

Transport for the North Scrutiny Committee Meeting – Item 4

Subject: STP Independent Consultation Report and Next Steps

Authors: Robin Miller-Stott / Jonathan Spruce

Sponsor: Jonathan Spruce, Interim Strategy Director

Meeting Date: Thursday 14 June 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, for a 13 week period up until 17 April.
- 1.2 The consultation process was administered independently by Ipsos MORI, and TfN has now received a summary of the independent report on the Draft STP consultation from Ipsos MORI. This has therefore allowed TfN to review the consultation feedback and to consider the changes that may need to be made for the Final STP.
- 1.3 This paper presents a series of recommendations for the Final STP, drawing on the independent consultation report, and also based on the feedback from the 33 consultation events carried out earlier in the year, as well as from recent 1-2-1 discussions with all Partners.
- 1.4 The paper also presents some initial thoughts on the potential layout of the long-term Investment Programme that will accompany the Final STP, and the suggested programme for completion of the Final STP.

2. Recommendation:

- 2.1 It is recommended that the Scrutiny Committee consider and comment upon the recommended changes to the Final STP and the guidelines for the long-term Investment Programme. Once discussed by the Committee, the intention would be to present the recommendations for the Final STP, and the proposed programme for completion of the STP, at the TfN Board meeting on 28 June, seeking agreement to all.

3. Issues:

- 3.1 The Strategic Transport Plan (STP) is TfN's flagship policy document, and its preparation is enshrined in the TfN Constitution. The Draft STP

was published for consultation on 16 January 2018, and the TfN Board formally adopted this version at its meeting on 5 April.

- 3.2 The consultation process was administered independently by Ipsos Mori following a competitive tender process. Consultation on the Draft STP ran for a 13 week period up until 17 April, and a freepost address and online questionnaire were used to provide opportunity to comment on the draft document.
- 3.3 TfN has now received the independent report on the STP consultation from Ipsos MORI, and a copy is provided for the Committee at Appendix 1. This has therefore allowed TfN to review the consultation feedback and to consider the changes that may need to be made for the Final STP.
- 3.4 This paper presents a series of recommendations for the Final STP, drawing on the independent consultation report. These recommendations are also based on the feedback from the 33 consultation events carried out earlier in the year, as well as from recent series of 1-2-1 discussions with all Partners, except for HS2 Ltd (the original meeting having been postponed and re-arranged for 26 June).
- 3.5 In agreeing to the publication of the Draft STP at its meeting in December 2017, the then TfN Partnership Board was very clear that it wished to see an evidence-based long-term Investment Programme published alongside the Final STP. This would also discharge TfN's statutory responsibility to make recommendations to the Secretary of State for Transport regarding the North's strategic transport needs in line with existing rail and road industry processes.
- 3.6 This paper therefore also presents some initial thoughts on the potential layout of the long-term Investment Programme that will accompany the Final STP, and sets out a series of guidelines for compiling the initial version of the Investment Programme.
- 3.7 Finally, this paper also includes a suggested programme for completion of the Final STP, mindful of the other TfN and Partner work programmes progressing in parallel, as well as the upcoming Spending Review.

3.8 **Independent Consultation Report**

The consultation on the Draft STP has been conducted independently by Ipsos MORI. A total of 563 respondents took part in the consultation. Of these, 339 filled in the online response form, one respondent sent in a paper response form. There were also 220 e-mail 'free text' responses (those who responded in their own words, not via the official response form) and four 'free text' responses which were submitted by post.

