

Name of meeting Cabinet
Date 19 December 2017
Title of report West Yorkshire plus Transport Fund Scheme Update

Purpose of report

To update Cabinet on progress made on the Kirklees schemes within the West Yorkshire plus Transport Fund (WY+TF) programme.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	No
Key Decision - Is it in the Council's Forward Plan (key decisions and private reports?)	No
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by Strategic Director & name	Naz Parkar - 28.11.2017
Is it also signed off by the Service Director - Finance, IT and Transactional?	Debbie Hogg - 01.12.2017
Is it also signed off by the Service Director - Legal Governance and Commissioning?	Julie Muscroft - 08.12.2017
Cabinet member Economy	Cllr Peter McBride Strategic Planning, Regeneration and Transport Cllr Naheed Mather Strategic Housing, Regeneration and Enforcement

Electoral wards affected: All

Ward councillors consulted: None

Public or private: Public

1. Summary

- 1.1 Progress reports are provided for a number of our WY+TF schemes currently in development. The intention is to provide regular updates on progress of the WY+TF.
- 1.2 The report introduces the agreed Assurance Process that each and every scheme has to go through. The Assurance Process (Appendix 1) is administered by the West Yorkshire Combined Authority (WYCA) Portfolio Management Office.
- 1.3 For each of our WY+TF schemes this report gives an indication if there is likely to be a requirement for
 - Land acquisition;

- Accommodation work on private property; and
- Measures to manage road space.

2. Information required to take a decision

- 2.1 Kirklees, together with the other four WY district councils, the WY Combined Authority and York, have created a government funded West Yorkshire plus Transport Fund that will facilitate major investment in transport to create an environment where economic growth will occur across WY. This is to be achieved through the delivery of two complementary packages of schemes

Core Projects

Projects which are the catalysts and enablers of change, have the greatest direct short term economic impact (in terms of jobs supported per £ invested), and self-generate further funding to reinvest in more transformational projects.

Gateway Schemes

Schemes that improve the entry to our cities and towns and will often involve significant partner investment.

- 2.2 In July 2014, the Government announced that the West Yorkshire Combined Authority had secured funding to establish a £1bn fund over 15 years.

Funding for the first 6 years has been secured from the Government but the following 9 years funding is dependant up successful delivery of the WY+TF programme and corresponding economic growth during the initial 5 years which equates to circa £420m of spend.

- 2.3 As a result of this challenging timeframe focus for the WY+TF is now firmly on scheme delivery. Updates are given for the Kirklees schemes detailed in Table 1.
- 2.4 For each of our transportation schemes there is an agreed Assurance Process that each and every scheme has to go through. The Assurance Process (Appendix 1) is administered by the West Yorkshire Combined Authority (WYCA) Portfolio Management Office.
- 2.5 To date Cabinet has received two reports which relate to the West Yorkshire plus Transport Fund. On 9th February 2016 Cabinet approved the 'West Yorkshire Transport Fund – Scheme Principles' report which highlighted a number of key highway design principles that could be used as a basis for the design and development of the Kirklees WY+TF schemes, these were
- Balancing strategic needs against local concerns;
 - Creating “Gateways” for our main town and urban centres;
 - The acquisition/appropriation of land for highway purposes;
 - The future use and management of the road-space of our key transport corridors; and
 - The environmental and economic benefits of greening up our key transport corridors (Green Streets).

- 2.6 On 22nd August 2017 Cabinet agreed to underwrite land acquisition costs until finance is subsequently secured from WY+TF and costs reimbursed. As a consequence of this decision a rolling 'WY+TF Land Acquisition Fund' has been set up in the Council's Capital Plan.

Scheme updates

2.7 Halifax - Huddersfield A629 corridor – Phase 5

2.7.1 A629 Phase 5 forms a later phase of an infrastructure investment programme of projects to the entire A629 corridor from Halifax to Huddersfield. All other phases are being delivered by Calderdale Council. Phase 5 covers the sector of the A629 between Huddersfield ring road and Ainley Top roundabout. Works in this phase will include improvements to

- Blacker Road/Edgerton Grove Road/New North Road/Edgerton Road Junction;
- East Street/Birkby Road/Halifax Road Junction (Cavalry Arms Junction);
- The highway between Cavalry Arms to Birchencliffe Hill; and
- Yew Tree Road to Ainley Top Roundabout.

