

<p>Elland Rail station and Access Package</p> <p>Calderdale</p>	<p><u>Scheme description</u></p> <p>The scheme involves provision of a new railway station, park and ride car park and complementary walking, cycling and public realm enhancements in the town of Elland in Calderdale.</p> <p>The proposed station sits on the Calder Valley Line on a site adjacent to the A629 and close to Lowfields Business Park. The walking, cycling and public realm enhancements (collectively known as the Access Package) better connect the station to nearby businesses, the town centre and surrounding residential areas including West Vale. This includes creating additional crossing points for the River Calder and Calder and Hebble Navigation along with improvements to sections of canal tow path for the benefit of pedestrians and cyclists.</p> <p>The scheme is funded from West Yorkshire plus Transport Fund (WY+TF) and the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme currently presents a benefit cost ratio (BCR) of 1.3:1.</p> <p>The overarching aim of the new station and associated access and public realm improvements is to serve as a catalyst to the transformational regeneration of Elland, achieving sustainable and inclusive growth.</p> <p>The scheme's benefits will include improving access to a wider labour market for existing and prospective businesses in Elland, improved accessibility of rail services for residents of Elland and surrounding areas, particularly those within the most deprived areas, supporting local housing growth and reducing road casualties.</p> <p>The climate change and environmental impacts will include reducing carbon emissions from motor vehicle use by 5% by 2030, through promoting mode shift and increasing the number of walking and cycling trips in Elland by 26%, which in turn will reduce traffic congestion on strategic routes such as the A629.</p> <p><u>Decision sought</u></p> <p>Approval to the change request for £3,329,554 of additional scheme development funding, taking the total development funding to £7,193,554, and extension of the joint scheme by 12 months to September 2026.</p> <p>Total value of the scheme - £31,327,414</p> <p>Total value of Combined Authority funding - £31,327,414</p> <p>Funding recommendation sought - £3,329,554</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Project Title	Elland Rail Station and Access Package
Stage	2 (scheme development)
Decision Point	Change request (activity 3)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 1.1 The scheme involves provision of a new railway station at Elland, including a park and ride car park, and a package of complimentary access improvements to link the town of Elland with the new railway station, including walking, cycling and public realm enhancements.
- 1.2 The Elland Rail Station scheme will be funded from the West Yorkshire plus Transport Fund (WY+TF). This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years.
- 1.3 The Elland Access Package will be funded by the (WY+TF) and through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs.
- 1.4 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities.
- 1.5 Elland is located to the east of the Calderdale district, located approximately mid-way between the cities of Leeds and Manchester. Both towns suffer from poor public transport connectivity and significant congestion levels on the Strategic Road Network (SRN) that connects these towns to the regional economic centres of Leeds and Manchester.

Elland Rail Station

- 1.6 Elland Rail Station will deliver a new railway station on the Calder Valley line, with two platforms on a raised embankment with lift, step, and ramp access. There will also be a 116-space (approximately) park-and-ride car park serving the station, which is located on a site adjacent to the A629 and close to Lowfields Business Park.
- 1.7 Since the outline business case was approved for this scheme in March 2019, the design has changed to include ramped access to both platforms to ensure it is compliant with the updated British Safety Standards (BS9992 2020 - fire safety in the design, management and use of rail infrastructure). The inclusion of ramped access to both station platforms will allow safe emergency egress for people with reduced mobility.
- 1.8 A change request for £1,500,000 of additional development funding was approved in October 2021 to progress the additional detail design work to include ramped access, land assembly and site clearance. This increased the development costs for the station scheme to achieve full business case development to £2,934,000.
- 1.9 Since the change request was approved the project has achieved GRIP stage 4 (single option selection), approval in principle from Network Rail in January 2023, and secured planning approval in February 2023.

Access Package

- 1.10 The town of Elland currently suffers from poor public transport connectivity and significant congestion levels on the Strategic Road Network (SRN) that connects the town to the regional economic centres of Leeds and Manchester.
- 1.11 The lack of connectivity hinders access to employment and skills opportunities locally, subsequently constraining future growth and development. The town centre of Elland is amongst the top 20% deprived areas in the country and consequentially Elland is a priority growth area for Calderdale.
- 1.12 The Elland rail station project proposals originally included package of sustainable transport access improvements. This was then enhanced by additional scheme elements to be delivered with TCF funding. These additional elements included route improvements to and from Elland town centre via Eastgate, providing traffic free access on Century Road, Lowfield Industrial Park and Old Power Way and providing direct, traffic free access via National Cycle Network Route 66 and Calderdale Greenway to the new station via two pedestrian/cycle bridges.
- 1.13 The Access Package will be delivered by the Borough Council of Calderdale (BCC). The Access package scheme will deliver:
 - Cycle links from the core town centre and employment areas within Elland Connecting residents of Elland and West Vale to the proposed railway station.

