

TECHNICAL NOTE 12

DATE:	11 June 2019	CONFIDENTIALITY:	Internal
SUBJECT:	Calderdale Local Plan - Response to comments made by Highways England and general update on Transport Evidence and Infrastructure.		
PROJECT:	CMBC Local Plan Transport Evidence Base	AUTHOR:	Tom Randall (WSP) / Richard Seaman (CMBC)
CHECKED:	Kate Emerson	APPROVED:	Richard Seaman

INTRODUCTION

This technical note has been jointly authored by Calderdale Metropolitan Borough Council (CMBC) and WSP as consultants providing transport modelling outputs. It is intended to address items raised prior to the start of the Examination in Public on the 26th of June 2019.

WSP have provided transport related evidence to CMBC in support of the Local Plan as described in 11 previous Technical Notes (Local Plan Evidence Document EV54.2 to EV54.12), these have been summarised by CMBC in "Summary of the WSP Technical Reports (2018)" (Local Plan Evidence Document EV54.1). An iterative process of modelling the Local Plan growth has been undertaken as the plan has been refined and consulted on.

As a statutory consultee, Highways England have commented on the Local Plan draft as submitted in August 2018. A technical note from their consultants (CH2M) was received in September 2018 which raised technical issues regarding the transport modelling work that had been undertaken (although the note was primarily based on the previous draft consultation in 2017).

As a result of the HE comments received on the consultation draft local plan, a technical note, TN10 (EV54.11), was produced which reviewed the modelling at that stage and made changes to the methodology in line with the recommendations made (as well as other issues raised by other parties).

This technical note addresses the concerns of the Highways England consultation response and provides additional clarity to show that the latest Transport Modelling undertaken by WSP is suitable for use in supporting the Calderdale Local Plan.

CMBC have also provided details related to the current status and funding of transport schemes related to mitigating the local plan impacts. Finally, contextual information on recent trends in travel demand are presented.

HE COMMENTS RECEIVED

CH2M included within their Technical Note a summary of what was needed from the Calderdale Local Plan Transport Modelling. These are listed below as numbered points, followed by a corresponding response from WSP.

CH2M comments:

As part of the transport evidence base, Highways England needs to have sight of a model including the finalised housing, employment and mixed-use land allocations is necessary. The model should demonstrate the cumulative impact of all development within the Plan and meet the following criteria:

1. Include all sites (including residential sites with less than 50 dwellings) and therefore reflect the housing target and employment target policies;

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2. Incorporate two-way trips in the morning and evening peaks;
3. Includes all specific developments set out in the Local Plans (or suitable alternative) of neighbouring districts (both Kirklees and Bradford) and apply growth caps accordingly; and
4. Highlight any congested nodes outside of Calderdale District (including on the SRN) which are as a result of cross-boundary development traffic resulting from the Plan.
5. With regards to mitigation, it is still considered that only intervention / mitigation schemes which have secured funding can be considered within the Plan at this point. However, it is considered acceptable to discuss additional mitigation schemes provided that clear and realistic funding streams are identified within the Plan. Should mitigation schemes be identified, then we would want to ensure that these are modelled by the Council in order to demonstrate their suitability to be considered as mitigation.

WSP response:

1. The latest modelling of the Local Plan, undertaken for the publication draft of the plan in August 2018 has included all residential sites (previous iterations did not specifically model sites below 50 dwellings). This is as detailed within TN09 (EV54.10).
2. With the incorporation of specific residential and employment developments from the plan both the origin and destination growth has been modelled based on the use of trip rates derived from TRICs and as described in TN09 (EV54.10). Therefore, two-way trips have been modelled in all modelled time periods.
3. The latest modelling of the Local Plan has been refined to incorporate the growth within the Kirklees Local Plan as adopted, modelling specific sites within 2km of the boundary with Calderdale. The growth in Bradford has been modelled in line with the Core Strategy as adopted. Areas outside Calderdale have been modelled using growth predictions as per NTEM 7.2 and capped at this level of overall growth. This was further refined following the adoption of the Kirklees Local Plan and refinements to the Calderdale draft Local Plan (in advance of publication), with this modelling being used for the assessment of cross boundary impacts described in TN11 (EV54.12).
4. To highlight the impact of the traffic upon the Highways England and neighbouring authorities network, an additional technical note, TN11 (EV54.12), was produced. This has shown the predicted changes in traffic flow at the end of the plan period and the contributions from Calderdale, Bradford, Kirklees and elsewhere. The locations shown in TN11 (EV54.12) are considered to be the key points on the SRN and the information provided allows Highways England to consider the contribution made to these congested nodes from growth in Calderdale and growth from Bradford/Kirklees/elsewhere.

