



**Oversight and Governance**

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Published 26 July 2018

## **Brexit, Infrastructure and Legislative Change Overview and Scrutiny Committee**

### **Supplement Pack**

Wednesday 4 July 2018  
2.00 pm  
Warspite Room, Council House

**Members:**

Councillor Morris, Chair  
Councillor Fletcher, Vice Chair  
Councillors Buchan, Carson, Churchill, Cook, Mavin, Stevens and Wheeler.

Please find attached additional information considered at the meeting under agenda item 4  
(Chair's urgent business).

**Tracey Lee**  
Chief Executive

# **Brexit, Infrastructure and Legislative Change Overview and Scrutiny Committee**

## **4. Chair's Urgent Business**

**(Pages 1 - 24)**

To receive reports on business which in the opinion of the Chair, should be brought forward for urgent consideration.



HOUSE OF COMMONS

LONDON SW1A 0AA

Councillor Jonny Morris  
Plymouth City Council  
Ballard House  
West Hoe Road  
Plymouth  
PL1 3BJ

12 June 2018

Dear Councillor Morris,

**BREXIT INFRASTRUCTURE AND LEGISLATIVE CHANGE OVERVIEW AND SCRUTINY PANEL**

Congratulations on your re-election and recent appointment to Plymouth City Council's Brexit Infrastructure and Legislative Change Overview and Scrutiny Panel (BILCO).

I wanted to share with you the 10 Brexit Principles that I will be using to determine my votes on the EU Withdrawal Bill, as well as the Trade and Customs Bill. Brexit is a vital issue to people in Plymouth and I look forward to working with you and the rest of the committee to ensure that our city gets the best deal possible.

Since the election last June, I have consulted with groups across the city on Brexit - hosting the Plymouth Brexit Summit last August as well the Plymouth Youth and People's Brexit Summits last November. These 10 principles below are a result of the ideas from those summits as well as yearlong discussions I have had with groups and people across Plymouth since the referendum result. They include:

1. A Brexit deal must ensure that Plymouth stays an **open and welcoming city**, able to attract and retain world-class talent.
2. A good deal for **jobs** must protect Plymouth's businesses, funding, and rights at work, while modernising and up-skilling Plymouth's workforce.
3. A good deal for **education** will protect higher education funding and participation in Horizon 2020 and allow Plymouth students to continue to study abroad in the EU as part of Erasmus+.
4. A good deal for **marine** must deliver a fairer deal for Plymouth's fisheries, especially the under ten fleet, maintain the funding of Plymouth's world-class marine science institutions and the ability to collaborate with EU universities to draw down on lucrative EU funding programmes.
5. A good Brexit deal must **protect Plymouth's local environment** by retaining European environmental protections, establishing a new environmental regulator

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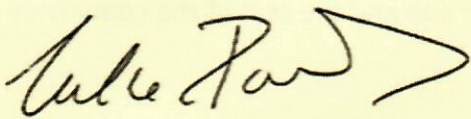
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and ensure the UK's ongoing participation in European efforts to tackle climate change.

6. A good Brexit deal for **food and farming** must maintain high regulatory standards and ensure frictionless and tariff-free access for the South West's agricultural goods to EU markets.
7. A good Brexit deal for **investment and funding** will ensure that the UK Government matches every penny of EU funding the far south west stands to lose as result of leaving the EU.
8. A good deal for Plymouth's **manufacturers, exporters and importers** will have no new tariff barriers and will include a sufficient transition period so that there is no cliff edge that will hurt local businesses.
9. A good **defence and security** deal will ensure Plymouth is no less safe than we were in the EU, and will properly review and fund the UK's defences and continued access to the successful EU arrest warrant, Europol and security co-operation systems.
10. A good Brexit deal for Plymouth will be **resilient and prevent a cliff edge no-deal scenario**. Plymouth's port at Millbay must be kept open and planes must be able to fly in and out of the United Kingdom without new hinderances.

Congratulations once again and I would welcome the chance to discuss these principles with you in person.

Best wishes,

A handwritten signature in black ink, appearing to read 'Luke Pollard', with a stylized flourish at the end.

**Luke Pollard MP**

Labour and Co-operative Member of Parliament for Plymouth Sutton and Devonport

**PLYMOUTH CITY COUNCIL**

**Subject: Sub-National Transport Body for the South West Peninsula**

**Committee:** Cabinet  
**Date:** 10<sup>th</sup> July 2018  
**Cabinet Member:** Councillor Tudor Evans OBE, Leader  
**CMT Member:** Anthony Payne (Strategic Director for Place)  
**Author:** Richard Banner, Transport Planning Officer  
**Contact details:** Tel: 01752304836  
Email: [Richard.Banner@Plymouth.Gov.UK](mailto:Richard.Banner@Plymouth.Gov.UK)  
**Ref:** STB001  
**Key Decision:** Yes  
**Part:** I

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**Purpose of the report:**

This decision seeks the approval of Cabinet to form a shadow Sub-National Transport Body (STB) by entering into an informal partnership with other authorities in the South West and key agencies responsible for infrastructure investment. The shadow STB will be the principal mechanism for dialogue with Government regarding strategic transport investment in the area.