- Additional crossing points for the River Calder and Calder and Hebble Navigation along with improvements to sections of canal tow path for the benefit of pedestrians and cyclists.
 - Increase the uptake of walking and cycling around Elland and West Vale.
- 1.14 Completion of the joint full business case for Elland Rail Station and Access Package has been delayed while the station scheme completes detailed design.
- 1.15 The development of the project to date has allowed the Access Package to continue to progress key development activities such as land acquisition (including the funds for the anticipated purchases), preparation for CPO (including costs for public inquiry) and procurement until the revised submission date for the joint project FBC.

Description of the Change

Elland Rail Station

- 1.16 At outline business case stage it was believed that the land required to deliver the rail station was in the ownership of the Borough Council of Calderdale or Network Rail, therefore no land purchase was required. During further development of the business case a review of the information provided showed that there was some third party and unregistered land within the site area which would be required to deliver the scheme. A Compulsory Purchase Order (CPO) is now required to assemble the land and a CPO was sealed in February 2022. Additional funds are required to support the CPO.
- 1.17 The project team completed a tender exercise to procure a design and build contractor in September 2023. The price for the delivery of detailed design and the full business case provided by the contractor now exceeds the previous cost estimate.
- 1.18 There is also a requirement for an Asset Protection support agreement with Network Rail and the cost for this also exceeds previous estimates.
- 1.19 With the above cost increases, there is no longer sufficient development funding approved to allow the project to progress to FBC submission.
- 1.20 The rail station scheme is therefore seeking an additional £2,570,000 in development funding which would take the total development funding approval to £5,504,000 from the West Yorkshire plus Transport Fund.

Access Package

- 1.20.1 The programme for the scheme has been extended due to delays in gaining approvals for the Rail Station project and this has resulted in a prolonged period of progressive development of the Access Package, resulting in increased costs.

- 1.20.2 There are also additional costs to complete the full business case to meet current Combined Authority Business Case requirements.
- 1.21 The existing planning approval for the Access Package expires in September 2024 unless a meaningful start on site is made before that date. The extension to the programme means that the scheme will likely miss this deadline. As such the scheme promoters took a prudent view and developed and submitted a second planning application. This resulted in a review and re-write of all planning documentation to update to a 2023 submission which included new requirements. This second planning application has resulted in additional unexpected costs.
- 1.22 The access package scheme has £930,000 of development funding approved from TCF. The access package scheme is seeking an additional £759,554 in development funding from TCF which would take the total development funding approval from TCF to £1,689,554, as well as £700,153 approved already from the WY+TF.

Outputs and Outcomes

- 1.23 The scheme outputs include:
- Provision of a new railway station on the Calder Valley line, with two platforms on a raised embankment with lift, step, and ramp access.
 - Approximately 116 car parking spaces serving the new station.
 - An access package of walking and cycling route upgrades including two new pedestrian / cycle bridges providing traffic free access to the station.
- 1.24 The scheme outcomes are:
- Increasing the number of walking and cycling trips (by 26% by 2030) within Elland, West Vale and surrounding areas.
 - 100% increase in rail mode share for journeys from Elland, West Vale and the surrounding area by 2030.
 - Improved access to jobs, and opportunities for residents within Elland, West Vale and surrounding areas, particularly those in the most deprived local areas.
 - Supporting employment growth by providing businesses in Elland with improved access to wider labour markets.
 - Supporting local housing growth to the North of Elland Town Centre by reducing transport constraints, facilitating provision of 900 dwellings by 2030.

Tackling the Climate Emergency Implications

- 1.25 The scheme will improve access to rail for communities within the surroundings areas. The park and ride provision will offer an alternative to driving into Leeds. This will enable more journeys to be taken by more

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Commented [TS2R1]: Discussed with James/Mohammed - this should be TBC pending Local Plan and FBC update/finalisation next year.

sustainable public transport, reduce the private car use and contribute to a reduction in the emissions of carbon and other harmful emissions caused by car use.