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- WSP have not modelled any mitigation schemes due to the evolving position over funding and scope at the time of undertaking the modelling work. However, potential infrastructure schemes and policies that may provide mitigation are mentioned in TN09 (EV54.10).

THE COMMENTS - CONCLUSION

It is considered that all the points raised on behalf of Highways England have been addressed and reported as part of the documents supporting the Calderdale Local Plan publication draft.

It is also considered that this note (alongside the previously submitted technical notes) provides the information required to establish a statement of common ground with Highways England related to *Suitability of the Council's transport evidence base, and whether any further work is needed.*

INFRASTRUCTURE AND MITIGATION

The Council has developed the evidence base around infrastructure and mitigation through the Infrastructure Delivery Plan (IDP). The IDP was updated during early 2019 to ensure that it effectively underpinned the delivery of the Local Plan. In particular, Appendix 1 of the IDP aligns the delivery of specific key infrastructure with the housing trajectory for the first 5 years following adoption of the Plan.

As indicated by the IDP, the delivery of transport infrastructure will be funded to a great extent by the Growth Deal via the West Yorkshire plus Transport Fund (WY+TF), which is administered by the West Yorkshire Combined Authority (WYCA). A separate note has been prepared explaining the process whereby businesses cases are approved by WYCA and funding is released either for the project development or actual infrastructure. The aforementioned note is attached as Appendix 1 to this Technical Note.

A further note has been prepared explaining the stage that each phase of Calderdale's WY+TF transport infrastructure has reached in the project assurance process. This note also explains why the Council has decided to commission a new multi-modal model to support the design of specific interventions. The aforementioned note is attached as Appendix 2 to this Technical Note.

TRANSPORT CONTEXT

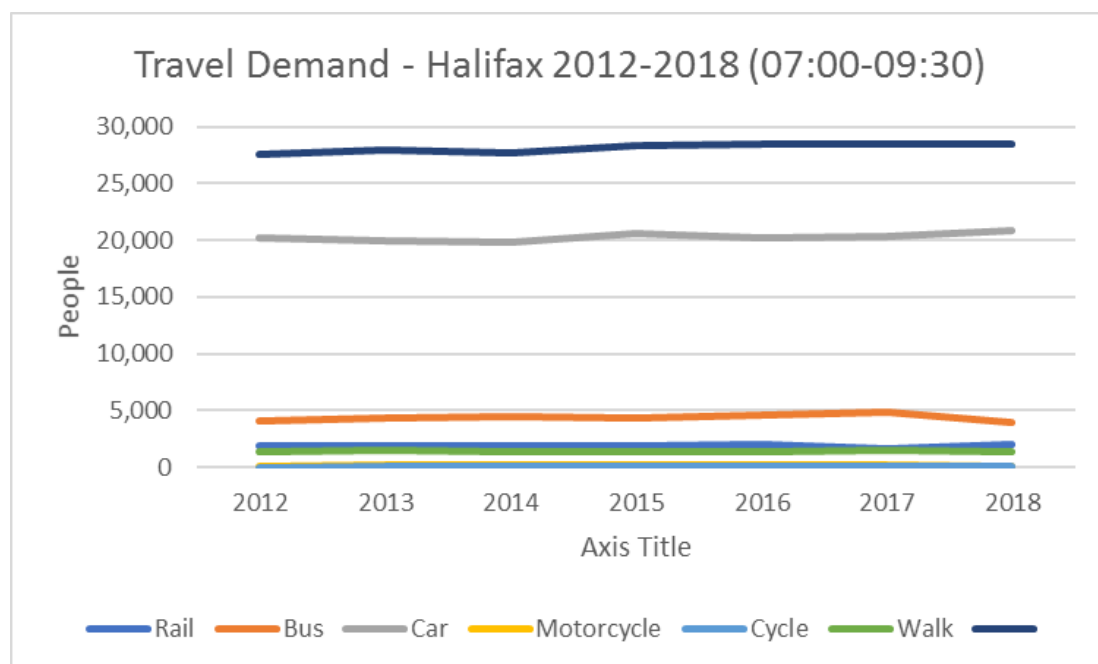
As outlined above, significant investment in infrastructure is expected over the life of the Local Plan which will mitigate impacts upon the transport system. However, it should also be noted that over recent years trends in demand for travel locally have shown overall demand growing slowly and a shift towards more sustainable modes of transport and away from reliance on the private car.

