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# Transport for the North Scrutiny Committee Meeting – Item 4

**Subject:** Strategic Transport Plan Update

**Authors:** Robin Miller-Stott / Jonathan Spruce

**Sponsor:** Jonathan Spruce, Interim Strategy Director

**Meeting Date:** Thursday 22 November 2018

## 1. Executive Summary:

- 1.1 The Strategic Transport Plan (STP) is TfN's flagship policy document, and the Draft STP was published for public consultation on 16 January 2018. At the last meeting of the Committee, a series of proposed responses for were presented for the Committee to consider and comment upon, based upon the responses from an independent report on the public consultation and other substantial consultation responses.
- 1.2 Development of the Final STP has continued following the feedback from the Committee, and in line with the requirements of the Cities & Local Government Devolution Act 2016, principally Section 102I Subsection 8d (inserted in Part 5A of the Local Transport Act 2008)
- 1.3 This paper presents an update on this process, and also the preparation of the initial long term Investment Programme that will accompany the Final STP.

## 2. Recommendation:

- 2.1 It is recommended that the Scrutiny Committee note the progress made in the development of the Final STP and initial long term Investment Programme, and the adherence to relevant legislation through this process.

## 3. Issues:

### 3.1 Final Strategic Transport Plan

The Strategic Transport Plan (STP) is TfN's flagship policy document, and the Draft STP was published for public consultation on 16 January 2018, for a 13 week period up until 17 April.

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- 3.2 At the last meeting of the Committee, a series of proposed responses for were presented for the Committee to consider and comment upon, based upon the responses from an independent report on the public consultation and other substantial consultation responses. Detailed feedback was provided by the Committee, and this has informed the development of the Final STP since the meeting.
- 3.3 TfN is also mindful of its obligations under The Cities & Local Government Devolution Act 2016 when preparing or revising the STP, principally Section 102I Subsection 8d (inserted in Part 5A of the Local Transport Act 2008). This requires TfN to "have regard to" four particular elements:
- a) The promotion of economic growth in its area
  - b) The social and environmental impacts in connection with the implementation of the proposals contained in the strategy
  - c) Any current national policy relating to transport that has been published by or on behalf of Her Majesty's Government, and
  - d) The results of the public consultation as required by the Act.
- 3.4 The Committee was reminded of these requirements at the outset of the last meeting, and given their importance in the process, the following paragraphs outline some of the key changes for the Final STP that will ensure compliance. The Committee should also note that independent legal advice has been sought to confirm compliance with the legislative requirements before the Final STP is ratified by the TfN Board and subsequently published.
- 3.5 In term of the **promotion of economic growth**, the 'Why?' section of the Final STP still draws heavily on the Northern Powerhouse Independent Economic Review, but includes the following changes discussed at the last Committee meeting:
- a) An updated economic context, setting out existing employment patterns and explaining the principles and benefits behind agglomeration
  - b) The use of absolute transformational GVA change to show the spatial distribution of future growth across the North, supported by an analysis of what this means for high-skilled occupations in particular
  - c) A new section on the visitor economy
  - d) The inclusion of text as to how the economic assets and clusters across the North have been derived
  - e) Further analysis to show how improved transport connectivity could change commuting patterns and labour markets across the North.
- 3.6 In terms of the **social and environmental impacts** in connection with the implementation of the proposals contained in the strategy, TfN has been clear that it needs to do more in these areas for the Final STP once there is more clarity about the content of the long term

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Investment Programme. To demonstrate this, three pieces of analysis are underway:

