

Report to: West Yorkshire Combined Authority

Date: 22 July 2022

Subject: **West Yorkshire Mass Transit**

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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

1. Purpose of this Report

- 1.1 To set out the vision for West Yorkshire Mass Transit and to seek approval to undertake further engagement on the draft final version, ahead of it being adopted as a daughter document as a component of the statutory Local Transport Plan in the future.
- 1.2 To seek approval to the new governance model of West Yorkshire Mass Transit, including creation of a Member Transit Strategy Group and Transit Senior Leadership Board.
- 1.3 To seek approval to the Combined Authority becoming the sole promoter/client, with district partners being 'strategic partners' for the development of Mass Transit.
- 1.4 To seek approval to create a Mass Transit development team, which would report to the Director of Mass Transit and Managing Director, to accelerate development and enable 'delivery of the first phase to commence construction within the second Mayoral term'.

2. Information

Transport Vision

- 2.1 In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out the ambitions for transport and providing the policy framework for improvement. The draft Connectivity Infrastructure Plan compliments the strategy, setting out a delivery plan and long-term pipeline of transport infrastructure enhancements to improve connectivity across the region.
- 2.2 The West Yorkshire Transport Strategy 2040 sets out the West Yorkshire vision for transport, and Mass Transit forms a central part of that transport vision. The West Yorkshire Transport Strategy and the draft Connectivity Infrastructure Plan have been developed with the input of each of the five partner councils and both reflect the partner councils' growth plans and priorities for investment.
- 2.3 The transformational plans for Mass Transit will help deliver a new integrated and inclusive transport network for the people of West Yorkshire which will connect communities across the region through to 2040. Mass Transit is integral to the bold ambition to make West Yorkshire greener, more inclusive, and better connected, based on a modern, world-class public transport system using new forms of advanced Mass Transit.
- 2.4 The West Yorkshire Transport Strategy meets the statutory requirement placed on the Combined Authority as the West Yorkshire Local Transport Authority to produce a Local Transport Plan (LTP). New guidance is anticipated in Autumn 2022 from Government around how Local Transport Plans should be developed in accordance with the new guidance by 2024.
- 2.5 The draft Connectivity Infrastructure Plan was published in January 2021, accompanied by a series of related documents, including the draft Mass Transit Vision 2040. Alongside cycling, walking, bus and rail, mass transit will be essential in helping our communities thrive and the economy to flourish, bringing people and places closer together. By offering a new public transport option and an attractive alternative to car travel, we expect mass transit to:
- Help combat climate change and provide climate resilient infrastructure.
 - Connect West Yorkshire's important places.
 - Support levelling up and help rebalance the economy.
 - Improve health and wellbeing.
 - Support economic recovery.
- 2.6 Mass Transit will help combat climate change by offering a clean and sustainable means to travel across the region, offering an attractive and sustainable alternative to car travel and providing climate resilient infrastructure. Mass Transit will offer a transformational catalyst to support sustainable economic growth. As a part of the wider draft Connectivity Infrastructure Plan, Mass Transit will support existing local plan spatial priority areas and employment and housing centres across the region. Mass Transit will be part of a wider integrated transport system for West Yorkshire with simpler fares and contactless ticketing.

- 2.7 The proposed Mass Transit programme is aligned with the Mayor's pledges. Mass Transit will require a skilled labour force to construct and operate, it will help to attract inward investment and business growth, provide fast, reliable, and attractive public transport links to jobs, kick-start development and regeneration and prioritise inclusive growth.
- 2.8 At its meeting on 9 December 2021, the Combined Authority noted the feedback from the Spring 2021 public engagement on the draft Connectivity Infrastructure Plan and draft Mass Transit Vision. The engagement undertaken produced the largest response of its type that the Combined Authority has ever run. There were 430,000 social media views of the engagement material. We received 7,800 responses to our surveys, polls, the interactive map, and other stakeholder feedback. Overall, the support for the Vision was strong. Around 80% of respondents said they supported the Vision, either fully or in part.
- 2.9 Since this time, the draft Mass Transit Vision 2040 has been updated to reflect the feedback received and the updated vision is included in Appendix A. A further round of engagement is proposed on this version of the document, ahead of a final version Vision being formally adopted as a daughter document to the statutory Local Transport Plan for the region. The vision will form an essential policy foundation at any future planning/public inquiry into the scheme, and as such it is important for the vision to be adopted as part of the statutory Local Transport Plan for West Yorkshire

