

Report of the Strategic Director (Regeneration) to the meeting of Environment and Waste Overview & Scrutiny Committee to be held on 29 November 2015

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Subject:

West Yorkshire Combined Authority

Summary Statement:

This report updates the Committee on West Yorkshire Combined Authority activities in relation to developing and delivering the projects of the West Yorkshire Plus Transport Fund (WY+TF), with specific focus on the Bradford elements of the programme, and examines the implications of a recent review of project delivery across West Yorkshire by the Combined Authority.

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Portfolio:

Regeneration, Planning & Transport

Overview & Scrutiny Area:

Environment & Waste



1. SUMMARY

- 1.1 This report updates the Committee on West Yorkshire Combined Authority (WYCA) activities in relation to developing and delivering the projects of the West Yorkshire Plus Transport Fund (WY+TF), with specific focus on the Bradford elements of the programme, and examines the implications of a recent review of project delivery across West Yorkshire by the Combined Authority.

2. BACKGROUND

- 2.1 WYCA was formally created on the 1st April 2014 and brings together Bradford, Calderdale, Kirklees, Leeds, Wakefield and York councils and the Leeds City Region Enterprise Partnership (LEP) as a local government body and unified force for economic growth. In doing so it supports local prosperity, wellbeing and resilience. WYCA works with private and public sector partners to raise the quality of life across the sub and city region through business growth, job creation, a trained and skilled workforce and the building of new and affordable homes, underpinned by a modern, integrated transport network.
- 2.2 WYCA has a legal duty to maintain a Local Transport Plan for West Yorkshire. The Local Transport Plan 2011-26 with its current Implementation Plan provides the core focuses on transport matters with work underway to create a Single Transport Plan for 2021-2036 further details of which are subject to a separate report to this committee.
- 2.3 WYCA together with the LEP are also contributing to a range of Northern and Transpennine developments including Transport for the North (TfN). TfN is a partnership with the government and city regions in the North, Highways England, Network Rail and the company that is to create the next phase of High Speed Rail infrastructure (HS2). Rail North is the new rail franchising partnership between the government and the northern transport authorities. Department for Transport and Rail North are in the process of re-letting the Northern and Transpennine Express Rail franchises to commence in 2016. Strategic rail issues e.g. Calder Valley Electrification, Long Term Rail Strategy, Franchising Proposals, HS2 and HS3 development are key areas of activity. The Connecting the Northern Powerhouse Blueprint was published in August 2015 and the Council is undertaking further development work on the following priorities for the City:
- a) Bradford's positioning as a transport hub and maximising benefits from High Speed Rail & East-West connectivity;
 - b) Rail North & reaffirming the case for Calder Valley Line electrification;
 - c) Improved connectivity to the airport via a rail / tram train link; and
 - d) DfT / Rail North new Northern and Transpennine Express franchises February 2016.

Bradford Council officers are actively lobbying at both a city region level and wider Transport for the North arena for a stop in Bradford city centre.

- 2.4 As part of the City Deal settlement with Government in July 2012 a £1bn Transport Fund was established which has the potential to:
- a) Generate significant additional economic investment that would deliver jobs in the short and long term;
 - b) Enhance connectivity to, from and within West Yorkshire;
 - c) Establish a fully integrated transport system for West Yorkshire; and
 - d) Substantially reduce dependence on central funding, giving local communities and businesses a surety over a 10 year programme of Major Transport Schemes.

