced fees within the scope of the total application fees submitted annually will be a small proportion being estimated to be £20,000 and there may be savings for press advertisements for applications no longer required. Implementation and monitoring of the LDOs can be accommodated within existing staffing resources.

4.0 RISK MANAGEMENT AND GOVERNANCE ISSUES

- 4.1 LDOs are controlled by the Town & Country Planning and Compulsory Purchase Act 2004.

5.0 LEGAL APPRAISAL

- 5.1 LDOs are controlled by the Town & Country Planning and Compulsory Purchase Act 2004.

6.0 OTHER IMPLICATIONS

- 6.1 None.

7.0 EQUALITY & DIVERSITY

- 7.1 At this stage there are no specific equality and diversity issues

8.0 SUSTAINABILITY IMPLICATIONS

- 8.1 The City Centre is a very sustainable location and the proposed LDOs seek to encourage development in this area. Increased economic activity and increased residential accommodation in this location are likely to have positive sustainability implications.

9.0 GREENHOUSE GAS EMISSIONS IMPACTS

- 9.1 None.

10.0 COMMUNITY SAFETY IMPLICATIONS

- 10.1 There are no community safety implications at this stage; however these will be monitored as work progresses.

11.0 HUMAN RIGHTS ACT

- 11.1 There are no Human Rights implications

12.0 TRADE UNION

- 12.1 There are no Trade Union issues.

13.0 WARD IMPLICATIONS

- 13.1 There are no identified negative implications for the City ward. Additional employment opportunities may arise.

14.0 IMPLICATIONS FOR CORPORATE PARENTING

- 14.1 None.

15.0 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT

- 15.1 None.

16.0 NOT FOR PUBLICATION DOCUMENTS

- 16.1 None.

17.0 RECOMMENDATIONS

- 17.1 That a consultation exercise be carried out, to be publicised for a period of 6 weeks.
- 17.2 That any changes required to the LDO as a result of the consultation be agreed by the Strategic Director of Place in consultation with the Portfolio Holder and thereafter it is recommended that the LDO is formally adopted and brought into force with immediate effect.

18.0 APPENDICES

- 18.1 Appendix 1 – Background to Local Development Order, including a Location Plan showing proposed LDO

19.0 BACKGROUND DOCUMENTS

- 19.1 None.

This page is intentionally left blank

Bradford City Centre

Local Development Order Justification Statement

1.0 What is a Local Development Order (LDO)?

- 1.1 A LDO grants planning permission for a specified type and scale of development, subject to conditions. Essentially a LDO sets out the type of development that will no longer need to be subject to a planning application. LDOs can therefore be seen as an extension of permitted development, but decided upon locally in response to local circumstances.
- 1.2 LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level.

2.0 The Aims of the LDO

- 2.1 The Council is proposing to create a LDO to reduce the high vacancy rates and attract new business to the city centre. The LDO aims to improve occupancy levels by easing planning restrictions for new and existing businesses. It will support the vitality and viability of the city centre by allowing flexible uses of existing and vacant premises in parts of the city centre.
- 2.2 The LDO will complement the City Centre Growth Scheme's Priority Streets initiative, helping deliver the scheme's aim of supporting new and existing businesses to create quality jobs within the city centre.

3.0 Description of Development Permitted

- 3.1 The Local Development Order would extend permitted development rights for changes of use of premises to the following uses:
- A1: Shops (includes shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, pet shops, sandwich bars, showrooms, domestic hire shops, funeral directors)
 - A2: Financial and professional services (includes banks, building societies, estate and employment agencies but will specifically exclude betting shops, pawnbrokers and payday loan shops or similar other uses falling within the A2 use class)
 - A3: Restaurants and cafes (includes snack bars)
 - A4: Drinking establishments (includes public houses, wine bars – but not night clubs)
 - AA Drinking Establishment with Expanded Food Provision.
- 3.2 This would apply to the premises within the area indicated in Figure 1.
- 3.3 Any owner or occupier that wanted to change the use of one of the premises to anything coming under the above list would be able to do so without the need to apply for planning permission.
- 3.4 Planning permission would still be required for external works such as shop fronts and roller shutters.
- 3.5 Advertisement consent and listed building consent would still also be required wherever necessary.

- 3.6 This would be on condition that the premises retained a window display at all times in the window(s) fronting the street at ground floor level, in order to protect the vitality and viability of the town centre.

4.0 Justification for the creation of a LDO

- 4.1 Bradford city centre is the key economic driver and number one priority regeneration area in the district. However, the city centre has a relatively high rate of vacant premises compared to the national average. While vacancy rates are not as high as in 2003-2005, vacancy rates have risen since the onset of recession in 2008/9. Vacancy counts in the City Centre are undertaken on a quarterly basis. In April the count showed 178 vacant units out of a stock of 949, a vacancy rate of 19.6%.
- 4.2 In 2012 Bradford launched the City Centre Growth Scheme, which provides business rate rebates to support businesses to move into or expand within the Growth Scheme area. Under the umbrella of the Growth Scheme, the Priority Streets scheme was launched in late 2013. The scheme provides targeted assistance focussed on key streets within the city centre where vacancy rates are high and incentives are required to encourage new commercial activity. Along with business rate rebates, businesses moving into empty premises in these streets can also take advantage of capital grants. This financial support is available for property refurbishment works, access improvements, shop fronts etc as well as for the purchase of essential machinery and equipment. Priority Streets supports a range of development and commercial opportunities, suitable for a range of city centre uses. The council are committed to ensuring these opportunities are maximised through a flexible and responsive approach to planning in the city centre.

- 4.3 The LDO will be part of a range of incentives in the Priority Streets area, which will help support growth and regeneration in the city centre. By allowing a wider range of uses in the city centre without the need to apply for planning permission, a LDO can offer benefits for business including greater certainty, time and costs savings.

5.0 Justification for the location of the LDO

- 5.1 For many years the proportion of empty shop units in Bradford City Centre, and in particular the northern part now known as the top of town, has been consistently low. There has been a particularly striking increase in vacancy rates in this part of the City Centre since the opening of The Broadway Shopping Centre. Other contributing factors include the sluggish economic state of high street businesses generally and the changing shopping habits of consumers who now direct more business to the Internet.
- 5.2 The ultimate objective for the LDO is to assist in reducing the proportion of empty shop frontages in this zone. Bradford Council will work with other stakeholders to help with other initiatives designed to help achieve this objective – including:
- Tidying-up the Town
 - Pop-up Shops
 - Improving the public realm
 - Promoting tourism in the town
- 5.3 It is anticipated that the proposed LDO will be as successful as the existing two for the City Centre. The existing retail LDO, which was adopted in 2014, promotes shopping uses to the five blocks around The Broadway; this has seen eleven developments take place since 2014. Similarly, 50 residential units have been implemented to the upper floors of shops in

response to the 2014 LDO adopted for the shopping area centred on Kirkgate and Darley Street.

6.0 Policies that the LDO supports

- 6.1 National Planning Policy Framework (NPPF) - Paragraph 199 of the NPPF states that Local planning authorities should consider using LDOs to relax planning controls for particular areas or categories of development, where the impacts would be acceptable, and where this would promote economic, social or environmental gains for the area, such as boosting enterprise. In accordance with the NPPF the objectives of the LDO will support sustainable economic growth and the vitality of the city centre.
- 6.2 Core Strategy Further Engagement Policy ID6 Simplification of planning guidance to encourage sustainable development.
- 6.3 The LDO will support the implementation of Policy ID6. Policy ID6 states that the Council will consider the use of LDOs to facilitate efficient and effective delivery of sustainable development.
- 6.4 The Bradford City Centre Area Action Plan (AAP) will guide the transformation of the city centre regeneration area up to 2028. The Bradford City Centre AAP Further Issues and Options Report states that planning tools, such as LDOs, can stimulate regeneration. A LDO for specific parts of the City Centre, allowing change of use of existing buildings without the need for planning permission, is identified as a proposed option in the Further Issues and Options Report.

- 6.5 Parts of the LDO are located within the Primary Shopping Area of Bradford city centre. Policy EC5 of the adopted Core Strategy seeks to sustain and enhance the vitality and viability of centres across the district. It recognises that the city centre should be the focus for a wide diversity of economic activity including offices, retail and residential. The policy also recognises that this activity can be supported through the support from Local Development Orders.
- 6.6 While the Council will to an extent lose control over the mix of retail to non-retail units in this area it is considered that the LDO is in compliance with policy EC5. The LDO will aim to support the vitality and viability of the city centre by allowing flexible uses of existing and vacant premises, allowing for the more flexible marketing of the units which could increase their attractiveness to potential tenants. The LDO will be limited to a small number of frontages that are experiencing high levels of vacancies, which are causing a loss of footfall and a deterioration of the quality of the environment in parts of the city centre.
- 6.7 The Council believe that allowing a flexible range of appropriate uses will encourage new businesses to the city centre, reduce vacant units and increase footfall. This will support the character of the shopping streets and their attractiveness for the shopping public. Therefore, the LDO will support a key objective of the RUDP of increasing the vitality and viability of Bradford City Centre.

