

Report to: West Yorkshire Combined Authority

Date: 16 March 2023

Subject: **Mass Transit Programme – Update Report**

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| Is this a key decision? | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| Is the decision eligible for call-in by Scrutiny? | <input type="checkbox"/> Yes <input checked="" 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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No |

1. Purpose of this report

- 1.1 To provide an update on progress across the key workstreams for the West Yorkshire Mass Transit Programme.

2. Information

Business Case Development Workstreams

- 2.1 In mid-2022 work began to progress business case development of the Programme-level Strategic Outline Business Case towards Strategic Outline Cases for each of the candidate options for phase 1 as identified in the Mass Transit Vision 2040, August 2022 version¹.
- 2.2 Work is focussing initially on the production of Strategic Outline Business Cases (SOC) for the Orange (Bradford to Leeds, East Leeds, and South Leeds to Dewsbury) and Green (Bradford to Dewsbury) business case corridors, with other areas of the network planned to follow later.
- 2.3 Initial transport modelling has recently been undertaken for the Orange SOC corridors to understand the potential demand for the Mass Transit system.

¹ [West Yorkshire Mass Transit Vision 2040 \(August 2022 Version\) \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk)

This will be a key component in the appraisal of the various route options within the corridor. This exercise will be undertaken for the identified route options within the Green SOC corridor. This work is undertaken in parallel with the concept route design development for the corridors, which is described later in this report.

- 2.4 The approach to the Strategic Outline Business Cases is structured to follow the conventional Treasury Green Book 'Five Case' model, with the focus on the strategic dimension, which sets out the need for intervention and why Mass Transit is the preferred means to meet that need. The SOC will also identify the preferred route/ combination of routes to take forward to Outline Business Case and into consultation planned for 2024.
- 2.5 The corridor SOC business cases are intended to establish the rationale for Mass Transit in each of the defined areas, with an over-arching Programme Integration Business Case being maintained to provide a Programme-level rationale for investment in the network.
- 2.6 Work is also progressing on the development of the regional transport model for West Yorkshire which will be used for the development of the Outline Business Case (OBC) for the first phase of Mass Transit. This strategic transport model will provide an integrated means to test and analyse the wider public transport network.
- 2.7 One of the largest programmes of data collection is underway during this Spring to support the development of the West Yorkshire regional transport model. The data being collected is required to provide a contemporary dataset for the post-Covid model calibration. The data collection activities are spread widely across all the districts of West Yorkshire, and cover highway and public transport modes as well as household surveys to understand travel demand and preferences.

Route Design Development Workstreams

- 2.8 In support of the business case development and stakeholder engagement workstreams, the concept route design development for the candidate options for the first phase of the West Yorkshire Mass Transit system is being progressed.
- 2.9 Consistent progress is being made on the route design development to the equivalent of RIBA Stage 2 level of design definition across the various corridors. This is enabled through regular collaborative design advisory meetings with district partners to review and consider feedback as the design develops. This aids the development of sufficient design information that best suits each districts unique circumstances and requirements. In addition to the design advisory group meetings, in-person one-day multi-discipline workshops are being utilised to enable productive engagement between the Combined Authority, district partners, and the design development partner teams.

- 2.10 Significant attention is being paid to the integration of the design development and business case development workstreams, as well as the co-ordination and integration of the Mass Transit proposals with other wider projects and programmes across the region. Informed discussions are being held with district partner teams to understand what regeneration and development is ongoing and planned, to develop the design in a way that unlocks benefit for both Mass Transit and the initiatives.
- 2.11 Work is ongoing to understand the role depots will have in the Mass Transit network. A study is taking place to understand depot impacts, business case requirements and to identify and assess potential locations alongside the route development workstreams.
- 2.12 West Yorkshire is a diverse region, which leads to opportunities and challenges that differ significantly across different areas. The Mass Transit Programme's approach to placemaking aims to understand local places, enhance local character and avoid 'one size fits all' approaches. By prioritising placemaking, Mass Transit will deliver significant benefit to wellbeing, identity, resilience and connectivity in local areas across West Yorkshire.

Communications & Consultation Workstreams

- 2.13 A period of statutory consultation was undertaken gather feedback on proposed West Yorkshire Mass Transit Vision 2040 proposals. This took place between 24 Oct 2022 to 16 January 2023. Statutory consultees and members of the public were invited to share their views on the updated Vision document, which was hosted on a dedicated page on the Your Voice digital engagement hub and promoted on a range of channels, including social media, a press release, and emails to statutory and key stakeholders.
- 2.14 A Consultation Report is being prepared to consider the feedback received from the statutory consultation and to outline the key findings from the consultation, and the areas for improvement and further investigation for the programme. This is also feeding into the approach for the next phase of consultation, and engagement with key stakeholders throughout 2023.
- 2.15 Work is progressing on the development of a Communications Strategy to capture and frame the planned engagement activities in 2023 and consultation activities in 2024 for the Mass Transit Programme.
- 2.16 The team is also working on further developing relationships and interfaces with key programme stakeholders. Work to scope and identify stakeholders and our likely programme of engagement is well underway.

Environmental Development Workstreams

- 2.17 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. Carbon based road transport is the biggest

contributor to roadside air pollution with cars being the largest source of emissions.