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**Corporate Plan:**

The Body will play an important role in helping to grow the city into one of Europe's most vibrant waterfronts, where an outstanding quality of life is enjoyed by everyone. Our voice on regional and national infrastructure matters will be strongest by joining the shadow Sub-National Transport Body for the south west peninsula.

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**Implications for Medium Term Financial Plan and Resource Implications:  
Including finance, human, IT and land:**

**Financial Implications:**

It is likely that additional financial resources will be required to set up and administer the new Body. Technical work is also likely to be commissioned to develop the required evidence base and transport strategy setting out the strategic transport investment needs of the area. Government's intention is for the required evidence base to be proportionate and it is anticipated that much of the required information can be brought together from existing studies and expertise already within the partner authorities.

Nonetheless it is prudent to assume that some additional technical work will be required. The local transport authorities of the shadow STB must make a contribution in respect of any reasonably incurred costs if they agree on the need for a contribution and the amount required.

Funding contributions will be sought, subject to agreement, between the six local authorities forming the partnership, with a preference that contributions are split proportionately per head of population. The intention is to submit a business case to Government for additional funding to enable the body to become a sustainable entity.

On the basis that the likely total partnership budget required will be between £250,000 and £400,000, Plymouth City Council's individual contribution will be of the order of £25k - £40k is likely to be required from Plymouth City Council to fund the initial activity of the Body and lever-in further Government funded financial support. This is a new duty being placed upon the Council and as such creates a new pressure that will be funded from within the existing Strategic Planning and Infrastructure budget. By way of comparison, Transport for the South East has an initial partnership budget of £500k. The financial implications will be kept under close review and the affordability of the Body will be reviewed in due course once the likelihood of Government support and the potential benefits from new infrastructure investment are clearly established.

### **Legal Implications:**

There is no statutory requirement for a STB, but Government has made it clear that it's strong preference is for strategic transport infrastructure priorities to be established through such a body rather than dealing with individual local authorities. The following quotes below have been taken from the Major Road Network (MRN) consultation paper<sup>1</sup>.

*"The creation of the Major Road Network (MRN) should support long-term strategic consideration of investment needs in order to make best use of the targeted funding that will be made available from the National Roads Fund and deliver the best possible result for the user".*

*"The important national and regional role played by roads included in the MRN means that individual Local Authorities cannot plan investment in isolation, nor can decisions be completely centralised at either a regional or national level".*

... Continued

*"STBs, where they exist, are best placed to carry out this important strategic role for the MRN. They are bodies designed to enable regions to speak with one voice on strategic transport planning and the skills and expertise that they are developing will be vital in delivering our objectives for the MRN. Where STBs have yet to be formed, such as in the East and South West of England we propose that local authorities and Local Enterprise Partnerships should, in consultation with the Department, form agreed regional groups to manage this work, ideally using existing mechanisms".*

The terms of reference for the Body propose that a shadow STB is created as an informal partnership, whilst a more detailed business case for a statutory body with new powers is considered.

A statutory body would be constituted under the Cities and Local Government Devolution Act 2016 which enables the Secretary of State to establish such a body. The Body would then be required, amongst other tasks, to publish a transport strategy for the area which the Secretary of State must have regard to in setting and implementing national transport policy as it relates to the STB area.

Members of the STB Board will retain their existing accountabilities and responsibilities for transport. During the Board's shadow operating phase they will also be responsible for ensuring that necessary approvals for STB Board decisions are obtained within their organisation.

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<sup>1</sup> *Proposal for the Creation of a Major Road Network, Consultation, Moving Britain Ahead, December 2017, page 28.*  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/670527/major-road-network-consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/670527/major-road-network-consultation.pdf)

It is not proposed to establish standalone scrutiny arrangements for the STB during the shadow phase of operation, but as formal proposals for a statutory body are developed for submission to Government, consideration shall be given in consultation with the Department for Transport (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.

During the shadow phase the STB as 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 responsible for coordinating and administering the project, including matters such as managing any available budget, keeping appropriate accounting and operational records and overseeing the preparation of the proposal to the Secretary of State to transition to a statutory Body.

The full detail of the Lead Authority role will be set out in an Inter-Authority Agreement to be agreed by all constituent organisations.

### **HR Implications:**

There are no HR implications at this stage in setting up a shadow STB as an informal partnership. In due course the Lead Authority may need to employ dedicated staff to administer the shadow Body and this will be a matter for further decisions once the Lead Authority is identified.

### **Risk Implications:**

The key risk is a loss of potential strategic infrastructure investment should the Council choose not to enter into a partnership to form a Sub-National Transport Body.