7.0 Lifetime of the LDO

7.1 It is intended that the LDO is active for a period of three years following the date of its adoption. This is to help businesses and operators during the current uncertain economic context. Following the end of this three-year period, the LDO would cease to apply. The Council would then have the following options:

- Renew the LDO under the same terms/conditions as previously;
- Renew the LDO but modify its terms and conditions; or
- Delete the LDO and return the area to the Primary Shopping Frontage Zone or other policy designation.

7.2 Development which has started under the provision of the LDO will be allowed to be completed in the event that the LDO is revoked or revised.

7.3 Development which has started under the provision of the LDO can be completed following the expiry of the LDO after the end of the three-year period. The uses that have taken place will therefore be allowed to continue to trade/operate but no new changes of use will be allowed under the terms of the LDO following its expiry without planning permission.

8.0 Monitoring the LDO

8.1 It is intended that the LDO will be subject to continuous monitoring to assess its effectiveness. This will be carried out via quarterly vacancy surveys to assess how far it is helping to fill empty shop units in the area.

- 8.2 It will also be the subject of a section in the Annual Monitoring Report, which will discuss further the impact of the LDO on the area and the quality of the public realm.

9.0 Legal advice

- 9.1 There are many LDOs in force across the country and an analysis of these has assisted in the preparation of this document. Legal advice has been sought relating to publicity requirements, the route for adoption and the imposition of conditions on LDOs.
- 9.2 The Council has also received legal advice on the issue of whether the LDO can apply to listed buildings, of which there are eight (all Grade II listed) within the proposed LDO area. This issue is addressed below in the Heritage section.

10.0 Heritage issues

- 10.1 The regulations on Local Development Orders state that they must not be made so as to grant planning permission for development affecting a listed building.
- 10.2 An analysis of adopted LDOs around the country reveals many which include provision for change of use in Listed Buildings.
- 10.3 Given the minimal risks involved in applying the LDO for change of use only it is considered to be acceptable to include the listed buildings within the LDO.

- 10.4 It is noted that alterations to shop fronts and the majority of internal alterations affecting the structure of the building would require listed building consent in all cases and so the council would retain full control over potentially harmful changes to these listed buildings.
- 10.5 It is also noted that the LDO would not remove the need for advertisement consent where applicable.
- 10.6 The LDO would only apply to changes of use of ground floor frontages and not to physical or structural development or alterations. Development permitted under the LDO would therefore not constitute development affecting a listed building.
- 10.7 It is accepted that the LDO would remove controls on use classes – Policy CT5 restricts the number of non-A1 retail uses in the primary shopping area so that the cumulative impact of such development does not impact on the vitality and viability of the street scene. The effect of the LDO could therefore further extend this flexibility, both to the overall amount of the frontages changing to non-shop uses, and the range of uses which could potentially replace the A1 shop uses.
- 10.8 In this respect the LDO is a radical change to current policy. However it is considered that the range of uses envisaged in the draft LDO is appropriate for the location, as explained above. The number of vacant units or under-used units in this area is considered to represent the primary threat to the attractiveness of this area to both businesses and the shopping public.

- 10.9 The area covered by the LDO is important in terms of its location which lies between the recently complete City Park and the site of the proposed Westfield Shopping Centre. It is also one of the main routes through the City Centre and this issue seriously undermines the character and quality of the environment of this area and the city centre as a whole, over and above any harmful impact which the emergence of other non-A1 uses may have. Attracting and maintaining such businesses which attract footfall to the area is considered to be preferable to allowing the further proliferation of empty units.
- 10.10 Therefore the Council's priority is to make it as easy as possible for new operators to start trading in the area, and in this way to help regenerate the block. This applies to the listed buildings as much as any of the other units in the area, and it is therefore considered that there is no requirement to, or benefit to be gained, by excluding these buildings from the scope of the LDO.
- 10.11 The Council will seek further views on this issue during the consultation on the draft order, including from Historic England.

11.0 Residential Amenity Issues

- 11.1 Within the area covered by the draft LDO, there are residential flats in the upper floors. Residential amenity is therefore a consideration for the framing of the LDO.
- 11.2 Some aspects of residential amenity can be controlled via non-planning regulations. For example, noise and odour resulting from particular uses can be controlled via the statutory nuisance regime. Licensing regulations, meanwhile, can deal with hours of use.

- 11.3 Operations or alterations to premises which may have an impact on residential amenity, such as extractor fans or other such equipment will continue to require planning permission.
- 11.4 It is considered that this package of safeguards will ensure protection of residential amenity under the LDO.

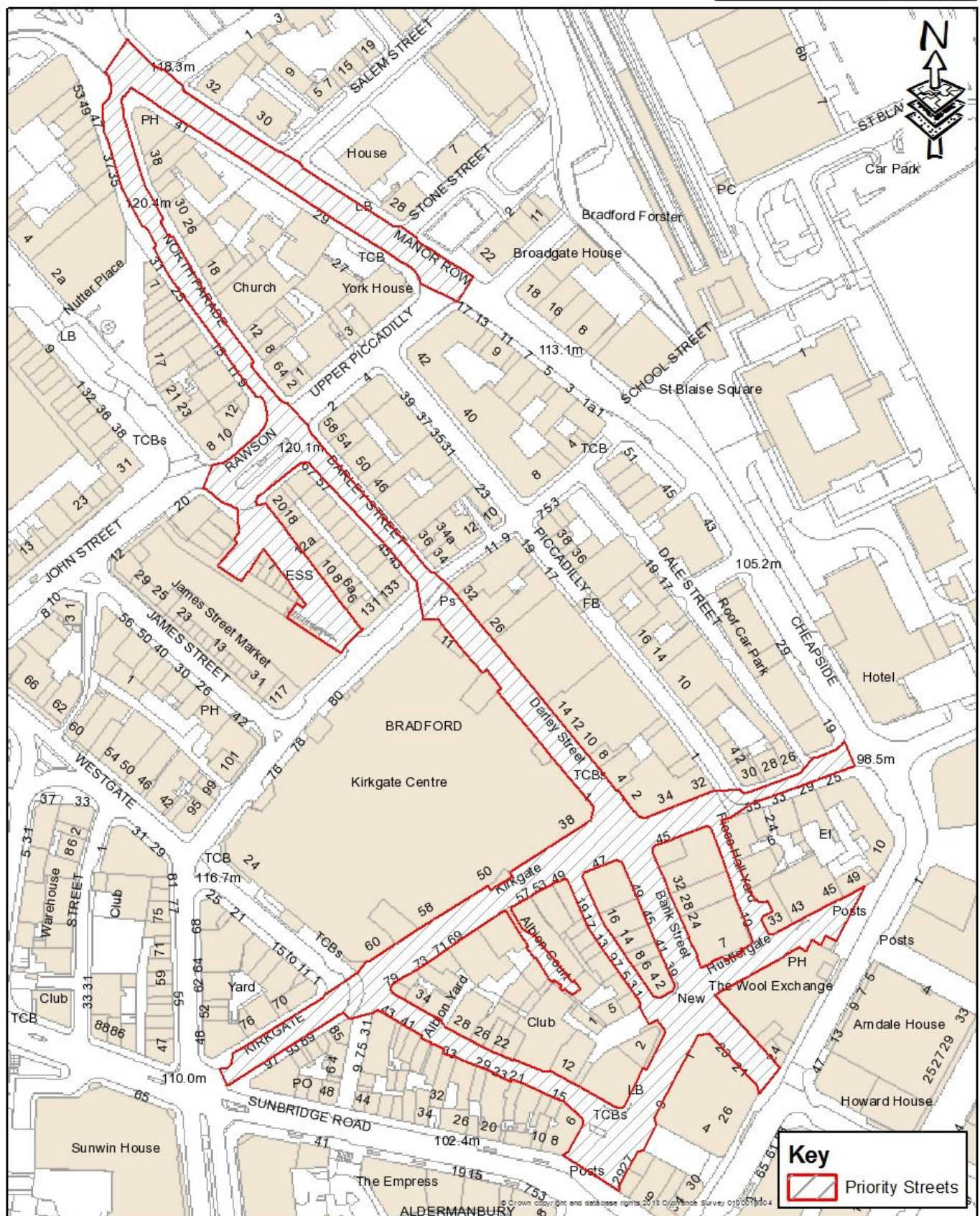
12.0 Delivery Timetable

- 12.1 Following the 6 weeks of publicity set out above, the responses will be analysed and it will then be determined whether the Orders should be adopted with any changes to their terms. If, as a result of feedback from consultees, changes are proposed to the terms of the Orders a further period of consultation will be undertaken.
- 12.2 Part 6 of the DMPO 2010 includes a power of intervention for the Secretary of State. However this is superseded by Article 2 of the Growth & Infrastructure Act (Local Development Orders)(Consequential Provisions)(England) Order 2013.
- 12.3 This only requires Local Authorities, as soon as reasonably practicable, and no later than 28 days after the adoption of an LDO to send to the Secretary of State a copy of the LDO, the statement of reasons and any environmental statement relating to the LDO.
- 12.4 This is to notify the Secretary of State of the Council's decision and not to determine if he wishes to call the LDO in for determination. The Council's Regulatory & Appeals Committee therefore has the authority to adopt such documents after consultation.

