

# Transport for the South West Peninsula Emerging Sub-National Transport Body

## Terms of Reference [DRAFT]

### 1. Purpose

- 1.1. These terms of reference concern the shadow Transport for the South West Peninsula Sub-National Transport Body and its associated sub groups.

### 2. Sub-National Transport Bodies (STBs) for the South West Region

- 2.1. Local Authorities across England are embracing the new legal powers and duties set out under the Cities and Local Government Devolution Bill to establish statutory regional transport bodies.
- 2.2. These bodies will advise ministers on the investment priorities across their functional economic geographies and the strategic transport schemes needed to further economic growth.
- 2.3. There is a firm consensus across the South West Region that the formulation of two sub-national bodies will be the most efficient and effective way to deliver infrastructure that keeps pace with our accelerated growth programmes. In recent years, two distinct sub national groupings have emerged in relation to particular economic challenges and functional geographies, and these already have a clear understanding of the strategic investment needs in their area:
  - The **Western Gateway** has the well-established West of England (WOE) city region at its core and is already jointly planned on a statutory basis. It is on the axis of a number of routes into the Bristol city region area and the Bournemouth/Poole city region area. Investment needs are more likely to focus more on metropolitan transit solutions and strengthening core routes to manage growth of the two city-regions.
  - The **South West Peninsula** has well-established joint planning arrangements for strategic rail investment in the form of the Peninsula Rail Task Force. The Peninsula challenge is to enable peripheral areas to become more productive and reduce journey times on key strategic routes connecting with other economic hubs. There are also a more dispersed set of place-based growth challenges including city growth, rural mobility and maximising the economic potential of the region's natural assets.
- 2.4. Corridor alliances such as those formed around the A303 corridor and the Bristol South West Economic Link will remain a key mechanism for joint working between the STBs.
- 2.5. The collaborative development and management of the STBs will continue to be monitored and managed by Senior Officers attending the South West ADEPT Board.

### 3. The South West Peninsula

- 3.1. The South West Peninsula is an important economy with a population of around 2.5m, contributing over £51bn of GVA to the national economy.
- 3.2. The peninsula has significant opportunities for sustained growth with some of the country's most successful businesses, leading universities, the biggest naval base in Western Europe, the UK's largest infrastructure project at Hinkley Point C, world leading science research and innovation and a host of cutting edge companies.
- 3.3. Despite the enormous potential in its businesses, its people and its places, the South West faces a wider challenge of proximity and poor connectivity with the rest of the country. The economy is not as strong as it could be, with GVA per head in the South West Peninsula of £19,117 compared to £26,621 nationally. This falls to as

low as £13,386 in some areas of this geography, with two of the South West Peninsula LEP (Local Enterprise Partnership) areas remaining within the bottom four least productive nationally. There is however a wide variation across the area with cities like Exeter and Plymouth demonstrating stronger rates of productivity growth after the recession and with levels comparable to the UK average.

- 3.4. Establishing an STB for the South West Peninsula would facilitate the development and implementation of a transport strategy that furthers the economic growth of the South West Peninsula and addressing the GVA points in paragraph 3.3. Investment in the South West with a greater level of local input is therefore vital to address the national rebalancing issue, driving long term, transformational growth and ensuring the region can continue to keep pace with the rest of the UK.
- 3.5. The South West Peninsula Transport authorities are best placed to develop and deliver a strategy that prioritises future strategic, transformational and large-scale transport investment in the South West, enabling the region to accelerate its economic and housing growth.
- 3.6. Our grouping reflects the close, historic ties and a commitment to work collectively to address the wider challenges of proximity and connectivity with the rest of the country.
- 3.7. The South West Peninsula authorities are committed to working together to prioritise future investment and benefit the economic performance of the South West Peninsula region with the key aims of:
  - Driving economic growth by delivering a substantial place-based programme;
  - Addressing the productivity gap between the South West Peninsula and the rest of the United Kingdom; and
  - Reducing the rural peripherality of the region.
- 3.8. Transport for the South West Peninsula is the partner authorities' response to the need for a STB in order to ensure one collective voice represents the strategic transport issues in the region.
- 3.9. As such, the Transport for the South West Peninsula STB provides a single point of contact for Government, its agencies, infrastructure and service providers on strategic transport issues.
- 3.10. The proposed area allows for genuine strategic consideration and planning of transport infrastructure, with those included in the STB boundary demonstrating a willingness to be involved. The South West Peninsula authorities will retain a co-operative narrative focussing on shared strategic travel corridors and shared benefit of the importance of critical national and international links.
- 3.11. Several of the local authorities have previous experience working together to present a united voice on strategic transport matters, with the Peninsula Rail Task Force (PRTF) having produced a 20-year plan in 2016 aimed at making the case for a sequenced programme of investment towards improving rail resilience, connectivity and comfort for rail services to and from the region. The PRTF has incorporated Dorset County Council as a member, which aligns with the Transport for the South West Peninsula STB constituent authority grouping.
- 3.12. Whilst currently there are six Peninsula Local Highway Authorities forming the proposed STB grouping, it remains open to other bodies joining should there be a mutual benefits in doing so.

