

4th March 2021

TRANSPORT APPROVALS

Purpose of Report

This paper seeks:

1. Approval of four change requests for the Active Travel Emergency Fund Phase 1 ('ATEF1');
2. Approval of early release of business case development cost funding for seven Active Travel Fund Phase 2 ('ATF2') schemes and progression to MCA for approval of early release of business case development cost funding for one ATF2 scheme;
3. Subject to approval of item 12 on the agenda, approval of early release of business case development cost funding for four Transforming Cities Fund Tranche 2 ('TCF2') schemes and progression to MCA for approval of early release of business case development cost funding for one TCF2 scheme
4. Approval of progression of one TCF2 Outline Business Case ('OBC') to Full Business Case ('FBC') and early release of business case development cost funding;
5. Approval of progression of one TCF2 FBC to full approval;
6. Progression of one TCF2 FBCs to MCA for full approval;
7. Progression of two TCF2 OBCs to MCA for approval to proceed to FBCs and early release of development cost funding;
8. Progression of two TCF2 OBCs to MCA for approval to proceed to FBCs and delegated authority be given to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer for early release of development cost funding; and
9. Delegated authority be given to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to enter into legal agreements for the points covered at 1-7 above.

Freedom of Information and Schedule 12A of the Local Government Act 1972

The paper will be available under the Combined Authority Publication Scheme.

Recommendations

The Board consider and approve:

1. Four project change requests for ATEF1 to revise grant awards, as detailed in **Appendix 1**;
2. Release of scheme development cost funding for seven schemes and progression to MCA for approval to release scheme development cost funding for one scheme, of up to £103k from ATF2 and up to £45k from Gainshare, to the 4 Local Authorities;
3. Release of scheme development cost funding for four schemes up to £58k and progression to MCA for approval to release scheme development cost funding for one scheme up to £48k, from TCF2 to Barnsley Metropolitan Borough Council ('BMBC');
4. Progression of Manvers to Wath Cycle Route OBC to FBC and release of up to £31k business case development cost funding from TCF2 to Rotherham Metropolitan Borough Council ('RMBC') subject to the conditions set out in the Appraisal Panel Summary Table attached at **Appendix 2**;
5. Progression of Fredrick Street Walking and Cycling Route FBC to full approval for award of £0.50m TCF2. towards total projects of £0.92m to RMBC subject to the conditions set out in the

6. Progression of A635 Active Travel Link OBC to MCA for approval to proceed to FBC and delegated authority be given to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to agree an appropriate early release of development cost funding of up to £0.41m TCF2 to BMBC subject to the conditions set out in the Appraisal Panel Summary Table attached at **Appendix 5**;
7. Progression of A61 Active Travel OBC to MCA for approval to proceed to FBC and delegated authority be given to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to agree an appropriate early release of development cost funding of up to £1.72m TCF2 business case development cost funding to BMBC subject to the conditions set out in the Appraisal Panel Summary Table attached at **Appendix 6**;
8. Progression of Parkgate Package OBC to MCA for approval to proceed to FBC and release of up to £1.01m TCF2 business case development cost funding to South Yorkshire Passenger Transport Executive ('SYLTE') subject to the conditions set out in the Appraisal Panel Summary Table attached at **Appendix 7**;
9. Progression of Rail Station Improvements OBC to MCA for approval to proceed to FBC and release of up to £0.17m TCF2 business case development cost funding to SYLTE subject to the conditions set out in the Appraisal Panel Summary Table attached at **Appendix 8**;
10. Delegated authority be given to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to enter into legal agreements for the points covered at 1-9 above.

1. Introduction

- 1.1 In June 2020 the MCA was awarded £1.44m funding for the Active Travel Emergency Fund Phase 1 ('ATEF1'). The grant was allocated to the four Local Authorities for temporary emergency active travel activity in response to covid-19, with completion due at the end of September 2020. Some of the proposed activity was adjusted during delivery to accommodate the emergency nature of the interventions. This paper requests permission to approve the changes to enable expenditure to be claimed in full, these are detailed in section 2.1 below.
- 1.2 In December 2020 the MCA was awarded £5.46m funding for the Active Travel Fund Phase 2 ('ATF2') towards total programme costs of £7.70m, matched by £2.24m Gainshare. The grant was allocated to the 4 Local Authorities for active travel activity to March 2022 and builds upon the temporary provisions as proposed during ATEF1.

