

Report of the Strategic Director of Place to the meeting of Regeneration & Environment Overview and Scrutiny Committee to be held on 27 July 2021

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Subject:

West Bradford Corridor Improvement Programme – Contract Standing Orders Approval

Summary statement:

The purpose of this report is to advise Members of the intention to undertake two separate procurement exercises, both in excess of £2 million, to construct the improvement schemes at Great Horton Road/Horton Grange Road (tender 1) and the Toller Lane/Carlisle Road and Thornton Road/Cemetery Road junctions (tender 2) in accordance with the requirements of Contract Standing Order 7.2.1 (CSO 2021/22).

EQUALITY & DIVERSITY:

An Equality Impact Assessment has been carried out and approved for each scheme within the West Bradford Corridor Improvement Programme. In each case it was concluded that there will be benefits in terms of improved crossing facilities for those in the age, disability, pregnancy and maternity characteristics through safer crossing opportunities. Overall, reduced journey times and improved journey time reliability will benefit all road users.

There will no negative impacts on each of the protected characteristics.

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Portfolio:
Regeneration, Planning and Transport

Overview & Scrutiny Area:
Regeneration & Environment

1. SUMMARY

- 1.1 The West Bradford Corridor Improvement Plan (CIP) forms part of the Government funded West Yorkshire-plus Transport Fund, which aims to reduce congestion and improve bus journey times, improve air quality and increase road safety at key congestion points on the highway network. The CIP schemes will support growth in jobs, businesses and housing developments in the immediate areas and the wider district.
- 1.2 The purpose of this report is to advise Members of the intention to undertake two separate procurement exercises, both in excess of £2 million, for the construction of schemes at Great Horton Road/Horton Grange Road (tender 1) and the Toller Lane/Carlisle Road and Thornton Road/Cemetery Road junctions (tender 2) in accordance with the requirements of Contract Standing Order 7.2.1 (CSO 2021/22).
- 1.3 Details of each scheme as currently developed are described within this report together with the anticipated benefits of their implementation on improving bus journey times and journey time reliability in order that members can appreciate the scale of works involved.

2. BACKGROUND

- 2.1 The CIP aims to deliver improvements to the western section of the A6177 Outer Ring Road to improve bus journey times, and their reliability at known congestion points by enhancing the operation of the highway. The CIP programme complements the wider aspirations for transport associated with programmes such as the Transforming Cities Fund and implementation of the Clean Air Zone. The programme has also been developed to support, as far as possible, the requirements of the Government's new Cycle Infrastructure Design requirements (LTN1/20) and Bus Back Better (National Bus Strategy for England).
- 2.2 Known locations adversely affecting bus journey times were identified as part of the initial development of the Corridor Investment Programme in order that measures to improve bus operations could be developed on a corridor based approach. The locations of Great Horton Road / Horton Grange Road and Toller Lane / Carlisle Road and Thornton Road / Cemetery Road were identified as particular locations on the outer ring road where buses experienced significant delay and where journey times varied significantly during AM and PM peak periods.

Great Horton Road / Horton Grange Road

- 2.3 The Great Horton Road/Horton Grange Road (tender 1) scheme looks to provide a new link between Horton Park Avenue and All Saints Road, alongside supporting measures to reduce the volume of traffic using the All Saints Road/Great Horton Road junction. The estimate to deliver the scheme is £4.457m, covering construction costs and project management through to monitoring and evaluation of the delivered scheme to ensure that the anticipated benefits of the intervention are realised.
- 2.4 To ensure a robust approach to monitoring and evaluation can be adopted a benefit realisation plan (BRP) has been developed as part of the Full Business Case

submission (and approved through the Combined Authority's assurance process) for this project. The BRP outlines how the scheme objectives translate into benefit categories. For the Great Horton Road scheme the forecast benefits include:

- Improved journey time reliability for highway users, specifically buses;
- Improvement in air quality for local residents through reduced congestion in the locality;
- Investment leading to job creation and additional housing;
- Improvement in levels of active modes including cycling and walking;
- Improvement to the west of Bradford;
- Improved road safety; and
- Improved strategic route connectivity to central Bradford.