3. OTHER CONSIDERATIONS

- 3.1 The following paragraphs provide detailed progress on WY+TF projects which are specific to the Bradford District:

Harrogate Road / New Line Junction (Greengates)

- 3.2 This project is the most advanced of the 'early win' projects within the Bradford District. The single option selection approval (Gateway 1) was achieved on 12 December 2014 with WYCA and confirmed by the Council's Executive in January 2015, since then progression of detailed design and refinement of the business case to Gateway 2 has commenced. An overview of the Gateway Approval process is included in Appendix 1.
- 3.3 A key part of the Gateway 2 application is confirmation that all statutory powers and processes have been completed and are in place to confirm that the project's delivery is viable. These processes include securing of planning permission and confirmation that the ownership of all land required for the junction proposal is in the Council's control – either by negotiation or via CPO powers.
- 3.4 Negotiations with affected land and property owners are now at an advanced stage with initial offers being made to those interested parties indicating a preference to negotiate terms with the Council's by land agents Axis Properties. In December 2015 the Council's Executive approved the preparation of a Compulsory Purchase Order and Side Roads Order for the scheme and currently the respective applications are being compiled for submission to the Secretary of State early in 2017.
- 3.5 A recent public consultation exercise has been carried out with the local community by Counter Context Ltd on behalf of the Council using both dedicated web site information and information packs which were circulated in the local community culminating in public drop in events where comments were sought. Work is now on-going reviewing the information obtained from this

exercise to identify any further changes which may be necessary to the proposals prior to the submission of a formal planning application in December 2016.

- 3.6 Detailed design of the junction arrangement is progressing with a design team incorporating specialists from Urban Traffic Control (UTC), Street Lighting, Landscape and Conservation and Highways Structures each of which are engaged in preparation of their aspects of the scheme proposals.
- 3.7 In light of the potentially complex CPO requirements for this project it is now expected that this project will be delivered by Q4, 2018/2019 as CPO processes conservatively add 12 to 18 months onto the project programme. Whilst the CPO processes have added additional activities to the programme and extended the anticipated completion date into Q4, 2018/2019 the scheme remains on target for delivery prior to 2019 as originally advised to WYCA.

Hard Ings Road Improvement Scheme, Keighley

- 3.8 This project has similarly progressed through the Gateway 1 process and is now progressing through to submission of its Gateway 2 Outline Business Case. Unlike the Harrogate Road / New Line junction proposal this scheme does not require formal planning permission as the scope of the scheme falls within permitted development rights under the Highways Act 1980. Despite not requiring planning permission this project does require a number of parcels of land to be acquired through negotiation.
- 3.9 The scheme involves widening of Hard Ings Road between the Bradford Road and Beechcliffe roundabouts with modification of existing access rights onto the A650 at this location from various business interests.
- 3.10 Similar to the Harrogate Road / New Line project a recent public consultation exercise has been carried out with the local community by Counter Context Ltd on behalf of the Council using both dedicated web site information and information packs which were circulated in the local community culminating in public drop in events where comments were sought. Work is now on-going reviewing the information obtained from this exercise to identify any further changes which may be necessary to the proposals prior to the submission of any CPO/SRO application to the Secretary of State.
- 3.11 Negotiations with affected land and property owners are again being facilitated by Axis Properties who have been appointed to act as property and land agents to this project and are at an advanced stage. As previously reported to this committee indications are that there are two affected parties who would not enter into private treaty negotiations due to objections to the scheme and therefore the likelihood of a potential CPO situation is now certain. The necessary approvals to pursue CPO and SRO applications with the Secretary of State were obtained from the Council's Executive in early 2016.
- 3.12 The widening proposals on Hard Ings Road also impact the allotments which are administered by Keighley Town Council as an alternative to widening on the

Victoria Park (southern) side of Hard Ings Road. Keighley Town Council have been supportive of the proposals and have successfully made the application to the Secretary of State to approve the disposal of allotment land necessary for the scheme. Arrangements are currently being progressed by the Council's legal team to complete the conveyance of the land in advance of the submission of the CPO / SRO application.

- 3.13 In light of the potential CPO requirement on this project it is now expected that CPO processes may take up to 12 months to complete given the scope of land assembly required and that consequently this project will be delivered by Q3, 2018/19. Again, this project remains on track for delivery prior to the 2019 review.