In June 2020 the MCA approved the early release of up to 2% of total scheme costs to facilitate the development of the business case. This paper requests permission for development cost funding for seven schemes to be released, as well as approval of progression to the MCA to release development cost funding for one scheme. These are detailed in section 2.2 below.

- 1.3 In March 2020 the MCA was awarded £166.3m funding for the MCA's TCF2 aspirations. This grant was allocated from April 2019 to March 2023 resourcing a programme of transformational public transport, active travel and rail initiatives.

In accordance with the June 2020 MCA approval regarding development costs, this papers requests;

- approval to release development costs for four new schemes and approval of progression to the MCA to release development costs for one new scheme, to be added to the TCF2 programme pipeline. This recommendation is subject to earlier approval of item 12 on this agenda, as detailed in section 2.3 below;
- approval of progression of one OBC to FBC and release of business case development cost funding based on a costed fee plan, as detailed in section 2.4 below;
- approval of progression of one FBC to full approval, as detailed in section 2.5 below;
- progression of one FBC to MCA for full approval, as detailed in section 2.6 below; and

- progression of four OBCs to MCA for approval to proceed to FBC and release of business case development cost funding based on a costed fee plan, as detailed in sections 2.7 - 2.10 below.

2. Proposal and justification

2.1 ATEF1 Programme

Appendix 1 provides a summary of the requested changes to the grant and outcomes.

The ATEF1 programme totals £1.44m and is now complete. The purpose of the changes is to reconcile programme spend and qualitative/quantitative outcomes to enable payment of claims in full. In summary -

- **ATEF1 (BMBC)** - The key changes are an increase in grant to reflect rescoped activity in the town centre in response to stakeholder consultation.
- **ATEF1 (DMBC)** - The key changes are an increase in grant to reflect additional segregation required to support the carriageway road reallocation on the Conisbrough to Warmsworth route.
- **ATEF1 (RMBC)** - The key change is reduction of grant to reflect part delivery of the closure on Broom Valley Road and the earlier re-opening of parking bays and pedestrian areas/widening of footpaths for social distancing.
- **ATEF1 (SCC)** - The key change is an increase in grant to reflect additional costs incurred whilst delivering the temporary Shalesmoor cycle lane. Capital cost increases for temporary infrastructure and increased removal costs were incurred.

The recommendation is to approve to enable full programme spend and achievement of investment objectives.

2.2 ATF2 Programme

The 4 Local Authorities have submitted proposals to deliver 8 projects focusing upon Active Travel Lanes and Low Traffic Neighbourhoods, totalling £7.40m. In order to facilitate the development of 2 Business Justification Cases and 6 OBC's, development cost funding of up to £0.10m is recommended to be released, with a further £46k for Sheaf Valley (SCC) recommended for progression to MCA due to estimate project costs of c.£2.3m. To summarise -

		Development Costs	Project Costs
		£k	£k
Active Travel Links			
BMBC	Elsecar	£12	£575
DMBC	Conisbrough to Warmsworth	£20	£1,000
RMBC	Broom	£30	£1,500
SCC	Sheaf Valley	£46	£2,300
SCC	City Centre Cycle Hub	£6	£300
Low Traffic Neighbourhoods			
BMBC	Goldthorpe	£11	£550
DMBC	Thorne and Moorends	£8	£380
SCC	Netheredge and Crookes	£16	£795
Total		£148	£7,400
ATF2		£103	£5,160
Gainshare		£45	£2,240

2.3 TCF2 Pipeline

Barnsley Metropolitan Borough Council has submitted five Expressions of Interest proposing inclusion onto the TCF2 programme pipeline of three active travel hubs and two active travel routes that are complimentary to those already included. A strategic review has been completed and item 12 earlier on this agenda recommended acceptance on to the TFC2 pipeline.