- i. TfN is undertaking further high level assessment of transport-related carbon emissions up to 2050. This will consider the differences between the Department for Transport's central forecasts and the four potential travel demand scenarios set out in the Draft and Final STP. It will use assumptions on vehicle technologies, decarbonisation of rail, and future traffic growth developed by TfN. It will also outline how this aligns with the Department for Transport's analysis and will attempt to take account of changes in the way in which future rail franchises may be operated. Sensitivities around the Committee on Climate Change's recommendations - such as the implementation of electric charging infrastructure nationally - are also being assessed.
- ii. Each of the multi-modal Strategic Development Corridors are already undertaking an Environmental Assessment Report which will be available as part of the supporting evidence base for the Final STP. These reports will be prepared in accord with the guidance issued by the Department for Transport and best practice to set out the sustainability outcomes for the package of interventions being recommended within each. The Corridor studies are at varying stages with the results inputted into the Investment Programme. Each will continue to be developed through 2019.
- iii. The Strategic Outline Business Case for Northern Powerhouse Rail is already developing an assessment of the sustainability outcomes of this transformational rail project, again using best practice and guidance issued by the Department for Transport.

3.7 These assessments will be drawn together in a separate supporting report to the Final STP and long term Investment Programme, which will be reviewed by the consultants undertaking the Integrated Sustainability Appraisal post-Adoption Statement to provide a degree of independent analysis. This report will be available as part of the supporting evidence for the Final STP and will be provided to Committee Members so that they can be assured that the legislative requirements are met before adoption and publication early in 2019.

3.8 In terms of **current national policy** relating to transport that has been published by or on behalf of Her Majesty's Government, the Final STP will include an updated list of reference documents and will take account of significant policy updates since the Draft STP was published and consulted upon.

3.9 Of most importance in this regard will be the proposals to create a Major Road Network and allocate funding within the new National Roads Fund specifically for this network, as well as the new approach

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to the Rail Network Enhancements Pipeline. Both of these are described in new sub-sections of the Final STP in relation to Strategic Rail and Major Roads.

3.10 In terms of addressing the **results of the public consultation** on the Draft STP, all of the recommendations of the Committee from the last meeting have been taken account of within the Final STP. However, drawing on the most important themes set out in the independent report on the public consultation, it is worth noting the following key changes:

- a) The 'Why?' section includes a significant new section on inclusive growth, particularly addressing health and emissions
- b) The 'What?' section now starts with text on local and sustainable transport to reflect the key role of this in the "whole journey"
- c) There is a more combined Strategic Rail section, with more text around HS2 to underline the importance of this investment
- d) The 'What?' section concludes with more clarity on the derivation and purpose of the Strategic Development Corridors
- e) The 'How?' section begins with a summary of the agreed Funding Framework presented at the last Committee meeting
- f) There is additional text on Spatial Planning to address the consultation responses and the comments received from the Scrutiny Committee
- g) There has been a revision to the text on Innovation to reflect changes since the Draft STP
- h) Finally, a set of outline Policy Positions are now included to highlight how the Plan will help the work of TfN's Constituent Authorities in the future.

3.11 Work continues on the Final STP with the aim of having a version ready for the end of 2018, in line with the Integrated Business Plan.

### 3.12 [Long Term Investment Programme](#)

TfN has also been working on the initial version of the long term Investment Programme that will be published alongside the Final STP – there has been extensive engagement with TfN's Partners over the last month. The previously agreed process for developing the Investment Programme is included at Appendix 1.

3.13 The Investment Programme itself has the following characteristics:

- a) The Programme is split into four tables to reflect committed schemes, schemes that are already in industry processes that TfN believes should be started by 2027, additional schemes that TfN's evidence suggests need to be started by 2027, and further potential interventions, drawn directly from the Strategic Development Corridor work
- b) The timescale of 2027 as the end of the first period of the Investment Programme was chosen to reflect the time when the

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North's transport network will see radical change – the completion of HS2 to Crewe – it was felt that linking the Investment Programme to major changes in network conditions was more appropriate than Parliamentary timescales and/or regulatory periods, especially as this is meant to be a rolling programme of works

- c) Committed schemes will include specific detail on the cost, implementation period and responsible delivery body
- d) Interventions in the pre-2027 tables are included alongside key information, such as a short description, cost envelope, and their zone of influence, broken down by mode to reflect TfN's role as a statutory partner in providing advice to DfT on major rail and road projects within regulatory cycles
- e) In line with the agreed guiding principles, the pre-2027 tables also include the current status of each intervention within the relevant scheme development process – this by itself indicates that there is a specific piece of evidence confirming the value for money of the intervention and its key outcomes
- f) Aside from the specific elements of the NPR programme, interventions in the fourth table are not broken down by mode to reflect the multi-modal nature of the STP and the Funding Framework.