2.7.2 The scheme is in Stage 2 of the Assurance Process. The Strategic Outline Business Case (OBC) is under preparation. The OBC sets out the need for intervention (the case for change).

2.7.3 Preliminary design has been undertaken and costed.

2.7.4 Current indications are that the scheme offers a high BCR value. A benefit-cost ratio (BCR) is an indicator, used in cost-benefit analysis that attempts to summarise the overall value for money of a project or proposal.

2.7.5 To achieve the required level of benefits (shorter route journey times and reduced congestion) it will be necessary to acquire some third party owned land/property to facilitate improvements to the highway.

2.7.6 After undertaking detailed feasibility studies the land required to accommodate the scheme has been identified. The intention is that all effected owners and occupiers will receive written notification of the impact on their property and the Council's desire to enter into negotiations to acquire land by agreement.

2.7.7 If such approaches are not successful it may be necessary for the Council to use statutory powers to obtain information from landowners and occupiers or to enter land for survey purposes.

2.7.8 Compulsory purchase of land will only be used as a last resort to secure the assembly of all the land needed for implementation of the scheme. However, if an acquiring authority waits for negotiations to break down before starting the Compulsory Purchase Order (CPO) process, valuable time will be lost.

- 2.7.9 In keeping with government advice on best practice the intention will be to plan a compulsory purchase timetable as a contingency measure; and initiate the formal CPO procedure whilst negotiations are also ongoing with land owners. This will be common to all schemes in the WY+TF programme.
- 2.7.10 If, in order to progress the A629 scheme, a compulsory purchase is deemed necessary a separate report will be brought to Cabinet for consideration.
- 2.7.11 It has also been identified that it will be necessary to manage some traffic movements and the on street parking of vehicles on parts of the scheme. We will utilise the Traffic Regulation Order (TRO) process to advertise and manage these changes.
- 2.7.12 Current timeline indicates that we will submit the OBC in January 2018 with a decision expected from Investment Committee in March 2018.
- 2.7.13 Detailed consultation with ward members has commenced and will be completed by the time this report goes to Cabinet.

2.8 **A62 to Cooper Bridge**

- 2.8.1 The existing A62/A644 Cooper Bridge junction comprises of a signalised three armed roundabout connecting the A62 Cooper Bridge Road (southern arm), the A644 Wakefield Road (western arm) and the A62 Leeds Road (eastern arm). The junction is congested in the AM and PM traffic peaks.
- 2.8.2 In the published Kirklees Local Plan two site allocations will further promote additional vehicle demand in the area, namely
- Site No E1832
The former Cooper Bridge Waste Water Treatment Works and land to the west and north of the Three Nuns Pub, Leeds Road, Mirfield; and
- Site No H1747
Land north of Bradley Road (site of existing golf course)
- 2.8.3 The A62 to Cooper Bridge scheme is intended to address current and future vehicular demand in the area. A description of the scheme now being progressed through Stage 2 of the Assurance Process is as follows
- Highway improvement works to the junction of Bradley Road/ Colne Bridge Road (incorporating Oak Road);
 - Construction of the Cooper Bridge Relief Road (Bradley to the A644 Wakefield Road);
 - Highway improvement works to the junction of A62 Cooper Bridge Road, A644 Wakefield Road, A62 Leeds Road (incorporating the 'Three Nuns' junction) to form a Gateway to Huddersfield; and

- Widening (in part) of the A644 Wakefield Road..

2.8.4 The target date for submission of the OBC is July 2018.

2.8.5 At this stage in the design process a number of route options/ configurations are being looked at for the alignment of the relief road and improvements to the existing highway.

2.8.6 As part of the Local Plan evidence an area of search for Cooper Bridge Relief Road has been published. The emerging outline business case will explore the options available to deliver this element of the scheme. A precise alignment therefore cannot be identified ahead of this work being completed

2.8.7 Regardless of which option is favoured the scheme will have to deal with a number of third party issues namely around land, property, rail, the canal and river. It will be necessary to acquire some third party owned land/property to facilitate improvements to the highway. A separate report will be brought for Cabinet to consider this proposal.