Subject to approval of item 12, scheme development costs of up to £58k are recommended to be released, with a further £48k for Barnsley Active Travel Hub recommended for progression to MCA due to estimate project costs of c.£2.4m. To summarise -

	Development Costs	Estimate Project Costs
	£k	£k
Active Travel Hub		
Barnsley	£48	£2,400
Darton	£6	£300
Goldthorpe	£10	£500
Active Travel Link		
Darton	£32	£1,600
Dearne	£10	£500
Total	£106	£5,300

2.4

Development funding is made available to fund the OBC, progression beyond this point is entirely contingent on funding being available in the TCF2 programme.

Wath/Manvers

Appendix 2 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £0.43m from TCF2, with development costs to be released of £31k to RMBC.

RMBC propose to deliver a high quality, direct cycle route between the A633 Manvers Way and Wath Town Centre. The MCA funds would be used to deliver -

- A 3m wide and approximately 125m long bi-directional cycle track between the A633 Manvers Way and the northern end of Moor Road.
- A one-way section of road approximately 40m long at the southern end of Moor Road from the junction of the B6097 Biscay Way.
- A 3m wide bi-directional cycle track approximately 40m long at the southern end of Moor Road.
- Signalised pedestrian and cycle crossings across the B6097 Biscay Way.
- A 3m wide cycle track 10m long between the B6097 Biscay Way and Moor Road to the south.

The Benefits and Outcomes – The output of the scheme amounts to 175m bi-directional cycle path.

The promoter has highlighted strong links between the proposed project and relevant national and local goals/policy. The scheme stands to deliver improved connectivity and access to the town centre (increasing access to key facilities and jobs), wider environmental benefits to the surrounding areas and wider well-being benefits and has a strong Value for Money assessment. However, the promoter will need to clearly identify the procurement and Traffic

Regulation Orders milestones and undertake surveys of the route to obtain accurate baseline data for the FBC.

2.5 Fredrick Street Walking and Cycling Route

Appendix 3 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £0.50m from TCF2 to RMBC, towards total project costs of £0.92m.

RMBC propose to deliver a cycleway between Rotherham bus interchange and the town centre. Frederick Street provides a key route across the town centre; however, cycling is currently prohibited. Currently the layout of the street and public realm is unattractive and would not adequately accommodate cyclists. This is a barrier to cyclists crossing the town centre. Most alternative routes are around the core town centre along major traffic dominated roads with large junctions. The improvements will, in particular, improve the environment for pedestrians accessing Rotherham Bus Interchange, and a safe, direct route across the north side of Rotherham town centre where none presently exists.

The Benefits and Outcomes - The output of the scheme amounts to 140m of route for non-motorised users.

The Value for Money is considered very high and the strategic rationale for the delivery of the preferred option is strong based on it being a high-quality scheme that will improve local permeability, with subsequent impacts on generating new pedestrian and cycle trips with wider positive traffic, environment and economic outcomes.

2.6 Quality Streets – Active Travel and Digital Infrastructure

Appendix 4 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £3.5m from TCF2 to DMBC, towards total project costs of £9.45m. This proposal forms part of a joint application with a request of £5.5m from Get Building Fund due to be considered at the Infrastructure and Housing Board.

The scheme is complementary to the previously funded Local Growth Fund schemes, providing an improved link between the areas of investment, to continue delivery of the Doncaster Quality Streets programme. The programme will support and enable new investment in the town's urban employment and residential development zones, linking the City Gateway to the Civic and Cultural Quarter. The overall aim of the scheme is to develop a streetscape that is suitable for all road users and caters for the urban centre through supporting pedestrians, bike users, disabled and buses in a safer environment.

The Benefits and Outcomes - An estimated 15,893sqm of infrastructure improvements, including -

- 1.4km of cycle lanes on Wood Street, Cleveland Street, Duke Street and St Sepulchre Gate
- Highway improvements including single carriageway and road narrowing
- Public realm improvements to St Sepulchre Gate, Duke Street, Cleveland Street and Wood Street
- Improved bus stops and real time information points
- Installation of ducting to enable digital infrastructure provision to improve digital connectivity

Key risks are noted regarding robust consultation requirements and alignment with SYPTTE to enable necessary bus route changes, however the level of risk appears acceptable and capable of being managed.