- 2.18 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. Mass 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 Mass Transit will allow for additional capacity on congested corridors, which affords the opportunity to improve vehicle flows which in turn will improve air quality.
- 2.19 The environmental workstream for Mass Transit, supported by the Environmental Partner is critical to ensure that environmental impacts and opportunities are understood at an early stage and that the programme embeds sustainability principles in its evolution and development.
- 2.20 To support the delivery of a responsible Mass Transit system there is a requirement to investigate the environmental impact of the scheme. This will require environmental impact assessment and investigative studies prior to construction being undertaken along with post-construction evaluation and impact monitoring. The Environmental Partner will oversee, manage and maintain the environmental workstream for Mass Transit, and will work collaboratively with the Design Development and Business Case Development partners to integrate appropriate environmental consideration into the development processes.
- 2.21 The mobilisation phase is progressing with a 100-day plan aimed at mobilising the core team, establishing a baseline for the Environmental Partner programme, identification of programme-critical early-start environmental activities, and the completion of a Mobilisation Report. This will include an agreed integrated programme for activities leading up to the first phase TWAO submission and supporting documents as part of the Integrated Master Schedule.

Land and Property Workstream

- 2.22 A procurement exercise is nearing completion to appoint a strategic partner for land and property services with the purpose of providing specific land and associated advice for the Mass Transit Programme. This is scoped to include elements such as land referencing, the development of a Land Acquisition Strategy, support with valuations and negotiations, and provision of property management support and advice where this is required.
- 2.23 Once appointed, the Land & Property Partner will work through a mobilisation phase to integrate with other development partners and the Mass Transit team. This will include the development of appropriate processes, programmes and plans to support the key land and property matters for the Mass Transit Programme.

Programme Management Workstreams

- 2.24 The Mass Transit Programme has been taken through an Infrastructure Projects Authority (IPA) Project Routemap review to assess the organisational capability and capacity to support the development and delivery of the Programme. The process provides a structured and tested methodology to setup novel and complex Projects and Programmes for success, and is grounded on best practise and learning from a wide variety of capital and public sector programmes.
- 2.25 Following on from the Routemap review and from the wider Combined Authority organisation evolution review, key workstreams are being progressed to develop and consider the Enterprise/Client and Target Operating Model for the development, delivery and operating structure for the Mass Transit Programme. These workstreams will assess the various Enterprise/Client models to achieve the strategic aims, develop a Target Operating Model for the stage, provide a roadmap for the delivery and operational phase Target/Asset Operating Model. A formal decision on the outcomes from these workstreams will be taken back to the Combined Authority later this Summer.
- 2.26 Key Programme Management Office (PMO) & commercial strategies are being developed to guide and direct the management and control of the development of the Mass Transit Programme. These strategies cover areas such as PMO, design management, stakeholder management and constructability/delivery management.
- 2.27 Development of the collaborative, transparent and partnership ways-of-working with our strategic District Partners, our governmental sponsorship through Department for Transport working closely with HM Treasury, and our development stage supply-chain partners continues to progress positively. The filling of key posts in our Mass Transit Programme team continues with key recruitments underway for the substantive Director and Heads of Services roles, and interim support in place to strengthen control and management of the development processes.

Equity Diversity Inclusion Workstreams

- 2.28 Work is progressing on the development of an Equity, Diversity and Inclusion (EDI) Strategy for the Mass Transit Programme, and this will continue to grow and evolve over the course of 2023. The strategy will speak to and further develop the equity, diversity, and inclusion statement of intent outlined within the Mass Transit Vision. It will provide a best practice guide for how to deliver on our ambition for Mass Transit to incorporate equity, diversity and inclusion at the heart of its development and design, and how we can best approach and engage with key stakeholders to help achieve this.
- 2.29 Once completed and providing a framework we will engage with key equity, diversity, and inclusion stakeholders for their views on the strategy, drawing

on their lived experiences to enhance key elements of the strategy as required. The Mass Transit Programme equity, diversity and inclusion interventions will be underpinned by a comprehensive Equity Impact Assessment (EqIA) to formalise outcomes and inform delivery. This will be regularly refreshed by drawing on the data, and recommendations, attained through the activities outlined above as they progress throughout 2023 and beyond.

Performance Management

- 2.30 Performance management is important to managing and controlling the delivery of the Mass Transit Programme, and so measures are being developed to promote the continuous development of the Programme.
- 2.31 All supply chain partners have defined Key Performance Indicators (KPI's) they are required to perform against, and these are actively managed through monthly commercial progress meetings as well as through periodic reviews to provide appropriate levels of assurance.
- 2.32 Financial information is monitored in an ongoing basis to monitor performance against forecasts and budgets as the works progress. These are supported through a bespoke use of cost and schedule performance indices being developed to ensure suppliers are meeting their commitments in appropriate timescales and allow for sufficient time to take actions where required.
- 2.33 The Integrated Master Schedule (IMS) development is progressing, incorporating all current workstreams. This is reviewed on a monthly basis with all supply chain partners to monitor progress, interfaces and dependencies between workstreams. As further workstreams are brought forward, this information will be integrated to ensure all aspects are captured, monitored and co-ordinated successfully.

Governance

- 2.34 Enhancements to the governance for the Mass Transit Programme is in place with formal reporting and control through monthly Programme Board meetings, two-monthly Transit Senior Leadership Board meetings, and two-monthly Members Strategy Group meetings. Formal decision-making is through the Combined Authority Board and Transport Committee meetings, and where appropriate delegations from these Boards to Combined Authority officers. District Partner representation is at all Boards, and Department for Transport and HM Treasury representation is at the Transit Senior Leadership Board.

3. Tackling the Climate Emergency Implications

- 3.1 There are no climate emergency implications directly arising from this report.

4. Inclusive Growth Implications

4.1 There are no inclusive growth implications directly arising from this report.

5. Equality and Diversity Implications

5.1 There are no equality and diversity implications directly arising from this report.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Combined Authority note the content of the report.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None.