- 3.9 From the maximum of 339 respondents that completed the closed questions (bases vary from question to question as none were compulsory), the key headlines are:
- 295 out of 336 (88%) either "Strongly Support" or "Tend to Support" the Vision of the Plan – of these, the majority (199) "Strongly Support" it, and only 22 oppose it
 - There was broad agreement with the pan-Northern objectives outlined in the Plan
 - 259 out of 332 respondents (78%) either "Strongly Support" or "Tend to Support" the process for developing the Plan – of these, 117 "Strongly Support" it, and only 34 oppose it
 - 201 out of 333 respondents (60%) "Agree" with the process of identifying the Strategic Development Corridors – although 50 respondents (15%) offered no view
 - 236 out of 332 respondents (71%) "Agree" that the Draft STP will give businesses the confidence to invest in the North – of these 110 "Strongly Agree"
 - 258 out of 335 respondents (77%) either "Strongly Support" or "Tend to Support" the Plan in its current form.
- 3.10 Respondents were then given the opportunity to comment in their own words via a series of open ended questions linked to each section of the Draft STP. The following are the key issues (both positive and negative) that came out in relation to the more general closed questions.
- 3.11 In terms of the **vision and objectives of the Plan**, a large proportion of the positive comments received reiterate general support in the tone of the response. In terms of supportive comments, respondents are persuaded that delivery of the vision and objectives will stimulate business and economic growth across the North, will help to redress the perceived North/South divide and, ultimately, create jobs. In terms of negative comments, many express concern that the Plan does not sufficiently provide for their particular locations, with a focus on smaller locations. There are also respondents who think the vision and objectives lack ambition and are not wide reaching enough, again with a focus on their locality or place of work – there is a sense that the projected enhancement to transport infrastructure should be inclusive and benefit the entire North.
- 3.12 In terms of the **process for developing the Plan**, many feel that the main roles (Connecting People, Connecting Businesses, Moving Goods) are essential to enhance the economic performance of the North. Some respondents identify additional roles which should be included, such as sustainability, guaranteeing multi-modal connectivity and the importance of tourism/cultural assets in driving economic growth. In terms of negative comments, some think the Plan fails to address issues around quality of life/health and wellbeing, whilst a few others also highlighted a lack of vision for reducing air pollution/emissions.

- 3.13 In terms of the **Strategic Development Corridors**, there is broad support for them overall (albeit some more concerns raised at an individual corridor level). Comments in support think that the approach will deliver against the wider Plan objectives, specifically to stimulate business and the economy (and ultimately create jobs) and will make the North a more attractive and competitive place to invest. The main concerns reflect a perceived lack of information about specific, local places, which creates an impression that the Plan may not deliver in all areas of the North.
- 3.14 In terms of the **delivering the Plan**, there is overall support for each of the seven delivery strands identified in the 'How?' section. However, some general concerns were also raised around funding and finance being critical to delivering the Investment Programme, but ensuring this does not create a conflict between strategic and local interests. Other responses made some suggestions as to how this section could be better presented, specifically to provide additional information about priorities and timescales for delivering the identified interventions.
- 3.15 Taken as a whole, the feedback from the consultation on the closed questions shows a strong level of support for how the STP has been presented, suggesting that a radical restructure of the document is not required. Verbatim comments are overall supportive, although some offered conditional support. The conditions on which support is offered vary considerably, from a lack of specific projects in certain areas or with certain modes of transport. Wider conditional support is predicated on the perceived lack of commitment to fund the implementation of the Plan and the wider political will to implement it.
- 3.16 Respondents made four cautionary comments in general:
- A lack of balance across the North, with the perception that some cities and regions are better connected than others
 - Concern that the Plan is not sufficiently ambitious and wide reaching
 - A lack of information, particularly around how funding will be secured to deliver the Plan
 - A lack of confidence that the Plan will be delivered, particularly given the long-term focus of it.

It will be important to address these when developing the Final STP.

3.17 **STP Consultation Events**

As reported at the last TfN Board meeting, a series of 33 consultation events were held in support of the consultation process, running from 24 January until 29 March. At each event, records were kept of the key issues raised by attendees.

3.18 In addition to the issues arising from the consultation report, the following is a summary of the main points of feedback from the consultation events:

