

# PENINSULA TRANSPORT – TRANSPORT STRATEGY

6 December 2023

***Please note that the following recommendation/s is/are subject to consideration and determination by the Board before taking effect.***

## RECOMMENDATION

### It is recommended that:

- (a) The Board approves the proposed transport strategy for consultation
- (b) The Board approves the proposed consultation plan and programme;
- (c) The Board delegate authority to the lead officer in conjunction with the chair, to make any further presentational changes to the document prior to the publication of the document for public consultation; and
- (d) The Board receives the proposed transport strategy for adoption incorporating the outcome of the public consultation and any further government policy initiatives and guidance at the next Board meeting in March 2024.

### I. Background

It is a key requirement of the Department for Transport for each Sub-National Transport Body (STB) to develop and maintain a Transport Strategy for their region, as set out within STB Business Planning Guidance issued in December 2022 and in the further draft Business Plan guidance issued in October 2023. This states that:

*Each STB should have a transport strategy for your region, which has been agreed by the Department and your board, which is comprised of Local Transport Authorities in your region.*

*In this way, there should be a “golden thread” of policies, from the national level to the regional level, then the local level. National policies should be reflected in your regional transport strategy. Your regional transport strategy should be reflected in local transport plans – and vice-versa.*

*This means that your transport strategy and the evidence base underpinning it should be regularly updated, to ensure it stays in-line with national policies and the priorities of your Local Transport Authorities.*

In response to this guidance, Peninsula Transport has been developing a strategy document in collaboration with Local Authority officers and Members, as well as co-opted members.

An initial framework for the strategy was presented to the Board in March 2023. Since then, the lead officers and STB team have been working on a strategy document based on the framework approved by the Board and incorporating the outcome of the studies and technical work which now form the Regional Evidence Base.

A copy of the draft Transport Strategy is attached to this paper at Appendix A.

## 2. Overview of Transport Strategy

The strategy is intended to be a short, user-friendly document, supported by the Regional Evidence Base and a series of supplementary notes. The strategy is intended to focus on the needs of residents, businesses and visitors travelling within the Peninsula and beyond.

The strategy sets out the unique strategic transport challenges that exist in the Peninsula region and sets out a strategy to 2050 with a series of proposed outcomes around which the STB will focus on. The strategy reflects the national priorities of growth and levelling up; reducing environmental impact; and improving transport for the user.

## 3. Key Outcomes of Strategy

The strategy is based around a ‘strategy for the user’ and sets out a series of key outcomes vital to achieving a high quality, integrated strategic transport network for the future. These outcomes are summarised below:

- **Easier Journeys** – making travelling by public transport, walking and wheeling easy and the preferred choice with a consistent level of service; establishing a single source of travel information; and integrating and simplifying the ticketing system wherever possible.
- **Going Electric** – establishing a comprehensive, fairly charged public EV charging network which meets forecast demand; meeting the alternative fuel needs of freight, fleet, passenger transport and commercial users.
- **A Connected Peninsula** – establishing a resilient, safe and reliable network of road and rail links to and through the peninsula; improved freight driver facilities as well as options for sustainable freight movements and intermodal freight connections.
- **Completing the Network** – achieving a fully integrated, resilient, sustainable safe and reliable transport network across the peninsula meeting the demands of all users and supporting economic growth across the region.

Alongside the four key outcomes, a series of immediate priorities have been identified which will form an action plan for the STB core team. This Action Plan and Strategy will be reviewed and revisited on a regular basis in order to monitor and evaluate progress and ensure priorities remain relevant.

## 4. Strategic Implementation Plan

The DfT Business Planning Guidance also sets out the expectation that ‘STBs should then develop *Strategic Investment Plans based on your transport strategies, which set out the key priority investments which are needed to deliver the transport strategy*’.

Subject to the outcome of the public consultation and any further government policy initiatives and guidance, the Transport Strategy and the four key outcomes will form the basis upon which schemes across the peninsula will be identified and prioritised. The STB will work with its strategic partners, local authorities, transport operators and co-opted members to publish a Strategic Investment Plan (SIP) later in 2024. This will be accompanied by a Strategic Environmental Assessment (SEA) which will consider the cumulative environmental effects of identified prioritised schemes and help to inform the develop of the final SIP.

