

**REPORT SUMMARY SHEET
MASS TRANSIT STUDY – FUTURE WORK**

Purpose

To update members on and seek approval for the next stages of the Mass Transit Study work and Bath Transport Study work.

Summary

- This report sets out a proposed approach for the further development of the Mass Transit study work and Bath Transport Study work.
- The report recommends that work progresses on a Strategic Outline Business Case.
- At this point, a decision is sought on the allocation of £200k to support the next phase of project development.

Recommendations

1. **The Committee is asked to endorse the approach for the development of the Mass Transit and Bath Transport Study work.**
2. **The Committee is asked to delegate the development and agreement of the SOBC preparation scope to the WECA Director of Infrastructure in consultation with the relevant Directors of the constituent authorities.**
3. **The committee is asked to allocate a sum of £200k from the WECA investment fund, subject to the completion and approval of a Feasibility and Development Funding Application.**

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Position: Director of Infrastructure

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REPORT TO: WECA COMMITTEE

DATE: 1 February 2019

REPORT TITLE: MASS TRANSIT STUDY – FUTURE WORK

DIRECTOR: DAVID CARTER

AUTHOR: JASON HUMM

Purpose of Report

- 1.1 To update members on the proposed next stages of the Mass Transit study work and Bath Transport Study and the proposed development of a Strategic Outline Business Case for Mass Transit.
- 1.2 To seek in principle agreement for the scale and scope of the Strategic Outline Business Case Development for Mass Transit and Bath Transport Study.
- 1.3 To ask Members to agree the delegation of decisions on the final content of the scope to WECA Director of Infrastructure in consultation with the relevant Directors of the constituent authorities.

Background

- 2.1 The West of England's Joint Transport Study (JTS) was published in October 2017 providing a vision for transport within the region and aligning this to growth proposals in the emerging Joint Spatial Plan. The JTS recommended that a number of Mass Transit corridors are needed to cater for existing and future transport demand in the area (whilst minimising car dependency).
- 2.2 The previous work undertaken within the JTS highlighting the need for Mass Transit has subsequently been refined and included in the current draft Joint Local Transport Plan (JLTP) which is due to commence public consultation on 6th February 2019. The draft JLTP also identifies the need to understand connectivity to and within Bath at a more detailed level.
- 2.3 The draft JLTP highlights 4 key Mass Transit corridors with the following descriptions:
 - Mass transit Bristol to Airport - Connecting the city centre, South Bristol, and the Airport.
 - Mass transit Bristol to North Fringe - Connecting the city centre, North Bristol, Southmead Hospital, Cribbs Causeway.
 - Mass transit Bristol to East Fringe - Connecting the city centre, East Fringe and East Bristol.
 - Mass transit Bristol to Bath - Initial priority for metrobus corridor to Bath, with longer-term ambition for a high-frequency mass transit solution between Bristol and Bath.
- 2.4 In response to the original JTS work and to support the developing draft JLTP strategy, a West of England Mass Transit Early Phase Options Report was initiated in February 2018, funded by WECA and project managed by BCC on WECA's behalf. This project has been running concurrently with the development of the JLTP.
- 2.5 The Mass Transit Early Phase Options Report is now nearing completion and the draft outcomes will be shared through a members working group in March 2019. As part of the review of this

work and in light of the Mass Transit commitments contained in the draft JLTP, consideration is now being given to the future phases of this work and the need to continue to move the study work forward in line with the aspirations within the draft JLTP.

2.6 In addition, it is recognised that the work will need to be progressed alongside and informed by a more detailed understanding of transport requirements connecting, and within, Bath and the wider B&NES area.

References within the Draft Joint Local Transport Plan

2.7 The draft JLTP indicates that Mass Transit study work will continue to explore:

- Potential technology options for each route and/or the entire network
- Potential alignment options and station/stop locations
- Patronage forecasts
- Benefits assessment
- Funding options
- Environmental impacts

2.8 The draft JLTP also highlights previous work undertaken in B&NES to understand the possibility of re-introducing trams into Bath how this might support the wider transport strategy for the City. It is recognised that both studies need to be aligned and progressed in parallel.