13.0 Consultations

- 13.1 A statutory six week consultation period is required to be built in to the timetable. It is possible that there could be significant slippage following the consultation period depending on the level of feedback.

Figure 1 – Location of the LDO
Priority Streets Area



This page is intentionally left blank

**MINUTES OF THE MEETING OF THE
WEST YORKSHIRE COMBINED AUTHORITY
HELD ON THURSDAY, 10 MAY 2018 AT COMMITTEE ROOM A -
WELLINGTON HOUSE, LEEDS**

Present:

Councillor Tim Swift (Vice-Chair)	Calderdale Council
Councillor Judith Blake CBE	Leeds City Council
Councillor Stewart Golton	Leeds City Council (Substitute)
Councillor Simon Cooke	Bradford Council
Councillor Imran Khan	Bradford Council (Substitute)
Roger Marsh OBE	Leeds City Region Enterprise Partnership
Councillor Shabir Pandor	Kirklees Council (Substitute)
Councillor Andrew Waller	City of York Council

In attendance:

Councillor Keith Wakefield OBE	Chair, Transport Committee
Councillor Robert Light	Chair, Overview & Scrutiny Committee
Ben Still	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Ruth Chaplin	West Yorkshire Combined Authority

120. Apologies for Absence

Apologies for absence were received from Councillors S Hinchcliffe, P Box, D Sheard and S Benton.

121. Chair's Comments

The Chair gave thanks to Councillors David Sheard and Nicola Turner for their contributions to the Combined Authority.

122. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by Members at the meeting.

123. Exclusion of the Press and Public

There were no items on the agenda requiring the exclusion of the press and public.

124. Minutes of the Meeting of the Combined Authority held on 5 April 2018

Further to minute 108, Broadband Approvals and Spending, it was reported that City of York Council would be willing to share their experiences in respect of the rollout of the broadband programme.

Resolved: That the minutes of the meeting held on 5 April 2018 be approved and signed by the Chair.

125. Governance Arrangements

The Combined Authority considered a report of the Director of Resources on the following governance arrangements:

- To note the changes to West Yorkshire Combined Authority (the Combined Authority) members and substitute members.
- To note a vacancy on the Governance and Audit Committee.
- To approve changes to the City of York members on the Transport Committee, the Overview and Scrutiny Committee and the Land and Assets Panel.
- To endorse a proposal to appoint an Inclusive Growth Panel at the annual meeting as a formal advisory committee of the Combined Authority, and to endorse inclusive growth being embedded as a 'golden thread' across all panels.
- To consider a proposal to appoint a Place Panel at the annual meeting as a formal advisory committee of the Combined Authority.
- To endorse a proposal to appoint a substitute for each Overview and Scrutiny member at the annual meeting.

Members noted the changes to Combined Authority members and substitutes and also the proposed changes to committee membership in respect of the City of York representatives on the Transport Committee, Overview and Scrutiny Committee and the Land and Assets Panel.

Members discussed and endorsed in principle the proposed changes to governance arrangements which were set out in the submitted report. This included appointing the Inclusive Growth Panel as an additional advisory committee, to rename the Land and Assets Panel to Place Panel and extend the functions to include the Planning Portfolio Board and for each West Yorkshire and York council to nominate a substitute member for each nominated member to the Overview and Scrutiny Committee. These proposals would be brought to the annual meeting in June 2018 for approval and implementation.



Resolved:

- (i) That the resignation of Councillor Andrew Carter as a Combined Authority member and Councillor Scott Benton as his replacement with effect from 19 April 2018 be noted.
- (ii) That the termination of the appointment of Councillor Scott Benton as a substitute Combined Authority member and Councillor Andrew Carter as his replacement with effect from 26 April 2018 be noted.
- (iii) That the termination of the City of York Council's appointment of Councillor David Carr as a substitute Combined Authority member and the appointment of Councillor Ian Gillies with effect from 4 April 2018 be noted.
- (iv) That the City of York Council's revised nomination to the Transport Committee be noted and Councillor Peter Dews be co-opted onto the Committee in place of Councillor Ian Gillies with immediate effect.
- (v) That the City of York Council's revised nomination to the Overview and Scrutiny Committee be noted and Councillor Tina Funnell be co-opted onto the Committee in place of Councillor Sonja Crisp with immediate effect.
- (vi) That the City of York Council's revised nomination to the Land and Assets Panel be noted and Councillor Helen Douglas be co-opted onto the Committee in place of Councillor David Carr with immediate effect.
- (vii) That the Combined Authority notes that the resignation of Councillor Andrew Carter will leave a vacancy on the Governance and Audit Committee.
- (viii) That the Combined Authority agrees to progress the appointment of an Inclusive Growth Panel at the annual meeting, and to embed securing inclusive growth into the terms of reference of every relevant panel for the next municipal year.
- (ix) That the proposal to appoint a Place Panel for the next municipal year be progressed with the membership as set out in the submitted report.
- (x) That each West Yorkshire and York council be invited to nominate a substitute for any member nominated to the Overview and Scrutiny Committee, such substitutes to be appointed at the annual meeting.



126. Capital Spending and Project Approvals

The Combined Authority considered a report of the Director of Delivery on the progression and funding for the following schemes through the Combined Authority's assurance process:

- Clean Bus Technology Fund (CBTF)
- Canal Road Urban Village Ltd (CRUVL) (New Bolton Woods) – LEP Loan 318
- A629 Halifax Road improvement phase 5
- Beech Hill, Halifax

Details of the four schemes were provided in the submitted report and it was noted that these had been considered and recommended by the Investment Committee for approval.

In respect of the Clean Bus Technology Fund, it was noted that the project will provide £4.756 million to fund clean technology on approximately 25% of the existing bus fleet within West Yorkshire. Comment was made that any opportunities to broaden the geography of the project across the city region should be considered as this could improve the quality of the bid.

Members welcomed the presentation of the information provided in the report which had been revised following comments made at the previous meeting.

Resolved:

- (i) In respect of the Clean Bus Technology Fund (CBTF) –

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (a) That the CBTF project proceeds through decision point 2 and work commences on activity 5 full business case with costs alongside preparation and commencement of the grant allocation process.
- (b) That an indicative approval to the total project value of £4.756 million (this includes the Combined Authority, Leeds City Council (LCC) grant awards and operator match funding) is given from the DEFRA Clean Bus Technology Fund awarded to the Combined Authority and Leeds City Council with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (c) That Combined Authority project development and delivery expenditure of £120,000 funded by the DEFRA grant is approved in order to progress the scheme to decision point



5 full business case, before being reimbursed from the scheme's private sector match funding.

- (d) That the Combined Authority enters into an agreement with Leeds City Council (LCC) for the Combined Authority to receive and manage on LCC's behalf their CBTF funding award (£1.371 million) from the CBTF fund.
- (e) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(ii) In respect of CRUVL (New Bolton Woods) – LEP Loan 318 –

That following a recommendation from the Investment Committee the Combined Authority approves:

- (a) That the LEP Loan 318 project proceeds through decision point 2 and work commences on activity 5 (full business case with finalised costs).
- (b) That an indicative approval to the total loan value of £346,000 is given from the Growing Places Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (c) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's programme appraisal team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(iii) In respect of A629 Halifax Road improvement, phase 5 –

That following a recommendation from the Investment Committee the Combined Authority approves:

- (a) That the WYTF (Transport Fund) A629 Halifax Road Phase 5 project proceeds through decision point 3 and work commences on activity 4 (full business case).
- (b) That an indicative approval to the total project value of



£12.09 million is given from the Transport Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).