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### **Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

### **Equalities Implications**

The STB will identify strategic transport infrastructure investment priorities which are intended to lead to funding allocations for new strategic transport schemes in the area, including within Plymouth.

### **Access**

The STB may increase transport investment in strategic road, rail, air and ports transport infrastructure, which may include improved provisions for pedestrians and cyclists as well as wheelchair users and people with mobility issues.

### **Equality and Diversity**

Impacts on people with protected characteristics have been considered and the following issues identified: Any transport improvements will provide an appropriate environment for people with disabilities and for younger and older people to move around the area and use the transport system safely. The detailed designs of any schemes will be compliant with access requirements for people with disabilities. Contracts will cover requirements for the conduct of the staff on the ground.

### **Human Rights**

Human rights issues have been considered and none have been identified.

### **Community Safety Implications**

Community safety issues have been considered and the STB may increase investment in strategic transport projects which have community safety benefits.

### **Sustainability Implications**

Community safety issues have been considered and the STB may increase investment in strategic transport projects which improve access for all users and makes improved provision for pedestrians, cyclists and public transport users which will promote travel by these sustainable forms of transport.

### **Health and Safety Implications**

The contractor constructing any schemes will be required to comply with stringent health and safety requirements.

### **Privacy Implications**

Privacy issues have been considered and none have been identified.

### **Health and Wellbeing Implications**

Community safety issues have been considered and the STB may increase investment in strategic transport projects which encourage health and wellbeing via the sustainable travel benefits set out above in respect of enabling walking and cycling.

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### **Equality and Diversity:**

Has an Equality Impact Assessment been undertaken?

Yes

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### **Recommendations and Reasons for recommended action:**

That cabinet:

1. Agrees to join an informal partnership with Cornwall Council, Torbay Council, Devon County Council, Dorset County Council and Somerset County Council; which will be known as a shadow Sub-National Transport Body for the South West Peninsula, subject to Government agreeing with that proposal and subject to formal agreement of a final terms of reference once the partnership has formally convened.
2. Agrees that the draft Terms of Reference and Heads of Terms attached as Appendix A provides an appropriate basis in principal upon which to create a partnership.
3. Delegates authority to the Strategic Director for Place in consultation with the Cabinet Member for Strategic Planning and Infrastructure to agree the final Terms of Reference for the shadow sub-national transport body subject to the terms being generally in accordance with the draft terms attached as Appendix A.



4. Delegates authority to the Strategic Director for Place in consultation with the Cabinet Member for Strategic Planning and Infrastructure to develop and agree a constitution for the South West Peninsula Sub-National Transport Body with the partner authorities, and an Inter-Authority Agreement to enable the informal partnership to operate.
5. Appoints the Cabinet Member for Strategic Planning and Infrastructure to represent the Council on the shadow Sub-National Transport Body.
6. Delegates authority to the Strategic Director for Place and the Cabinet Member for Strategic Planning and Infrastructure to agree a prospectus for the proposed Body for communication purposes.
7. Approves an initial partnership funding contribution of up to £40,000 to facilitate the development and operation of the partnership, and to lever in match-funding from Government; with the actual value of the contribution to be agreed

**Alternative options considered and rejected:**

Sub-National Transport Bodies (STBs) were identified, with accompanying legislation, within the Cities and Local Government Devolution Act 2016. By formulating a statutory body, local authorities will have the ability to have direct influence over decisions that are currently within the control of Government and its agencies. This Act allows existing individual authorities to join formally in a partnership with another authority or authorities, to formulate and potentially deliver a transport strategy for the wider area.

The South West Region remains the only part of England not covered by an STB or shadow STB, and Government has highlighted that it expects such a body to be put in place to enable discussions and agreement upon strategic transport infrastructure investment priorities.

The South West Region risks losing out on essential infrastructure investment without such a body in place.

In recent years two distinct sub-national groupings have emerged in relation to particular economic challenges and functional geographies, and already have a clear understanding of the strategic investment needs in their area.

Local Authorities across the South West Region have embraced the need to put in place two Sub-National Transport Bodies (STBs) to provide the ability to speak with one voice about the challenges and investment needs in each area. This is set out in a joint letter sent to Government (see Appendix B). Forming two bodies, initially as informal partnerships; would be the most effective way to swiftly put in place a clear mechanism for Government to engage formally with us on strategic transport investment matters, including use of the National Roads Fund to improve highways included in the emerging new Major Road Network.