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Recent growth for Calderdale (based on a cordon around Halifax) is shown below in Figure 1 and Table 1. This shows that overall demand for travel has grown by 3% in six years, while cycling has grown by 49% and rail by 10%.

Figure 1 - West Yorkshire Transport Plan Indicator Rn2b (Weekday mode share on radial routes into district centres (Halifax, am peak)



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Table 1 - West Yorkshire Transport Plan Indicator Rn2b (Weekday mode share on radial routes into district centres (Halifax, am peak))

	2012	2018	Growth %
Rail	1,842	2,020	10%
Bus	4,013	3,939	-2%
Car	20,135	20,813	4%
Motorcycle	130	131	1%
Cycle	86	135	49%
Walk	1,407	1,358	-3%
All modes	27,613	28,396	3%

Appendix 1 - Assurance Framework – Programme and Project Delivery

The Leeds City Region Enterprise Partnership (LEP) is the strategic body responsible for a significant amount of public funding to drive inclusive growth, increase prosperity and improve productivity in the Leeds City Region. It is an autonomous business-led public-private local partnership, which brings together the private and public sectors from across the Leeds City Region to provide strategic leadership. The Leeds City Region spans 10 local authority areas: Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York.

The LEP vision for the Leeds City Region is: **‘to be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone’.**

The LEP focusses on delivering a number of key activities including:

Allocation of funding: identifying and developing investment opportunities, prioritising the award of local growth funding; and monitoring and evaluating the impact of LEP activities to improve productivity across the local economy.

The West Yorkshire Combined Authority (the Combined Authority) was established on 1 April 2014 to work alongside the LEP in relation to devolved local growth funding and responsibilities. It

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supports business growth through its transport, economic development and regeneration functions, investing in economic infrastructure, and through its role in creating quality places.

The area of the Combined Authority is that of its five constituent Councils comprising Calderdale, Bradford, Kirklees, Leeds and Wakefield.

The Combined Authority is the **accountable body** for the LEP which means it is responsible for carrying out finance functions on behalf of the LEP and oversight of the LEP's financial and governance, transparency and accountability arrangements.

In line with their respective roles, the LEP and Combined Authority have approved an **Assurance Framework** covering all funding flowing through the LEP and how the Combined Authority as the LEP's accountable body ensures that there are robust, transparent and accountable processes in place to ensure value for money for the public purse.

The Assurance Framework was reviewed by the Combined Authority on 14 February 2019 and the LEP Board on 26 March 2019. It has been prepared in accordance with HM Government's National Local Growth Assurance Framework and in accordance with guidance issued by the Chartered Institute of Public Finance and Accountancy (the CIPFA guidance).

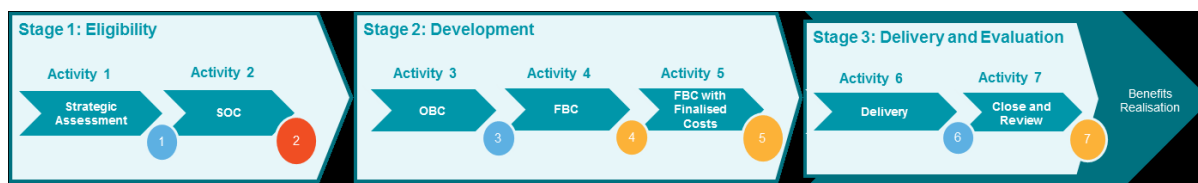
The Assurance Framework includes the assurance around expenditure on projects and programmes funded by Government or local sources in the Leeds City Region. This includes Growth Deal funding for transport projects and programmes, including the West Yorkshire plus Transport Fund Programme, received by the Combined Authority as the accountable body for the LEP.