A650 Tong Street Corridor Improvements

- 3.14 A detailed feasibility study, funded from WY+TF, to examine potential small scale interventions on Tong Street / Westgate Hill Street between Wakefield Road and Drighlington Bypass was concluded by officers in June 2015. This study was funded by the WY+TF as part of a Gateway 0 assessment of further potential 'early win' interventions which could be progressed before a wider improvement programme could be delivered post 2021. This study examined key junctions and known congestion points along the corridor including assessing potential land complications associated with delivering any proposed improvements. Detailed traffic modelling of each proposed intervention, both in isolation and then collectively along the corridor concluded that there were no justifiable interventions which presented value for money to address problems along this corridor.
- 3.15 The study therefore concluded that the only intervention which was viable for progression further was a full widening of the corridor (i.e. delivery of the 'wider' post 2021 project). A revised Gateway 0 Mandate was therefore submitted to the WYCA for consideration outlining both the findings of the study and recommending that the post 2021 proposal was considered for progression within the overall programme. This revised mandate was subsequently approved by WYCA and since late October 2014 development work on the Gateway 1 submission document commenced.
- 3.16 Since approval of the revised Mandate further detailed feasibility work, including development of the detailed business case has been undertaken by internal resources supported where appropriate with external resources. Land referencing activities have highlighted the need to assemble a significant number of parcels of land / interests in land in order to deliver the scheme and the indicative costs for this have been incorporated into the revised scheme estimate.
- 3.17 More recently, the submission of the Gateway 1 Business Case to WYCA has been delayed following difficulties being identified with the preparation of the Economic Business Case. Following discussions with WYCA's Modelling Manager the proposed use of micro-simulation transport models (the Council's

preferred approach) was discounted as the scope of the impacts of the improvements to Tong Street require assessment at a strategic level via an appropriate Strategic Transport Model. The Council's current strategic model (SATURN) does however require a complete refresh and rebuild. This refresh and rebuild process could take 12 months to complete given the large amount of data which has to be collected and verified in the new model. However, in order that progress can continue to be made on delivery of the Tong Street scheme the Council have now secured permission from WYCA to submit an Economic Business Case assessment using the existing model on the full understanding that should the project progress through Gateway 1 the submission at Gateway 2 will utilise the new strategic model to demonstrate the economic benefits of the scheme.

- 3.18 It is currently anticipated that a submission of the Strategic Outline Case (Gateway 1) will be made by Q1, 2017/18.

Bradford to Shipley Corridor Improvement

- 3.19 In the initial prioritisation programme for the WY+TF the Bradford to Shipley corridor improvement was identified as a medium term project which was anticipated to commence, but not complete, construction by 2021.
- 3.20 This project consists of a number of junction improvements along the Canal Road corridor including the Branch (Otley Road / Bradford Road), Valley Road / Otley Road and Gaisby Lane together with widening of Canal Road at the Queens Road arches and improvement of the Bolton Lane junction. The project also includes introduction of pedestrian, cycle facilities and bus lanes on the approach to Fox's corner in Shipley together with a Quality Bus corridor on the A650 Manningham Lane.
- 3.21 Given the segmental nature of this scheme consideration was given to the potential to bring forward individual junction improvements within the WY+TF programme to replace the original proposal for Tong Street's low cost intervention measures. Additionally, the strategic importance of Canal Road corridor to the Council was seen as a further fundamental driver to the request to escalate this project within the overall programme. An outline mandate for this project was considered and approved by WYCA in June 2015 with an initial programme for submission of the Strategic Outline Case (Gateway 1) documentation by Q1, 2015/16 at which time WYCA could consider deliverability of these proposals within its overall funding envelope.
- 3.22 Since the approval of this Mandate an internal review of historic proposals for the junctions within the Bradford to Shipley Corridor scheme has been undertaken to try to identify a preferred package of options which could be assessed in detail for the Gateway 1 submission. The intention was that following this exercise the detailed assessment of the options proposed would be undertaken by external consultants appointed through the West Yorkshire Combined Authority's Framework as a way of rapidly taking the project to market. However, delays in the implementation of the framework and service

restructures have so far prevented this project being sent to market. The intention is that this will now take place within Q4, 2016/17 with an anticipated date for submission of the Gateway 1 document by Q1, 2017/18.