- (c) That development costs of £4.113 million are approved in order to progress the scheme to decision point 4 (full business case), taking the total project approval to £4.418 million and that an addendum to the funding agreement with Kirklees Council for the additional £4.113 million is entered into.
 - (d) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 4 (full business case) through Investment Committee and Combined Authority and at decision point 5 (full business case with finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.
- (iv) In respect of Beech Hill –

That following a recommendation from the Investment Committee the Combined Authority approves:

- (a) That the Beech Hill project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
- (b) That conditional approval to the total project value of £5.4 million is given (which includes a £1.4 million contribution from the Combined Authority's Growth Deal Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs)
- (c) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report to include at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

127. Inclusive Growth Outcomes from the Business Growth Programme

The Combined Authority considered a report of the Executive Head of Economic Services on the LEP Board's decision to adopt the revised



criteria and associated conditions for awarding grants to businesses from the LEP/Combined Authority's Business Growth Programme (BGP), commencing from July 2018.

It was reported that as part of the City Region's approach to a local inclusive industrial strategy, the LEP is proposing to revise the criteria and associated conditions for awarding grants to incentivise businesses to grow in a way that delivers inclusive growth. The report provided an overview of the consultation and the main findings to date were noted.

Members discussed the importance of linking businesses with young people, ensuring a range of training is available to make the best use of the workforce and the need to monitor outcomes over a sustained period. The revised approach which was set out in Appendix 1 to the submitted report was endorsed. Members welcomed the proposal and that the proposed changes aimed to improve inclusive growth within the City Region by encouraging, incentivising and supporting businesses to pay higher wages and invest in their current and future employees.

Resolved: That the Combined Authority endorses the LEP Board's decision to adopt the revised criteria and associated conditions for awarding grants from the Business Growth Programme (BGP) as set out in Appendix 1 to the submitted report, commencing from July 2018, with a review of outputs and outcomes to be undertaken after six months.

128. Transport Strategy and Bus Strategy Update

The Combined Authority considered a report of the Interim Director of Policy and Strategy which:

- Provided an update on work to deliver the West Yorkshire Transport and Bus Strategies.
- Sought approval to adopt a Performance Management Framework of indicators and targets to set the Combined Authority's ambition for the transport system and assess performance in delivering the Transport Strategy.

The West Yorkshire Transport and Bus Strategies were adopted by the Combined Authority in August 2017. In adopting the Transport Strategy, the Combined Authority had agreed some mid-term targets for the first 10 years of the strategy and that more indicators and targets would be added.

A proposal for a full set of indicators and targets has now been developed and a copy was attached at Appendix 1 to the submitted report. It was noted that this had been considered by the Overview and Scrutiny Committee's Transport Plan Delivery Working Group prior to its endorsement by the Transport Committee. The Transport Plan Delivery Working Group will continue to have a role in overseeing the development and delivery of policies contained in the Transport and Bus Strategies.



It was proposed that the Transport Strategy be updated to include a Performance Management section to explain the indicators and targets and the process for their regular monitoring and review. A report setting out a proposed performance management framework for the Bus Strategy would be considered by the Transport Committee at its next meeting.

Resolved:

- (i) That the progress in delivering the West Yorkshire Transport Strategy 2040 and Bus Strategy 2040 be noted.
- (ii) That the Combined Authority adopts the proposals for the Performance Management indicators and targets for the West Yorkshire Transport Strategy 2040 and the Transport Strategy is updated to include a Performance Management section.

129. Corporate Planning and Performance

The Combined Authority considered a report of the Director of Resources which provided:

- An update on corporate performance including progress against corporate priorities, risk management and budget position.
- An update on progress with regard to the development of the 2018/19 Corporate Plan and the performance measures associated with this.

In respect of performance against the 2017/18 Key Performance Indicators (KPIs), it was noted that the position had not significantly changed since the previous update and a final report on performance would be provided at the next meeting.

A copy of the current Corporate Risk Register setting out the strategic risks currently affecting the organisation was attached at Appendix 2 and the current 2017/18 budget position as at March 2018 was attached at Appendix 3. The final outturn budget position for 2017/18 will be reported to the next meeting.

Resolved: That the information on corporate performance be noted.

130. General Data Protection Regulation Update

The Combined Authority considered a report of the Director of Resources which provided details on the approach developed to ensure compliance with the General Data Protection Regulation (GDPR) which will come into force on 25 May 2018.

A copy of the GDPR implementation plan was attached at Appendix 1 to the submitted report. It was noted that good progress was being made with implementing any required changes although it was likely that further work in relation to records management and further improvements to legacy systems would be required.

Resolved: That the Combined Authority notes the approach developed to ensure compliance with the General Data Protection Regulation and the progress made to date.

131. Strategy, Policy and Communications Director - Review and Approach

The Combined Authority considered a report of the Managing Director on the proposal to move to recruit to the post of Director, Strategy and Communications which is currently vacant.

Members noted the current position and, in discussing the options outlined in the submitted report, endorsed that the position be recruited to on a substantive basis. It was proposed to establish a member appointment panel to be involved in the process for the recruitment to the position of Director of Policy, Strategy and Communications.

Resolved:

- (i) That the Combined Authority endorses that the vacant Director of Policy, Strategy and Communications position be recruited to on a substantive basis.
- (ii) That the Combined Authority endorses the proposed approach to recruiting to this position and establishes a member appointment panel to be involved in the recruitment process.

132. Corporate Priorities

The Combined Authority considered a report of the Director of Resources which:

- Sought approval to enter into a borrowing facility with the European Investment Bank.
- Advised the Combined Authority of the work undertaken to establish a corporate technology strategy.
- Sought approval for the corporate technology strategy to progress through decision point 2 of the assurance framework and for work to proceed on the outline business case.

It was reported that borrowing will be required to achieve the ambition to deliver a programme of schemes over a shorter timescale than the twenty years for which Growth Deal funding has been granted. Discussions have been held with the European Investment Bank (EIB) who are able to offer a flexible facility that could be utilised alongside traditional Public Works Loan Board loans. As the s73 finance officer, the Director of Resources has the authority to enter into appropriate borrowing and investment arrangements within the agreed treasury management strategy. However the EIB needs a specific resolution from the Combined Authority to enter into a borrowing facility.



Members discussed the corporate technology strategy and executive summary which was attached at Appendix 1 to the submitted report. It was noted that the strategy set out a three year plan to update the Combined Authority's core systems to ensure compliance and robustness and provide for more efficient and effective ways of working.

Resolved:

- (i) That the Director of Resources be authorised to contract with the European Investment Bank for a borrowing facility up to the value of £100 million and approve subsequent disbursements and amendments over the five year term.
- (ii) That the corporate technology strategy be noted.
- (iii) That the corporate technology strategy progress through decision point 2 of the assurance framework with an indicative allocation of £3.5 million, funded through the Combined Authority's internally funded capital programme.
- (iv) That funding of £150,000 be approved to develop the outline business case and that future progress through the assurance process be delegated to the Managing Director, subject to remaining within tolerance.

133. Draft Minutes of the Business, Innovation & Growth Panel held on 7 March 2018

Resolved: That the draft minutes of the Business Innovation & Growth Panel held on 7 March 2018 be noted.

134. Draft Minutes of the Transport Committee held on 16 March 2018

Resolved: That the draft minutes of the Transport Committee held on 16 March 2018 be noted.

135. Minutes of the West Yorkshire & York Investment Committee held on 21 March 2018

Resolved: That the minutes of the West Yorkshire & York Investment Committee held on 21 March 2018 be noted.

136. Draft Minutes of the Governance & Audit Committee held on 29 March 2018

Resolved: That the draft minutes of the Governance & Audit Committee held on 29 March 2018 be noted.