Alignment with other work

3.1 There are multiple major scheme development work strands in progress and identified across the WECA area and in North Somerset. To summarise, there are studies underway or being considered:

- The completion of the West of England Mass Transit Early Phase Options Report.
- Greater Bristol Area Feasibility Study, (at the sub national / regional level): WECA/DfT;
- BSWEL (Bristol South West Economic Link): North Somerset Council;
- Bath Trams: BANES;
- Bath Transport Feasibility Study: WECA/BANES (not yet commissioned); and
- Metro-West.
- Metrobus future phases
- Greater Bristol Bus Network 2

3.2 The Capital Strategy report on this agenda provides further detail of the planned approach to establishing a 20 year thematic programme aligned and integrated with regional priority outcomes and objectives set out within the published WECA Operating Framework. Mass Transit and these other schemes at various stages of development, alongside others, will feed into this prioritisation process.

Bath Transport Study

3.3 WECA officers will work with B&NES officers to produce a new Transport Study for Bath to address transport challenges and ensure alignment with the wider Mass Transit work. This will be used to inform and update the Getting Around Bath Transport Strategy.

3.4 There have been many previous studies and documents produced over the past 10-15 years which relate to transport (and related topic areas) in Bath. Hence understanding how current and previous work fits with the JLTP and aspirations for Mass transit is key to beginning to address the challenges in Bath.

- 3.5 The study will also need to establish the root cause of the many issues which culminate in transport-related problems, whether this may relate to areas such as planning, health, education, regeneration and tourism, as well as transport.
- 3.6 The problem identification and objective setting are key building blocks upon which the future generation and assessment of potential solutions can be judged. The study will need to review the Getting Around Bath Transport Strategy in order provide a firm evidence base upon which the transport-related problems in Bath can be fully understood and refresh objectives such that any future transport interventions can be assessed within a clear and logical framework.
- 3.7 The project will inevitably be incremental, informed by analysis of the issues within Bath as well as the developing Mass Transit SOBC. Fundamentally the project is expected to run in parallel to the Mass Transit approach and similarly develop a SOBC (or range of smaller SOBC's) to support a range of transport interventions.
- 3.8 It is anticipated that the delivered strategy and range of developing transport interventions would form part of an outline delivery plan that could be considered against the objectives and schemes highlighted within the JLTP. Costing and prioritisation assessments would be developed consistent with the level of development at SOBC, with the potential for these schemes to be developed further subject to future committee consideration.

Timescales and resources

- 3.9 Given the nature and scope of the Mass Transit and Bath Transport Study work it is anticipated that WECA will need to procure support from consultants for development of the SOBC based on the production of a project scope against which consultants can provide recommendations to progress the work and anticipated costs.
- 3.10 Further work needs to be undertaken on scope development, however initial expectations are that both projects would run concurrently over an 18 month to 2-year period, with the overall scale and scope of the commissions potentially in the region of £2.0m - £2.5m. It is anticipated that some contributions would be received from both North Somerset Council and Bristol Airport supporting the Mass Transit work. The potential for funding contributions to support the Bath transport study work will also be considered.
- 3.11 An outline scope for both projects is currently under development and initial draft details are contained within Appendix 1 and 2. It should be noted that both projects will run concurrently in order to ensure alignment of problem analysis and both localised and regional potential solutions.

Consultation

- 4.1 The aspiration for Mass Transit is clearly stated within the current draft JLTP. The Draft JLTP was approved for consultation by WoE Joint Committee on the 18th January 2019. Public consultation is due to commence on 6th February 2019 (pending approval by North Somerset Council Cabinet on 5th February 2019). A stakeholder event is being held on the 11th February 2019 and the consultation will run for six weeks until 22nd March 2019.
- 4.2 The ongoing development of the SOBC will require considerable stakeholder engagement over the anticipated term of the project. The successful consultant would be expected to develop a communications plan to support the project phases and ensure that the developing SOBC meets the level of engagement required through DfT's 5 case model.