2.8.8 A decision on the OBC is expected from Investment Committee in September 2018.

2.8.9 Detailed consultation with ward members, affected land owners and key stakeholder's will follow in the near future.

2.9 **A62 Leeds Road Smart Corridor Phase 1 - Huddersfield (Corridor Improvement Package)**

2.9.1 Our vision for the A62 Leeds Road is that it will become a 21st Century economic growth corridor and act as a Gateway to Huddersfield. We are in the process of developing a 'Resource Smart Corridor' programme which will align design and delivery of investment in transport, green infrastructure, flood alleviation, district heating, broadband, skills and town centre regeneration.

2.9.2 As a result of the reducing ability of the A62 to accommodate both existing and future traffic flows, the following can be considered as key issues along the corridor

- Poor journey times;
- Poor reliability for all modes; and
- Existing Capacity is not able to accommodate existing and future traffic flows.

2.9.3 The overall perception of the A62 Corridor is poor, particularly when seen from the main highway routes. It is proposed to promote a Green Streets approach to the corridor in order to provide a unifying theme and cohesiveness.

2.9.4 Phase 1 of the corridor improvements starts at the junction of Huddersfield Ring Road/Southgate/Northumberland Street and ends at the junction of A62/Old Fieldhouse lane, a corridor length of approximately 2km.

- 2.9.5 The scheme will involve large scale modifications to the following junctions
- Huddersfield Ring Road/Southgate/Northumberland Street;
 - Leeds Road/Lower Fitzwilliam Street/Gasworks Street;
 - Leeds Road/Thistle Street/Hillhouse Lane; and
 - Leeds Road/Old Fieldhouse Lane.
- 2.9.6 Preliminary design has been undertaken and costed. At this stage in the process the scheme is likely to outturn at a cost estimate of between £8m to £9m.
- 2.9.7 To achieve the required level of benefits it will be necessary to manage some traffic movements and the on street parking of vehicles on parts of the scheme. We will utilise the Traffic Regulation Order (TRO) process to advertise and manage these changes.
- 2.9.8 Current timeline indicates that we will submit the OBC in March 2018 with a decision expected from Investment Committee in June 2018.
- 2.9.9 Detailed consultation with ward members, affected land owners and key stakeholder's will follow in the near future.
- 2.10 Holmfirth Town Access Plan (Corridor Improvement Package)**
- 2.10.1 Business vacancy rates within Holmfirth are below the national average for that of an average UK town with the number of goods retailers (includes gift shops and arts and crafts) remaining above the national average.
- 2.10.2 Victoria Street which lies in the centre of town is one of the main areas for shopping activity whilst also providing the pedestrian connection to link Huddersfield Road with Towngate. However Victoria Street can be congested as a result of it functioning as the main transport link between the A6204 and Towngate.
- 2.10.3 A scheme is being developed to reduce the amount of traffic currently using Victoria Street. This reduction will be facilitated by the provision of a new highway link. The new link will allow for the dilution of traffic over a wider area thus reducing traffic congestion in and around Victoria Street, A6204 and Towngate for the benefit of all travel modes and allow for a much improved pedestrian environment not only on Victoria Street but within the wider area.
- 2.10.4 Preliminary design has been undertaken and costed. At this stage in the process the scheme is likely to outturn at a cost estimate of between £4.5m to £5.5m.
- 2.10.5 Although all efforts will be made to avoid third party land it likely that some land/property acquisition will be required. A separate report will be brought for Cabinet to consider this proposal.

- 2.10.6 To achieve the required level of benefits it will be necessary to manage some traffic movements and the on street parking of vehicles on parts of the scheme. We will utilise the Traffic Regulation Order (TRO) process to advertise and manage these changes.
- 2.10.7 Current timeline indicates that we will submit the OBC in May 2018 with a decision expected from Investment Committee by August 2018.
- 2.10.8 Consultation with ward members has already commenced and is ongoing. Affected land owners and key stakeholders will follow in the near future.