**MINUTES OF THE MEETING OF THE
WEST YORKSHIRE COMBINED AUTHORITY
HELD ON THURSDAY, 28 JUNE 2018 AT COMMITTEE ROOM A -
WELLINGTON HOUSE, LEEDS**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Peter Box CBE	Wakefield Council
Councillor Stewart Golton	Leeds City Council
Councillor David Hall	Kirklees Council
Councillor James Lewis (Substitute)	Leeds City Council
Roger Marsh OBE	Leeds City Region Enterprise Partnership
Councillor Shabir Pandor	Kirklees Council
Councillor John Pennington	Bradford Council
Councillor Andrew Waller	City of York Council
Councillor Barry Collins (Substitute)	Calderdale Council

In attendance:

Councillor Kim Groves	Incoming Chair, Transport Committee
Councillor Keith Wakefield OBE	Outgoing Chair, Transport Committee
Ben Still	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Ruth Chaplin	West Yorkshire Combined Authority

1. Membership of the West Yorkshire Combined Authority

The Combined Authority considered a report of the Director of Resources in respect of the following:

- The appointment of members and substitute members to the West Yorkshire Combined Authority (the Combined Authority), by the constituent councils (West Yorkshire councils) and the non-constituent council (the City of York Council).
- The appointment of the Leeds City Region Local Enterprise Partnership Combined Authority Member ('the LEP Member') and substitute LEP Member to the Combined Authority.
- Granting of voting rights to the Combined Authority Member appointed by the non-constituent council (the City of York Council) and to the LEP Member, and their substitutes.

Resolved:

- (a) That the members of the Combined Authority and their substitutes appointed by the constituent councils and the non-constituent council (the City of York Council) as set out in the appendix to the report be noted.
- (b) That Roger Marsh be appointed as the LEP Member of the Combined Authority and Bob Cryan as substitute LEP Member, to act in the absence of the LEP Member.
- (c) That the LEP Member and the member of the Combined Authority appointed by the non-constituent council (City of York Council) may vote at any meetings of the Combined Authority (including any committee or sub-committee to which those members are appointed) on any decision, subject to the following exceptions:-
 - Budget and levy setting.
 - The adoption of any implementation plans appended to the West Yorkshire Transport Strategy 2040 which relate specifically to the combined area (that is, West Yorkshire).
- (d) That the substitutes for the LEP Member and the member of the Combined Authority appointed by the non-constituent council (City of York Council) may exercise the voting rights granted to the LEP Member and the member of the Combined Authority appointed by the non-constituent council (the City of York Council) when acting in the absence of their respective member.

2. Appointment of the Chair and Vice Chair

Members were asked to consider nominations for the positions of Chair and Vice Chair of the West Yorkshire Combined Authority (Combined Authority) for the municipal year 2017/18.

Councillor Susan Hinchcliffe was proposed and seconded for the position of Chair and Councillor Tim Swift was proposed and seconded for the position of Vice Chair.

Resolved:

- (a) That Councillor Susan Hinchcliffe be appointed as Chair of the Combined Authority.
- (b) That Councillor Tim Swift be appointed as Vice Chair of the Combined Authority.

3. Apologies for Absence

Apologies for absence were received from Councillors Judith Blake and Tim Swift.

4. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by members at the meeting.

5. Exempt Information - Possible Exclusion of the Press and Public

Resolved: That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 9 to Agenda Item 16 and Appendices 1,2,3,4 and 5 to Agenda Item 20 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

6. Minutes of the Meeting of the Combined Authority held on 10 May 2018

Further to minute 134, draft minutes of the Transport Committee held on 16 March 2018, members discussed rail performance issues in the north following the timetable changes in May 2018.

It was reported that Northern had introduced an emergency timetable which would run until the end of July. The Combined Authority expressed their deep concern about the severe effect the disruptions were having on their constituents and the economy and asked what steps were being taken to ensure people would be compensated, and actions to avoid this happening again.

Members were advised that rail performance was one of the issues being discussed at a meeting of the Transport for the North (TfN) where the Combined Authority's concerns would be raised by Councillor Judith Blake who was their representative on the TfN Members' Board. Members stressed that the situation must continue to be monitored by the Combined Authority and Transport Committee, in particular that the Combined Authority continue to press TfN for a full compensation arrangement for passengers, and that details of compensation be widely communicated.

It was noted that Councillor Blake was also leading a review with Jo Johnson, Minister of State for Transport, on the lessons to be learnt in respect of the timetable issues and the findings and recommendations would be reported to a future meeting.

Resolved: That the minutes of the meeting of the West Yorkshire Combined Authority held on 10 May 2018 be approved and signed by the Chair.

7. Announcements

The Chair paid tribute to Councillor Keith Wakefield who as former Leader of Leeds City Council, had been instrumental in establishing the Combined Authority and since 2015, as Chair of the Transport Committee.



In response Councillor Wakefield thanked members and officers of the Combined Authority for their support over the last 4 years and said he looked forward to continuing to be involved in a constructive role in employment and skills.

Members also welcomed Councillors Shabir Pandor and Stewart Golton who had previously been substitute members of the Combined Authority and Councillor Kim Groves who was the new Chair of the Transport Committee.

8. Committee Arrangements and Appointments

The Combined Authority considered a report of the Director of Resources in respect of committee arrangements and appointments:

- To appoint committees of the West Yorkshire Combined Authority (the Combined Authority).
- To appoint or co-opt members onto the Combined Authority's committees.
- To appoint the Chairs and Deputy Chairs of the Combined Authority's committees.
- To grant voting rights to some members of the Combined Authority's committees.
- To confirm the continuing appointment of Independent Persons.

The Chair thanked Roger Marsh who was stepping down as Chair of the Governance and Audit Committee and advised the meeting that the independent member, Andy Clayton, would take on the role. The Chair of the Inclusive Growth and Public Policy Panel would be Councillor Pandor and Councillor Swift would be Chair of the Place Panel.

Resolved:

- (a) That, in relation to appointment of committees –
- (i) That the following statutory committees be appointed on the terms of reference set out in the relevant Appendix attached to the submitted report:
 - Governance and Audit Committee (Appendix 1)
 - Overview and Scrutiny Committee (Appendix 2)
 - (ii) That the following committees be appointed, on the terms of reference set out in the relevant Appendix attached to the submitted report:
 - Transport Committee (Appendix 3)
 - West Yorkshire and York Investment Committee (Appendix 4)
 - Leeds City Region Partnership Committee (Appendix 5)

(iii) That the following advisory panels be appointed as advisory committees which also report to the LEP Board, on the terms of reference set out in the relevant Appendix attached to the submitted report:

- Business Innovation and Growth Panel (Appendix 6)
- Employment and Skills Panel (Appendix 7)
- Green Economy Panel (Appendix 8)
- Inclusive Growth and Public Policy Panel (Appendix 9)
- Place Panel (Appendix 10)

(b) That, in relation to the appointment of committee members –

(i) That in accordance with Section 17 Local Government and Housing Act 1989 the Combined Authority appoint the following of its members to:

- The Transport Committee and the West Yorkshire and York Investment Committee, as set out in Appendix 11 to the submitted report.
- The Leeds City Region Partnership Committee as follows:
 - each of the 5 Combined Authority Members singly appointed by each constituent council; and
 - the member of the Combined Authority appointed by the non-constituent council (the City of York Council).
- The Business Innovation and Growth Panel, Employment and Skills Panel, Green Economy Panel, Inclusive Growth and Public Policy Panel and the Place Panel as set out in Appendix 12 of the submitted report.

(ii) That the Combined Authority appoints its members to the Governance and Audit Committee, as set out in Appendix 11 to the submitted report, together with Andy Clayton as an independent member of the Governance and Audit Committee.

(iii) That the Combined Authority appoints members and substitutes to the Overview and Scrutiny Committee as set out in Appendix 11 of the submitted report.

(iv) That the Combined Authority co-opts members to:

- the Transport Committee as set out in Appendix 11;
- the West Yorkshire and York Investment Committee as set out in paragraph 2 of the submitted report;
- the advisory panels as set out in Appendix 12;

- the Leeds City Region Partnership Committee as set out in paragraph 2 of the submitted report, including a substitute for each member as set out in the submitted report.
- (c) That, in relation to voting rights for committee members, (in addition to each member of the Combined Authority on any relevant committee exercising one vote) –
 - (i) It be noted that each member of a constituent council appointed to the Overview and Scrutiny Committee has one vote (and resolves that this may be exercised in their absence by their substitute).
 - (ii) That each member of the City of York Council co-opted to the Overview and Scrutiny Committee shall be a voting member of that committee (and of any sub-committee to which they may be appointed by that committee) and resolves that any such vote may be exercised in their absence by their substitute.
 - (iii) That the independent member of the Governance and Audit Committee will be a voting member of that committee.
 - (iv) That all co-opted members of the Leeds City Region Partnership Committee shall be voting members of that committee and resolves that a vote may be exercised by their absence by their substitute.
 - (v) That any constituent council member co-opted to the Transport Committee shall be a voting member of that committee (and of any sub-committee to which they may be appointed by that committee).
 - (vi) That any constituent council member of member of the City of York Council on the West Yorkshire and York Investment Committee shall be a voting member of that committee (and of any sub-committee to which they may be appointed by that committee).
 - (vii) That each of the following members appointed to the advisory panels set out in Appendix 12 shall be a voting member:
 - each member co-opted from a local authority; and
 - each private sector representative.
- (d) That the Combined Authority appoints:
 - Chairs and Deputy Chairs to committees, as set out in paragraph 2.8 of the submitted report for the Leeds City Region Partnership Committee, and Appendices 11 and 12 in respect of other committees and panels; and

- the leader of the opposition position on Transport Committee, as set out in Appendix 11.
- (e) That Ian Brown and Carolyn Lord continue as Independent Persons available to act in relation to complaints concerning allegations of a breach of the Combined Authority's Members' Code of Conduct on the existing terms for remuneration, until the Combined Authority's annual meeting in 2019.