Other Options Considered

- 5.1 Mass Transit and a cohesive approach to transport strategy within the wider Bath and B&NES area are integral to the identified strategic approach within the draft JLTP. The projects need

to be mindful of feedback from the upcoming JLTP consultation and the final adoption of the JLTP in Autumn of 2019, however a do-nothing approach would leave a significant portion of the JLTP requirements underdeveloped and unable to be progressed.

5.2 The proposed work will inform future options regarding transport need going forward. In addition, the approval of this work would be timely in providing reassurance to stakeholders as part of the JLTP consultation and as part of the Joint Spatial Plan Examination in Public, that pipelines exist to take developing strategy around Mass Transit forward towards longer-term delivery.

Risk Management/Assessment

6.1 Risks exist in relation to a do-nothing approach and the effect this will have on restricting development and growth as well as the impact that the lack of forward planning could have on the confidence around both the Joint Local Transport Plan and Joint Spatial Plan.

6.2 Financial risks exist in relation to the longer-term development of a Mass Transit project that remains to be proven from a wider economic perspective. The proposal to develop a WebTAG based economic assessment and SOBC is specifically designed to assess and manage this risk.

Public Sector Equality Duties

7.1 The public sector equality duty created under the Equality Act 2010 means that public authorities must have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimization and other conduct prohibited by the Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

7.2 The Act explains that having due regard for advancing equality involves:

- Removing or minimizing disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

7.3 The general equality duty therefore requires organisations to consider how they could positively contribute to the advancement of equality and good relations. It requires equality considerations to be reflected in the design of policies and the delivery of services, including policies, and for these issues to be kept under review.

7.4 An Equality Impact Assessment and a Health Impact Assessment has been undertaken as part of Environment Report for the new JLTP4.

Finance Implications, including economic impact assessment where appropriate

8.1 The development of an economic appraisal and WebTAG compliant SOBC is required in order to assess the wider Benefit Cost Ratio and financial implications for the long-term project.

8.2 The funding requirements and timings for the draw-down of funding require further analysis

following submission by tenderers against the developing scope for each project. However an outline funding profile is given below:

Table 1. Funding and profiled spend

	<i>Potential Allocation</i>	<i>18/19</i>	<i>19/20</i>	<i>20/21</i>
<i>Mass Transit SOBC</i>	£1.5m	£150k	£850k	£500k
<i>Bath Transport Study</i>	£0.45m	£50k	£200k	£200k
	£1.95m	£200k	£1,050k	£700k

8.3 An initial sum of £200k is required to establish early project support, develop the project governance and manage the initial phase of the project. This will be funded from the WECA Investment Fund and released through the completion and approval of a Feasibility and Development Funding Application. In line with the report recommendations, the approval of this form would rest with WECA Director of Infrastructure.

8.4 A further report will be brought to committee detailing the outcome of market engagement.

Advice given by: Malcom Coe, Director of Finance

Legal Implications

9.1 The governance of the wider project and decision making structures will need to be developed by EECA's Director of Infrastructure as part of the scope development and initial consultant feedback as part of any tender award process.

Advice given by: Shahzia Daya, Director of Legal

Land/Property Implications

10.1 None arising from this report. Land/property implications arising from the overall project or individual elements / schemes will be managed through their respective design processes.

Human Resources Implications

11.1 Initially it is anticipated that a senior project manager would be appointed to lead the projects. This will require a level of seniority and mix of skills consistent with the complexity of the project. This may require selection through an open recruitment process however the constituent authorities have been asked if they have candidates that they may wish to put forward for consideration on a secondment basis.

11.2 Further project support will be required over the term of the SOBC phase however this will be developed as part of the tender award process over the term as the project as resourcing needs become clearer.