- 1.26 The mode shift to rail and increase in walking and cycling in Elland will have a positive impact on local and regional climate change resilience and support the clean and inclusive growth agenda. It will also improve public health due to lower air pollution levels and improved individual health outcomes from increased physical activity.
- 1.27 At full business case, a detailed Carbon Impact Assessment will be submitted to show the whole life carbon impacts for the scheme, and how they will be addressed.

Inclusive Growth Implications

- 1.28 The poor public transport connectivity and congestion levels on key road connections hinders access to employment and skills opportunities, constraining future growth and development. The town centre of Elland is amongst the top 20% deprived areas in the country and consequentially Elland is a priority growth area for Calderdale.
- 1.29 The scheme will connect people to economic and education opportunities through improved access to affordable and sustainable transport including rail and a new rail park and ride.

Equality and Diversity Implications

- 1.30 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme.
- 1.31 The scheme will increase accessibility to a range of services, including employment, education, and other community facilities, in neighbouring towns and cities.
- 1.32 The station will be fully accessible with access by lift, stairs, and ramps to both platforms. Disabled parking bays and designated pick-up and drop-off facilities will be provided. The public spaces around the station site will be improved through the regeneration of unused land and additional lighting.

Consultation and Engagement

- 1.33 The promoters have undertaken two rounds of public consultation which has included both aspects of the scheme. Public engagement was held during summer 2018, with 94% of respondents stating that they were happy or very happy with the plans. The feedback received was used to develop the proposals further. Further information can be found at [Elland Rail Station and Access Package | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/elland-rail-station-and-access-package-your-voice). A second phase of public engagement to allow comment on the updated scheme was held during the summer of 2020. Further information can be found at [Elland Rail Station and Access Package Phase 2 | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/elland-rail-station-and-access-package-phase-2-your-voice).

- 1.34 The project regularly engages with key stakeholders, such as Network Rail, the Calder Valley Rail Partnership, ward councillors and local businesses. The project also provides updates to the public as part of Calderdale Council's "[Think You Know Elland](https://calderdalenextchapter.co.uk/think-you-know-elland)" comms campaign and a quarterly community newsletter organised by the Elland Future High Streets project.
<https://calderdalenextchapter.co.uk/think-you-know-elland>

Risks

- 1.35 The scheme risks and mitigations are:

- That the scheme becomes unaffordable due to increasing material costs. This is being mitigated by a further review of construction costs during development of the full business case.
- Land Purchase. - Discussions around construction methodology have prevented particular negotiations from progressing. This is being mitigated by progression of the design, which will provide with methodology for construction which will aid in negotiations and submission of Compulsory Purchase Order's (CPO) to cover all land requirements for the Rail Station and Access Package elements of the project.
- Land Purchase - Potential that the Access Package's CPO is taken to public inquiry delaying the current programme. This is being mitigated by preparation of Statement of Case and evidence for a potential inquiry along with trying to resolve objections through negotiation.
- Resubmission of planning application and potential for refusal. This is being mitigated by through active engagement with Calderdale's planning team and the statutory consultees (e.g., Canals and Rivers Trust, Environment Agency) who have commented on the new application.

Costs

Elland Rail Station

- 1.36 The total scheme costs are £20,650,000.
- 1.37 The Combined Authority's contribution is £20,650,000 from the West Yorkshire plus Transport Fund.
- 1.38 At outline business case the total project budget for the delivery of the Elland Rail Station was £17,360,000.
- 1.39 The Place, Regeneration and Housing committee as part of the 2021 Transport Fund review, approved an increase to the overall project budget by £3,290,000, taking the overall project budget for the rail station to £20,650,000.
- 1.40 At outline business case stage £1,434,000 of development funding was approved. A change request in October 2022 approved £1,500,000 of

additional development funding, taking the approved development funding amount to £2,934,000.

- 1.41 The project is seeking to drawdown an additional £2,570,000 in development funding from the indicative funding allocation of £20,650,000. This will take the total development funding approval to £5,504,000.

1.42 Access Package

- 1.43 The total scheme costs are £10,677,414.

- 1.44 At strategic outline case stage the project budget for the access package was £7,400,000, with £5,420,000 from the Transforming Cities Fund (TCF) and £1,980,000 from the West Yorkshire Plus Transport Fund. The allocation for this scheme from the TCF was increased to £8,335,433 via a Programme review in March 2022, which was approved by the Place, Regeneration and Housing committee. The TCF allocation was then reduced to £8,037,414 in a programme review in December 2022, which was approved by the Combined Authority.