- The Plan is still written in quite a technical way – it should be more accessible by describing what impact the interventions will have on the lives of the people in the North
- The Plan needs to make more of the “whole journey” concept and the importance of active travel and local buses, albeit recognising that these are the responsibility of TfN’s Partners
- There is little mention of the legal requirement to reduce carbon emissions and the impact of the Plan on the environment
- The visitor and tourism economy is important to the North – this should figure more prominently in the discussion of the North’s economic assets
- The map showing transformational GVA change (pg 25) is good at picking up parts of the North that have poor connectivity at present, but does not necessarily recognise areas with existing high GVA contributions (eg the Furness Peninsula)
- The concept of the Strategic Development Corridors is understood, but again, the descriptions should try and give some “real life” examples of why these corridors are important
- As inferred from the Plan, NPR feels quite remote from the rest of the rail network – more should be made of the connections away from the six largest cities and Manchester Airport to show the overall benefit of the NPR network
- The minimum standards in the Long-Term Rail Strategy are welcomed, but more should be made of them in the Plan because these show what the North’s rail network aspires to
- There is some confusion between the Major Road Network for the North and the DfT’s recent consultation, although there is strong support for an increase in funding for these economically important routes, whichever are finally designated
- As funding will still come from Central Government, so the Plan needs to explain how the immediate recommendations that TfN is responsible for will work in practice to show a difference
- More details should be provided on the sources of funding for the £21 – 27 billion ‘gap’ in the long-term Investment Programme, including the role of the private sector
- The role of technology and innovation is fundamental to the Plan’s success, yet there is only a short section towards the end at the moment.

Again, these comments do not suggest a major restructure of the document for the final version, but do suggest some re-ordering and more focus on how the document should engage with its audience.

3.19 **1-2-1 Partner Consultations**

During late April and May, TfN Officers have been undertaking a series of 1-2-1 meetings with Partners to discuss the main items of feedback

from their consultation responses, and to explore suggested changes for the Final STP. All of these meetings were recorded and follow-up e-mails sent to confirm what had been discussed/agreed.

- 3.20 In addition to the issues arising from the consultation report, the following is a summary of the main points feedback from the 1-2-1 meetings:
- The STP, and particularly the 'Why?' section needs to set the strategic context for all of TfN's work programmes
 - More information in the 'Why?' section on the recent TfN research on user insight and labour markets would be useful, and may help alleviate some of the issues with the existing GVA map on page 25
 - NPR needs to be seen within the context of the Long-Term Rail Strategy rather than the other way round – the former is a subset of the latter
 - Building on the above point, there was a specific request that the presentation of the NPR network at SOBC should avoid the distinction between NPR stations and 'Other Significant Economic Centres' – the SOBC will demonstrate how the NPR programme has evolved from the original "One North" proposition into a wider integrated network. Sequence 4 of NPR will provide an opportunity to move away from the artificial distinction between NPR stations and OSECs
 - Having a separately defined MRN to the DfT's version would be counter-productive, and so there is a desire to try to reach a compromise with the DfT
 - More could be made on the role of IST supporting modal shift and helping to show how TfN is taking note of the "whole journey" approach.

3.21 **Changes to the Final STP**

Based on the above, TfN has already started to set out what the changes to the Final STP could look like, and how these changes sit with the Draft STP. Appendix 2 sets out a proposed series of changes for the Final STP – these are presented to the Committee for discussion.

3.22 **Long Term Investment Programme**

The Committee will be aware of the previous discussions around the content and presentation of the long-term Investment Programme within the Draft STP. Based on the above feedback, TfN has been giving further thought to these issues.

- 3.23 The working assumption at this time is that the long-term Investment Programme will not form part of the Final STP itself, but rather sit alongside it, so that it can be seen as a rolling programme of

investment and can be updated on a more frequent basis than the STP document.

3.24 Although confirmation of this working assumption is required, TfN has then identified two principles that it feels will guide the development of the first version of the long-term Investment Programme:

- For the inclusion of any intervention, there should be a separate piece of evidence (Strategic Development Corridor commission, Long Term Rail Strategy analysis, Network Rail Route Study/Strategic Business Plan, Highways England Strategic Road Network reports, etc.) that points to the need for each intervention being required – these sources should be clearly identified
- The interventions within the early years of the programme and those earmarked for later delivery, should be shown in different ways, based on their level of certainty and development – for example, in terms of the former, it may be beneficial to show where in the relevant development process each one is, to demonstrate that they are deliverable in this timeframe, and possibly include a high level delivery programme for the short term interventions.

The process for compiling the initial version of the long-term Investment Programme, based on the diagram included on page 42 the Draft STP, is illustrated in Appendix 3. The Committee's views on this, and the guiding principles set out above, would be welcomed.