South-East Bradford Access Road (SEBAR)

- 3.23 The original SEBAR alignment proposed as part of the initial prioritisation work was the first cross-boundary proposal extending across both the Bradford and Leeds administrative district boundaries. The proposed alignment connected the end of the Drighlington by-pass (at Westgate Hill Street roundabout) to Dick Lane (north of Arkwright Street) and provided both a strategic transport corridor providing extra resilience to the nearby M62/M621 motorways but also facilitating development of previously land-locked sites.
- 3.24 Alternative proposals for SEBAR's alignment were developed as part of the Holme Wood Neighbourhood Development Plan which proposed a shorter route offering a less strategically important route providing direct connectivity into the Holme Wood estate from Westgate Hill roundabout. However, in the intervening period both Bradford and Leeds Councils have progressed the development of their Local Plans identifying sites within the zone of influence of the bypass for both residential and commercial opportunities.
- 3.25 In light of the conflicting priorities created by both the original SEBAR alignment and that proposed by the Holme Wood NDP a short-term feasibility study into both options was approved by WYCA to review route options and identify potential GVA benefits and BCR values prior to a preferred route being progressed through to Gateway 1 in Q4, 2017/18. This work is currently being commissioned through the WYCA framework.

Rail Station Gateways including Bradford Forster Square and Bradford Interchange

- 3.26 Bradford Stations Gateways projects for Forster Square and Bradford Interchange were two of the six original stations included in the WY+TF Station Gateways programme. This programme was added to the WY+TF to fulfil district aspirations to develop better rail gateways to their principal towns/cities. Following an internal review of the Transport Fund's allocations it became apparent that the limited ring-fenced funding model of the Gateways programme was over-subscribed and therefore no longer appropriate. In order that all districts could continue to promote their station improvement aspirations it was determined that the Gateways programme would no longer sit in isolation from other general transport projects, each station improvement would have to demonstrate its economic benefits to the fund in order to secure funding.

Bradford Forster Square

- 3.27 The original Masterplan for Forster Square station which was prepared by Arup was reviewed by WYCA and funding was allocated to prepare an Outline Business Case for the project to proceed to Gateway 1.

- 3.28 The Council have recently appointed Arup to undertake development of the Outline Business Case and further refinement of the redevelopment proposals for Forster Square in conjunction with the Council's City Centre & Regeneration and Landscape Design & Conservation teams. This piece of work is currently on-going and it is anticipated that a Gateway 1 submission during the latter part of 2017.

Bradford Interchange

- 3.29 The initial Masterplan work for the improvements to Bradford Interchange was completed in October 2014 considering both the rail station and car parking areas but specifically excluding the bus station area of the site which is owned by WYCA. This piece of work did not result in an optimal solution for an at grade link between the buses and trains.
- 3.30 Following discussions with WYCA it was recommended that the bus station be included in the master planning work to take account of potential health and safety concerns with a design that proposes an at grade link between buses and trains. In addition, a revised solution that includes the bus station also presents the opportunity to tackle a number of structural maintenance liabilities.
- 3.31 A revised commission for further masterplanning work was sent to market with JMP being appointed to undertake a wider ranging review of options for improvements to Bradford Interchange including both bus and rail concourses and a potential future Northern Powerhouse Rail station. The master plan commission also seeks consideration of the potential future uses of surrounding land including the NCP car park.
- 3.32 This masterplan commission is programmed to be complete during the latter part of 2017.