#### 4. Statement of Purpose

4.1. The Transport for the South West Peninsula STB will:

- Develop and publish a transport strategy for the South West Peninsula area in consultation with the Western Gateway STB to ensure there is a consistent strategy for connecting corridors.
- Develop a transport evidence base for the South West Peninsula to identify and prioritise scheme delivery for consideration by the Department for Transport.
- Enable a more effective and meaningful engagement with the Department for Transport, infrastructure agencies (such as Highways England and Network Rail), service providers (such as bus and train operating companies) and Homes England.
- Provide the focus for a single conversation on strategic transport and infrastructure related activities.
- Ensure that rural mobility is addressed through innovative solutions to tackle poverty and suppressed demand.
- Agree the sequencing of priorities/schemes with Network Rail, train operating companies and Highways England to ensure there is a joint approach to the development and delivery of strategic infrastructure.
- Agree the needs of the South West in future specifications for public transport franchises in the region.
- Provide the opportunity to share technical expertise and resources across the partners to assist with the development, assessment and implementation of proposals.

4.2. In this way the partners will be able to:

- Identify and maintain a single overview of strategic transport priorities in liaison with stakeholders as appropriate.
- Manage the resources available to establish project teams as a means of providing the leadership required to develop strategic proposals, including engagement with business and the wider community.
- Establish joint teams to undertake and commission work (including the development of business cases) to secure investment funding to enable the delivery of strategic proposals.
- Work with Government and its agencies to co-design nationally delivered transport investment programmes.
- Utilise the joint view of investment priorities for the South West Peninsula to influence funding processes including Network Rail's Control Periods; Highways England's Road Investment Strategy and in respect of the Major Road Network, the Department for Transport's National Roads Fund.
- Explore the rationalisation of existing groups associated with transport investment prioritisation across the geographic area.

4.3. The Transport for the South West Peninsula STB will enable the partners to realise:

- An accelerated growth programme, raising productivity across the region above the projected local and national baseline.
- Greater added value through the sharing of knowledge, skills and resources.
- More efficient operation of the strategic and major road networks.

- Improved resilience and reliability of the transport system, particularly during periods of disruption (both planned and unplanned).
- More efficient and effective delivery of infrastructure, with schemes delivered faster and at less cost.
- More effective engagement with, and influence over, decision making at the national level.
- Enhanced job opportunities and accelerated housing delivery, better access to education, improved local public services and better supported tourism and recreation through an improved transport system.
- Improved national and international connection in to, out of and across the region, supporting commerce.
- Improved links across the South West Peninsula, including to our ports and airports to enable freight and goods to move more efficiently.

4.4. In addition and whilst in shadow form a key task of the STB Board will be to prepare a submission to Government in relation to the creation of a statutory STB for the South West Peninsula.

## 5. Membership of the Transport for the South West Peninsula STB Board

5.1. The core membership of the STB Board comprises an elected member representative of each of the Local Transport Authorities within the area. The Board may appoint representatives of other councils and key organisations to the Board as co-opted members. It is anticipated that the STB Board will offer co-opted member status to representatives of the organisations listed in 5.3 below to establish a collaborative partnership that enables a single co-ordinated conversation. Other organisations such as board authorities may also apply for co-opted member membership.

