

PENINSULA TRANSPORT UPDATE

Item 4 – Peninsula Transport STB (Sub-national Transport Body) - Strategic Implementation Plan Methodology

FY24/25 Business Plan Proposal

7 March 2024

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 methodology for preparing the Strategic Implementation Plan (SIP), developed in consultation with senior officers of the five local authorities.
- (b) The Board notes that the draft SIP will be presented to members for consideration in October 2024 and regular progress updates will be provided in the interim.

I. Background

It is a key requirement of the Department for Transport for each STB to develop and maintain a Transport Strategy for their region, as set out within STB Business Planning Guidance issued in December 2022 and reiterated in the draft Business Plan guidance issued in October 2023.

“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 Business Planning guidance, Peninsula Transport developed a strategy document in collaboration with Local Authority officers and Members, as well as co-opted members.

The draft Strategy was presented to the Board in December 2023. Approval was given to consult on the draft strategy for a period of 8 weeks from 11 December 2023 to 5th February 2024. Following consultation, changes were made to the strategy which was presented to the Board for approval in March 2024. The Board approved the strategy which now acts as the STB’s overarching framework that underpins its activities.

Following from the strategy, the STB must now produce a SIP to provide guidance to ministers on the prioritisation and sequencing of strategic transport projects and schemes for the peninsula.

Methodology and SIP Development Process

The Strategy is a short, user-friendly document, supported by an extensive evidence base. The Peninsula STB core team proposes that the SIP follows this successful approach by getting across key messages concisely and clearly. It is recommended that the process of developing the SIP is also clear, simple, easy to understand and transparent. 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 activities of the STB will be based over coming years. The Strategy reflects the national government's priorities of growth and levelling up; reducing environmental impact; and improving transport for the user.

There is no detailed guidance for STBs on how to produce a SIP. Although 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'.

All STBs in England are taking or have taken their own, bespoke approaches to developing a SIP for their respective region. It is up to the Peninsula STB to determine how best to reflect the needs of the region in a plan that is aimed at providing advice to government ministers on how to prioritise and sequence investment in strategic transport.

It follows that the SIP that sets out the schemes and projects that will deliver the strategy, also addresses the region's unique challenges, and fulfils these requirements.

To ensure Peninsula Transport captures the longer-term strategic priorities of member authorities and key partners, the SIP will be developed holistically, taking into consideration the thematic structure adopted within the Strategy. For example, climate adaptation and resilience, seasonality and rurality are significant challenges for the region and cannot always be categorised in the same way as a traditional infrastructure scheme.

STB Engagement

The Peninsula STB core team has engaged with other STBs, including Transport for the North, Midlands Connect and Transport for the South East, which have already produced a SIP. The STB's core team has taken advice on lessons learned, assessment frameworks, engagement with key stakeholders to ensure buy in and technical advice on prioritisation.

The SIP will set out the actual regional priorities that will deliver the outcomes of the Strategy. It must be a credible plan that is supported by those it seeks to represent and critically it should be useful in advising ministers on transport investment from the perspective of a single, agreed voice on behalf of all of the STB's member authorities.

The STB core team has also met with senior officers of each Peninsula local authority and presented a proposed three stage approach to developing the SIP. Each LA has confirmed that officers are content with the technical proposal and that it represents a sound, logical, simple, and transparent method of preparing a regional plan for implementation of the strategy.

2. 3 Stage Approach to developing a SIP for the peninsula

SIP Purpose

In summary, the SIP is:

- An Implementation plan document for the PT Strategy, which;
- Clearly sets out the regional priorities for the region.
- A strategic document providing advice to ministers for investment.

The SIP is not:

- A long 'wish list' of historic aspirations and emerging schemes.
- A compendium of each local authorities' main Local Transport Plan (LTP) schemes.

The SIP needs to be able to be used to respond quickly to questions relating to transport investment prioritisation.

It is recommended that the SIP is a concise document that can be updated and refreshed quickly without undertaking a disproportionate amount of costly analytical work, that would be undertaken

by a promoting local authority at the strategic outline business case stage anyway. Informal discussion with representatives from the Department for Transport (DfT), indicated support for this approach.

The STB recommend that the SIP is underpinned by a '3 stage process'. The three stages are:

- Stage 1 - Gateway Questions
- Stage 2 – Multi Criteria Assessment Framework
- Stage 3 - Deliverability Assessment

Stage 1 - Gateway Questions

To ensure each proposed scheme is strategic in scale and impact and would not be better included within a respective local authority's LTP, six 'gateway questions' will be used to assess if a proposed scheme is strategic in scale and is appropriate for the SIP.

The Questions are: "Does the proposed scheme...?"

- i) **Have strategic, regional impact beyond a typical LTP scheme?**
- ii) **Require cross-boundary/regional/multi agency co-operation and/or delivery?**
- iii) **Improve access to regionally or nationally significant destinations or international gateways?**
- iv) **Overcomes a strategic issue that unlocks regional economic growth benefits or significantly increases resilience of existing networks?**
- v) **Facilitates improved strategic travel links between the peninsula and the rest of the country?**
- vi) **Facilitates improved efficiency and sustainable movement of strategic freight in and out of the peninsula?**

If the answer to two or more of these questions is 'yes', we may consider them strategic and a good fit for inclusion in the SIP.