2.7 A635 Active Travel Link

Appendix 5 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £2.40m from TCF2, with development costs to be released of £0.41m to BMBC.

The A635 Active Travel Link Scheme is a package of measures which seeks to promote walking and cycling connectivity on the A635 between Stairfoot Roundabout and Hollygrove Round in Goldthorpe. The scheme comprises -

- Provide a crossing facility for Oakhill Primary Academy;
- Widen footways that run parallel along the A635;
- Improved bus stop facilities with real time information, shelters and seating for patrons;
- Improve junctions along the route with side roads allowing active travel priority when crossing the junction;
- Improved street lighting
- Wayfinder and signage.

The Benefits and Outcomes - The outputs are –

- 24km of improved walking and cycling infrastructure;
- 72km of new walking and cycling infrastructure;
- 20 junction improvements to benefit non-car modes, with 7 bus gates.

Detailed methodological concerns have been highlighted during assurance which will impact the value for money assessment, particularly further work being required to determine non monetised benefits. This will need to be resolved before an FBC can be approved and is detailed in full within Appendix 5.

The development costs requested significantly exceed the levels set out in the MCA Assurance Framework and further analysis is required to understand the activities and costs included. This paper seeks delegated authority to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to agree an appropriate level of development costs and enter into legal agreements following receipt of clarity on the development cost request.

2.8 A61 Active Travel Route

Appendix 6 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £5.20m from TCF2, with development costs to be released of £1.72m to Barnsley Metropolitan Borough Council.

The A61 Active Travel Scheme is a package of measures which seeks to promote walking and cycling connectivity between Barnsley and Royston via Smithies. The scheme comprises:

- Sections of on and off-road routes
- Improvements to pedestrian crossings into Toucans
- Wayfinding signage
- Improvements to public realm
- Resurfacing of existing sections of the routes

The Benefits and Outcomes - The outputs are -

- 24km of improved walking and cycling infrastructure
- 72km of new walking and cycling infrastructure
- 20 junction improvements to benefit non-car modes, with 7 bus gates

A significant risk allocation is noted and considered prudent at this stage given it reflects uncertainty regarding land acquisition and ground investigations. Detailed methodological concerns have been highlighted during assurance which will impact the value for money assessment, particularly further work being required to determine non monetised benefits. This will need to be resolved before an FBC can be approved and is detailed in full within Appendix 6.

The development costs requested significantly exceed the levels set out in the MCA Assurance Framework and further analysis is required to understand the activities and costs included. This paper seeks delegated authority to the Head of Paid Service in consultation with the Section 73 and Monitoring Officer to agree an appropriate level of development costs and enter into legal agreements Following receipt of clarity of what is in the development cost request.

2.9 Parkgate Package

Appendix 7 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £11.52m from TCF2 towards project costs of £12.86m, with development costs of £1.01m to be released to SYPTE.

The scheme comprises three interventions -

- Parkgate Shopping Link Road - a new 800m link road across a former steelworks and railway siding site from the A6123 Aldwarke Lane into the rear of the Parkgate Shopping complex
- A 300 space Park and Ride site at the tram-train stop
- Widening to the southern entry and exit arms of the Taylors Lane roundabout on the A633 with provision of a strip to link to adjoining footways to allow for possible later conversion to cycleway

The Benefits and Outcomes – The proposals aim to reduce congestion on the A633 by diverting traffic destined for the retail park from the east side away from the congested roundabouts, shortening journeys and freeing road space for traffic passing by. It will also provide a dedicated Park and Ride site for the tram-train stop at the retail park, expected to draw commuters from car. It complements expenditure at adjacent sites by making provision for a walking/cycle lane. The scheme will make a small contribution to improving bus journey time reliability during peak periods and encouraging the continued economic growth in Rotherham and the Dearne Valley, including improved transport links between the two.

