

REGIONAL TRANSPORT BOARD MEETING

20 MARCH 2009: 2.00PM – 4.00 PM
OLD RESTAURANT, TOWN HALL, WAKEFIELD

AGENDA

1. Welcome, Introductions & Apologies

BUSINESS ITEMS

2. Minutes of the Last Meeting – 23 January 2009 Paper Attached
3. Matters Arising Verbal Update

DISCUSSION ITEMS

4. New Governance Arrangements after 1 April 2009 Paper Attached
5. Strategic Prioritisation Framework and DaSTS Paper Attached
6. Lessons Learned from the RFA2 Process Paper Attached
7. Regional Response to DfT Consultation on LTP3 Guidance Paper Attached
8. Any Other Business

**MINUTES OF THE REGIONAL TRANSPORT BOARD MEETING:
23 JANUARY 2009**

ACTION

1. Welcome, Introductions and Apologies

Deputy Chair, Cllr Tom Glossop Chaired the meeting. He welcomed everyone to the meeting and the apologies were **noted**.

A full list of attendees and apologies is attached at **Annex A**.

2. Minutes of the Last Meeting – 12 December 2008

The minutes of the last meeting were **agreed** as an accurate record.

3. Matters Arising

There were no matters arising to be dealt with under this item – outstanding issues were covered elsewhere on the agenda.

Chris Martin highlighted to members that three letters had been tabled at the meeting:

- Caroline Flint MP – in support for the FARRRS scheme/M18 improvements;
- Yvette Cooper MP and Jon Trickett MP - in support of the South East Link Road scheme, Wakefield; and
- SELRAG – in support of the South East Link Road scheme, Wakefield.

Chris advised the Board that in respect of the South East Link Road, while he understood the local concerns about traffic problems raised in the letters, there was no new information to suggest the scheme's priority should be increased significantly enough relative to other schemes, nor to change any of the recommendations in the reports.

4. Review of Regional Funding Advice

a) Review of schemes in the existing programme

Richard Wood introduced this item. He explained that it covered

the existing RFA funded programme of schemes and the amount of new money left to allocate. The Board had conditionally re-endorsed the existing programme at the December meeting. Further information had been provided on five schemes and this had been helpfully examined with the relevant scheme promoters by the first meeting of the 'Peer Review Group'. Officers and promoters were thanked for their involvement with the review meeting held on 9 January. The Peer Review Group recommended that all five schemes should be endorsed, but raised a number of issues that should be followed up through future programme monitoring and management.

Members **agreed** Recommendation 1 - to confirm that all schemes in the existing programme of major schemes should be re-endorsed.

Mike Padgett

Discussion then focussed on the FARRRS (Finningley and Rossington Regeneration Route) scheme. This will be linked to the M18 motorway, which itself will require upgrading. £10m would be required early in the programme to enable FARRRS to be constructed. In the longer term, more substantial improvements to the M18 are needed to meet predicted traffic growth. These have a total cost of £160m, with £40m from the current RFA programme to 2018 and £120m from subsequent RFA programmes. Debate focused on the interlinkage between the M18 improvements and FARRRS. Concerns were raised over the need for key milestones to be met given the large size of the FARRRS scheme in the Programme.

Subsequent discussion highlighted the importance of meeting milestones for all schemes in the programme and re-enforced the Board's ongoing objective to achieve tighter programme management and monitoring. Members were keen to stress that in the future schemes should be reviewed with the option that schemes would be dropped from the programme if they were failing to meet key milestones.

Members **agreed** Recommendation 2 - that £10m be allocated towards improvements of M18 at or near Junction 3 from underspending in the early years of the programme, followed by an allocation of £40m in 2018/19, with support for substantial further improvements to M18 after 2019. Anthony Rae, Environment Sector wished it to be recorded that he did not support the motion due to the environmental impact of the FARRRS scheme.

Mike Padgett

ACTION

The above motion was agreed by Members on the basis that they **also agreed** that a proposal be brought to a future Board meeting for a specific Programme Management process which would provide tight monitoring of schemes in the RFA Programme, identify key milestones, trigger points and deal with taking schemes out of the programme if they were not meeting targets.

Simon Foy/Richard Wood

Simon Foy, Yorkshire Forward, added that he would look into how Yorkshire Forward could build that Programme Management element into the new governance structures.

Simon Foy

In drawing this item to a close Richard Wood highlighted that as a result of these decisions £265m budget would remain in the RFA major schemes 'pot', taking into account the M18 improvements.

Members' attention was drawn to the fact that, following the meeting, there would still need to be further dialogue with the Department for Transport to construct the regional programme in a way that meets the DfT's technical rules on the profiling of expenditure across the RFA Programme period.