The purpose of this Assurance Framework is to ensure that the necessary systems and processes are in place to manage funding effectively and to ensure the successful delivery of the LEP's Strategic Economic Plan (SEP) outcomes.

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Overview of the assurance process for delivering programmes and projects:



Under each stage outlined above there are a series of Activities (7 in total) that need to be carried out in order to progress each project. Whilst there are seven possible Activities, not all may necessarily apply to all projects and the process and intensity of appraisal applied can be tailored for each project depending on its type, scale and complexity.

Benefits realisation is considered to be something that runs through all of Stage 3 (Delivery and Evaluation). Project promoters should gather baseline information and be starting to capture benefits as soon as the scheme is being delivered in Activity 6 (Delivery) and this will continue through Project closure and beyond.

At the end of each Activity, a Project is required to go through a decision point where it is appraised against the HM Treasury ‘five cases’ Model as set out in the HM Treasury Green Book. The five inter-related cases are:

Strategic case: sets out the case for change, including the rationale and intervention, the outcomes to be expected, and how these fit with policy.

Commercial case: covers procurement and commercial arrangements relating to the services and assets required to implement the proposal.

Economic case: considers the value of different options leading to the identification of a preferred option that is an optimum balance between costs, benefits and risks.

Financial case: concerns the net cost and affordability to the public sector of the adoption of the proposal, taking into account all financial costs and benefits that result.

Management case: covers the planning and practical arrangements for implementation, to demonstrate that a preferred option can be successfully delivered.

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Project sponsors must therefore demonstrate that a robust, accurate and compelling business case exists at each stage of the process (subject to the assurance pathway and approval route as recommended by the Combined Authority's Programme Appraisal Team (PAT)). All projects must now be approved by the Combined Authority at Decision Point 2 (SOC) in order to proceed to Stage 2 Development.

A key objective of the Assurance Framework is to support the Combined Authority in assessing whether potential investments offer good value for money and have the capacity to generate and deliver the growth objectives set out in the SEP, or specific objectives relevant to a funding stream or other strategic objectives. Along with the focus of the business case changing as a project progresses through the assurance process, the focus of the business case appraisal is structured around a series of key appraisal questions which enable the appraiser to review and test the evidence presented in the business case across the 'five cases'. Project promoters are provided with the key appraisal questions in order to guide the presentation of evidence in the business case.

All projects will undergo a 'five cases' assessment, in line with the HM Treasury Green Book, to ensure a project demonstrates that the outcomes and outputs are deliverable, that the associated business case is a sound one and that the scheme represents value for money. The LEP/ CA Assurance Framework process has recently been modified to align more closely with Green Book principles (for example introduction of the Strategic Outline Case (SOC) stage as part of Activity 2.

A diagrammatic summary of the Assurance Framework is illustrated below:

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Stage 1
Stage products, roles and responsibilities

Portfolio Management Office

- Guidance and Templates
- Monitoring and Reporting

Promoter

- Strategic Assessment
- Strategic Outline Case

Combined Authority

- Strategic Assessment Review
- Strategic Outline Case Appraisal Report



Stage 2
Stage products, roles and responsibilities

Portfolio Management Office

- Guidance and Templates
- Monitoring and Reporting

Promoter

- Outline Business Case
- Full Business Case
- Full Business Case with Finalised Costs
- Benefits Realisation Plan

Combined Authority

- Outline Appraisal Report
- Full Appraisal Report
- Updated Full Appraisal Report



Stage 3
Stage products, roles and responsibilities

Portfolio Management Office

- Guidance and Templates
- Monitoring and Reporting

Promoter

- Draft Project Closure Report
- Project Closure Report
- Benefits Realisation Reports

Portfolio Information Management System

The Combined Authority manages its portfolio through the Portfolio Information Management System (PIMS)

All information relating to a scheme's progress and business case assurance is stored within the system providing a central resource for portfolio information for the Combined Authority and its partners.