- 2.5 The scheme delivers improvements for buses, primarily through journey time savings associated with the additional capacity with a corresponding notable improvement to journey time reliability. Improved confidence in reliability of journey times is a key benefit to bus users and potential users. In addition, improvements to bus shelters have been made as part of the scheme. The Great Horton Road scheme requires the rerouting of the 613/614 service on the inbound journey to the Bradford, this change will result in the bus stopping in closer proximity to the medical centre.
- 2.6 Where possible provision for cyclists has been made, this includes the provision of shared space and Advanced Stop Lines (ASLs). Additional optioneering was undertaken prior to Outline Business Case (OBC) submission to look at enhanced provision for active modes, however this was shown to be difficult in respect of cost, spatial constraints and the impact on overall scheme benefits.
- 2.7 The scheme provides improved pedestrian facilities with the signalisation of the Great Horton Road/Horton Park Avenue junction, and further crossing points to provide connectivity to local amenities including Horton Park as a recreation area, the local medical centre and also the local primary school with the intention of increasing the number of local journeys made on foot. The new link provides an enhanced route on foot between Horton Park Avenue and All Saints Road. The local primary school has been engaged through the design development process, with the introduction of the one-way section on All Saints Road considered to be favourable, on account of reducing the traffic in direct proximity to the school. The design, combined with investment in landscaping, also improves the footpath to the rear of Dirkhill Street which, with the Council taking possession of the former Mumtaz car park, creates a park and walking route to the school.
- 2.8 This scheme demonstrates a strong value for money case with a Benefit Cost Ratio of 19.49 representing a high VfM case and makes a significant contribution towards reducing carbon targets of 4,000 tonnes of CO₂ emission savings.

Thornton Road / Toller Lane

- 2.9 The Toller Lane/Carlisle Road and Thornton Road/Cemetery Road (tender 2) improvements are designed to improve the efficiency of the junction through separation of turning movements together with localised widening on the approach to the junction. Enhanced pedestrian crossing facilities will also be provided to improve general road safety for pedestrians and vulnerable users. The estimate to

deliver this scheme is £12.357m, again covering all construction & project management costs through to monitoring and evaluation of the delivered scheme.

- 2.10 The scheme delivers improvements for buses, primarily through journey time savings associated with the additional capacity together with a notable improvement to journey time reliability. Improved pedestrian facilities are also provided, particularly at Toller Lane/Whetley Hill, where there is currently no provision for crossing pedestrians in proximity to the medical centre. Additional footways are also provided as part of this scheme. Arrangements at signalised junctions across the Thornton Road scheme area provide for improved pedestrian crossings and refuges throughout.
- 2.11 The final value for money case is still being developed for this project (as its Full Business Case is still in development), however on the basis of the outline business case assessment this project was 4.29, again representing a high VfM case. Quantification of CO₂ benefits remains outstanding at the time of drafting this report.

3. OTHER CONSIDERATIONS

Project Assurance

- 3.1 Both the Great Horton Road/Horton Grange Road and the Toller Lane/Carlisle Road and Thornton Road/Cemetery Road junction improvements are being progressed through the Combined Authority's assurance process. The Council is required to provide the Combined Authority with a series of business case submissions setting out the rationale for the scheme using HM Treasury's Green Book five business case approach at key stages of the project's development.
- 3.2 The Combined Authority's Assurance process is progressive; the Great Horton Road/Horton Grange Road and the Toller Lane/Carlisle Road and Thornton Road/Cemetery Road junction schemes received Outline Business Case approval in April 2019, enabling progression to Full Business Case.
- 3.3 The Great Horton Road/Horton Grange Road scheme has since had approval at Full Business Case (April 2021), which instigates the required procurement process. As outlined in the Full Business Case, the scheme is expected to start on site during October 2021, with completion expected during May 2022.
- 3.4 The Full Business Case for Toller Lane/Carlisle Road and Thornton Road/Cemetery Road junctions is currently being developed, with submission to the Combined Authority expected in October 2021, with procurement required thereafter. The current working programme identifies starting on site in September 2022, with completion in January 2024.

Consultation & Engagement

- 3.4 Each scheme has undergone a comprehensive programme of public and stakeholder engagement involving local ward councillors, businesses, commuters and residents in the locations concerned. A six-week public engagement period ran from 18th February 2019 until 29th March 2019, which was publicised through leaflets, posters, information stands, social media, a dedicated Scheme website and Variable

Message Signs. Information stands were available at three community locations for the duration of the engagement period, with four community drop in sessions being held. The engagement website enabled interested parties to register their interest in the scheme with a view to allowing the Council to keep them informed about the development of the scheme. In addition, questions and comments could be made online or by telephone, which were logged and responded to.