Members **agreed** Recommendation 3 - to confirm a budget of £265m for additional schemes in the new RFA programme.

Mike Padgett

b) Proposals for new RFA2 programme to 2019

Chris Martin explained the key issues raised by the Report. These included addressing the under-spend in the early years of the programme, the scope for additional schemes to be added to the programme and the need to consider CO₂ emissions. Chris Martin explained how the level of funding available meant it had only been possible to fund a very limited number of schemes from the large number submitted. Chris also drew Members' attention to Table 1 in the report, which set out three scenarios for future funding approaches.

In terms of the approach to under-spend, Scenario 1 and 2 both included additional funding for the White Rose Way scheme and for the A164 Humber Bridge to Beverley improvement scheme. They also both included virement of money into local authorities' Integrated Transport and Highways Maintenance Blocks - to effect a 20% uplift to these blocks.

Under Scenario 1 this uplift would not be 'paid back' into the

major schemes funding line, whilst under Scenario 2 it would be paid back later in the programme. Scenario 3 did not include any action to address the underspend but would allow more money to be spent on new Major RFA2 schemes although at the risk of clawback from Government.

Under all three scenarios the money available for new Major schemes was relatively limited compared to the existing programme of schemes. Under Scenario 1 support would be given to three new schemes – the Leeds NGT Phase 2, Sheffield Supertram additional vehicles and South Yorkshire Integr8 schemes.

Addressing Recommendation 1 - Members **agreed** Scenario 1 as the basis of the RFA Transport Advice to Government. Anthony Rae, Environment Sector, asked that it be recorded that he did not agree with the motion due to Climate Change concerns.

Mike Padgett

There was a consensus that funding vired into the Integrated Transport and Highways Maintenance Blocks would be expected to be spent on transport. Members highlighted that significant transport investment needs were already identified. The virement also created the scope to deliver some of the relatively smaller schemes that had been put forward by scheme promoters for RFA 2 funding, such as new stations and cycleways. Local Transport Plan monitoring could be used to pick up the added value gained from the virement

Addressing Recommendation 2 – and as part of strengthening the approach to programme management Members **agreed** that a reserve list of schemes be established and that an initial list be drawn up to include any scheme listed in Table 1 of the Report that does not form part of the RFA2 submission.

Mike Padgett

However, in addition members also considered a proposed amendment that would extend this initial reserve list (drawn from Scenarios 2 and 3) to include all of the six Leeds City Region ‘first priority grouping’ schemes set out in paragraph 23 of the report. Officers confirmed that all these schemes had similar scores from the Assessment exercise and the amendment was **agreed**. The resulting initial list of ‘reserve list’ schemes – reflecting the effect of this decision is attached as **Annex B**.

Mike Padgett

Delivering a Sustainable Transport System (DaSTS) requires all regions to identify transport issues or challenges as part of a process of generating a long-term investment strategy.

Addressing Recommendation 3 - Members **agreed** that the

Mike Padgett

ACTION

challenges and issues identified through RFA2 bids be used to inform the Region's input to DaSTS.

Attention was also drawn to the significant issues facing the Leeds Inner Ring Road and Members **agreed** to Recommendation 4 - that the RFA2 submission highlights the particular case of the Leeds Inner Ring Road.

Mike Padgett

The Board re-iterated its concern that the whole programme should be subject to tight and regular monitoring and management. Progress against key milestones need to be reported to the Board and in the future the Board should review its support for schemes.

Assembly &
YF officers

5. **Response to DfT consultation on *Delivering Sustainable Transport System***

Members **agreed** that a draft response to the DfT consultation on DaSTS (Developing Sustainable Transport System) should be circulated by email to members of the Board for comment in order to provide a regional response to Government by 27 February 2009.

Mike Padgett

6. **Sub National Review**

Members **noted** the latest national and regional developments in relation to the Sub National Review and the progress in relation to the new regional governance structures.

Simon Foy, Yorkshire Forward said he was happy to speak to members about the new governance structures and the input of SEE partners was essential. He would see whether any working papers would be shared with Board Members.

It was **agreed** that another RTB meeting in March should be held to ensure an effective handover to the new Board and that this should be arranged as soon as possible, to ensure Members' availability.

Assembly
Officers

7. **Any Other Business**

There was no other business.