3.14 As well as the review of social and economic impacts at a programme level, it is also worthy of note that the likely funding requirement of the interventions earlier within the programme has been cross-referenced against recent announcement of likely funding envelopes for rail and road in the next regulatory periods as well as the National Infrastructure Assessment published in July 2018.

#### **4. Options Considered:**

- 4.1 Option 1: to proceed with the Final STP without amendments based on the consultation responses  
Option 2: to develop the Final STP with regard to the consultation feedback and the recommendations of the last Scrutiny Committee meeting.

#### **5. Considerations:**

- 5.1 The legal requirement, as set out in the Cities & Local Government Devolution Act 2016 Section 102I Subsection 8d (inserted in Part 5A of the Local Transport Act 2008).
- 5.2 The risk of failing to capture the insight and expertise provided in the consultation feedback, and of meeting the legal requirements for TfN to maintain a productive relationship with the consultation respondents and amend the Plan to capture feedback.

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## 6. Preferred Option:

- 6.1 Option 2 is the preferred option based on the need to take account of the feedback received during the consultation, ensure a more robust statutory plan, and fulfil TfN's legal requirements.

## Appendices:

Appendix 1 – Process for Developing the Initial Long Term Investment Programme

## List of Background Documents:

Item 4 - TfN Scrutiny Committee Meeting - 14 June 2018  
Item 4 - TfN Board Meeting - 28 June 2018  
Item 5 – TfN Scrutiny Committee Meeting - 30 August 2018  
Item 5 – TfN Board Meeting – 13 September 2018  
Strategic Transport Plan – Draft for Public Consultation (Transport for the North, January 2018)  
Draft Strategic Transport Plan and Integrated Sustainability Appraisal Consultation – Analysis of Findings (Ipsos MORI, June 2018)

## Required Considerations

### Equalities:

Age	Yes	No
Disability	Yes	No
Gender Reassignment	Yes	No
Pregnancy and Maternity	Yes	No
Race	Yes	No
Religion or Belief	Yes	No
Sex	Yes	No
Sexual Orientation	Yes	No

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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Equalities	A full Impact assessment has not been carried out because it is not required for this report.	Robin Miller-Stott	Jonathan Spruce

### Environment and Sustainability

Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Sustainability/ Environment	An Integrated Sustainability Appraisal was carried out alongside publication of the Draft Strategic Transport Plan.	Robin Miller-Stott	Jonathan Spruce

### Legal

Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Legal	TfN Legal Team has confirmed there are no legal implications.	Robin Miller-Stott	Jonathan Spruce

### Finance

Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Finance	TfN Finance Team has confirmed there are no financial implications.	Robin Miller-Stott	Jonathan Spruce

### Resource

Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Resource	TfN HR Team has confirmed there are no resource implications.	Robin Miller-Stott	Jonathan Spruce

### **Risk**

Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Risk	A risk assessment has been carried out and the key risks are included in the Corporate Risks Report presented to the TfN Board on 28 June 2018.	Robin Miller-Stott	Jonathan Spruce