2.11 **Huddersfield Southern Gateways - HSG (Corridor Improvement)**

- 2.11.1 The physical severance impact of Huddersfield Ring Road on its southern side (Queensgate/Shorehead) is significant, resulting in poor connectivity for pedestrians and non-motorised forms of transport between the town centre and the surrounding area which includes the university campus.
- 2.11.2 Traffic congestion is also a problem at key “hotspot” junctions that create a poor gateway approaches to the town, including Lockwood Bar on the A616 and Longroyd Bridge on the A62. A package of multi-modal transport improvements on the southern approaches or ‘gateways’ to Huddersfield has the potential to transform this situation.
- 2.11.3 Huddersfield Southern Gateways will provide
- The right conditions for regeneration, growth and diversification of the local economy;
 - An increase in the capacity of the district’s highway to accommodate the development outlined in the Kirklees Local Plan;
 - Reductions in journey times and congestion for vehicular traffic at key strategic junctions/pinch points; and
 - A sense of arrival into Huddersfield town centre.
- 2.11.4 Preliminary design work has been undertaken and costed. The HSG project will be divided into two delivery phases. Phase 1, which will include the following schemes to be delivered pre-2021
- Queensgate - University Hub;
 - Longroyd Bridge (Phase 1); and
 - Lockwood Bar
- 2.11.5 At this stage in the process the Phase 1 scheme is likely to outturn at a cost estimate of between £9m to £10m.
- 2.11.6 At Longroyd Bridge in order to increase junction capacity and therefore reduce congestion it will be necessary to widen Longroyd Lane. To facilitate this it will be necessary to consider demolishing No’s 1 to 7 Longroyd Lane.

- 2.11.7 The widening of Longroyd Lane will require permissions or consents through the planning process so it is intended that this is the appropriate route for key stakeholder engagement. This will include Historic England as some of the buildings are currently listed.
- 2.11.8 In general although all efforts will be made to avoid third party land it will be necessary to acquire some land/property to facilitate improvements to the highway. A separate report will be brought for Cabinet to consider this proposal.
- 2.11.9 To achieve the required level of benefits it will be necessary to manage some traffic movements and the on street parking of vehicles on parts of the scheme. We will utilise the Traffic Regulation Order (TRO) process to advertise and manage these changes.
- 2.11.10 Current timeline indicates that we will submit the OBC in May 2018 with a decision expected from Investment Committee by August 2018.
- 2.11.11 Detailed consultation with ward members, affected land owners and key stakeholder's will follow in the near future.

2.12 **Mirfield to Dewsbury to Leeds (M2D2L)**

- 2.12.1 This scheme looks at the A644 and A653 transport corridors that start in Mirfield and end in Leeds. Whilst a number of pieces of work have been undertaken, there remains the requirement to look at the corridor as a whole and in the future to understand, what schemes may be required.
- 2.12.2 Once this feasibility/modelling is complete the indicative scope of the scheme proposed to deliver them can be defined. In order to fulfil this requirement, identification of interventions needed across the corridor will be required.
- 2.12.3 A Dewsbury Rail Station Gateway enhancement project was approved by Cabinet on 22 August 2017. This project is being delivered as an early win within the M2D2L scheme. Construction is due to start in the Autumn of 2018.

2.13 **North Kirklees Orbital Route (NKOR)**

- 2.13.1 The A644/A638 is a strategic transport corridor in North Kirklees. It provides the main access between Dewsbury and its neighbouring towns of Brighouse, Halifax, Huddersfield and Wakefield. The corridor is subject to traffic congestion and slow average speeds throughout the day. Development is planned in the local area of approximately 6,500 new homes and 527,000 square metres of indicative capacity for employment opportunity (Kirklees Local Plan).
- 2.13.2 The North Kirklees Orbital Route (NKOR) is a potential road scheme that will improve access to and from the area that could reduce congestion along the route benefiting in particular the neighbourhoods of Ravensthorpe and Mirfield.