## 5. Consultation Approach and Programme

A consultation plan and engagement programme has been developed for the Transport Strategy. This is summarised below.

Given the geography of the peninsula and the need to provide the opportunity to give their views, it will be a mainly digital public consultation but with offline opportunities to engage including a face-to-face transport forum as well as engagement with specific representative groups where possible.

## Engagement activity

- **Online space:** the consultation will be hosted through the Peninsula Transport website and will include the following: strategy documentation, FAQs and toolkit for onward sharing as well as links to the feedback mechanisms.
- **Internal and partners engagement:** workshop activity has taken place.
- **Transport Forum:** Planned for mid-January and will be an invitation only session for the STB's Transport Forum.
- **Webinar series:** Planned for mid-January, free open to all online sessions to include a presentation on the strategy as well as an opportunity for Q&A.
- **Public affairs:** a written briefing for our MPs to update them on the strategy and consultation supplemented by a drop-in session in Westminster to ask any questions. Prospective Parliamentary Candidates will also receive a written briefing in the public consultation stage as well as a specific online briefing to ask any questions to introduce the STB and the draft transport strategy.
- **Stakeholder briefing and toolkit:** one centralised briefing tailored to different audiences. We will also include a toolkit of key messages / draft social media / web text etc. to help stakeholders promote through their own channels too where appropriate.
- **E-newsletter:** the first edition will go out to those signed up via our website.
- **Social media:** a supporting social media campaign will amplify the public consultation.
- **Media and press release:** supporting press work will amplify the public consultation.
- **Paid for advertorial:** we will place printed ads in the Western Morning News and we are also expecting to use the reach geo online system where advertorial will appear across the online live series based on postcodes.

## Consultation Programme

The consultation will launch on Monday 11<sup>th</sup> December 2023 and close on Monday 5<sup>th</sup> February 2024. The outcome of consultation and an updated strategy will be reported at the next Board meeting in March 2024.

### 6. Financial Considerations

The Strategy has been produced with Business Plan for 2023/24 approved by the Board in March 2023 and the budget allocated for this workstream carried over from 2022/23. Additional funding within the 23/24 budget has been allocated to cover the consultation and communication activities detailed above.

The Transport Strategy and its identified outcomes will drive the development of the Business Plan for 2024/25 and beyond.

### 7. Environmental Impact Considerations

As noted above, whilst this strategy does not identify specific schemes, the Strategic Investment Plan which will be produced following the approval of the final Transport Strategy will be accompanied by a Strategic Environmental Assessment to inform the choice of preferred priority schemes based on the relative forecast environmental impacts.

### 8. Equality Considerations

There are no equality considerations associated with this paper. Relevant equality impacts of the SIP will be considered as part of the SEA and associated Integrated Impact Assessment.

## **9. Legal Considerations**

There are no specific legal considerations associated with this paper.

## **10. Risk Management Considerations**

The Peninsula Transport Programme Management Group reviews risk and assigns the required mitigation actions across the Peninsula Transport workstreams on at least a monthly basis.

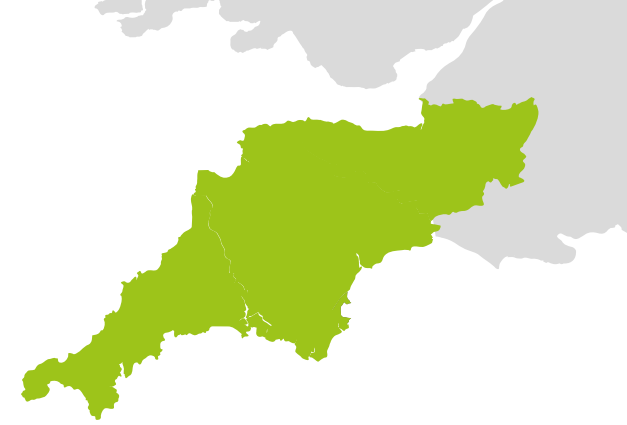
A full risk register has been produced as part of the final Business Plan for 2023/24. This risk register is monitored and reviewed regularly in conjunction with the DfT. The risk register includes consideration of the Transport Strategy.

## **11. Public Health Impact**

There are no public health impacts associated with this paper. Relevant health impacts of the SIP will be considered as part of the SEA and associated Integrated Impact Assessment.