5.2. The core members of the STB board are set out below:

Local Transport Authorities	Cornwall Council
	Devon County Council
	Dorset County Council
	Plymouth City Council
	Somerset County Council
	Torbay Council

5.3 It is anticipated that the STB will offer co-opted membership to representatives of the following:

Local Enterprise Partnerships	Cornwall and the Isles of Scilly
	Heart of the South West
	Dorset
Government and Agencies	Department for Transport
	Highways England
	Network Rail
	Homes England

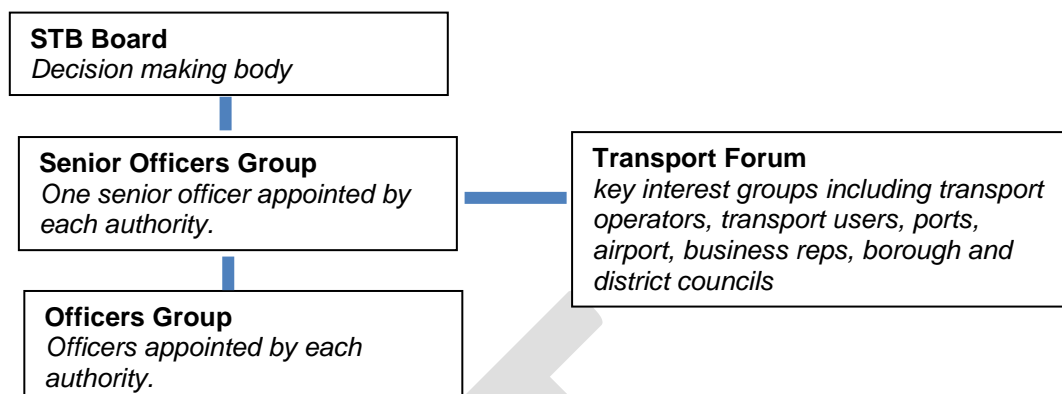
Other Organisations	Transport Forum  Western Gateway STB
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- 5.4 It is for each Local Transport Authority to nominate a councillor as their representative on the STB board. The expectation is that these appointments will be the relevant portfolio holder.
- 5.5 Where representatives are invited to join the Board as co-opted members, it will be for the nominating organisation to decide who to nominate but the expectation will be that the Local Enterprise Partnerships are represented by a member of their governing Board.
- 5.6 A Transport Forum will be formed to represent key interest groups including transport operators, transport users, ports, airport, business reps, borough and district councils within the STB geography. It is anticipated that the STB will offer co-opted member status to the chair of this group to represent their views at Board meetings.
- 5.7 Nominating councils and organisations with co-opted membership can appoint substitutes to attend meetings of the STB board if the nominated representative is unable to attend. They should have an equivalent level of representation and authority to the nominated member.
- 5.8 Each Council representative listed in 5.2 shall have one vote. It is for the Board to decide whether the co-opted member representatives listed in 5.3 have voting or non-voting status.
- 5.9 Individual members of the STB board will be responsible for ensuring their organisation is kept briefed on the work of the STB.
- 5.10 The Chair of the STB board will be a representative from a Local Transport Authority, who will serve in the role for one municipal year. A Vice-Chair will be appointed from the STB board Local Transport Authority core membership.
- 5.11 The Chair and Vice-Chair will rotate annually amongst its elected membership. The rotation will be defined alphabetically by Local Authority with no single organisation holding the chair for successive years. The Vice-Chair will become the chair in the subsequent year.
- 5.12 Members of the STB board will retain their existing accountabilities and responsibilities for transport. The assumption will be that the individual transport authority representatives have a consistent level of delegation from their Council. During the Board's shadow operating phase they will also be responsible for ensuring that the necessary approvals for STB Board decisions are obtained within their organisation. The STB has full decision-making responsibility for the functions of the STB as set out in paragraph 4.1 above, subject to the following requiring the approval of the constituent authorities:
- The Transport Strategy for the South West Peninsula.
  - The criteria to inform strategic priorities for investment.
  - Any additional budget contributions required to support the work of the STB beyond the agreed operating budget of the STB.
- 5.13 Membership of the STB board does not:
- Oblige partners to be involved in all activities, projects or proposals.
  - Preclude any member from working cross-boundary with other Local Transport Authorities or strategic transport organisations.