3.25 **STP Programme for Completion**

Following preceding discussions with the TfN Executive Board, Appendix 4 includes a suggested programme for completion of the Final STP, in line with the 2018/19 Business Plan. This would see a Final STP and the initial version of the long-term Investment Programme available for publication by mid-December 2018, with the opportunity to use one or both as part of TfN's submission to the 2019 Spending Review, which is expected to commence at the time of the Autumn Budget.

4. Options Considered:

4.1 Not applicable as there are no options to be considered.

5. Considerations:

5.1 Not applicable as there are no considerations.

6. Preferred Option:

6.1 Not applicable as there is no preferred option.

Appendices:

Appendix 1 – Independent Report on the Draft STP Consultation (to follow under separate cover)

Appendix 2 – Proposed Structure for the Final STP

Appendix 3 – Process for Developing the Initial Long-Term Investment Programme

Appendix 4 – STP Programme for Completion

List of Background Documents:

Strategic Transport Plan – Draft for Public Consultation (Transport for the North, January 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

Consideration	Comment	Responsible Officer	Director
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
-----	----

Consideration	Comment	Responsible Officer	Director
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
-----	----

Consideration	Comment	Responsible Officer	Director
Legal	There are no new legal implications in relation to this report.	Robin Miller-Stott	Jonathan Spruce

Finance

Yes	No
-----	----

Consideration	Comment	Responsible Officer	Director
Finance	There are no new financial implications in relation to this report.	Robin Miller-Stott	Jonathan Spruce

Resource

Yes	No
-----	----

Consideration	Comment	Responsible Officer	Director
Resource	There are no new resource implications in relation to this report.	Robin Miller-Stott	Jonathan Spruce

Risk

Yes	No
-----	----

Consideration	Comment	Responsible Officer	Director
Risk	There are no new risks associated with the content of this report.	Robin Miller-Stott	Jonathan Spruce

Consultation

Yes	No
-----	----

Consideration	Comment	Responsible Officer	Director
Consultation	A statutory consultation has been carried out on the Draft Strategic Transport Plan.	Robin Miller-Stott	Jonathan Spruce

Appendix 2 – Proposed Structure for the Final STP

Chairman's Foreword

Introduction

- *About Transport for the North* – text on page 6 to be updated to reflect the fact that TfN is now a statutory body.
- *TfN and Local Transport Authority Roles and Remits* – update text on page 7 to recognise that the whole journey needs to be considered, and that active modes and local public transport connections are very important as part of this (and often the initial determinant of mode choice). However, the text needs to stress that TfN's role and remit, and therefore the STP's contents, focus on the pan-Northern aspects of the journey, possibly including a new diagram showing the relationship between the roles and remits.
- *Governance and Accountability* – bring forward text on pages 78 and 79 to emphasise what TfN's role is (and also is not).

The Strategic Transport Plan

- *Supporting Sustainable Transformational Growth* – significant edit of text on pages 8 – 11, given that some of the information is repeated elsewhere and the Final STP should be less focused on re-iterating the argument for increased investment.
- *TfN's Vision and pan-Northern Transport Objectives* – some minor changes to the wording of the Vision and Objectives (pages 12 and 13) arising from the consultation responses.
- *TfN's Emerging Policy Positions* – a new short section considering how the current bullet points for the agreed objectives could evolve in to stronger policy positions for TfN, which draw on national policies, such as the Industrial Strategy, but also align with policy positions at a local level.

Why? Understanding the Need for Change

- *The North Today* – text on pages 14 – 16 should remain unchanged, save for any updates required to the infographic on page 16, based on the latest statistics.
- *Transport's Role in the North's Economy* – revise text on pages 17 – 23 to reflect the updated NPIER analysis, including the visitor economy, to pick up the further analysis TfN is undertaking on user insight, and to strengthen the narrative on which connections need to be improved to drive transformational economic growth. Include a revised map (page 19) to identify the key economic assets and clusters that need to be connected through the STP.

- *Future Transport Demand* – update text on pages 24 – 27, based on the most recent transport demand work. The way in which the scenarios are described and forecast growth quantified will need to ensure that there is no apparent conflict with local growth priorities and targets, particularly in term of private car traffic in the larger urban areas.
- *Inclusive and Sustainable Growth* – a new short section outlining the further analysis TfN is undertaking on labour markets and setting out the links to wider health and societal benefits, picking up potential closer working with Public Health England, Natural England and the Environment Agency to address sustainability.
- *Aims of the Plan* – pages 28 – 35 should include more detail of how people travel around the North, describing what the STP is trying to achieve. One option might be to re-introduce the planned use of “actors” to provide a more human dimension to the descriptions. Links to the importance of rural connectivity also need to be brought out in this sub-section.