## **12. Summary/Conclusions/Reasons for Recommendations**

This paper provides a summary of the attached Transport Strategy for Peninsula Transport to 2050. The Strategy will form the basis of the activities of the STB. Developing and maintaining a transport strategy for the peninsula region is one of the core functions of the STB. A comprehensive plan for consultation and engagement on this strategy has been set out in this paper which will inform the final version of the strategy which will be brought back to the Board for approval in March 2024.



# Peninsula Transport Strategy

Strategic Transport Priorities to 2050



**Easier  
Journeys**



**Going  
Electric**

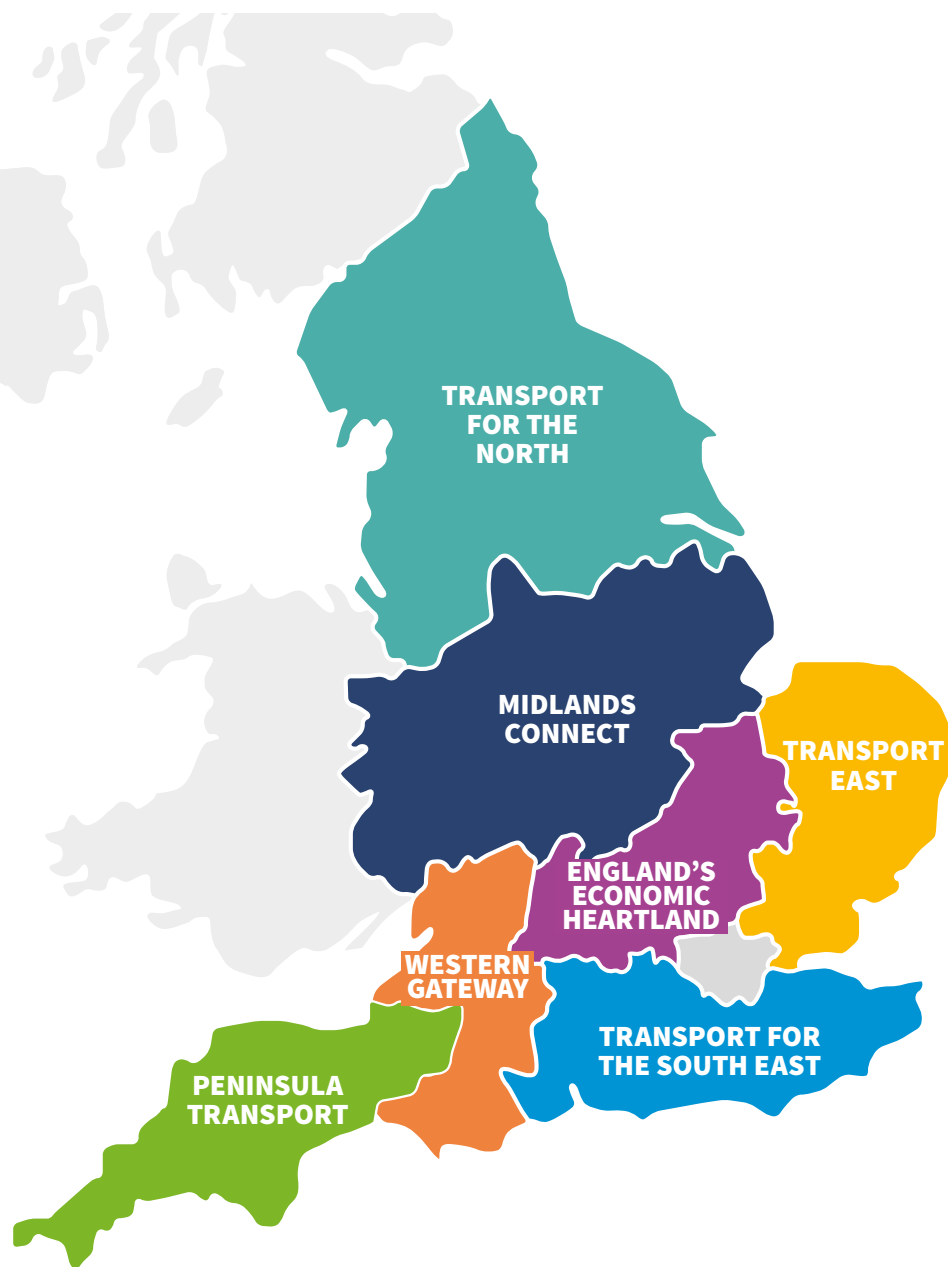


**A Connected  
Peninsula**



**Completing  
the Transport  
Network**

# A Single Voice for Regional Transport



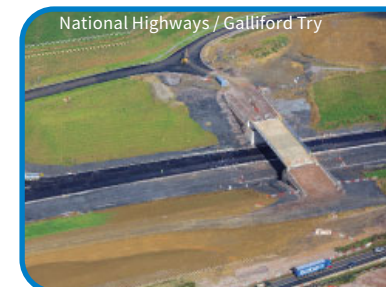
Peninsula Transport is one of seven Sub-National Transport Boards (STBs) in England. Working closely with local transport authorities, transport operators and key stakeholders from the private and public sector, STBs are responsible for defining and prioritising the strategic transport improvements for their area and working closely with central Government to deliver them.

Peninsula Transport works with its strategic transport partners at Network Rail and National Highways, together with the five local transport authorities covering Cornwall, Devon, Plymouth,

Somerset and Torbay, to consider the entire transport system across the peninsula and beyond, providing an important link between local needs and ambitions and national policy and resources.