**Published work / information:**

Cities and Local Government Devolution Act 2016  
<http://www.legislation.gov.uk/ukpga/2016/1/contents/enacted>

**Background papers:**

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	

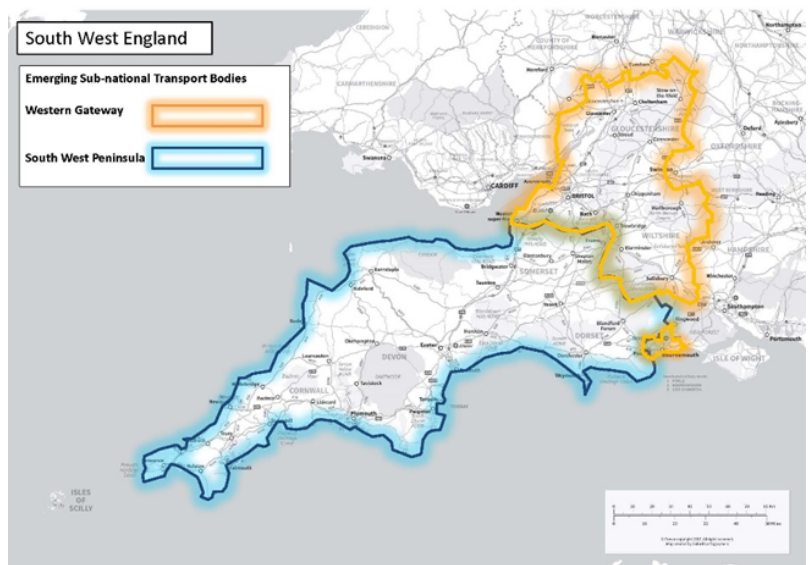
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**Sign off:**

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Originating SMT Member: Anthony Payne													
Has the Cabinet Member(s) agreed the content of the report? Yes / No													

## I. Background

- I.1. Local Authorities across England are responding to Government's request for more strategic thinking about transport investment with the aim of improving regional productivity and sustainable economic growth by joining up to become Sub-National Transport Bodies (STB) using legislation, within the Cities and Local Government Devolution Act 2016.
- I.2. Nationally three STBs have been formed and are working towards becoming statutory authorities. They include: Transport for the North, Midlands Connect and England's Economic Heartland. In addition, a shadow STB has been created for South East England and work has begun on creating a STB for East Anglia. The South West remains the only part of England not covered.
- I.3. A recent consultation document on defining a new tier in the Major Road Network (MRN) for England, has highlighted Government's intention to work with STBs to agree investment priorities. Authorities in the South West have identified that a failure to put STBs in place would present a considerable risk in missing out on investment opportunities and that such bodies will provide a unique opportunity for gaining unprecedented access to Government and a key role in advising on the use of the new National Roads Fund and other infrastructure investment processes.
- I.4. The Authorities are now well progressed in setting up two STBs, Western Gateway and South West Peninsula, to cover the South West Region; and are on-track to establish shadow bodies as informal partnerships by September 2018 whilst longer-term discussions about statutory body status take place. The SW authorities wrote to the Department for Regions, Cities and Devolution in June 2018 (attached as Appendix B) setting out the intention to set up two bodies and explaining the benefits and opportunities that this would create.
- I.5. A draft Terms of Reference and some Heads of Terms (for those subjects not yet drafted in any detail) for the shadow South West Peninsula STB has been drafted and is attached as Appendix A.
- I.6. Work is now underway to establish the detailed resourcing requirements and activity required to develop the evidence base and transport strategy which will be the key initial output from the Body to inform imminent discussions with Government about strategic transport investment needs.
- I.7. Corridor alliances such as those formed around the A303 corridor and the Bristol South West Economic Link are a strong feature of joint working in the area and will remain a key mechanism for joint working between the two Bodies.



- 1.8.** The draft terms of reference for both Bodies refer to the opportunity for local authorities to become 'associate members' of bodies where they are not part of the core STB area but have important strategic connectivity issues and investment needs related to a neighbouring STB. It would be beneficial for Somerset County Council to become an associate member of the Western Gateway STB given the investment needs and connectivity issues on the road and rail corridors that would be shared priorities with the Western Gateway area (e.g. M5, A38, A303, rail links to Bristol etc).
- 1.9.** Similarly the West of England Combined Authority has recently been created to facilitate strategic planning for the West of England area and there may be opportunities and benefits with forming a more formal association with that body.
- 1.10.** The sub-national transport body model being followed is similar to the recently established for 'Transport for the South East' which has an informal partnership in place utilising a £0.5m budget formed of contributions from its constituent authorities. The budget has been used to set up governance arrangements, a programme management office and technical workstreams which include preparing an initial evidence base and 'connectivity review' which has now been published. The body has recently been awarded £1m by the DfT to develop its transport strategy and activity needed to become a statutory body by 2020.