Access requirements through Parkgate Shopping Centre to allow connection to the Shopping Park is noted as a key risk, however SYPTE have advised that preparation of a legal agreement with the landowner has commenced. Therefore, the level of risk appears acceptable and capable of being managed, nevertheless the legal agreement will need to be in place prior to FBC submission.

2.10 Station Improvements

Appendix 8 provides a summary of the scheme appraisal and the suggested conditions of award.

The Project – This investment is for £3.45m from TCF2, towards total project costs of £3.46m, with development costs to be released of £0.17m to SYPTE.

The scheme comprises of a package of improvements to 11 rail stations across South Yorkshire - Barnsley, Bolton on Dearne, Goldthorpe, Thurnscoe, Wombwell, Adwick, Bentley, Conisborough, Hatfield and Stainforth, Kirk Sandal, Conisbrough, Mexborough - aimed at providing customers with café and secure facilities that are accessible, gives readily available service information, and offers a pleasant waiting environment with appropriate amenities.

The Benefits and Outcomes - The scheme covers design and implementation of a range of small-scale station infrastructure improvements and complements other active travel schemes being brought forward separately that connect to the stations. The scheme also aligns with national policy to encourage use of lower carbon transport modes (public transport) and zero carbon modes.

The need for a delivery agreement between SYPTE and the franchise owner and potential delays which may be caused to procurement as a result of a renewal of franchise contracts are noted as key risks. However, the delivery agreement is pending finalisation and work is underway to renew the framework to enable procurement to commence. Therefore, the level of risk appears acceptable and capable of being managed.

3. Consideration of alternative approaches

3.1 Do nothing -

- ATEF1 Programme - If the 4 change requests are not approved this will result in an underspend of £0.12m against the ATEF1 programme and underperformance against investment objectives.
- ATF2 Programme – Inability to release development costs may result in a slower pace of delivery
- TCF2 Programme - Inability to release development costs or approve the projects presented today may result in a slower pace of delivery and loss of activity/spend to the programme

4. Implications

4.1 Financial

The projects presented for approval today are profiled to drawdown -

- ATEF1 Programme - the full grant allocation of £1.44m
- ATF2 Programme – c.£0.10m, as well as a further £46k recommended for approval to the MCA, from the allocation of £7.7m
- TCF2 Programme – c.£0.59m, as well as a further £6.86m recommended for approval to the MCA, from the allocation of £166.3m

4.2 Legal

The legal implications of the projects have been fully considered by a representative of the Monitoring Officer and included in the recommendations agreed by the Appraisal Panel.

4.3 Risk Management

Risk management is a key requirement for and incorporated into each of the submissions. Where weaknesses have been identified in the business cases or change control in terms of risk management, further work to capture and mitigate these risks is included as conditions of approval. Risks and issues management is reported quarterly to the MCA Executive as part of contract monitoring. High risk schemes will continue to be monitored and any changes will be reported back to the Transport and Environment Board and MCA.

4.4 Equality, Diversity and Social Inclusion

Appropriate equality and diversity considerations are taken into account as part of the assessment of the change request.

5. Communications

- 5.1 The business cases for all schemes presents opportunities for positive communications and the contractual agreements for all projects include agreed communications activity. The MCA Executive Team will continue to work with the relevant officers on joint communications activity as appropriate.

6. Appendices/Annexes

- 6.1 Appendix 1 Change Control Active Travel Emergency Fund Phase 1
Appendix 2 Assurance Panel Summary Wath to Manvers Cycle Route
Appendix 3 Assurance Panel Summary Fredrick Street
Appendix 4 Assurance Panel Summary Quality Streets
Appendix 5 Assurance Panel Summary A635 Active Travel
Appendix 6 Assurance Panel Summary A61 Active Travel
Appendix 7 Assurance Panel Summary Parkgate Package
Appendix 8 Assurance Panel Summary Rail Station Improvements

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Background papers used in the preparation of this report are available for inspection at: 11 Broad Street West, Sheffield S1 2BQ