- 1.45 The Combined Authority's contribution is £10,677,414, with £2,640,000 from the West Yorkshire plus Transport Fund (WY+TF) and £8,037,414 from the Transforming Cities Fund (TCF).

- 1.46 Development funding of £334,000 from TCF was initially approved following a project Change Request submitted in March 2021. A further £596,000 of development funding was approved as part of a TCF Programme-level Change Request in December 2021. Currently the scheme has approved development costs totalling £700,153 from the WY+TF and £930,000 from the TCF.

- 1.47 The project is seeking to drawdown an additional £759,554 in development funding from the TCF indicative funding allocation of £8,037,414. This will take the total development funding from TCF to £1,689,554, and the total development costs for the access package, including the £700,153 from the WY+TF, to £2,389,707.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	16/11/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	20/11/2024

5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authorities Chief Operating Officer	30/09/2026
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authorities Chief Operating Officer	31/03/2027
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authorities Chief Operating Officer	30/09/2031

Other Key Timescales

Elland Rail station

- Achieved rail industry acceptance for the new Elland rail station – September 2021
- Issue of Stage-1 and 2 tender for the Station – June 2023
- Confirmation of Rail Station CPO – Q1 2024/25
- Start of construction on site - Q4 2024/25
- Finish construction of the Rail Station - Q4 2025/26
- Operation of the new station - Q1 2026/27

Access Package

- Issue of Stage-1 Access Package tender – November 2023
- Planning approval for Access Package – December 2023
- Issue of Stage-2 Access Package tender – March 2024
- Confirmation of Access Package CPO - Q2 2024/25
- Start of construction on site - Q4 2024/25
- Finish construction of the Access Package - Q1 2026/27

Assurance Tolerances

Assurance tolerances
Combined Authority funding remain within +10% of those outlined in this report. Completion/service delivery date remains within +6 months of those outlined in this report. Outputs remain within -10% of those outlined in this report.

Control area	Baseline Tolerance approved by the CA at DP3	Baseline Approval by the CA at DP3	Change Request Approval
Date	29/03/19		22/11/21
Total Cost	£20,341,000		£29,435,000
CA Funding	10%	£19,991,000	£29,385,000
Completion Date (DP5)	6 months	30/09/22	28/11/22
Outputs & Benefits	N/A	N/A	N/A

Control area	Periodic Review	Periodic Review	Requested Change Request Approval	Within tolerance?
Date	08/03/22	15/12/22	07/11/23	
Total Cost	£31,625,000	£29,435,000?	£31,327,414	
CA Funding	£31,625,000	£29,385,000	£31,327,414	N
Completion Date (DP5)	30/11/24	30/09/25	30/09/26	N
Outputs & Benefits	N/A	N/A	N/A	N/A

Appraisal Summary

- 1.48 The change request involves draw down of additional development funding, so it does not directly impact on the strategic and commercial cases.
- 1.49 The change request does not in itself increase the scheme costs or alter the outputs or outcomes or the benefits appraisal. It is however noted that the additional funds requested are significant compared to the previously approved development costs and may impact on the budget remaining to deliver the two schemes.
- 1.50 The need for the change request arises from issues being experienced relating to planning consent, land acquisition and the conclusion of maintenance agreements with a statutory body, as well as the impact of delays in the station element of the scheme.

- 1.51 These do present a heightened risk of further cost escalation and can be seen to be detrimental to the financial and management cases and may also eventually affect the economic case.
- 1.52 The promoter provides sufficient assurance to recommend approval of the change request, but the overall rating of the scheme has been amended from Green to Green / Amber, to reflect the increased risks arising from the issues set out in the submission.

Recommendations

- 1.53 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:
- i. The change request to the Elland Rail Station and Access Package schemes to increase the development funding allocation and extend the completion date is approved.
 - ii. Additional development costs of £2,570,000 for the Elland Rail Station scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total development costs approved for this scheme to £5,504,000.
 - iii. Additional development costs of £759,554 for the Access Package scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total TCF development costs approved for this scheme to £1,689,554.
 - iv. The completion date of the Elland Rail Station and Elland Station Access Package is extended from September 2025 to September 2026.
 - v. The Combined Authority enters into an addendum to the existing Funding Agreement with the Borough Council of Calderdale for expenditure of up to £1,689,554 from the Transforming Cities Fund.
 - vi. Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.