- 3.5 Feedback was sought through a survey; either online or paper copy (available on request or at drop in sessions). This feedback was analysed and presented in the West Bradford Junction Improvements Scheme Phase 1 Engagement Analysis Report. When asked which three things were most important at the junction participants prioritised reducing traffic congestion, improving journey time and reliability and improving air quality.
- 3.6 Given the development of the scheme since the initial public engagement, a second phase of engagement was undertaken over a four-week period from 8th July to 5th August 2019 referred to as Phase 2A, following the same format as the initial engagement, albeit with two community drop in sessions being held on this occasion.
- 3.7 A final four-week public information period has been facilitated from 12th October to 8th November 2020 to share design details. Due to the impacts of Covid-19 the consultation was carried out digitally, with a targeted leaflet drop to properties informing of the consultation period.

Proposed Procurement Strategy

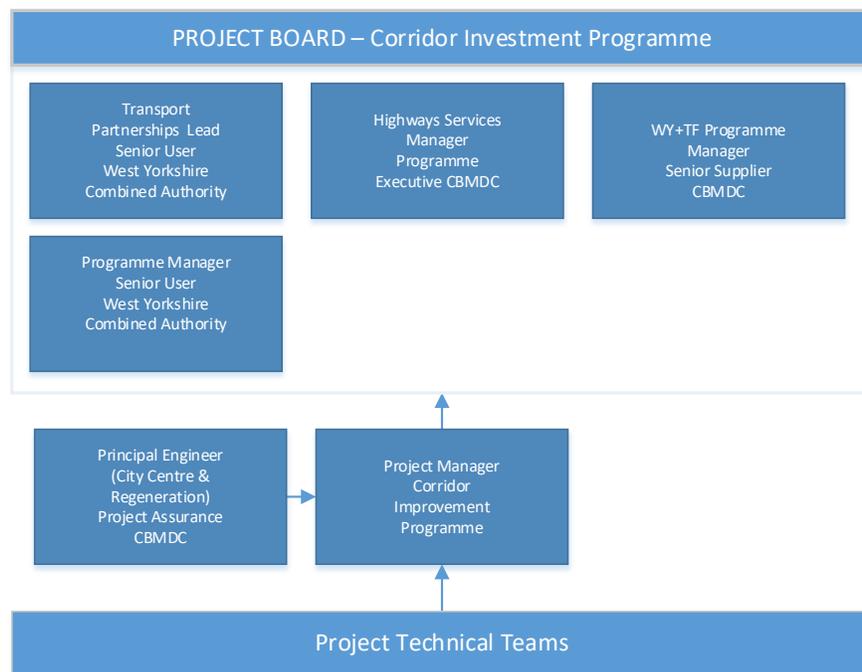
- 3.8 An open tendering procedure will be used to procure both construction contracts. This offers a quick route to market, that is open to any contractor to download the tender documents, and as such can build a high level of competition to seek the most competitive tenders and best value price.
- 3.9 The Great Horton Road / Horton Grange Road scheme has estimated value which is below the threshold (£4.733m) that would require a notice placing on the national Find a Tender Service (FTS) website, and conducting of the procurement procedure in accordance with this part of the Public Contracts Regulations. The Toller Lane / Carlisle Road and Thornton Road / Cemetery Road scheme is over threshold, and the procurement process will therefore be in accordance with the requirements of the Public Contracts Regulations in relation to the advertisement of the scheme on the FTS website. Whilst this second scheme is of a much higher value the open procurement approach is still recommended as it the extent of the works rather than any particular complexity that drives the value of the works, and as such will be relatively easy for contractors to price and for the Council to drive competition through an open procurement procedure.
- 3.10 Both works contracts are of a relatively high value and lengthy duration making them suitable for the Council to secure additional Social Value from the procurement process, particularly around themes of local spend through each contractor's supply chain, and opportunities for local employment, skills and apprenticeships.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 Funding for the procurement of the CIP schemes is provided through the central government's Growth Deal fund as part of the West Yorkshire-plus Transport programme.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

5.1 As part of the Business Case submissions to the West Yorkshire Combined Authority a detailed Management Case document has been prepared which establishes the Council's own governance arrangements for each project. The West Bradford CIP portfolio reports to the Council's West Yorkshire+ Transport Fund Project Board which comprises officers from WYCA and the Council to oversee delivery of the CIP schemes on behalf of the Council. The composition of this Project Board is illustrated in the figure below. The Board meets on a monthly basis to review progress of the portfolio with the Project Manager and Project Assurance lead ensuring that delivery remains within the agreed programme and budget constraints specified by the Combined Authority.