To find out more information about PIMS please contact the PMO




Portfolio Management Office

pmo@westyorks-ca.gov.uk
0113 348 1601

West Yorkshire Combined Authority

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Assurance Framework		
Stage 1 Eligibility	Stage 2 Development	Stage 3 Delivery and Evaluation
 <ul style="list-style-type: none"> Sifting stage for proposals received through published calls and other sources Commence development of the five case evidence Determine suitability of proposal for entry into next stage: Development Determine a scheme's Assurance Pathway and business case requirements Determine timescales and high level milestones Determine resource commitments to support scheme development Provide guidance to applicant on project development pathway Determine tolerances around risk, cost, programme and benefits/outcomes 	 <ul style="list-style-type: none"> Test feasibility of proposal, including intervention options Develop (OBC) and finalise (FBC & FBC+) five case evidence and analysis Detail cost plan, outputs, impacts and value for money Detail funding plan Detail delivery arrangements Market test the solution(s) Undertake risk allocation, management and mitigation planning Undertake full scheme approval Determine suitability for next stage: Delivery & Evaluation Establish conditions precedent for funding agreement and sign Establish baseline for monitoring and evaluation 	 <ul style="list-style-type: none"> Project proceeds to delivery Monitoring/reporting arrangements put in place Funding draw down Consider any variations outside tolerances Outstanding conditions discharged before final payment Project Closure Commence monitoring and evaluation of scheme (benefits realisation)
Key <ul style="list-style-type: none"> SOC (Strategic Outline Case) 	Key <ul style="list-style-type: none"> OBC (Outline Business Case) FBC (Full Business Case) FBC+ (Full Business Case with Finalised Costs) 	

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Appendix 2 - LEP/ WYCA Assurance Framework – WY+TF Projects Delivery Status

The following summary outlines the transport projects being funded through the West Yorkshire plus Transport Fund programme and their status within the Assurance Framework.

A629 Phase 1a (including enabling works)

Salterhebble Hill to Shaw Hill – Localised widening on Salterhebble Hill, 3x junction improvements and range of measures for pedestrians and cyclists.

Capital Budget: £8.6m

Assurance Framework: Stage 3 (Delivery & Evaluation), Activity 7 (Close and Review/ Evaluation)

A629 Phase1b

Calder and Hebble Junction – Major remodelling of key ‘pinch point’ on highway network, new bridge across canal to Stainland Road, widening on A629 approach from Elland Bypass to Jubilee Road, measures for pedestrians and cyclists.

Capital Budget: £18.9m

Assurance Framework: Stage 2 (Development), Activity 4 (Full Business Case)

A629 Phase 2

Halifax Town Centre - Eastern Gateway and Station Access Improvements to public realm, signalling, junctions and highways infrastructure between Halifax Rail Station and Cripplegate.

Halifax Town Centre (Northern Gateway and Bus Access) – Bus routing review to improve bus access across eastern side of town centre, improved bus facilities around rail station, bus station Improvements, enhanced on street bus stops, public realm improvements on Market Street and Northgate (providing better links to Leisure Centre and Dean Clough).

Halifax Town Centre (Southern and Western Gateways) – Modification of orbital highway links to west enabling public realm improvements on Cow Green, replacement of Orange Street subways, removal of low bridges to open up sites off Water Lane, widening of Church Street.

Capital Budget: £40.9m

Assurance Framework: Stage 2 (Development), Activity 4 (Full Business Case)

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Halifax Station Gateway

New station building, improvements to public realm including new connection to east of railway, reopening of third platform and reuse of 1855 building.

Capital Budget: £10.6m

Assurance Framework: Stage 2 (Development), Activity 3 (Outline Business Case)

A629 Phase 4

Ainley Top and Wider Strategic Interventions – Highway improvements to reduce congestion/delay at Ainley Top, measures to increase appeal/uptake of bus use between Halifax and Huddersfield.

Capital Budget: £30m

Assurance Framework: Stage 2 (Development), Activity 3 (Outline Business Case)

A641 (Bradford-Brighouse-Huddersfield)

Bradford-Brighouse-Huddersfield Corridor – Multi-modal corridor scheme to improve journey times and complementary benefits including reducing congestion, improving air quality and enabling Local Plan growth (notably Housing Growth and the delivery of the Clifton Business Park employment allocation as part of the WYCA M62 Enterprise Zone programme)

Capital Budget: £75m

Assurance Framework: Stage 1 (Eligibility), Activity 2 (Strategic Outline Case)

Elland Station and Line Speed Improvements (WYCA led) – Potential development of new station at Elland, journey time/frequency enhancements to expand upon planned commitments from rail industry (complementary longer term strategy targeting electrification). CMBC to deliver station access package and WYCA to deliver station facility

Capital Budget: £22m

Assurance Framework: Stage 2 (Development), Activity 4 (Full Business Case)

A58 Corridor Improvement Programme

Significant highway improvement works to A58 to improve connectivity and accessibility to support economic growth, including site unlocking.