2.13.3 Work is now underway to produce an Option Assessment Report which will help us to determine if NKOR is a viable scheme to be developed further, this detailed report will address the following requirements

- Define the geographical area to impact to be addressed by the intervention;
- Present a sound body of analysis to provide evidence of the problems and challenges and need for intervention;
- Document the process of option generation, sifting and assessment.
- Summarise the headline results across all options considered and provide conclusions on the comparative performance of options; and
- Identify the better performing options (including a low cost solution) to be taken forward for further more detailed appraisal.

2.13.4 A successful bid for revenue funding has been made to WYCA. The £250k granted will be used to produce the Options Assessment Report. This work should conclude by the end of quarter 2 in 2018/2019.

2.14 **WY+TF Scheme Governance**

WYCA

2.14.1 The principal decision-making bodies for the Leeds City Region are the LCR LEP and WYCA. The Combined Authority is the body accountable for funding allocated to the WY+TF.

2.14.2 WYCA makes its investment decisions about the WY+TF. WYCA itself may make any investment decision at any of its formal meetings, and makes the key significant decisions in relation to any proposed investment. However, WYCA has also delegated its authority to make decisions in specified circumstances, to

- the Transport Committee, and
- WYCA's Managing Director.

WYCA has also appointed two advisory committees to advise WYCA in relation to investment decisions

- the Investment Committee; and
- the LCR Partnership Committee.

These committees may also advise the Managing Director when he is making delegated investment decisions on behalf of WYCA. The Investment Committee provides a key advisory role in the decision-making process and constitutes a fundamental part of the assurance process for scheme progression as set out in Appendix A. Subject to exceptions all schemes MUST be seen by the Investment Committee

at Decision Point 2 and 5 and received a positive recommendation to enter Stage 2: Pipeline Development and Stage 3: Delivery and Evaluation.

Kirklees Council

- 2.14.3 A Kirklees Council WY+TF Programme Board chaired by Paul Kemp Service Director - Economy, Regeneration & Culture sits every three months (under review) to administer the development and delivery of the various Kirklees schemes within the West Yorkshire Plus Transport Fund (WY+TF) Portfolio. To this end, the Programme Board is responsible for the strategic development, refinement and delivery of projects within the Programme. It provides a formal structure for coordinating the administration of funds released by WYCA in relation to the WY+TYF.
- 2.14.4 Each of the schemes listed in Table 1 has an appointed Project Manager with Keith Bloomfield Theme Lead Transport and Major Projects overseeing the overall Kirklees programme of schemes. A Kirklees Council WY+TF Project Board chaired by Simon Taylor Head of Development Management, Investment and Regeneration sits every month to manage the development and delivery of the various schemes within the programme. The Project Board makes decisions within an agreed framework, escalating other decisions to the Programme Board.

2.15 WY+TF Consultation and Engagement

- 2.15.1 Key to the success of the Kirklees WY+TF programme will be consultation. A strategy for consultation is being developed in conjunction with Economy Portfolio Members and the Director of Development to raise awareness and inform stakeholders, road users and residents about the schemes.
- 2.15.2 As part of this commitment to engage an information website will be launched in January 2018 where up to date information will be posted in relation to schemes within the West Yorkshire plus Transport Fund.

3. Implications for the Council

3.1 Early Intervention and Prevention (EIP)

None

3.2 Economic Resilience (ER)

The West Yorkshire 'Plus' Transport Fund underpins growth by improving the City Region's roads and railways, connecting people to jobs, and goods to markets.

Good local and regional transport links underpin the development of business and the creation of new jobs. The fund is targeted at reducing congestion, improving the flow of freight and making it easier for people to commute to and from expected major growth areas

Improved transport provision within and between Kirklees towns and with neighbouring towns and cities supports the district's economy. It will support the growth and diversification of the economy by encouraging sustainable access to employment and training opportunities.

3.3 Improving Outcomes for Children

None

3.4 Reducing demand of services

None

3.5 Legal/Financial or Human Resources

3.5.1 Legal

None as a consequence of this report but as scheme development progresses there will be a need for increased Legal Service involvement.

3.5.2 Financial

In accordance with the PMO Assurance Process a funding request is made which allows schemes to progress from one stage activity to the next.