Advice given by: Alex Holly, Head of HR

RECOMMENDATION:

* **The Committee is asked to endorse the approach for the development of the Mass**

Transit and Bath Transport Study work

- * **The Committee is asked to delegate the development and agreement of the SOBC preparation scope to WECA Director of Infrastructure in consultation with the relevant Directors of the constituent authorities.**
- * **The committee is asked to allocate a sum of £200k from the WECA investment fund, subject to the completion and approval of a Feasibility and Development Funding Application.**

Appendices

Appendix 1	Outline requirements for Mass Transit SOBC preparation
Appendix 2	Draft scope for initial phase of Bath Transport Study

Background papers:

West of England draft Joint Local Transport Plan 4, WECA committee 18th January 2019

West of England Combined Authority Contact:

Any person seeking background information relating to this item should seek the assistance of the contact officer for the meeting who is Ian Hird / Tim Milgate on 0117 332 1486; or by writing to West of England Combined Authority, 3 Rivergate, Temple Way, Bristol BS1 6ER; email: democratic.services@westofengland-ca.gov.uk

Purpose of this study

1.1 To complete a fully green book compliant Strategic Outline Business case for the West of England Mass Transit Study taking into account all the forecast growth across WECA including that identified in the JSP plus the growth of the airport.

Study Objectives

1.2 Key objective:

- To provide a high-quality mass transit solution that provides a step change in public transport connectivity in the West of England, unlocking significant housing and employment growth over and above the growth outlined in the Joint Spatial Plan.

1.3 The Mass transit solution should:

- Provide a step change in public transport connectivity and passenger journey experience across the region, with strong links to other modes of transport including rail, bus and air transport hubs.
- Provide regeneration and housing growth in adjacent neighbourhoods, including opportunities to improve the public realm.
- Provide significant additional economic growth in the region, connecting people to existing and proposed employment sites and unlocking employment sites.
- Deliver mode shift to sustainable transport modes, from private car, to help tackle congestion.
- Contribute to better health through increased physical activity, improved safety, and improved air quality.
- Reduce inequality in the region.

Current Feasibility Study

1.4 The Mass Transit Early Phase Options Report has been progressed against the 5 specified outputs:

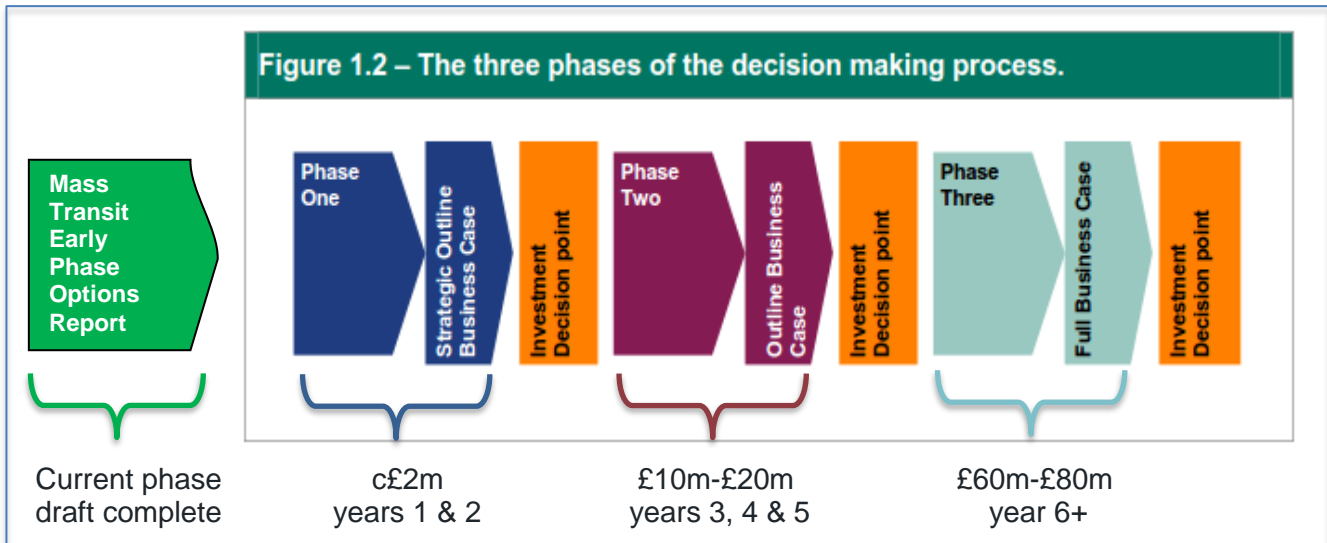
- Progress the development of the mass transit network, building the outline business case;
- Identify technology option(s) and route alignments;
- Inform the future development of linked schemes and studies including the BSWEL study, A4 Metrobus, and Park & Rides;
- Advise on funding options and potential costs for detailed scheme development; and
- Advise on stakeholder engagement and consultation process including development of a stakeholder management plan, and other details to an extent that it can move forward towards delivery.