## **2. Options considered and reasons for rejecting them**

- 2.1.** Several detailed options for setting up Sub-National Transport Bodies have been discussed with the South West local authorities, and the proposal for the two bodies set out in paragraph 1.4. has emerged as the consensus view.
- 2.2.** The alternative options considered are as follows:
  - Seek to establish a statutory body from the outset. This is not recommended due to the need to swiftly put in place a body for Government to deal with; statutory body status will take several years to progress.
  - Seek to establish one body for the whole South West Region. This is not recommended for the reasons set out in Appendix B.
  - Not to form a partnership with other authorities and seek to negotiate future strategic transport investment with Government as an individual authority. This is not recommended as Government has expressed a strong preference for such bodies. An authority seeking an individual relationship with DfT on these matters would be unlikely to attract any significant new investment.

## **3. Background Papers**

- 3.1.** None
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## South West Peninsula Emerging Sub-National Transport Body

### Terms of Reference [DRAFT]

#### 1. Context

- 1.1. The South West Peninsula is an important economy with a population of around 2.5m, contributing over £51bn of GVA to the national economy. 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.
- 1.2. 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. Two of the South West Peninsula LEP areas are ranked in the bottom four for lowest labour productivity in 2016, although there is wide variation across the area with cities like Exeter and Plymouth demonstrating stronger rates of productivity growth after the recession and comparable levels to the UK average.
- 1.3. Investment in the South West is therefore vital to address the national rebalancing issue and ensuring the region can continue to keep pace with the rest of the UK. The South West Peninsula authorities will prioritise future strategic, transformational and large-scale transport investment in the South West so that it can fulfil its economic and housing growth potential. The 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.
- 1.4. 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 in the South West Peninsula
  - Reducing the rural peripherality of the region
- 1.5. The South West Peninsula is the partner authorities' response to the need for a Sub-National Transport Body in order to ensure one collective voice represents the strategic transport issues in the region.
- 1.6. As such, the South West Peninsula STB provides a single point of contact for Government, its agencies, infrastructure and service providers on strategic transport issues.
- 1.7. 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.
- 1.8. 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 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.

1.9. Whilst currently there are six Peninsula Local Highway Authorities forming the proposed STB grouping, it remains open to other authorities joining should there be benefits in doing so.

## 2. Statement of Purpose

1.10. The South West Peninsula STB will:

- Provide the opportunity to share technical expertise and resources across the partners to assist with the development, assessment and implementation of proposals
- 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
- Agree objectives for the region for Network Rail and Highways England to ensure that their priorities clearly reflect the needs of the South West Peninsula
- Agree the needs of the South West in future specifications for Cross Country and Great Western rail franchises
- Develop an evidence base for the South West Peninsula SRN and MRN to identify and prioritise schemes for consideration by the Department for Transport

1.11. 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

1.12. The South West Peninsula STB will enable the partners to realise:

- 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 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

2.4 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.

**3. Membership of the STB Board**

1.13. The STB board brings together representatives of Local Transport Authorities and Local Enterprise Partnerships with representatives from Government, infrastructure agencies and transport service providers in a collaborative partnership that enables a single co-ordinated conversation.

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

<b>Local Transport Authorities</b>	Cornwall Council
	Devon County Council
	Dorset County Council
	Plymouth City Council
	Somerset County Council
	Torbay Council
<b>Local Enterprise Partnerships</b>	Cornwall and the Isles of Scilly
	Heart of the South West
	Dorset
<b>Government and Agencies</b>	Department for Transport
	Highways England
	Network Rail
	Homes England
<b>Other Organisations</b>	Stakeholder Group Chair

1.15. It is for each Partner to nominate their representative on the STB board. The expectation is that Local Transport Authorities will be represented by the relevant portfolio holder and Local Enterprise Partnerships by a member of their governing Board.

1.16. A stakeholder group will be formed, including public transport operators that provide services within the STB geography and representatives of local community groups. A chair of this group will represent their views at STB board meetings.

1.17. Substitutes may attend meetings of the STB board if the nominated representative is unable to attend. They should have an equivalent level of authority to the nominated member.

- 1.18. Individual members of the STB board will be responsible for ensuring their organisation is kept briefed on the work of the STB.
- 1.19. The Chair of the STB board will be a representative from a Local Transport Authority, who will serve in the role for one year. A Vice-Chair will also be appointed from the STB board Local Transport Authority members.
- 1.20. 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.
- 1.21. In the absence of the Chair, the Vice-Chair will Chair the meeting.
- 1.22. Additional organisations may be invited to join at any time where their membership and participation is seen as adding value to the STB board.
- 1.23. Membership of the STB board will be reviewed on a regular basis.
- 1.24. Members of the STB board retain their existing accountabilities and responsibilities for transport. During the Board's shadow operating phase they will also be responsible for ensuring that necessary approvals for STB Board decisions are obtained within their organisation.
  