5.2 A comprehensive risk log has been developed for each project and is regularly reviewed to ensure that all active and emerging risks are identified and mitigated. Residual risks which are identified beyond at the Full Business Case are subject to a quantification assessment (i.e. a monetary value is assigned to the best, worst and most likely cost of the risk happening) before a Monte-Carlo scenario assessment is made of an appropriate monetary value being assigned to each risk. The aggregate of each risk's allocation is then included within the final budget for the project or programme's delivery as a risk layer. Summaries of the key active risks for both projects are provided in Appendices 4a and 4b of this report.

- 5.3 A key risk through the procurement stage of each project relates to the ability of the market to respond to these projects (i.e. to produce valid tender returns). The mitigation strategy for this risk is to use the Open Tender approach to the market (which provides a fast route to market and widest possible audience of bidders) together with approaching the market with these projects at the earliest opportunity. This latter approach is seen as critical as within West Yorkshire there are a large number of similar sized projects which are being delivered to the same timescales which may reduce the overall number of bidders for this work.

6. LEGAL APPRAISAL

- 6.1 All procurement activity will be carried out in accordance with the Public Contracts Regulations 2015 and the Council's Contract Standing Orders. All social value activity shall be carried out in accordance with the requirements set out in the Public Services (Social Value) Act 2012.

7. OTHER IMPLICATIONS

7.1 SUSTAINABILITY IMPLICATIONS

- 7.1.1 The schemes have encompassed where possible the principles and requirements of LTN1/20, which promotes cycling as an active and sustainable mode of travel.
- 7.1.2 Both schemes support, as far as possible, within their budgetary constraints the aspirations of the Bus Back Better (National Bus Strategy for England). Specifically, the purpose of each scheme aligns with the expectation that in congested areas bus priority schemes will be developed to support increasing use of public transport.

7.2 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.2.1 At the time of writing the benefits of the Great Horton Road / Horton Grange Road scheme only have been quantified and approved the Combined Authority's PMA Team. The modelling of this scheme demonstrates a saving of 4,000Tonnes of CO₂ are achieved through the implementation of the scheme proposals.

7.3 COMMUNITY SAFETY IMPLICATIONS

- 7.3.1. The schemes will bring improvements to community safety with new and improved signal controlled crossing points at road junctions for pedestrians.

7.3 HUMAN RIGHTS ACT

- 7.4.1 There are no Human Rights Act implications arising as a consequence of this report.

7.4 TRADE UNION

- 7.4.1 There are no trade union implications associated with the contents and strategy outlined in this report.

7.5 WARD IMPLICATIONS

- 7.5.1 A stakeholder management plan has been developed for this project which will be used throughout the delivery stages of the CIP schemes to ensure that effective management and consultation is maintained.
- 7.5.2 Ward Members have been consulted on the schemes during the development of the design and this will continue until the construction phase.

7.6 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

- 7.6.1 Not applicable.

7.7 IMPLICATIONS FOR CORPORATE PARENTING

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

7.8 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

- 7.8.1 There are no issues arising from the Privacy Impact screening assessment which require further assessment.

8. NOT FOR PUBLICATION DOCUMENTS

- 8.1 None.

9. OPTIONS

- 9.1 None.

10. RECOMMENDATIONS

- 10.1 That the Committee note the contents of this report and the proposed timings of the procurement of the CIP scheme construction contracts.

11. APPENDICES

- 11.1 Appendix 1 – EIA – Great Horton Road
- 11.2 Appendix 2 – EIA – Thornton Road
- 11.3 Appendix 3 – EIA – Toller Lane
- 11.4 Appendix 4a – Risk Log Summary – Horton Grange Road / Gt Horton Road
- Appendix 4b – Risk Log Summary – Thornton Road
- 11.5 Appendix 5 – Drawing PTH-HS-103813-TOL-100-PE-1B, Public Engagement Sheet 1 of 1 (Toller Lane / Carlisle Road)
- 11.6 Appendix 6 – Drawing PTH-HS-103813-THR-100-PE-1B, Public Engagement Sheet 1 of 2 (Thornton Road / Cemetery Road)

- 11.7 Appendix 7 – Drawing PTH-HS-103813-THR-100-PE-2B, Public Engagement Sheet 2 of 2, Thornton Road / Cemetery Road)
- 11.8 Appendix 8 – Illustration of Horton Park Avenue / Gt Horton Road Improvements.

12. BACKGROUND DOCUMENTS

- 12.1 Scheme File 103813 – Thornton Road / Cemetery Road
- 12.2 Scheme File 103886 – Gt Horton Road / Horton Grange Road