1.5 The study is progressing towards final draft with a view to sharing the draft outcomes with members locally during February 2019.

Strategic Outline Business Case

1.6 The DfT employ a three-phase process stepping through Strategic Outline, Outline and Full business cases. The guidance is clear that the development of a business case should be set within the framework of the DfT's Web based Transport Appraisal Guidance (or WebTAG).

1.7 As part of the review and finalisation of the project, the future phases are now being considered as well as the need to develop a Strategic Outline Business Case (SOBC) for the project. This is shown in the extract below (Figure 1.2 from the Transport Business Cases document), annotated to include potential costs and timings for the Mass Transit work.



1.8 The purpose of the SOBC is to:

- Define the scope of the project/programme and its outputs and benefits;
- Make the case for change;
- Confirm the strategic fit with the Departmental business plan and wider Government objectives;
- Outline options, and innovation, to tackle the problem and carry out initial sift of options;
- Confirm a robust governance structure is in place and that the project is affordable;
- Outline the sequence in which the project and benefits will be delivered;
- Identify and analyse its stakeholders;

1.9 Specific elements related to the Mass Transit project will also need to be considered for the SOBC:

- The planning process and supporting work streams (TWA / DCO/ other);
- The land acquisition process (assume dependent on the planning process);
- The procurement process including potential for PF2;
- The management and governance process;
- The financing opportunities;
- Options selection; and
- The work necessary to produce a DfT compliant SOBC

Gap Analysis and Next Steps

1.10 A review of the current Mass Transit Early Phase Options Report has identified the need to:

- create a bespoke WebTAG compliant SOBC case for the Mass Transit scheme to support discussions with DfT;
- To conduct an alternative funding study to address affordability challenges;
- Conduct a cost challenge review with the specific aim of improving economic performance;
- Strengthen the economic case by linking project outputs to regional transport challenges and proving how this scheme improves productivity for the WECA area;
- Assess the connectivity to Bath alongside the need to assess and integrate the transport strategy requirements for movements in and around Bath and the wider B&NES area
- Strengthen the modelling base to build a robust demand model independently assessing risks associated with modelling limitations; and

- Review roles and governance structure for the project and interdependent studies to ensure they are fit for purpose.
- 1.11 The development of a demand model for the wider project is key. This will provide support for the economic and strategic case of the SOBC and provide a clearer understanding of investment risk. This will need to provide detail on the assumed level of capacity being sought by Mass Transit; the associated level of frequency for the network; and the interface with and associated impacts on other existing modes
- 1.12 Whilst initial key corridors have been identified, more work on viability and phasing will need to be progressed in order to understand the potential for each corridor individually and cohesively, with an initial phase informing a proof of concept for later phases.
- 1.13 The transformational nature of the project does not easily align with some elements of the DfT's assessment process – which inherently assesses location based problems and solutions within a finite timescale. Mass transit for the region represents a transformational approach which will develop and change over time and require a cohesive approach to wider planning, transport and economic growth aspirations. Whilst much of this can be envisaged, it can only be understood in detail as each element progresses over the next 5 to 10 to 15 years.
- 1.14 The level of potential investment will also require a bespoke approach to financing with involvement of both the DfT and the Treasury

Proposed Methodology

- 1.15 Production of the Strategic Outline Business case will set out the need for intervention (the case for change) and how this will further ministers' aims and objectives (the strategic fit). The purpose of the Strategic Outline Case is to:
- Define the scope of the project/programme and its outputs and benefits;
 - Make the case for change;
 - Confirm the strategic fit with the Departmental business plan and wider Government objectives;
 - State the assumptions made;
 - Set out how achievements will be measured;
 - Outline options, including innovative options, to tackle the problem and carry out initial sift of options;
 - Consider and confirm that a robust project governance structure is in place and that the project is affordable;
 - Outline the sequence in which the project and benefits will be delivered;
 - Identify and analyse its stakeholders; and
 - Confirm the assurance arrangements.