4. FINANCE & RESOURCE APPRAISAL

- 4.1 WYCA is supported financially through annual settlement and as agreed in the WYCA Business Plan. Both WYCA and LEP provide routes to funding streams and investment to support regeneration and prosperity, especially for transport improvement, schemes and regeneration ambitions as well as a channel for City Deal funds. The WYCA's operation and transport expenditure was set under statute (January 2015). It is expected that the baseline costs will be no more than previous costs of operating the PTE and WYITA.
- 4.2 There are a number of reasons behind the delay in progress of the Transport Fund projects but principally the necessity to acquire significant numbers of parcels of land through either negotiation or CPO processes coupled with the lack of professional engineering resources internally to the Council are seen as the largest contributing factors. Mitigation on key aspects of project delivery has been put in place but the recent loss of staff to other District partners is compounding the lack of resource issues.

- 4.3 The continued increase in West Yorkshire+ Transport Fund projects is also leading to the situation where further demands are being placed on the service and as a consequence resources are now having to be diverted from other areas of the service to ensure that Member's expectations in relation to delivery aspirations for transport transformation can be achieved.
- 4.4 Financially, funding arrangements for the delivery of the West Yorkshire+ Transport Fund projects have recently been revised by WYCA. The Growth Deal funding element of the WY+TF and its management have led to the introduction of formal funding agreements by WYCA.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Both the Council and WYCA have well developed processes to manage risk in a timely and effective manner. The programmes referred to in this report are subject to these processes.
- 5.2 Recently the restructure of WYCA at a senior management level has seen the appointment of a new Director of Delivery with responsibility for overseeing the delivery of the Growth Deal programmes including the Transport Fund. In addition to the appointment of the new Director appointments of Heads of Services for the Feasibility and Assurance, Portfolio Management Office (PMO), and Implementation teams have recently taken place.
- 5.3 With the establishment of a formal PMO the implementation of a new project assurance process is currently being developed and will shortly be introduced for all projects within the Growth Deal umbrella. The scope of any retro-fitting of projects to this new process is still being determined.
- 5.4 Across the Transport Fund as a whole there has been increasing concern about the level of expenditure on transport schemes which can be achieved prior to the Peer Review of the Growth Deal by BiS in 2019. A comprehensive review of all projects across West Yorkshire and York has therefore been undertaken to establish the revised baseline for delivery during the initial years of the fund in order to compare this to the assurances which were given to Government about the levels of investment which could be delivered through the Fund. This work has identified an increasing risk of under-achievement of the required level of investment and a number of mitigation options, including programme acceleration for corridor improvements on the Key Route Network are currently being explored by officers from all Districts.

6. LEGAL APPRAISAL

- 6.1 The schemes and programmes of work identified in this report are being implemented through the Council's role as Highway Authority and Traffic Regulation Authority and the WYCA's role as Transport Authority.

7. OTHER IMPLICATIONS

7.1 Equality & Diversity

The public sector quality duty in s149 of the Equalities Act applies to the Council in the exercise of its functions. Those functions will include most, if not all, of the proposals and other measures referred to in this report.

The duty is to “have regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under [the 2010 Act], (b) advance equality of opportunity between persons who share relevant protected characteristic and persons who do not share it, [and] (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it”. In summary, this includes the need to remove or minimise disadvantages suffered by persons that are connected to that relevant protected characteristic and taking steps to meet the needs of persons who do not share it and encouraging persons who share a relevant protected characteristic to participate in public life. It also includes taking steps to take account of disabled persons’ disabilities and makes it clear that compliance with the duties “may involve treating some persons more favourably than others”.

The duty is “to have regard” which means such regard as is appropriate to the circumstances. The duty and its effect are wide ranging and this is also reflected in the definition of relevant protected characteristics which are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

It is evident that all of the schemes and proposals referred to in this report have the potential to impact on persons who share one or more of the relevant protected characteristics.

Due to the nature of this report it is not possible to provide any form of detailed equality impact assessment of specific schemes. However, officers will ensure that a specific assessment is carried out as part of the preparatory work for each programme or scheme as appropriate and, as far as practicable, is taken into account in the design of each scheme with Members being consulted if issues arise which either cannot be addressed, or can only be addressed with difficulty or excessive cost, as part of the programme or scheme.