This strategy considers the unique strategic transport challenges across the region, covering the period to 2050. The proposed outcomes will support the national priorities for economic growth, levelling up and reducing environmental, whilst at the same time, supporting the delivery of local land use and transport plans. The strategy provides a framework for creating a single integrating transport system for the peninsula capable of meeting the Government's target for net-zero by 2050.

The Peninsula Transport region is an amazing place to live, work and visit with considerable diversity from large towns and cities to market towns, villages and very rural locations. Good transport connections are vital for a vibrant community and sustainable growth – this strategy sets out our ambition to improve our transport system for everyone.





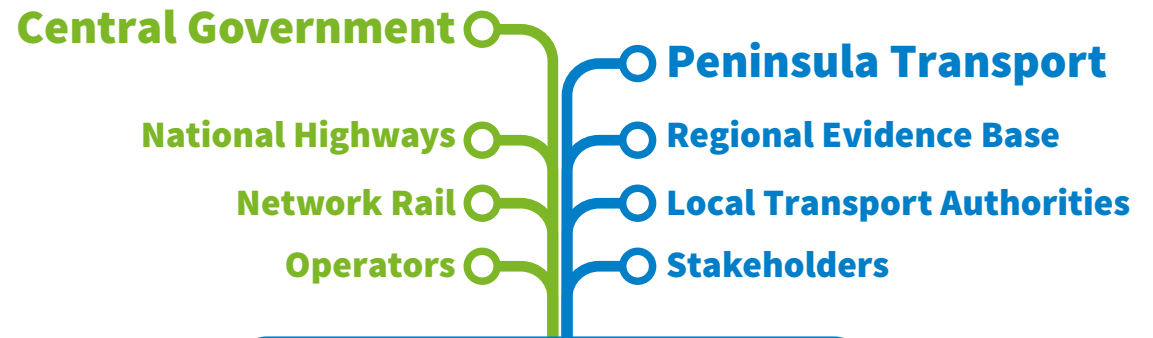
# Our Vision and Journey So Far

## Since the establishment of Peninsula Transport in 2018, the STB has:

- **Regional evidence base** – established a diverse and invaluable evidence base, accessible to all stakeholders and to support the case for investment
- **Great Western mainline** – successfully making the strategic case for the investment required to make line more resilient between Exeter and Newton Abbot
- **Major highway improvement schemes** – gaining approval for £making the case to Government to prioritise roads investment to deliver schemes in Cornwall, Devon, Plymouth and Somerset
- **Rural transport needs** – Championed and advocated for successful funding applications for transport improvements and resilience works across the region
- **South West Freight forum** – Established, in collaboration with Western Gateway, a regional steering group with key representatives in the freight industry to drive forward improvements and initiatives in the freight transport in the southwest
- **Mobile connectivity** – Worked with Network Rail to establish a case for improved mobile connectivity across the strategic rail network in the peninsula to significantly improve journey experience.