Beyond SOBC

- 1.16 Future major work strands will be dependent on findings within the SOBC however it is anticipated that the following tasks (in general chronological order) will need to be scoped and procured in the future:
- Preparation of the SOBC (to level appropriate for funding discussions);
 - Design Development (to feasibility design stage to support funding discussions);
 - Cost modelling (to support SOBC and OBC);
 - Development and agreement of a consents strategy;
 - Development of commercial and delivery strategies (in particular the level of self-delivery or choice of a delivery partner and decision on type of client body, 'fat' or 'thin');
 - Development of the OBC and agreement of funding statement with DfT;
 - EIA opinion, screening and eventual EIA preparation;

- Land referencing and feed into cost modelling and business case;
- Definition and conduct of consultation requirements;
- Preparation of Development Consent Order or equivalent documents;
- DCO or equivalent process; and
- Detailed design / letting of delivery contracts.

1.17 It is difficult to put a cost to these items individually as the nature of the eventual solution is as yet undefined. However, experience of significant track transit and rail schemes suggests that to reach full feasibility design stage an investment in the region of £10-£20m may be required (this will take the study to SOBC and beyond but is unlikely to be of sufficient detail to close an OBC).

1.18 In addition to reach a single preferred option with supporting business cases complete and a design suitable to support the DCO process an investment in the region of £60-80m may be required (this should take the scheme through powers acquisition and onto the verge of detailed design).

Introduction

Bath experiences a number of transport-related challenges. Some are very visible such as heavy peak hour congestion and limited resilient on the network others are less visible such as air pollution. The Getting Around Bath Transport Strategy identified a series of interventions with a strong emphasis on modal shift. The potential for mass transit provides an opportunity for a step change in public transport connectivity. It is recognised that introduction of a mass transit system would need to form part of a series of measures in order to provide a holistic transport solution. WECA, in collaboration with Bath and North East Somerset Council, wishes to undertake a study that will provide an evidence based approach to a mass transit transport options and supporting measures, that would be used for future Business Case Development .

Study Objective

The study must:

- Provide a firm evidence base upon which the transport-related problems in Bath can be fully understood
- Review and where required update the Getting Around Transport Strategy in terms of a set of objectives such that any future transport interventions can be assessed within a clear and logical framework
- Produce Option Assessment Report

Study Purpose

Ultimately WECA and B&NES intend to review and where required update the Getting About Bath Transport Strategy and develop option assessment for Mass Transit and supporting measure that will provide a step change in public transport and a holistic approach to dealing with Bath's transport issues. All work needs to be WebTAG-compliant in order to ensure that external stakeholders have confidence in the rigour of the work undertaken and that funding can be allocated accordingly.

For clarity, this study is intended to cover Steps 1, to 8 of Option Development (Stage 1) of WebTAG stages 1 to 4b will focus on reviewing GABTS and other supporting works and updating information where required:

Step 1: Understanding the Current Situation

Step 2: Understanding the Future Situation

Step 3: Establishing the Need for Intervention

Step 4a: Identifying Objectives

Step 4b: Define Geographic Area of Impact to be Addressed by the Intervention

Step 5 – Generating Options

Step 6 – Initial Sifting

Step 7 – Development and Assessment of Potential Options

Step8 – Produce Option Assessment Report

Subsequent stages of WebTAG (both the remainder of Stage 1 and Stage 2) will be addressed in future studies and are indicated in the diagram overleaf.