## 6 Ways of Working

- 6.4 Meetings of the STB board will be held quarterly. The date and time of the meetings will be fixed by the secretariat in consultation with constituent organisations. All papers and meetings will be in public, with all interested parties able to attend meetings.
- 6.5 Written notice of meetings, along with the agenda and associated papers will be sent to members at least five working days in advance of any meeting. Late items will be distributed or tabled only in exceptional circumstances with the agreement of the Chair.
- 6.6 Where required, extraordinary meetings can be held with the agreement of the Chair.
- 6.7 The quorum for the meetings will be at least three members to include a minimum of two elected members present from the core local transport authority membership.
- 6.8 In principle, decisions and recommendations will be reached by consensus. Where decisions cannot be reached by a consensus, voting will take place and decisions will be agreed by a simple majority of all voting members present.
- 6.9 Where there are equal votes, the Chair of the meeting will have the casting vote.
- 6.10 Third parties may be invited to participate in meetings of the STB board and invited to be members of project teams established by the STB.
- 6.11 STB recommendations to the constituent authorities for decision will be via a single template report to ensure consistency of reporting and decision-making. In addition to the decision reports, regular update reports about the work of the STB will be submitted to the constituent authorities for information.
- 6.12 Third parties may request to address the STB board on a specific issue or proposal. The Chairman of the STB board will determine whether to grant the request.
- 6.13 The STB board may decide to establish sub-groups where this is appropriate in order to address specific issues: sub-groups may be either time-limited in their duration or standing sub-groups where the issue is on-going.
- 6.14 The secretariat for meetings of the STB board will be provided by the Local Transport Authority that provides the Chairman of the STB board, supported by the programme team.
- 6.15 The work of the STB board will be supported by a Senior Officers Group and an Officers Group. The Senior Officers groups will comprise Local Authority Directors and will provide support to the STB Board. The Officers Group will provide technical and professional advice drawn from the Local Transport Authorities and Local Enterprise Partnerships. The Officers Group will be required to attend meetings of the STB as necessary.
- 6.16 The Officers Groups will maintain an overview of the activities taken forward as part of the STB and ensure that the work programme adopted by the STB is delivered.
- 6.17 It is not proposed to establish stand alone scrutiny arrangements for the STB during the shadow phase of operation but as formal proposal for a statutory body is developed for submission to Government, consideration shall be given in consultation with the DfT, as to what formal scrutiny requirements will be required once the STB is fully operational. During the shadow phase it will be for each of the Constituent Authorities to scrutinise the activities of the Board through their own scrutiny arrangements.

6.18 A summary of the STB structure is shown below:



## 7 Finance

7.4 The Local Transport Authorities of the STB must make a contribution in respect of any reasonably incurred costs of the Transport for the South West Peninsula STB if they all agree on the need for a contribution and the amount required.

7.5 The amount of any contribution is to be apportioned between the constituent authorities in proportion to the total resident population of the area of each authority at the relevant date as estimated by the Statistics Board.

7.6 Each constituent authority may contribute to the costs of the Transport for the South West Peninsula STB individually if it chooses to do so.

7.7 The STB will seek funding from the Department for Transport to accelerate the development and delivery of its transportation strategy including supporting plans such as our evidence base and communications/marketing plan.

7.8 The STB budget will be held and administered by the lead authority – see below.

## 8 Lead Authority

8.4 During the shadow phase the STB has no statutory standing, cannot enter contracts and cannot employ staff. Therefore, for the shadow phase of operation, the STB will need to appoint a Lead Authority to:

- co-ordinate and administer the project and meetings of the Board.
- manage the budget for, and the sound financial management of, the Project. The budget will be allocated in accordance with the decisions of the Board as authorised by the Constituent Authorities.
- claim, draw down and account for all funds due from the Constituent Authorities and any other body.
- provides procurement services to all contracts let on behalf of the Board.
- keep appropriate accounting and operational records.
- procure on behalf of the Constituent Authorities such external support, advice or consultancy services that are considered necessary by the Shadow Partnership Board or the Senior Officer Group having considered opportunities to utilise contracts already held by individual authorities.
- oversee the preparation of the proposal to the Secretary of State to transition to a statutory STB.
- prepare a communications and marketing strategy for the project for the approval of the Board and then to implement the strategy.

8.5 The full detail of the Lead Authority role will be set out in a Collaboration Agreement to be agreed by all Constituent Organisations.

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