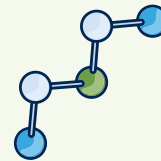


Secretary of State for Transport at the completion of the Dawlish Sea Wall Improvements



## Peninsula Transport Vision

### Our Vision Goals



We will improve connections between people, businesses and places



We will enhance the resilience of the transport network



We will deliver affordable, zero-emissions transport for everyone



We will help to improve the health and wellbeing of communities in the peninsula



We will help the peninsula to be a great place to live and work

## Peninsula Transport Strategy

### Easier Journeys



### Going Electric



### A Connected Peninsula



### Completing the Transport Network



## Local Transport Plans and Policies

# Our Unique Challenges

Overcoming our transport challenges will help us unlock the region's full economic potential, as well as boost its environmental and social wellbeing. This strategy is focussed on tackling specific regional challenges which currently have an impact economic growth.

## Key

- = Strategic Road Network
- = Major Road Network
- = Peninsula Transport
- ⊕ = Main train station
- ✈ = Airport
- ⚓ = Ports
- = Western Gateway
- - - = Rail network

## Alternative Fuel Infrastructure

Meeting the increasing demand for EV infrastructure is a priority.

- **High demand for charge points** – forecast to increase 20 times by 2035
- **No ultra-low emission buses** – currently in regular public use across the region
- **No hydrogen fuel stations** – with limited infrastructure planned for buses and HGVs

Sources: **EV Strategy** - Peninsula Transport, 2023  
**SW Alternative Fuels for Freight Strategy** – Western Gateway & Peninsula Transport, 2023

## Achieving Net Zero

Providing a low carbon solution for the car driver is essential.

- **High level of car ownership** – second highest of all English regions
- **Majority of travel to work trips by car** – around 90% of people drive
- **Highest private transport mileage** – per person in England
- **Transport major source of pollution** - 44% of the peninsula's carbon emissions

Source: **Carbon Transition Strategy** - Peninsula Transport, 2022

## Rural Accessibility

Rural transport is a priority in the peninsula.

- **High proportion of rural population** - 44% of live in rural areas
- **Less accessible public transport network** - 60% fewer bus stops in rural areas with less services per hour than urban areas
- **Lower rural affluence** – higher proportion of population in lower affluence percentiles in rural areas.

Source: **SW Rural Mobility Strategy** – Peninsula Transport, 2022

## Public Transport

Extensive bus and rail network with significant variations in frequency, capacity and quality of services:

- **Highest bus subsidy of any region** - £28m of support provided by local transport authorities annually
- **High number of bus operators** – over 30 bus companies operate in the region
- **Inconsistent ticketing, pricing and payment options** – for public transport users

Source: **Regional Evidence Base** – Peninsula Transport, 2019

## Rail Connectivity

The rail network provides an essential link to the rest of the country. However, the quality of service varies.

- **Slower strategic rail network** - average rail speeds are 20mph slower compared with elsewhere in the country
- **Poor mobile connectivity** - 78km of track from Penzance to Paddington with poor/no mobile connectivity equating to 60+mins of lost productivity
- **Single-track running** – 75% of track Exeter-Salisbury is single line, constraining capacity. The majority of branch lines are also single-track

Source: **Rail Strategy** – Peninsula Transport, 2023

## Seasonal Variation

Tourist economy creates high demand on road and rail network.

- **Major tourist destination** - 18 million visitors to the region each year
- **Majority come by car** – only 15% come by public transport
- **High demand on road network** – up to a 70% increase in traffic on the Strategic Road Network during the summer

Source: **Strategic Economic Corridor Study** – Peninsula Transport, 2022

## Network Resilience

Resilience of our strategic networks is vital.

- **Significant cost of network failure** - The 2014 Dawlish seawall failure incurred costs of up to £1.5bn to the region
- **High levels of traffic delay and poor reliability** - 1,570 unplanned closures were recorded on A30 in the region in last 5 years causing considerable delays
- **Inconsistent standard of SRN** - Of the 500km strategic road network, 26% is single carriageway, much below standard with capacity and safety issues