Governance

- 2.10 The Combined Authority considered feedback from the Local Partnership Gateway review into its Mass Transit proposals in February 2022. This identified the need to update the governance arrangements of Mass Transit as it moves to the next stage in development.
- 2.11 Close partnership working is at the heart of the region's success and for Mass Transit, careful consideration has been given to the best means to enable the successful delivery of Mass Transit including the pros and cons of various models. Having considered a range of options and legal advice, and in consultation with district partners, it is proposed that the Combined Authority is the sole promoter for West Yorkshire Mass Transit, with district partners being strategic partners (by way of suitable legal agreements and/or memorandums of understanding). By proceeding with the Combined Authority as a sole applicant/owner, it would ultimately result in a more straightforward and easier to manage consenting process, and reflect the approach almost universally taken by other Combined Authorities and their predecessors.
- 2.12 To address the Local Partnership reviews findings and to reflect the feedback regarding promotion of Mass Transit, it is proposed that the Governance of Mass Transit is as follows:
- Transport Committee and CA will continue to be the formal decision-making bodies.

- A Member Transit Strategy Group be implemented to set the mandate and ensure delivery of outcomes to programme. The Member Strategy Group would include Leader and/or Portfolio Holder representation from each of the Authorities and chaired by the Mayor.
- A New Senior Transit Leadership Board, chaired by the Managing Director would report to the Member Transit Strategy Group and have a clear mandate around the delivery of the Mass Transit programme, bringing together key strategic district partners, and central government.
- A refreshed Transit Programme Board to continue the partnership working with all districts.

2.13 A summary of the new Governance Model is set out in Appendix 2.

Team Resourcing

- 2.14 In February 2022 the Combined Authority approved the creation of a Director of Mass Transit, who would report to the Managing Director. The Managing Director is the Senior Responsible Officer for Mass Transit. The Director (Project Director) is accountable to the Senior Responsible Owner for the day-to-day management of the project. An interim Director for Mass Transit is now in post whilst the recruitment of a permanent Director is progressed.
- 2.15 An Organisational Design business case has been developed and options for the organisational structure have been considered. This has recommended a preferred option seeking to combine the development of a permanent in-house Mass Transit team supplemented where necessary with temporary and specialist contracted and/or seconded resources. This approach seeks to develop an appropriate internal Mass Transit capability to support the effective development and delivery of the Mass Transit Programme within a dedicated, credible and collaborative directorate.
- 2.16 The existing Mass Transit team structure will be transferred into the new Mass Transit directorate through the management of change process, with the necessary consultation and engagement processes with affected staff.
- 2.17 The organisational structure will deliver a dedicated Mass Transit directorate, made up of Programme Management, Project Management and Technical teams, supported by enhanced corporate functions across the Combined Authority, required to deliver this development stage and plan for future delivery stages. The key Heads of Services roles to provide senior management support to the Director and the wider team are detailed in Appendix 3, and below that level the detailed individual posts and role profiles are to be developed based on the development requirements. This will be based on a combination of existing and new job profiles, and will be sequenced and co-ordinated to draw on best available resources both internally and externally sourced. The approach has been reviewed with Combined Authority directors and district partners, and draws on industry experience and learning from development of similar large programmes.

2.18 The organisational design creates posts to make up the Mass Transit Directorate with each role providing required expertise in the development of the Mass Transit programme. Key outputs for the roles include the business case work, stakeholder and public engagement, statutory powers and permissions, commercial and delivery strategies, and the necessary planning stages to progress delivery. This is estimated will take three to four years for the first phase of the programme at which point subject to funding it moves to the initial implementation phase. Key workstreams the team would need to be developed and resourced to deliver include:-

- Programme Management & Controls
- Communications & Engagement
- Sponsorship & Requirements Management
- Design & Information Management
- Safety, Assurance & Compliance
- Planning & Placemaking
- Place & Environment
- Commercial & Financial Management
- Land Acquisition & Commitments Management
- Contract Management
- Project Management
- Property & CPO Management
- Legal & Consents
- System Operator Functions & Wider Connectivity Integration
- Corporate functions including HR, Procurement, IT

2.19 Developing the Mass Transit programme and teams offers unique and exciting opportunities to embrace and support the Combined Authority's ambitions and objectives for equality, diversity and inclusion. This also extends to our procurement activities as an opportunity to ensure our suppliers also champion equality, diversity and inclusion. The opportunity to develop a skilled and specialist workforce from the diverse, multi-cultural and socially spread communities in West Yorkshire is a key benefit with the levelling-up agenda at its heart. In addition, there will be significant opportunities to bring graduates, apprenticeships and school leavers into the Mass Transit programme and teams.