9. Representation on Outside Bodies

The Combined Authority considered a report of the Director of Resources regarding Combined Authority representation on outside bodies.

It was noted that a nomination to the Rail North Committee would be considered at the next meeting.

Resolved: That the appointments to the outside bodies for the municipal year 2018/19 as detailed in Appendix 1 to the submitted report be approved.

10. Governance Arrangements

The Combined Authority considered a report of the Director of Resources in respect of amendments to the Combined Authority's Standing Orders and related governance documents:

Resolved:

- (a) That the following Standing Orders as attached in the relevant appendices to the submitted report be approved:
- Procedure Standing Orders – Appendix 1
 - Access to Information Annex to Procedure Standing Orders – Appendix 2
 - Code of Practice for recording meetings – Appendix 3
 - Scrutiny Standing Orders – Appendix 4
 - Contracts Standing Orders – Appendix 5
 - Financial Regulations – Appendix 6
- (b) That the Members' Code of Conduct attached as Appendix 7 and the Procedure for Considering Complaints against Members attached at Appendix 8 to the submitted report be approved.

11. Corporate Governance Code and Framework

The Combined Authority considered a report of the Director of Resources in respect of a revised Corporate Governance Code and Framework and the Annual Governance Statement for inclusion in the annual statutory accounts.

Resolved:

- (a) That the revised Corporate Governance Code and Framework be approved.
- (b) That the Annual Governance Statement be endorsed.

12. Members' Allowances Scheme

The Combined Authority considered a report of the Director of Resources in respect of the Members' Allowances Scheme.

Resolved: That the Members' Allowances Scheme, attached as Appendix 1 to the submitted report, be adopted for the municipal year 2018/19.

13. Officer Delegation Scheme

The Combined Authority considered a report of the Director of Resources in respect of the Combined Authority's Officer Delegation Scheme.

Resolved: That the Officer Delegation Scheme, attached as Appendix 1 to the submitted report, be approved.

14. Calendar of Meetings 2018/19

The Combined Authority considered a report of the Director of Resources setting out a proposed calendar of meetings for 2018/19.

Resolved:

- (a) That the dates of meetings for the LEP Board as agreed by the LEP Board at its annual meeting be noted.
- (b) That the calendar of meetings of the Combined Authority, its committees and sub-committees for 2018/19 as detailed in Appendix 1 to the submitted report be approved.

15. Capital Spending and Project Approvals

The Combined Authority considered a report of the Director of Delivery on the progression and funding for the following schemes through the Combined Authority's assurance process:

- Land Release Fund
- Leeds Integrated Station Masterplan
- Northgate House, Halifax
- Real Time Bus Information
- Ultra Low Emissions Vehicles (ULEV) taxi scheme

Details of the five schemes were provided in the submitted report and it was noted that these had been considered and recommended by the Investment

Committee for approval. In respect of real time bus information, it was reported that the Investment Committee had asked that consideration be given to rolling the scheme out across West Yorkshire if funding could be secured.

The Combined Authority also considered the following schemes which have had change requests which have been assessed in the line with the Combined Authority's Assurance Process and also been considered and recommended by the Investment Committee for approval:

- Harrogate Road New Line – junction improvement
- A65-A658 airport link road project

Consideration was also given to additional expenditure for Highways Maintenance Incentive funding and the Strategic Cycle Network project which was detailed in the submitted report.

Resolved:

(a) In respect of the Land Release Fund (LRF)

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Land Release Fund (LRF) project proceeds through decision point 2 and work commences on activity 6 – delivery.
- (ii) That an approval to the total project value of £662,125 is given from the OPE Capital Grant fund with full approval to spend granted.
- (iii) That delivery costs of £662,000 are approved in order to progress the scheme to activity 6 – delivery, taking the total project approval to £662,125.
- (iv) That the Combined Authority enter into a funding agreement with Craven, Wakefield, Leeds and Selby Councils for expenditure of up to £493,750, £18,750, £130,875 and £18,750 respectively from the OPE Capital Grant Fund.
- (v) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report. This will be subject to the scheme remaining within the tolerances outlined in the report.

(b) In respect of the Leeds Integrated Station Masterplan (LISM) project –

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Leeds Integrated Station Masterplan project proceeds through decision point 2 and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the total project value of £6.32 million of which £5 million will be funded by the Combined Authority (to be funded from the Leeds Public Transport Investment Programme (LPTIP)), £320,000 from the LCR HS2 Growth Strategy and West Yorkshire plus Transport Fund and £1 million match funding from Network Rail, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That development costs of up to £1 million are approved in order to progress the scheme to decision point 3 (outline business case).
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 3 and 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(c) In respect of Northgate House, Halifax -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Northgate House project proceeds through decision point 2 and work commences on activity 4 (full business case).
- (ii) That an indicative approval from the Combined Authority of £3 million from the Local Growth Fund (previously a £1.3 million loan) is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £11.87 million.

(Note - £300,000 of this £3 million has already been paid to Calderdale Council as a loan).

- (iii) That approval be given to amend the terms of the funding agreement from an interest free loan to grant funding.
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report which includes a Combined Authority approval at decision point 4 and at decision point 5 through a delegation to Combined Authority's Managing Director following a recommendation by Combined Authority's Programme

Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(d) In respect of Real Time Bus Information -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Real Time project proceeds through decision point 3 (outline business case) and work starts on activity 5 (full business case with finalised costs).
- (ii) That approval to the total indicative project value of £7.2 million from the LPTIP is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That approval be given for development costs of £1.74 million for the purchase and installation of the first 490 units and bus shelters with existing power supply along the core network (£1.64 million) and for funding a project manager (£100,000).
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 (full business case with finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(e) In respect of the Ultra Low Emissions Vehicles (ULEV) taxi scheme -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the ULEV Taxi Scheme project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
- (ii) That an indicative approval to the Combined Authority's contribution of £3.18 million which will be funded through £1.2 million from the LTP fund and £1.98 million from the OLEV grant is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That approval be given to the additional £200,000 development costs to allow advance site preparation tasks to commence, taking the total development costs for the project to £380,000.

- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

- (f) In respect of Harrogate Road - New Line – junction improvement -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the change request to the Harrogate Road New Line Junction Improvement project to increase the indicative approval to the Combined Authority's contribution to £6.765 million, which will be funded from the Transport Fund and is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £8.691 million (£6.765 million plus £1.926 million Bradford council section 106 monies) is approved.
- (ii) That the change request to the Harrogate Road New Line – Junction Improvement project to additional development costs of £585,000 in order to progress the scheme to decision point 5 (full business case with finalised costs) is approved.
- (iii) That the Combined Authority enters into an addendum of £585,000 to the existing funding agreement with the City of Bradford for expenditure of up to £1.885 million from the Transport Fund.
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 (full business case with finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

- (g) In respect of the A65-A658 airport link road project -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Change Request to A65-A658 airport link road project for additional development costs of £975,000 are approved in order to progress the scheme to decision point 3 (outline business case), taking the total project approval to £1.785

million. This will be funded from the West Yorkshire plus Transport Fund.

- (ii) That the Combined Authority enter into an addendum for £975,000 to the existing funding agreement with Leeds City Council for total expenditure of up to £1.785 million.
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.
- (h) In respect of Highways Maintenance Incentive funding, additional expenditure of £66,000 of the Highways Maintenance Incentive Funding, taking the total approval to £2.498 million to be funded from the Highways Maintenance Incentive funding award from the Department for Transport be approved.
- (i) In respect of the Strategic Cycle Network, additional expenditure of £86,000 on the Strategic Cycle Network project to be funded from the revenue grant award from the Department for Transport, taking the total expenditure approval to £186,000 be approved.