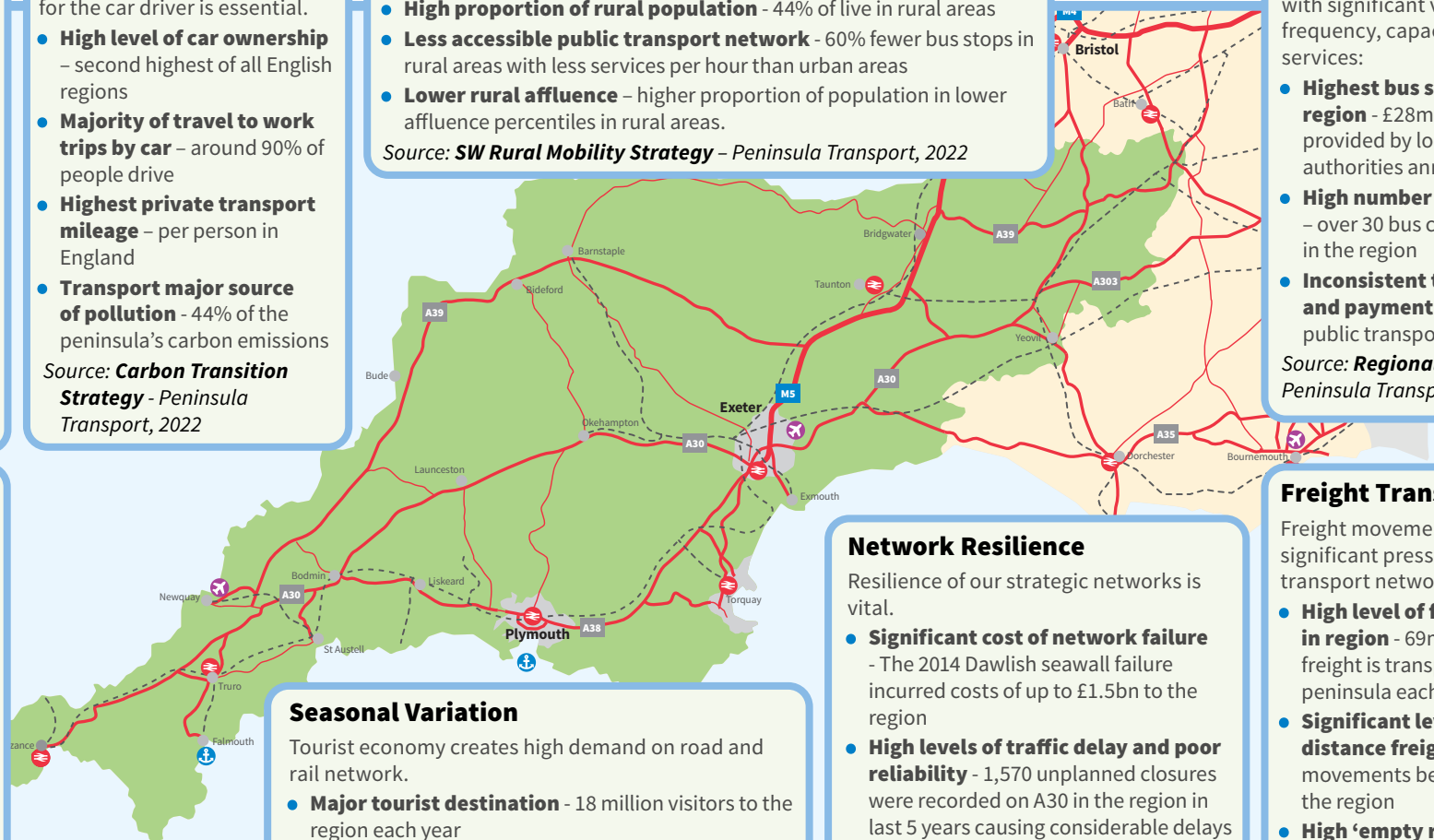
Source: **Strategic Economic Corridor Study** – Peninsula Transport, 2022

## Freight Transport

Freight movements create significant pressure on peninsula's transport network.