Funding

2.20 In November 2021 the government published the Integrated Rail Plan (IRP) which confirms the initial funding for West Yorkshire Mass Transit. *"We commit today to building a Mass Transit System for Leeds and West Yorkshire, and to supporting West Yorkshire Combined Authority over the long term to ensure that this time, it gets done. That work begins now, with £200m of immediate funding to plan the project and start building it, with the first services operational in the second half of this decade."*

- 2.21 The IRP also references that *“We intend for some parts to be in service by the second half of this decade. The cost for the initial network, over ten years, is expected to exceed £2 billion, we will also expect local taxpayers to make contribute to the system's capital costs.”* The IRP also identifies that there will be an additional £100m for rail studies and to start work on Mass Transit.
- 2.22 The Combined Authority received an allocation of £830m from the City Region Sustainable Transport Settlement (CRSTS) for the five-year period 2022/23 to 2026/27, following a submission to government in September 2021. Following discussions with Department for Transport and HM Treasury, the final CRSTS business case submitted to government included provision for £200m for development and initial delivery of Mass Transit. It is noted that delivery of mass transit will cost significantly more than the allocation currently available.
- 2.23 The CRSTS funding is for the development of the Mass Transit programme through business case development and securing statutory TWAO powers. Further funding for implementation delivery of the programme will be required as referenced in the IRP. The indicative timeline for delivery of the first phase is shown diagrammatically in Appendix 4 and is subject to the development of the Mass Transit programme over the next few years.

3. Tackling the Climate Emergency Implications

- 3.1 Carbon emissions generated by transport are currently at levels that, without significant intervention and changes to processes, a net zero carbon future by 2038 will not be achievable. Road transport is the biggest contributor to roadside air pollution with cars being the largest source of emissions. To meet the 2038 net zero target, and even with a shift to zero/low emission vehicles, analysis suggests that a reduction of total vehicle kilometres exceeding 20% is necessary, accompanied by an increase in the use of sustainable modes (walking and cycling) and public transport. Transit also has the opportunity to support improvements to air quality and contribute to carbon reduction goals by providing an attractive lower carbon, lower emission transport option. Increased capacity provided by transit will allow for additional capacity on congested corridors, which affords the opportunity to improve vehicle flows which in turn will improve air quality.

4. Inclusive Growth Implications

- 4.1. A central common theme of the Connectivity Plan, and Mass Transit Vision as part of that, is that investment in transport accessibility will make a positive contribution to driving forward inclusive growth. Our approach to transport seeks to provide practical alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. Our plans particularly focus on how to support the hardest to reach communities to realise economic opportunities.

5. Equality and Diversity Implications

- 5.1. Through the Combined Authority's role in managing the delivery of the Transport Strategy, the Connectivity Plan and bidding for funding, focus will be placed on ensuring that equality and diversity needs are addressed, with a particular emphasis on improving accessibility for all.

6. Financial Implications

- 6.1 The costs of the new posts will be met by the City Region Sustainable Transport Settlement allocation for Mass Transit.

7. Legal Implications

- 7.1 In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out our policy framework for improving transport. The transport Connectivity Infrastructure Plan is an extension of this, setting out a delivery plan and long-term pipeline of transport infrastructure improvements to improve connectivity in our region.
- 7.2 The West Yorkshire Transport Strategy 2040 represents the statutory requirement placed on the Combined Authority as the West Yorkshire Local Transport Authority to produce a Local Transport Plan (LTP) setting out the policy framework and overarching strategy for improving transport.
- 7.3 The Connectivity Infrastructure Plan is a delivery implementation plan for Transport Strategy 2040. The Transport Strategy and the Connectivity Infrastructure Plan have been developed with the input of each of the five partner councils and both reflect the partner councils' growth plans and priorities for investment.

8. Staffing Implications

- 8.1 The existing Mass Transit team structure sits within the Policy and Development directorate and will be transferred into the new Mass Transit directorate through the usual management of change process. This will include the necessary consultation and engagement processes with affected staff.
- 8.2 Early engagement has been undertaken with the existing team during the development of the organisational design. Similarly engagement with other directorates within the Combined Authority has been undertaken to share and inform the development of the structure, alongside industry experience being brought from similar programmes.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Combined Authority:

- Endorses the vision for West Yorkshire Mass Transit and approves undertaking further engagement on the draft final version, ahead of it being adopted as a daughter document as a component of the Local Transport Plan in the future.
- Approves the new governance model of West Yorkshire Mass Transit, including creation of a Member Transit Strategy Group and Transit Senior Leadership Board.
- Approves the Combined Authority becoming the sole promoter/client, with district partners being 'strategic partners' for the development of Mass Transit.
- Approves the creation of the Mass Transit development team, which would report to the Director of Mass Transit and Managing Director, to accelerate development and enable 'delivery of the first phase to commence construction within the second Mayoral term'.

11. Background Documents

9 December 2021 Combined Authority meeting – Paper on Feedback from Connectivity Plan and Mass Transit Vision

12. Appendices

Appendix 1 – Updated Mass Transit Vision 2040

Appendix 2 – Proposed Mass Transit Governance Model

Appendix 3 – Mass Transit Development Team structure

Appendix 4 – Mass Transit Delivery Process diagram