- 1.25. Membership of the STB board:
  - Does not oblige partners to be involved in all activities, projects or proposals
  - Does not preclude any member from working cross-boundary with other Local Transport Authorities or strategic transport organisations

#### **4. Ways of Working**

- 1.26. 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.
- 1.27. 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.
- 1.28. Where required, extraordinary meetings can be held with the agreement of the Chair.
- 1.29. The quorum for the meetings will be at least three members. A minimum of two elected members should be present.
- 1.30. 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 members (councillors and co-opted members) present.
- 1.31. Where there are equal votes, the Chair of the meeting will have the casting vote.
- 1.32. 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.
- 1.33. 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.
- 1.34. 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.



- 1.35. 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.
- 1.36. The work of the STB board will be supported by an Officers Group. This Group will provide technical and professional advice drawn from the Local Transport Authorities and Local Enterprise Partnerships. The officer support group will be required to attend meetings of the PRTF as necessary.
- 1.37. The Officers Group 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.
- 1.38. 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.

## **5. Finance**

- 1.39. The Local Transport Authorities of the STB must make a contribution in respect of any reasonably incurred costs of the South West Peninsula if they all agree on the need for a contribution and the amount required.
- 1.40. 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.
- 1.41. Each constituent authority may contribute to the costs of the South West Peninsula individually if it chooses to do so.
- 1.42. The STB will seek funding from the Department for Transport to accelerate the development and delivery of its transportation plans.
- 1.43. The STB budget will be held and administered by the lead authority – see 6 below.

## **2. Lead Authority**

6.1 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 STB
- keep appropriate accounting and operational records; and
- 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
- oversee the preparation of the proposal to the Secretary of State to transition to a statutory Sub-National Transport Board
- prepare a communications and marketing strategy for the project for the approval of the Board and then to implement the strategy.

6.2 The full detail of the Lead Authority role will be set out in an Inter-Authority Agreement to be agreed by all Constituent Organisations.

**Notes – also need to include provisions in respect of dispute resolution and withdrawal/termination arrangements.**

DRAFT

Mr Chris Olsen  
Head of STB Policy & Legislation,  
Region, Cities and Devolution  
2/19, Great Minster House  
33 Horseferry Road  
London  
W1P 4DR

Paula Hewitt: Director Somerset County Council  
Nigel Riglar: Director Gloucestershire County Council

**On behalf of South West Local Authorities.**

19 June 2018

Dear Chris

## **Sub-National Transport Bodies for the South West**

Local Authorities across the South West Region are embracing the need to put in place sub-national transport bodies (STBs) to provide the ability to speak with one voice about the challenges and investment needs of our area. We believe such bodies will provide a unique opportunity for unprecedented access to Government and a key role in advising on use of the new national roads fund and other infrastructure investment processes.

The Authorities are now well progressed in setting up two STBs, Western Gateway and South West Peninsula, to cover the South West Region; and are on-track to establish shadow bodies as informal partnerships by September 2018 whilst longer-term discussions about statutory body status take place.

We believe this will swiftly put in place a clear mechanism for Government to engage formally with us on strategic transport investment matters.

Our rationale for following this approach, including our broad assessment of the benefits and opportunities that two sub-national bodies will offer is attached to this letter.

Individual letters will be coming to you shortly from each of the two shadow bodies, setting out the growth challenges and the governance being put in place to enable sub-national transport working arrangements.

We look forward to discussing these matters with you in more detail in due course.

Yours Sincerely

**Paula Hewitt:** Lead Director Economic and Community Infrastructure, Somerset County Council

On behalf of: SW Peninsula STB: Somerset County Council, Cornwall Council, Plymouth City Council, Torbay Council, Devon County Council and Dorset County Council.

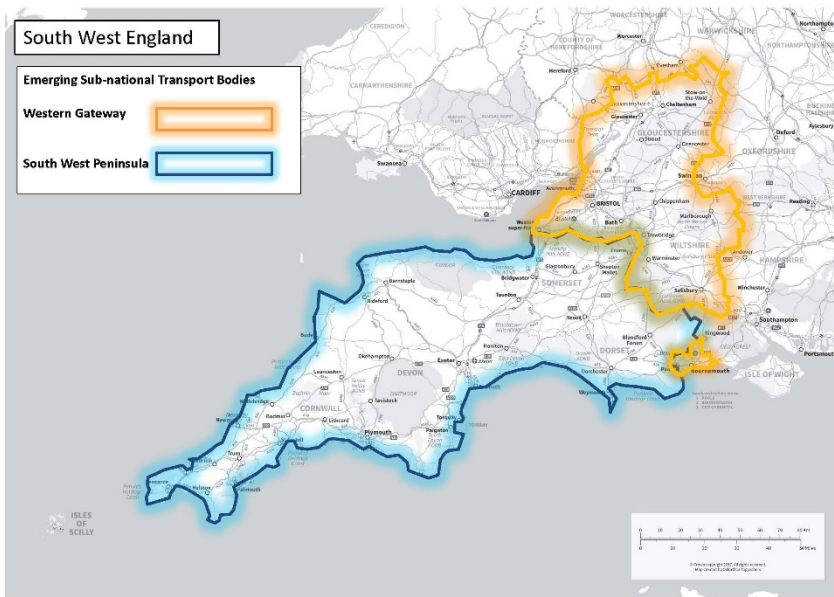
**Nigel Riglar:** Commissioning Director Communities and Infrastructure, Gloucestershire County Council