- **High level of freight transport in region** - 69m tonnes of freight is transported within the peninsula each year
- **Significant levels of long distance freight** - 60% of freight movements begin or end outside the region
- **High 'empty running'** - 20 million kms of empty running freight vehicles in the peninsula each year
- **Limited rail freight** - Only 5% of freight is moved by rail

Source: **SW Freight Strategy** - Peninsula Transport, 2022





# A Strategy for the User

To 2030

## Making the most of what we have

### Walking and Wheeling

- Walking and cycling enhancements at public transport hubs

### Bus and Coach

- Integrated timetabling, ticketing and information

### Rail

- Service enhancements, new stations and resilience schemes continuing to progress

### Electric Vehicle (EV) Infrastructure

- Expanding the EV charging network including in rural areas, to meet forecast demand

### Roads

- Enhancement, safety and maintenance schemes on the major and strategic road networks

### Airports and Ports

- Improved surface access to airports and ports for passengers and freight

### Digital, Technology and Other Enablers

- EV demand forecasting, carbon quantification and other technical support to local authorities
- Delivery of pilot schemes in freight and rural mobility

2030 - 2035  
Improved choice  
and better  
information

### Easier Journeys

### Going Electric

### A Connected Peninsula

2035 onwards  
Cleaner, greener  
and safer  
network

### Completing the Transport Network

### Easier Journeys

- Travelling by public transport, walking and wheeling – whatever the mode or combination – will be easy, without the need to think about it
- Single source of information for all modes
- Integrated ticketing across all modes
- Consistent passenger experience
- Easy and convenient interchange



### Going Electric

- Comprehensive, fairly priced public charging network across the peninsula meeting demand across the year
- Commercial and business alternative fuel needs are met including options for freight
- Ultra low emission buses with necessary charging infrastructure



### A Connected Peninsula

- Resilient, safe, reliable and enhanced road and rail links into and through the peninsula, including to ports and airports
- Sustainable travel to the peninsula is the preferred choice
- Reliable intermodal freight connections are available
- Freight is moved as sustainably as possible with reliable journey times
- HGV parking and driver facilities are improved and enhanced across the network



### Completing the Transport Network

- A fully integrated, resilient, sustainable, safe and reliable transport network
- Walking, wheeling and public transport are the preferred choice for most journeys
- A comprehensive network of EV and alternative fuel infrastructure for all vehicle users
- A strategic road and rail network that meets the demands of a growing and prosperous region



# Our Immediate Priorities

Peninsula Transport is already working with its partners on some of the priorities discussed in this strategy document and here we provide a summary of some of the steps we will be taking over the next 12 months to implement the strategy and monitor progress towards the desired transport outcomes for the peninsula.



# First Steps Towards Our Outcomes

## Easier Journeys

- Develop a regional action plan for integrating ticketing
- Support local authorities and operators with developing improved local bus networks
- Work with local authorities to develop first mile/last mile solutions, particularly in rural parts of the region
- Identify and develop rural mobility pilot schemes

## Going Electric

- Complete our regional assessment of EV charge point demand and energy distribution constraints
- Develop relationships with the energy sector and influence the debate about power distribution
- Continue wider engagement with other STBs and delivery stakeholders to share best practice

## A Connected Peninsula

- Continue to engage with freight community and highways authorities through the South West Freight Forum to develop pilot initiatives
- Support local authorities with the development and promotion of major road schemes where appropriate
- Continue to advocate for rail enhancements and resilience works
- Work with partners to prioritise and promote enhancement of strategic road links to and through the peninsula

## Completing the Transport Network

- Complete and publish our carbon emission forecasting assessment
- Engage with businesses including the tourism sector to seek to improve the transport experience of visitors to the region
- Work with other STBs to share expertise and analysis and develop understanding of alternative fuels for the freight, fleet and public transport sectors
- Develop our Regional Centre of Excellence sharing expertise, analysis and data with our Local Authority partners and stakeholders

# What's Next – Get Involved and Have Your Say

We want to hear your views on this strategy. Getting your feedback on the transport priorities for the region will help to shape our activities and focus going forward, and to develop the investment plan which will be published later in 2024. It is vital that our strategy meets the needs of those living, working, doing business and travelling within the peninsula.



Easier Journeys



Going Electric



A Connected Peninsula



Completing the Transport Network

**Do you agree with the four priority outcomes for the region?**

**Which of the outcomes are most important to you?**

**What matters to you when travelling around the peninsula and beyond?**

**Are there other areas or themes that Peninsula Transport should be focusing on?**



**Let us know what you think about the strategy to help us to reflect your needs best, before it is finalised. An investment plan will then be developed to support the final strategy – so it's important we have your views.**

**The consultation is available XX – XX. More information is available: insert link.**

Further details of the studies and technical work to inform this strategy can be found on the Peninsula Transport website [www.peninsula-transport.org.uk](http://www.peninsula-transport.org.uk)