Financial Agreements between Kirklees and WYCA are in place for each of our WY+TF schemes. These are updated as schemes progress from inception through to delivery.

Quarterly claims are made to WYCA to recover any expended scheme costs that occurred within the claiming period as detailed in the current Financial Agreement.

3.5.3 Human Resources

All staff time working hours spent on development and delivery of the Kirklees WY+TF programme of schemes is recoverable. This applies to both internal and external staffing resource.

4. Consultees and their opinions

- 4.1 Economy Portfolio members were briefed on 6th November 2017. They recommended that a presentation of the report should go Leadership Management Team (LMT). They were keen to stress ward member involvement and stakeholder engagement would be key to successful delivery of the programme.
- 4.2 This report was presented to LMT on the 13th November 2017. Upon receiving the information they were happy to see it progress through to Cabinet on 19th December 2017.

- 4.3 A draft copy of the report was emailed out to all local ward members on 5th December 2017. Cllr Martin Bolt raised a number of clarification points which have been replied to.

5. **Next steps**

- 5.1 Write to all affected owners and occupiers of property/land in relation to the A629 Phase 5 scheme in early January 2018.
- 5.2 Progress all schemes to the next milestone as detailed in this report in accordance with the Assurance Framework.
- 5.3 Develop and roll out the Consultation Strategy.
- 5.4 Launch the WY+TF website during January 2018.

6. **Officer recommendations and reasons**

Cabinet is requested to

- 6.1 Note the progress made on scheme development to date and the upcoming programme milestones.
- 6.2 Note the intention and the reasons for employing a ‘twin track’ approach to land assembly. Any decisions around compulsory purchase will only be used as a last resort to secure the assembly of all the land needed for the implementation of a scheme. If compulsory purchase is required a scheme specific report will be brought to Cabinet, prior to commencing any statutory processes.
- 6.3 Note the intention to write to all effected owners and occupiers of property/land in relation to the Halifax - Huddersfield A629 corridor - Phase 5 scheme in order to commence land negotiations/discussions.
- 6.4 At Longroyd Bridge note the requirement to demolish No’s 1 to 7 Longroyd Lane subject to key stakeholder engagement which will include Historic England and putting in place the necessary consents.
- 6.5 Note the development of a consultation strategy and launch of an information website.

7. **Cabinet portfolio holder’s recommendations**

- 7.1 The report was discussed with the Economy Portfolio

Cllr Peter McBride
Strategic Planning Regeneration and Transport

Cllr Naheed Mather
Strategic Housing, Regeneration and Enforcement

- 7.2 Members of the Economy Portfolio were briefed on 6th November 2017 on the contents of this report and approval was given for the report to go forward to LMT on 13th November 2017.

8. **Contact officer**

- 8.1 Keith Bloomfield
Theme Lead Transport and Major Projects
(01484) 221000
keith.bloomfield@kirklees.gov.uk

9. **Background Papers and History of Decisions**

- 9.1 Cabinet approved report 'West Yorkshire Transport Fund – Scheme Principles' dated 9th February 2016
- 9.2 On 22nd August 2017 Cabinet agreed to underwrite land acquisition costs until finance is subsequently secured from WY+TF and costs reimbursed. As a consequence of this decision a rolling 'WY+TF Land Acquisition Fund' was set up in the Councils Capital Plan.

10. **Director responsible**

Paul Kemp
Service Director - Economy, Regeneration & Culture.
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Table 1 WY+TF schemes in programme

WY+TF Project name (Kirklees Schemes)	Type
Halifax - Huddersfield A629 corridor – Phase 5	Transportation Scheme
A62 to Cooper Bridge	Transportation Scheme
Corridor Improvement Package A62 Smart Corridor Phase 1	Transportation Scheme
Corridor Improvement Package Holmfirth Town Access Plan	Transportation Scheme
Corridor Improvement Package Huddersfield Southern Gateways	Transportation Scheme
Mirfield to Dewsbury to Leeds	Transportation Scheme
North Kirklees Orbital Route	Study

Appendix 1 The Assurance Process (administered by the West Yorkshire Combined Authority)

Assurance Process