Stage 2 -Multi Criteria Assessment Framework

- (ii) It is proposed that to assess relevance to addressing the STB's four Transport Strategy's outcomes and the five, agreed STB Vision Goals, each proposed scheme that has passed the Stage 1 Gateway Questions should be assessed against each of the nine indicators (outcomes

and vision goals). Each scheme will be given a score out of 5 and thus an overall score out of 45.

Vision Goals

- 1 – We will improve connections between people businesses and places
- 2 - We will enhance the resilience of the transport network
- 3 – We will deliver affordable zero emissions transport for everyone
- 4 - We will help to improve the health and well-being of communities in the Peninsula
- 5 – We will help the Peninsula to be a great place to live and work

Strategy Outcomes

- Easier Journeys – Integrating Active Travel with eh bus and rail network to make public transport journeys easier
- Going Electric – Affordable zero emission transport through a reliable charging network and alt fuel choices for road freight and buses
- A Connected Peninsula – Safe, reliable and sustainable links to and through the Peninsula.
- Completing the Network – Improving connections within a safe and fully integrated transport network to path to net zero.

Stage 3 – Deliverability Assessment

In order to ensure the SIP schemes are credible and to ensure there are links to the DfT's Transport Appraisal Guidance (TAG) and Green Book guidance to Appraisal, it is recommended a third stage of assessment is undertaken to ensure that included schemes are credible and deliverable. This ensures consideration of the Green Book 'Five Case Model' for business cases is factored into the process.

It is proposed that schemes or projects that pass Stage 1 and score highly in stage 2 will be assessed against 5 Deliverability criteria and scored out of 5. The five criteria are:

- Cost
- Value for Money
- Affordability
- Acceptability
- Stage/Timescale

The STB team will then have stage 2 and stage 3 scores for all schemes.

However it is not proposed that scores in the stage 2 and 3 will determine rigid, final ranking of the region's schemes. This 3 stage framework is aimed at ensuring schemes are strategic in nature, are a

good strategic fit, will contribute to delivering the strategy, are deliverable, affordable, credible and acceptable.

It is then proposed that through application of proportionate and informed judgement based on liaison with LAs, the SIP will develop a Tier 1 and Tier 2 list of priorities under different modes and themes, linked to the Vision Goals and Strategy Outcomes.

The assessment of the fifth Deliverability criterion 'Stage/Timescale' will inform the sequencing of the priorities.

The purpose of the SIP is not to have a long list of ranked schemes as it is impossible to compare strategic transport schemes that use different modes to achieve different objectives. It is also possible that many schemes that go through the 3 stage process will have very similar scores and thus it would be unhelpful to have a strict ranking system.

The SIP is also intended to act as a 'live document' that can be used to respond to specific calls for schemes, such as the DfT's invitation to STBs to submit bids for Major Road Network (MRN) scheme funding in 2018. The STB should be able to use the SIP to respond to specific requests for thematic investment funds. E.g. rail resilience investment funds or electric vehicle/zero emission public transport funding opportunities or other such ring fenced specific funds.

The STB core team recommends that the Board approves the proposed 3 stage process to developing a SIP which employs a proportionate analytical aspect, giving credibility and ensuring strategic fit, while not requiring expensive, time consuming and disproportionate levels of analysis that would potentially take circa 18 months to produce.

3. Financial Considerations

The SIP is being produced within the previously allocated budgets for 2023/24 as well as through core team resources. Additional budget has been allocated for FY24/25 to cover the cost of commissioning the production of an Integrated Impact Assessment once the first issue of the SIP is produced. The SIP is therefore affordable and budgeted for within the Business Plan.

4. Environmental Impact Considerations

The Strategic Implementation Plan which will be produced following the completion of the IIA to inform the choice of preferred priority schemes based on the relative forecast environmental impacts.

5. 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.

6. Legal Considerations

There are no specific legal considerations associated with this paper.

7. 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 FY23/24. This risk register is monitored and reviewed regularly in conjunction with the DfT. The risk register includes consideration of the Transport Strategy

8. 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.

9. Summary/Conclusions/Reasons for Recommendations

This paper provides a summary of the proposed Strategic Implementation Plan, the purpose of the SIP and a proposed methodology for developing the SIP considering engagement with other STBs that have already undertaken the process.

The STB core team recommends a 3-stage process, set out above, to developing a SIP which employs a proportionate analytical aspect, giving credibility and ensuring strategic fit, while not requiring expensive, time consuming and disproportionate levels of analysis that could potentially take circa 18 months to produce.

This proposed approach will enable Peninsula Transport STB to carry out the SIP development process in house, making use of the STB’s core team, dramatically reducing costs, and ensuring a draft SIP can be presented to the Board in late Summer with a view to presenting the final SIP for approval at the Board in Autumn 2024. This will be accompanied by an Integrated Impact Assessment (IIA) which will include a Strategic Environmental Assessment (SEA), as well as other impacts, to consider the cumulative environmental effects of identified prioritised schemes and help to inform the develop of the final SIP. This will ensure that the SIP is available relatively quickly after the General Election in July 2024 and that the STB is poised to respond to calls for strategic transport investment post election.

The Strategy and SIP will form the basis of the activities of the STB for coming years. It is recommended that the Board approve the proposed 3 stage process and provide delegated authority to the Lead Officer to commence the process in consultation with senior officers of each member local authority. It is anticipated that the STB will present a draft SIP to the Board in late Summer 2024.

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