7.2 Sustainability Implications

Delivery of schemes described in this report are likely to produce mixed implications on sustainability depending upon the specific composition of any individual scheme.

The nature of this report precludes a detailed assessment of the sustainability implications on a detailed level however at a wider programme level it is anticipated that broadly neutral impacts will be delivered on biodiversity, flora and fauna. Air quality, material assets, health and the economy would be benefited

by the overall WY+TF programme whilst noise, townscape and landscape would suffer minor adverse impacts dependent upon the details of the schemes implemented.

7.3 Greenhouse Gas Emissions Impacts

7.4 The management of greenhouse gases and mitigation of their impacts are a priority for WYCA/LEP and the Council. Control arrangements are in place to promote climate change mitigation, adaptation and emissions management from their operations, schemes and functions. Contributions of individual schemes to these metrics are assessed as part of the Strategic & Economic Case justification at each appropriate Gateway Review.

7.5 Community Safety Implications

Safety and security of the transport network is a key consideration of both the WY+TF and LTP3. One of the key objectives is to 'deliver an integrated, reliable transport system that enables people and goods to move around as efficiently and safely as possible'.

Schemes currently being developed within the Bradford District will be delivered to the latest national standards and local requirements for both pedestrian and vehicular safety. Designs will seek to either significantly improve safety features either in quality or quantity of provision by enshrining safe design as one of the core benefit outcomes of any scheme.

7.6 Human Rights Act

Human Rights implications are taken into account in the development of individual schemes.

7.7 Trade Union

There are no trade union implications associated with this report.

7.8 Ward Implications

The wards in which the measures described in this report are implemented will generally benefit from the improvements. Appropriate consultation has and will continue to take place with Ward Members and the local community during the development of the projects at appropriate stages.

8. NOT FOR PUBLICATION DOCUMENTS

8.1 None

9. OPTIONS

9.1 The Committee could support the recommendation that progress on the West Yorkshire Plus Transport Fund be noted, feedback be provided to officers and that a further progress report on these issues be submitted in Autumn 2017.

9.2 The Committee could suggest an alternative approach to receiving reports on this issue.

10. RECOMMENDATIONS

10.1 That progress on the West Yorkshire Plus Transport Fund be noted and feedback to officers be provided by the Committee.

10.2 That a further report on the progress of the West Yorkshire Plus Transport Fund be presented to this committee in Autumn 2017.

11. APPENDICES

11.1 Appendix 1 – Overview of WYCA’s Gateway Approval Process.

12. BACKGROUND DOCUMENTS

12.1 Scheme Files: 103196, 103197, 103197, 103231

12.2 Report to Executive 2 October 2012 – West Yorkshire+ Transport Fund

12.3 Report to Council 10 October 2012 – West Yorkshire+ Transport Fund

12.4 Report to Executive 5 March 2013 - West Yorkshire+ Transport Fund

12.5 Report to Council 18 March 2013 – West Yorkshire+ Transport Fund

12.6 Report to Executive, 15 January 2015 – West Yorkshire+ Transport Fund, Harrogate Road / New Line Junction

12.7 Report to Executive 15 July 2015 – West Yorkshire+ Transport Fund, Hard Ings Road Dualling.

12.8 Report to Executive 1 December 2015 – West Yorkshire+ Transport Fund, Harrogate Road / New Line Junction Compulsory Purchase Order.

12.9 West Yorkshire Combined Authority Gateway 1 Submission – Harrogate Road / New Line Junction

12.10 West Yorkshire Combined Authority Gateway 1 Submission – Hard Ings Road Dualling

12.11 West Yorkshire Combined Authority Project Mandate – A650 Tong Street Improvement

12.12 West Yorkshire Combined Authority Project Mandate – Bradford to Shipley Corridor Improvements

12.13 West Yorkshire Combined Authority – Project Mandate – Station Gateways: Forster Square Station Improvements

12.14 West Yorkshire Combined Authority – Project Mandate – Station Gateways; Bradford Interchange Improvements

APPENDIX 1