### **Consultation**

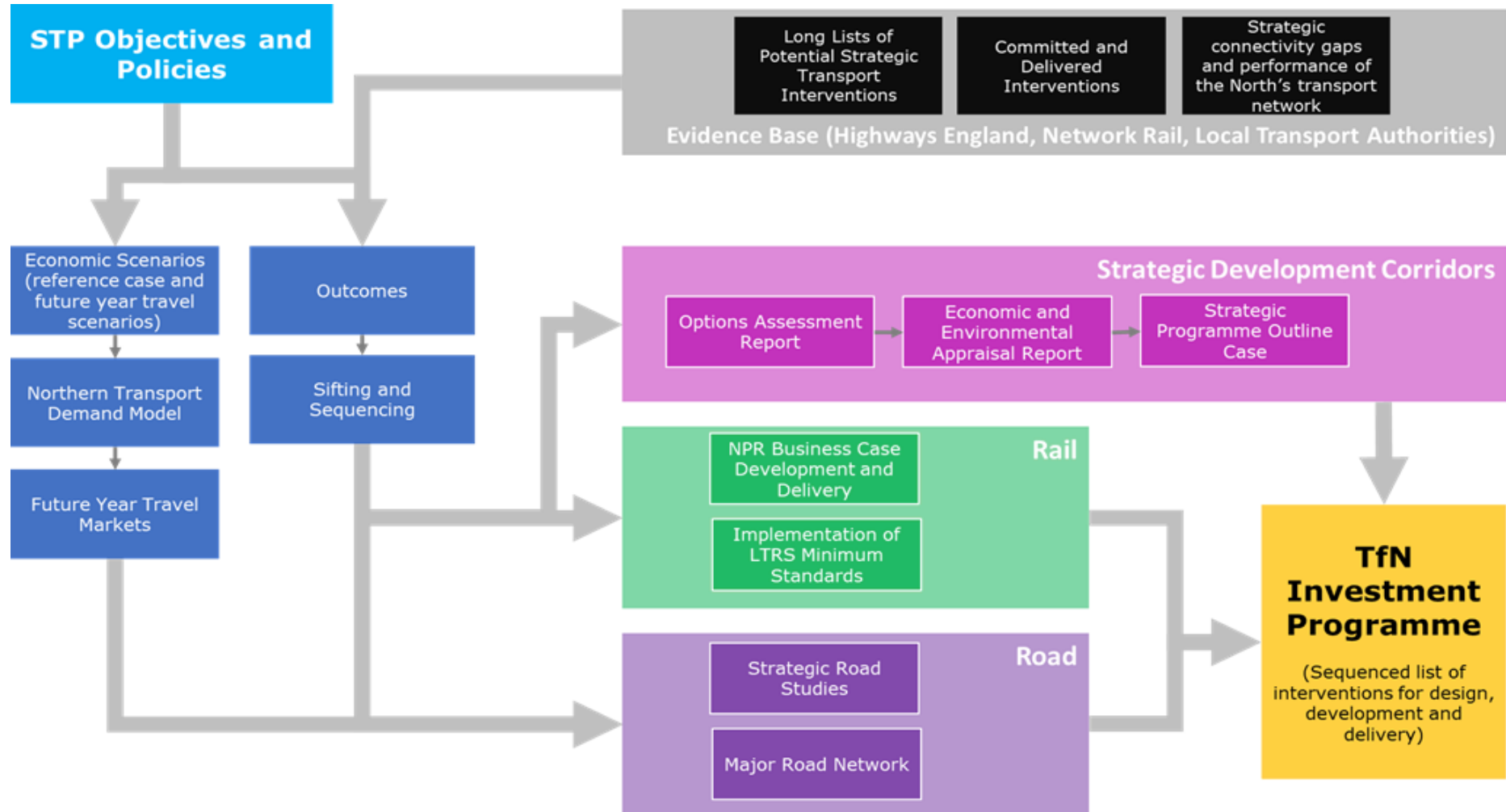
Yes	No
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<b>Consideration</b>	<b>Comment</b>	<b>Responsible Officer</b>	<b>Director</b>
Consultation	A statutory consultation has been carried out on the Draft Strategic Transport Plan.	Robin Miller-Stott	Jonathan Spruce

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## Appendix 1 – Process for Developing the Initial Long Term Investment Programme



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