On behalf of: Western Gateway STB: Gloucestershire County Council, Bath & North East Somerset Council, Borough of Poole Council, Bournemouth Borough Council, Bristol City Council, North Somerset Council, South Gloucestershire Council, Wiltshire Council and West of England Combined Authority

**Rationale for South West Sub National Transport Bodies.**

Government is clear that future strategic transport investment priorities will be established in discussion with sub-national transport bodies; groupings of local authorities and relevant partners covering a broad geography who will be able to speak with one voice about the challenges and strategic investment needs of their area.

The English Regions are the highest tier of sub-national division in England, but Government is open to sub-national transport bodies forming across more functional economic geographies rather than being constrained by historic administrative boundaries.



There is firm consensus across the South West Region that given its huge geographic scope and diversity the formulation of two sub-national bodies is the most effective way of delivering infrastructure at a pace that meets expectations for improved productivity, housing and economic growth.

In recent years two distinct sub-national groupings have emerged in relation to

particular economic challenges and functional geographies, and 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. The Shadow Authority for Bournemouth, Christchurch and Poole has recently been formed with the exciting prospect of a new and strategic authority being formed from April 2019. The Western Gateway STB shall benefit from this further devolution being in a stronger position to deliver strategic links between the WOE and Bournemouth, Christchurch and Poole regions and southwards into Europe via Bournemouth Airport and the Port of Poole.
- The South West Peninsula has well-established joint planning arrangements for strategic rail investment in the form of the Peninsula Rail Task Force.
- Corridor alliances such as those formed around the A303 corridor and the Bristol South West Economic Link are a strong feature of joint working and will remain a key mechanism for joint working between the sub-national bodies.
- The collaborative development and management of STBs will continue to be monitored and managed by Senior Officers attending the South West ADEPT Board.

We believe that the benefits of developing two sub-national bodies are broadly as follows:

- Well-established governance arrangements which are already being built-on for this purpose.
- Existing collaborative working which has already enabled effective dialogue with Government on important strategic transport investment matters in the two areas.
- Groupings of authorities who already work efficiently and effectively together and who can make swift and timely recommendations on investment priorities.
- Existing corridor alliances which deal with strategic connectivity between the two areas.
- Groupings of authorities who understand the distinct economic challenges in their area and who can clearly set out priority investment needs and the nature & sequencing of investment needed to overcome those challenges.
- Focused and effective dialogue with Government.

The distinct economic challenges within the sub-national areas can be broadly described as follows:

- Western Gateway 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 expected to focus on metropolitan transit solutions and strengthening core routes to manage growth of the two city-regions.
- The Peninsula challenge is to exploit opportunities to enable peripheral areas to become more productive and reduce journey times on key strategic routes connecting with other economic hubs. There is a dispersed set of place based growth challenges including city growth, rural communities, extensive coastline and the regions natural assets

Risks of seeking to form one body:

- Pace of progress likely to slow significantly to form the necessary governance arrangements.
- Lack of natural consensus on priorities and sequencing of investment.
- Risk of extended dialogue seeking to prioritise between investment needs which are not inter-related and cannot be logically sequenced (i.e. seeking to prioritise a rapid transit route into a city region against a major road improvement in a rural County such as Cornwall).
- A greater sense of 'competing for investment' within a larger pool of authorities with greatly different priorities rather than jointly working on a long-term programme.
- Risk of spreading the available investment too thinly to gain agreement to a programme and a risk of debating more localised priorities rather than the core strategic investment needs.

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# EQUALITY IMPACT ASSESSMENT

Sub-National Transport Body for the South West Peninsula



## STAGE 1: WHAT IS BEING ASSESSED AND BY WHOM?

<b>What is being assessed - including a brief description of aims and objectives?</b>	Setting up a sub-national transport body for the south west peninsula, initially as an informal partnership to discuss and agree strategic transport investment priorities for the area (e.g. road, rail, air, ports investment etc).		
<b>Author</b>	Richard Banner		
<b>Department and service</b>	Strategic Planning and Infrastructure		
<b>Date of assessment</b>	27/06/2018		

## STAGE 2: EVIDENCE AND IMPACT

Protected characteristics (Equality Act)	Evidence and information (eg data and feedback)	Any adverse impact See guidance on how to make judgement	Actions	Timescale and who is responsible
<b>Age</b>	<p>The average age in Plymouth is 39 years, this is similar to the rest of England (39.3 years) but less than the rest of the South West (41.6 years).</p> <p>Children and Young People (CYP) under 18 account for 19.8% of Plymouth's population, within this 17.5% are aged under 16.</p> <p>34.1% of Plymouth's population are aged over 50 years and 7.6% over 75 years old. The number of people aged over 75 is predicted to increase from 19716 in 2011 to 24,731 in</p>	<p>The sub-national transport body for the south west peninsula is not anticipated to have any adverse impact on specific age groups.</p>	N/A	N/A