Previous Studies

Many previous studies have been undertaken in Bath which are of relevance to this study. These comprise:

- Create list of docs (transport, planning, health, business/economic, environmental, etc etc)

Project Governance

The Project will be led by a client Project Manager in WECA, who will report back to a project team consisting of B&NES and the commissioned consultant representative
A Project Board will be led by WECA and contain a representative from B&NES alongside key stakeholders including Highways England, Network Rail, LEP

Deliverables

The consultant will advise on the reporting structure upon appointment but we would anticipate the following;

- Task 1 – Stakeholder Engagement Plan – after one month
- Task 2 – Review of previous documents – after one months
- Task 3 – The Local, Regional and Strategic Context – after one months
- Task 4 – Gap Analysis – after two months (excluding new data collection)
- Task 5 – Identify Current Problems -after three months
- Task 6 – Identify Future Problems -after four months
- Task 7 – Review and update Objectives -after five months
- Task 8 – Define Geographic Area of Impact -after five months
- Task 9 – Generating Options – after six months
- Task 10 – Initial Sifting – after seven
- Task 11 – Development and Assessment of Potential Options – after 9months
- Task 12– Produce Option Assessment Report – end month 11

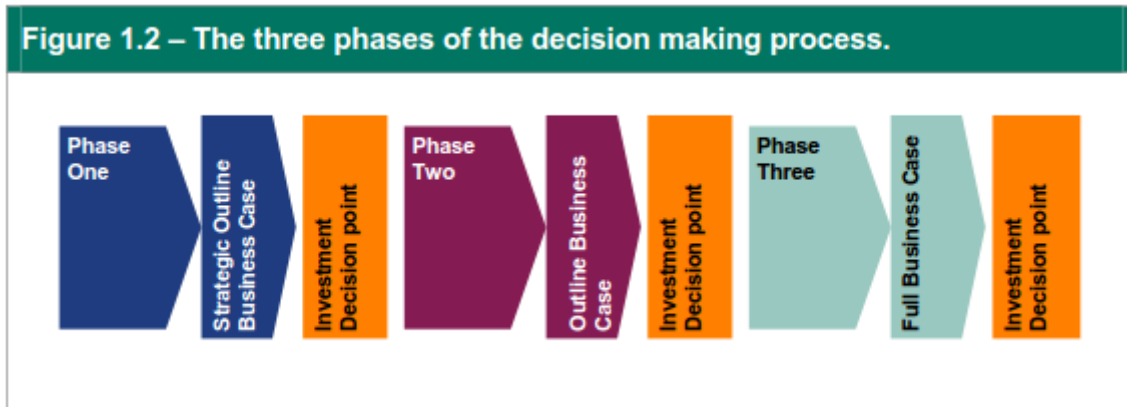
Final Report (draft in 11 months, finalised after 12 months)

The methodology will be further developed with B&NES Officers.

Subsequent work leading to proposed outline delivery pan

It is anticipated that the delivered strategy and range of developing transport interventions would form part of an outline delivery plan that could be considered against the objectives and schemes highlighted within the JLTP. Costing and prioritisation assessments would be developed consistent with the level of development at SOBC, with the potential for these schemes to be developed further subject to future committee consideration.

The chart below is useful to remind of the decision points. Upon completion of the Objective Development Phase, the project can evolve to Option Assessment and production of a Strategic Outline Business Case (SOBC). Once a successful investment decision point is achieved, the project can move forward into preparing more detail for the OBC and subsequent FBC. The Consultant should consider the likely programme for achieving SOBC.



An indicative programme for subsequent stages in developing a SOBC to support a Transport Study for Bath is set out below (referring to WebTAG stages). Stages 13 to 16 would require a new commission and would commence on completion of the final option assessment report .

- Stage 1, Step 13 – Clarify Modelling and Appraisal Methodology (Appraisal Specification Report) – end month 2
- Stage 2, Step 14 – Undertake Further Appraisal – end month 5
- Stage 2, Step 15 – Public Consultation on Appraised Options – end month 6
- Stage 2, Step 16 – Outputs from the Study, SOBC – end month 8