16. Further Capital Spend Proposals (following the 'Call for Projects')

The Combined Authority considered a report of the Director of Delivery which, following the call for projects in Autumn 2017, put forward proposals regarding progression of the following West Yorkshire Combined Authority supported projects, for funding through the West Yorkshire plus Transport Fund (Transport Fund) and Growth Deal, for consideration by the Investment Committee at stage 1 of the Combined Authority's assurance process.

- Institute for High Speed Railways and System Integration – Phase 1
- Leeds City Region Enterprise Zones Programme
- Leeds Inland Port
- Gateway to Huddersfield – Phase 1
- CityConnect Cycle City Ambition Programme (CCAG) Phase 1 & 2 extension
- Bradford City Centre Heritage Properties
- Halifax Living, Halifax
- Wakefield City Centre – South East Gateway
- Rail Park & Ride Programme – Phase 2
- York Central Kickstarter – Phase 1
- Leeds City Centre Package – change request

It was noted that in-principle support for the 11 projects listed above had been approved in February 2018 by the Combined Authority and the promoters had been invited to resubmit their expressions of interest and provide updated information.

A summary of the call for project submissions was attached at Appendix 1 and the background information on the Combined Authority's assurance framework through which each of the schemes are being approved was attached at Appendix 2. The Investment Committee had considered the benefits of the schemes at a workshop held on 5 June 2018 and the location maps for the projects were attached at Appendices 3-8.

It was noted that the York Central Kickstarter Phase 1 project was not seeking a recommendation at the present time although it may be resubmitted at a later stage in the programme.

It was reported that the Investment Committee had strongly supported the Leeds Inland Port scheme and had asked that opportunities be investigated in the other districts.

Resolved:

- (a) In order to allow these additional and accelerated Local Growth Fund benefits to be delivered on new jobs created and new homes completed, the Combined Authority approves that:
 - (i) The Local Growth Fund be over-programmed.
 - (ii) The Combined Authority agree to borrow to a maximum of £90 million (above currently agreed borrowing on the Transport Fund of circa £40 million to £50 million by March 2021, part of the £217 million already agreed as match within the £1 billion programme).
 - (iii) The above will be reviewed bi-annually dependent upon the progress of schemes / more accurate forecasting and will be implemented as phased expenditure to ensure borrowing limits and approvals are closely monitored. It is proposed that schemes achieve an approval at decision point 5 (full business case with costs) by 30 June 2020 at the latest.
 - (iv) In order to minimise the risk of over commitment, as schemes are developed and pass through the assurance process the phasing of schemes will be encouraged to ensure commitments are kept within the agreed borrowing cap.
- (b) In respect of the Institute for high speed railways and system integration -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Institute for High Speed Rail and System Integration scheme Phase 1 proceeds through decision point 2 and work commences on activity 4 (full business case).
- (ii) That an indicative approval to the Combined Authority's contribution of £11.44 million is given, which will be funded



through over-programming against the Local Growth Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total Phase 1 value is £22.88 million (The University of Leeds will contribute match funding of £11.44 million).

- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 (full business case with finalised costs) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(c) In respect of Leeds City Region Enterprise Zones -

That following a recommendation from the Investment Committee the Combined Authority approves:

- (i) That the full Enterprise Zones programme proceeds through decision point 2 (case paper) and work commences on Activity 3 (outline business case) for all Enterprise Zones sites, with the exception of Leeds (Aire Valley) which will continue progressing through Activity 4 (full business case).
- (ii) That an indicative approval to the Combined Authority's contribution of £45.044 million is given (which will be funded through £20 million from Local Growth Fund's existing approval, £24.939 million from over-programming against the Local Growth Fund, £75,000 of Department of Communities and Local Government Grant funding and £30,000 of other Combined Authority budget funding), with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5 (full business case with finalised costs). The total programme value is £49.558 million.
- (iii) That development costs of up to £1.541 million are approved in order to progress the schemes within the programme to decision point 3 (outline business case) taking the total development cost approval up to £1.923 million. This will be funded from Local Growth Fund (£1.516 million) and the Department of Communities and Local Government Grant funding (£25,000).
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report. This will be subject to the programme remaining within the tolerances outlined in the submitted report.

(d) In respect of Leeds Inland Port -

That following a recommendation from the Investment Committee the Combined Authority approves:

- (i) That the Leeds Inland Port project proceeds through decision point 2 and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the Combined Authority's contribution of £3.17 million is given, which will be funded through over-programming against the Local Growth Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £3.37 million (Canal & Rivers Trust match funding of £200,000).
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision points 3 and 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(e) In respect of Gateway to Huddersfield - Phase 1 -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Gateway to Huddersfield Phase 1 project proceeds through decision point 2 and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the Combined Authority's contribution of £5.05 million is given, to be funded from over-programming against the West Yorkshire plus Transport Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total value of this element of the project is £5.55 million (£500,000 contribution from Kirklees Council). The total forecast value of the project as a whole is £10.55 million (this incorporates the existing allocation within the West Yorkshire plus Transport Fund).
- (iii) That development costs of up to £115,000 are approved in order to progress the scheme to decision point 3 (outline business case), taking the total development cost approval to £165,000.
- (iv) That the West Yorkshire Combined Authority enter into a funding agreement with Kirklees Council for expenditure of up



to £115,000. This funding agreement will also acknowledge the existing £50,000 development funding approval.

- (v) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.
- (f) In respect of the City Connect Cycle City Ambition Programme - Phase 1 & 2 extension -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the City Connect Cycle City Ambition Programme – Phase 1 & 2 extension proceeds through decision point 2 and work commences on activity 3 outline business case for each of the projects within the programme.
- (ii) That an indicative approval to the total project value of £14.824 million is given of which £14.424 million will be funded by the Combined Authority with full approval to spend being granted once each of the projects within the programme have progressed through the assurance process to decision point 5 (full business case with finalised costs). The Combined Authority contribution will be funded from £12.053 million from over-programming against the West Yorkshire plus Transport Fund and £2.371 million from the existing City Connect programme funding from the Department for Transport.
- (iii) That development costs of up to £350,000 are approved in order to progress the projects within the programme to decision point 3 (outline business case) to be funded from over-programming against the West Yorkshire plus Transport Fund.
- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report including at decision point 3 (outline business case) through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.
- (g) In respect of the Bradford city centre heritage properties development scheme -



That following a recommendation from the Investment Committee the Combined Authority approves:

- (i) That the Bradford city centre heritage properties development scheme proceeds through decision point 2 and work commences on activity 3 (outline business case).
 - (ii) That an indicative approval to the Combined Authority's contribution of up to £7.4 million, which will be funded through over-programming against the Local Growth Fund, is given with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The total project value is £31.602 million (private sector investment estimated at £24.202 million).
 - (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report, including the use of a delegation to the Combined Authority's Managing Director at decision point 5 (full business case with finalised costs). This will be subject to the scheme remaining within the tolerances outlined in the submitted report.
- (h) In respect of the Halifax Living programme (Phase 1) -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Halifax Living Programme (Phase 1) proceeds through decision point 2 and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the Combined Authority contribution to the programme of £764,000 is given to be funded from over-programming against the Local Growth Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). In addition, that an additional £797,000 of over-programming against the Local Growth Fund can be utilised to fund the land remediation element of the Beech Hill project (which will be considered as a separate business case at a later meeting) and subject to satisfactory progress through the assurance process.
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report, including through a delegation to the Combined Authority's Managing Director at decision point 5. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(i) In respect of Wakefield City Centre South East Gateway -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Wakefield City Centre South East Gateway project proceeds through decision point 2 and work commences on activity 3 (outline business case) or 4 (full business case) dependent on sufficient detail being available at submission stage.
- (ii) That an indicative approval to the total project value of £41.55 million is given, which includes a £6.505 million contribution from the Combined Authority to be funded from over-programming against the Local Growth Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report, including through a delegation to the Combined Authority's Managing Director at decision points 5, following a recommendation by the Combined Authority's Investment Committee or Programme Appraisal Team respectively. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

(j) In respect of the Rail Park & Ride Programme Phase 2 -

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Rail Park & Ride Programme Phase 2 proceeds through decision point 2 and work on the individual schemes commences on activity 3 (outline business case).
- (ii) That an indicative approval to the total project delivery cost of £33.638 million is given which will be funded entirely by the Combined Authority (with £5 million from the Leeds Public Transport Investment Programme to fund works at New Pudsey rail station and £28.638 million from over-programming against the West Yorkshire plus Transport Fund) with full approval to spend being granted once individual projects have progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That development costs of up to £2.016m are approved in order to progress the scheme to decision point 3 (outline business case) from over-programming against the West Yorkshire plus Transport Fund.