	<p>2021.</p> <p>A total of 31,164 people (28.5% of households) have declared themselves as disabled, 10% of Plymouth's population have their day to day activities limited by a disability or long term health problem.</p> <p>In March 2014 there were 143,400 people recorded as blind and 147,700 people were registered as partially sighted.</p>	<p>The sub-national transport body for the south west peninsula is not anticipated to have any adverse impact on people with disabilities or long term health issues. With improved crossings there will be a slight benefit</p>	<p>N/A</p>	<p>N/A</p>
<p><b>Faith/religion or belief</b></p>	<p>84,326 (32.9%) of Plymouth's population state they have no religion.</p> <p>Christianity accounts for 148917 people (58.1%)</p> <p>Islam accounts for 2078 people (0.8%)</p> <p>Buddhism accounts for 881 people (0.3%)</p> <p>Hinduism accounts for 567 people (0.2%)</p> <p>Judaism accounts for 168 people (0.1%)</p> <p>Sikhism accounts for 89 people (&lt;0.1%)</p> <p>0.5% of the population of Plymouth have a religion that is not Christianity, Islam, Buddhism, Hinduism, Judaism or Sikhism such as Paganism or</p>	<p>The sub-national transport body for the south west peninsula is not anticipated have any adverse impact on specific faiths, religions or believes.</p>	<p>N/A</p>	<p>N/A</p>



<p><b>Gender - including marriage, pregnancy and maternity</b></p>	<p>Spiritualism.</p> <p>50.6% of Plymouth's population are women and 49.4% are men. Of those aged over 16, 42.9% of people (90765) are married and 5190 (2.5%) are separated but still legally married or legally in a same-sex civil partnership.</p> <p>There were 3280 births in Plymouth in 2011, which was an increase since 2001 but after 2010 this number has stabilised.</p>	<p>The sub-national transport body for the south west peninsula is not anticipated to have any adverse impact on gender.</p>	<p>N/A</p>	<p>N/A</p>
<p><b>Gender reassignment</b></p>	<p>It is estimated that there are 10000 transgender people in the UK.</p> <p>In 2013/2014 there were 26 referrals from Plymouth to the Newton Abbot clinic (the nearest clinic).</p> <p>23 transgender people belong to Pride in Plymouth</p>	<p>The sub-national transport body for the south west peninsula is not anticipated to have any adverse impact on gender reassignment.</p>	<p>N/A</p>	<p>N/A</p>
<p><b>Race</b></p>	<p>92.9% of Plymouth's population identify as White British.</p> <p>7.1% identify as Black and Minority Ethnic (BME) with white other (2.7%) Chinese (0.5%) and Other Asian (0.5%) the most common ethnic groups.</p> <p>There are 43 main languages in the city with Polish, Chinese and Kurdish as the top three.</p>	<p>The sub-national transport body for the south west peninsula is not anticipated to have any adverse impact on race.</p>	<p>N/A</p>	<p>N/A</p>

<p><b>Sexual orientation - including civil partnership</b></p>	<p>There is no precise data on the numbers LGBT people in Plymouth; however national government estimates suggest that this number may be approximately 12500 to 17500 people.</p>	<p>The scheme is not anticipated to have any adverse impact on sexual orientations.</p>	<p>N/A</p>	<p>N/A</p>
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**STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN**

<p><b>Local priorities</b></p>	<p><b>Implications</b></p>	<p><b>Timescale and who is responsible</b></p>
<p><b>Reduce the gap in average hourly pay between men and women by 2020.</b></p>	<p>It is not anticipated that there will be any implications involving the gap in hourly rate between men and women by 2020 as a result of this scheme.</p>	<p>N/A</p>
<p><b>Increase the number of hate crime incidents reported and maintain good satisfaction rates in dealing with racist, disabled, homophobic, transphobic and faith, religion and belief incidents by 2020.</b></p>	<p>It is not anticipated that there will be any implications involving hate crimes as a result of this scheme.</p>	<p>N/A</p>
<p><b>Good relations between different communities (community cohesion)</b></p>	<p>It is not anticipated that there will be any implications involving the relations between communities as a result of this scheme.</p>	<p>N/A</p>
<p><b>Human rights</b> <i>Please refer to guidance</i></p>	<p>It is not anticipated that there will be any implications involving human rights as a result of this scheme.</p>	<p>N/A</p>

**STAGE 4: PUBLICATION**



Responsible Officer: Philip Heseltine

Date: 27/06/2018

Head of Transport, Infrastructure and Investment