Capital Budget: £6m

Assurance Framework: Stage 2 (Development), Activity 4 (Full Business Case)

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A646 Corridor Improvement Programme

Significant highway improvement works to A646 to improve connectivity and accessibility to support economic growth, including site unlocking.

Capital Budget: £5m

Assurance Framework: Stage 2 (Development), Activity 4 (Full Business Case)

The Calderdale Multi Modal Transport Model was approved at Decision Point 5 (Full Business Case plus Finalised Costs) on 8th January 2019. Calderdale Council has already completed the procurement of a preferred supplier through a competitive procurement exercise and work has now commenced on Activity 6 (Delivery). The total project cost is £629,000

This project is to deliver a new Multi-Modal Transport Model for Calderdale and reflects WebTAG best practice guidance in line with the LEPs/ CA Assurance Framework. The new Model will take a wider 'multi-modal' view across private vehicle, public transport, walking and cycling modes of transport.

The specific outputs associated with the development of the new Multi-Modal Model are:

- Primary and Secondary Data Collection (Highway, PT, Journey Times & Other)
- New highway and public transport prior matrices
- Network model coding manual
- New highway and public modelled networks and new zone structure
- Variable Demand Model (calibrated and realism tested)
- Highway Model (calibrated and validated)
- Public Transport Model (calibrated and validated)
- Development of a Model Reference Case for defined future years
- All associated reporting including: Model Specification Report, Data Collection Report, Local Model Validation Report (Highway and PT), Variable Demand Model Development Report and Reference Case Report

The Multi-Modal Model suite will incorporate variable demand, highway and public transport models to support the further development, appraisal, delivery and evaluation of Calderdale's West Yorkshire plus Transport Fund programme, including:

- A629 Phase 1b, Phase 2 and Phase 4
- A641
- Halifax Station Gateway
- Elland Station Access Package
- Corridor Improvement Programme: A58 and A646 corridors
- North East Calderdale Transformational Project

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Calderdale's West Yorkshire plus Transport Fund programme is integral to delivering the transport outputs of the District's Local Plan Infrastructure Delivery Plan.

The project supports the delivery of LCR SEP strategic priority 4 'Infrastructure for Growth' to *"Maximise the increase in employment productivity and economic growth across West Yorkshire and York (irrespective of boundaries) by the delivery of transport interventions."*

The strategic rationale for the project is strong and it is vital for the on-going development of robust business cases and for allowing other transport fund projects in Calderdale to progress. The project is at an advanced stage of development having already been through a competitive procurement with a preferred supplier identified.

Calderdale Council has other projects in development within the Transport Fund. These are currently reliant on using the Calderdale Strategic Transport Model (CSTM) which has undergone various updates since it was initially developed in 2008 in order to enable it to assess a number of development options associated with Calderdale's Local Plan and a number of strategic highway schemes.

While the CSTM has been a suitable tool to develop the Calderdale Local Plan Transport Evidence Base, the new Multi-Modal Model will further strengthen the development and appraisal of Full Business Cases of infrastructure projects, including those with significant multi-modal outputs.

Without this project other projects in Calderdale's Transport Fund programme are anticipated to suffer delays in their development and the appraising of business cases, including Full Business Cases, and ultimately there will be an impact on project delivery. In this regard, it is anticipated that without a new Multi-Modal Model, a number of the Transport Fund projects could be affected, including:

- A629 phase 1b
- A629 phase 4
- A641
- Halifax Station Gateway
- Elland Station Access Package
- A58 and A646 Corridor Improvement Programme schemes
- North East Calderdale Transformational Project

The new Multi-Modal Model is anticipated to maintain an interface with the potential development of a Leeds City Region (LCR) Transport Model. Importantly, the new Multi-Modal Model will also support cross boundary schemes with Kirklees and Bradford, such as the A641 project (see MoU between Calderdale and Kirklees on cross-boundary working).