- (iv) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report, including the use of a delegation to the Combined Authority's Managing Director at decision points 3 and 5, following a recommendation by the Combined Authority's Programme Appraisal Team. This approval route will be subject to the scheme remaining within the tolerances outlined above.
- (k) In respect of the Leeds City Centre Package -

That following a recommendation from the Investment Committee, the Combined Authority approves:
 - (i) That the change request for Leeds City Centre Package (LCCP) to increase the funding contribution from the West Yorkshire plus Transport Fund from £36.5 million to £66.8 million is given indicative approval, that the LCCP package will now be delivered as four individual phases is approved and work continues on Activity 4 (full business case) for Phase 1 and on Activity 3 (outline business case) for Phases 2, 3 and 4.
 - (ii) That the revised total package delivery cost of £149.8 million is noted of which indicative funding from the Combined Authority is £79.6 million. This will be funded from the West Yorkshire plus Transport Fund's original allocation (£36.5 million), over-programming against the West Yorkshire plus Transport Fund's requested as part of this report (£30.3 million) and Leeds Public Transport Investment programme (£12.8 million).
 - (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in the submitted report, including at decision point 5, which will be made through a delegation to Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This approval route will be subject to the scheme remaining within the tolerances outlined above.

17. Corporate Planning and Performance

The Combined Authority considered a report of the Director of Resources in respect of corporate planning and performance.

The report provided an update on corporate performance including progress against corporate priorities, risk management and budget position and an overview of work currently underway to review and revise internal governance procedures at the Combined Authority.

In respect of performance, the report set out some of the key highlights for the last municipal year and a final year end position for the 2017/18 Key Performance Indicators was attached at Appendix 1. Members noted the summaries provided at Appendices 2, 3 and 4 in respect of the Corporate

Risk Register, Final outturn 2017/18 budget and current spend to budget for 2018/19. In respect of the 2017/18 Budget Summary provided at Appendix 3, it was requested that a 'performance of spend against budget' column be added to the table.

The Combined Authority noted the update in respect of the internal governance review and the current senior management structures which were attached at Appendix 5. It was now considered appropriate to review the current officer decision making structures to ensure they are effective and fit for purpose and Members discussed the proposals which were outlined in the submitted report.

Resolved:

- (a) That the information on corporate performance be noted.
- (b) That the proposals for changes to the internal governance arrangements of the Combined Authority including that the senior leadership team meet with the Chairs of the Combined Authority and LEP Board on a quarterly basis to drive the strategic agenda of the organisation be endorsed.

18. Corporate Priorities

The Combined Authority considered a report of the Director of Resources on corporate priorities which:

- Provided an update on the work underway on the Corporate Technology Programme.
- Sought approval for the progression of the intranet project through decision point 2.
- Put forward proposals for the progression of, and funding for, the head office accommodation project, in accordance with the recommendations of the Combined Authority's assurance process.

Resolved:

- (a) That the work underway to progress the corporate technology programme be noted.
- (b) In respect of the intranet project, the Combined Authority approves:
 - (i) That the intranet project proceeds through decision point 2 and commences work on activity 3 (outline business case).
 - (ii) That future approvals are made in accordance with the approval pathway and approval route set out in the case paper, including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by Combined Authority's Programme

Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the case paper.

- (c) In respect of the West Yorkshire Combined Authority head office accommodation project, the Combined Authority approves:
- (i) That the head office accommodation project proceeds through decision point 3 and work commences on activity 4 (full business case).
 - (ii) That an indicative approval to the forecast total project cost of £5.942 million is given. This will be funded entirely by the Combined Authority (from the approved budget for corporate projects), with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
 - (iii) That development costs of £275,000 are approved in order to progress the scheme to decision point 5, taking the total development cost approval to £375,000.
 - (iv) That further spend of up to £127,000 on the previously awarded NEC3 Professional Services contract to NPS Property Consultants for design team services on the WYCA head office accommodation project, taking the total approved spend on this contract to £175,000 be approved.
 - (v) That future approvals are made in accordance with the approval pathway and approval route set out in the submitted report, including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

19. Superfast Broadband West Yorkshire and York

The Combined Authority considered a report of the Interim Director of Policy and Strategy and the Director of Delivery which provided an update on progress of the funding bids and governance review on Superfast Broadband West Yorkshire and York.

It was noted that the Combined Authority had previously considered a report on future funding bids for a third phase of broadband infrastructure delivery across West Yorkshire and York including the use of Gainshare.

In respect of governance, it was noted that the Broadband Programme Board, together with Directors of Development have recommended that the Combined Authority remains the accountable body for the third phase of the broadband delivery programme and Leeds City Council remain the primary delivery partner. The existing partnership agreement for phase two is being reviewed and may require some amendments to bring the work of the

Programme Board in line with the Combined Authority's Contract Standing Orders and scheme of delegations.

Details of the funding bids which had been submitted and the next steps in respect of phase three were outlined in the report and it was noted that the Programme Board and Directors of Development have recommended that up to £1.7m Gainshare from Contract 1 is reinvested into a third contract, across the West Yorkshire and York geography.

Resolved:

- (a) That the Combined Authority notes progress with the governance review to date, approves the proposed governance structure for a future third phase of broadband as outlined in paras 2.8 - 2.9 of the submitted report and delegates to the Managing Director, in consultation with the Chair of the Combined Authority and Chair of the Local Enterprise Partnership, the finalisation of any future changes to the Partnership Agreement for Contract Two once discussions with partner councils have concluded.
- (b) That the use of up to £1.7 million Gainshare from the Phase One Investment Fund to support proposed Phase Three of the West Yorkshire and York broadband programme be endorsed.

20. Rail Station Legacy Projects - Final Accounts

The Combined Authority considered a report of the Director of Delivery on Rail Legacy Projects – Final Accounts which:

- Provided an update on the outcome of discussions with Network Rail on final accounts for the Kirkstall Forge, Apperley Bridge, Leeds Station Southern Entrance (LSSE) and Low Moor projects.
- Sought approvals of relevant budget allocations and virements in relation to the proposed final accounts and payment(s) to Network Rail for Kirkstall Forge, Apperley Bridge and LSSE and to delegate authority to the Managing Director, in conjunction with the Chair of the Combined Authority, to conclude final account discussions and payments on Low Moor.

The report provided information on the final account discussions with Network Rail and members considered the information provided in the exempt appendices 1-5 which were attached to the submitted report. It was noted that cost overruns on all four projects were experienced and the quantum of costs payable by the Combined Authority have now been established and agreed in principle with Network Rail for Kirkstall Forge, Apperley Bridge and LSSE. Members welcomed the positive resolution to this matter and thanked officers for their work and delivery of these stations. In respect of Low Moor, discussions were continuing and it was proposed that the finalisation of this account and payment to Network Rail within the maximum funding envelope outlined in Appendix 1 be delegated to the Combined Authority's Managing Director.

Resolved:

- (a) That the proposed final account and payment(s) with Network Rail for Kirkstall Forge and Apperley Bridge outlined in Appendix 2 and 3 to the submitted report be approved, subject to receipt in writing of Network Rail's acceptance of the terms.
- (b) That the final account and payment(s) with Network Rail for LSSE outlined in Appendix 4 to the submitted report be approved, subject to receipt in writing of Network Rail's acceptance of the terms.
- (c) That the current status of discussions with Network Rail on Low Moor and the potential budget implications be noted and that authority be delegated to the Managing Director, in conjunction with the Chair of the Combined Authority, to conclude final account discussions and make the relevant payment(s) within the funding approval detailed in Appendix 1 of the submitted report, subject to receipt in writing of Network Rail's acceptance of the terms.
- (d) That the budget allocations and virements detailed in Appendix 1 of the submitted report be approved.

21. Draft minutes of the Green Economy Panel held on 17 April 2018

Resolved: That the draft minutes of the Green Economy Panel held on 17 April 2018 be noted.

22. Minutes of the West Yorkshire and York Investment Committee held on 18 April 2018

Resolved: That the minutes of the West Yorkshire and York Investment Committee held on 18 April 2018 be noted.

23. Draft Minutes of the Land and Assets Panel held on 20 April 2018

Resolved: That the draft minutes of the Land and Assets Panel held on 20 April 2018 be noted.

24. Draft Minutes of the Business Innovation and Growth Panel held on 24 May 2018

Resolved: That the draft minutes of the Business Innovation and Growth Panel held on 24 May 2018 be noted.

25. Draft Minutes of the Transport Committee held on 25 May 2018

Resolved: That the draft minutes of the Transport Committee held on 25 May 2018 be noted.

This page is intentionally left blank