What? Identifying the Major Strategic Interventions

- *Committed Investment* – pages 36 – 41 should be shortened, only highlighting any new announcements made before publication of the Final STP on additional baseline commitments.
- *Building the Long-Term Investment Programme* – text on pages 42 and 43 should not change significantly, although there may be an updated diagram of the process on page 42.
- *Strategic Rail* – a more holistic section on the interventions needed across the rail network covering:
 - Long Term Rail Strategy (LTRS) – update pages 48 – 53 to reflect the fact that the LTRS is the North’s future rail strategy, with delivery plans being developed underneath this to influence Network Rail’s new approach to rail enhancements. This sub-section will include the agreed minimum standards for the LTRS, as this helps shape the Investment Programme. It may also be possible to show/list some areas of the network where the minimum standards are not met at present (and hence provide a clear link to the Investment Programme).
 - NPR – a summary of the Strategic Outline Business Case, drawing on the strategic rationale for intervention provided by the STP itself. The text should also cover infrastructure and services (journey times and wider connectivity), station masterplans and local connectivity, including Crewe Hub, and wider infrastructure and franchise investment.
- *Major Roads* – update pages 54 – 57 to reflect the outcome of the discussion with Partners over a reduced MRN for the North and the

emerging RIS2 programme, along with any further information from the three Strategic Road Studies available at the time of publication.

- *Integrated and Smart Travel* – update pages 58 and 59 to reflect the position at the time of publication of the Final STP, principally that the roll-out of IST is well underway and confirming the programme for Tranche 3. This sub-section should also be clearer on the role of the IST programme in supporting the whole journey approach described in the Introduction.
- *Strategic Development Corridors* – remove pages 60 and 61 as the concept and definition of the SDCs is generally accepted and so the importance now shifts to the work on each corridor. For each SDC, there should be a four page spread, starting with a map and covering:
 - Strategic economic context;
 - Transport demand;
 - Need for intervention;
 - Rationale for investment – a series of outcomes.

As with the updated text on the LTRS, the end of each sub-section on the SDC should provide a clear pointer to the outcomes/interventions that will comprise the long-term Investment Programme.

- *Long Term Investment Programme* – text on pages 76 and 77 should remain relatively unaltered. A more specific reference to the need for a complementary increase in funding for intra-City Region connectivity too should be included. Text from pages 90 and 91 should be moved forward to the end of this sub-section, so that sustainability sits alongside the description of the Investment Programme. This text can also be updated to include the most recent work around carbon emissions so that the Final STP addresses the responsibility that TfN has to ensure that the Investment Programme contributes towards emissions targets. Some reference should be made as to how TfN is developing a multi-modal programme of interventions and how different modal solutions will be assessed to ensure that the intervention supports future markets.

How? Identifying the Major Strategic Interventions

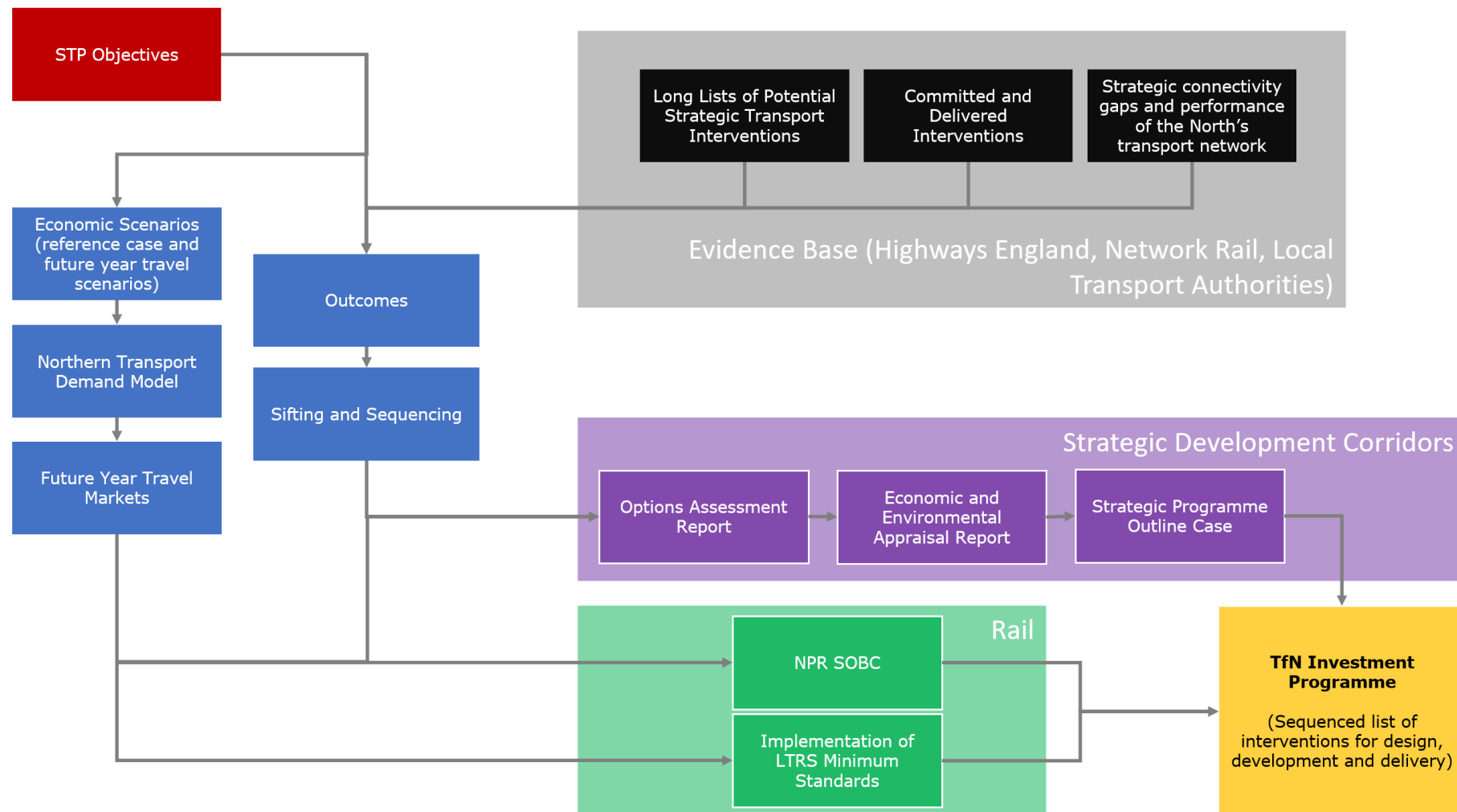
- *Ways of Working* – new short, introductory section to set up the components of the 'How?' question, including the text on cross-boundary working from page 81.
- *Funding Framework* – using the outputs of the KPMG report and the next steps agreed by the TfN Board to replace text on pages 85 to 87.
- *Appraisal and Analysis* – revise text on pages 88 and 89, setting out a summary of the new approach to analysis and picking up the new Rebalancing Toolkit, but particularly highlighting all the tools TfN has

developed, what they do, and how they will be used to go beyond the WebTAG approach. This will also pick up the multi-modal nature of the appraisal tools to be used.

- *Spatial Planning* – expanded text on page 80, including stronger references to the NPPF.
- *Innovation and Technology* – update text on pages 82 and 83, drawing on the Innovation Group’s work and the Thought Leadership work within the SDCs.
- *Skills* – update text on page 84, summarising the work from the KPMG report and incorporating any further inputs from Partners.
- *Benefits Realisation* – new short section introducing how the impact of the STP and the long-term Investment Programme may be measured in terms of the benefits realised, and how this could be used to improve ways of working in the future.
- *Reviewing the Strategic Transport Plan* – update text on page 92 to reflect the agreed STP review process and remove the reference to the consultation process.

Finally, Appendix A should be updated to include any updated/additional reference documents used when preparing the Final STP.

Appendix 3 – Process for Developing the Initial Long-Term Investment Programme



Appendix 4 - STP Programme for Completion