Date of Next Meeting: Friday 20 March 2009

REGIONAL TRANSPORT BOARD MEETING 23 JANUARY 2009

Attendees

Tom Glossop	Deputy Chair
Simon Foy	Yorkshire Forward
Kieran Preston	West Yorkshire PTE (Observer)
Cllr Ian Auckland	Sheffield City Region Partnership
Margaret Jackson	Government Office (Observer)
Cllr Chris Greaves	West Yorkshire Passenger Transport Authority
Cllr Anne Hawkesworth	West Yorkshire Local Authority Partnership
Peter Godfrey	Highways Agency (Observer)
John Hoare	Environment Sector
Cllr Andrew Carter	Leeds City Region Partnership
Cllr Mick Jameson	South Yorkshire Passenger Transport Authority
David Brown	South Yorkshire PTE (Observer)
Cllr Andrea Milner	South Yorkshire Local Authority Partnership (Deputy for Mayor Winter)
David Phillips	Network Rail (Observer)
Anthony Rae	Environment Sector
Lynn Costelloe	Social Sector
Cllr Clare Wood	North Yorkshire Local Authority Partnership
Cllr Dave Woods	Hull and Humber Ports City Region Partnership
Chris Martin	Yorkshire and Humber Assembly
Mike Padgett	Yorkshire and Humber Assembly
Richard Wood	Yorkshire and Humber Assembly
Stuart Clewlow	Yorkshire and Humber Assembly
Jessica Jubb	Yorkshire and Humber Assembly

Visitors

Jonathan Brown	Yorkshire Forward
Ben Still	Steer Davies Gleave
Tom Higbee	Steer Davies Gleave
John Blackburn	Bradford District Council
Stuart Ashton	UK Coal
Frances Adams	South Yorkshire LTP
Ruth Egan	City of York Council
Tony Clarke	CYC
Phil Jones	GOYH

Jodie Booth
Louisa Simpson
Dave Parker
Elwyn Williams
John Bann
Julie Hurley
Barry Fleetwood
Neil Findlay
Cllr Mark Crowther
Ian Stokes
Cllr Geoffrey Wainwright

Chris Marshall
Cllr Martin Vickers
Cllr Allan Jones
Andrew Bainbridge

Apologies

Mayor Martin Winter
Richard Thompson
John Marsden
Michael Oughtred
Cllr Derek Bastiman
Andrew Palmer
Cllr Mark Kirk
Cllr Steve Galloway
George Peach
Chris Glen
Steve Crowther

North Lincs Council
North Lincs Council
Highways Agency
North Yorkshire County Council
Sheffield City Council
SYPTE
North Lincs Council
WSP Development and Transportation
Pontefract South
City of York Council
West Yorkshire Local Authorities (Deputy for Cllr Anne Hawkesworth)
Environment Sector (Deputy)
Humber Local Authority Partnership
Town and Parish Councils
North Yorkshire County Council

South Yorkshire Local Authority Partnership
Network Rail (Observer)
North Yorkshire County Council
Business Sector
Rural Local Authorities
Business Sector
Chair
Leeds City Region Partnership
Confederation of Passenger Transport
Business Sector (Deputy for Michael Oughtred)
LSC

AGREED INITIAL RESERVE LIST OF SCHEMES

Taken from Scenarios 2 and 3 in Table 1 in the Report (Agenda Item 4b):

- South Yorkshire Integr8 public transport package (Remainder)
- Horsforth Woodside Railway Station
- Low Moor New Rail Station
- Kirklees Economic Zone
- Access York Phase 2
- Calderdale Burr Walls Maintenance
- Barnsley A628 Hoylandswaine Maintenance

Additional Leeds City Region 'First Priority Grouping' Schemes (taken from paragraph 23 of the Report, Agenda Item 4b)

- Connecting Airedale Stage 3 (Canal Road Regeneration)
- North Wakefield Gateway

DRAFT

NEW GOVERNANCE ARRANGEMENTS AFTER 1 APRIL 2009

For Information

This paper provides members with an update on progress to date with developing the Regional Governance structures.

Background

1. The Government has carried out its "Sub-National Review" of Economic Development and Regeneration and published proposals for taking this forward. In the region's joint response to the SNR Consultation, Local Government Yorkshire and Humber and Yorkshire Forward signalled their commitment to work together to provide leadership at regional level.
2. The SNR proposals suggest that functions currently carried out by Regional Assemblies will be carried out elsewhere, and Assemblies would cease to exist by 2010. In this region, there has been a political decision that the Assembly will cease to exist after the end of March 2009.

Key elements of the new arrangements

3. With the end of the Regional Assembly, Local Government Yorkshire and Humber and Yorkshire Forward will be the key regional bodies. LGYH is the partnership of the 22 local authorities in the region. Yorkshire Forward is the Regional Development Agency.
4. To further the strategic partnership between LGYH and Yorkshire Forward, a "Joint Regional Board" has been established, made up of 8 local authority Leaders and 8 Yorkshire Forward Board Members. The Joint Regional Board will be the mechanism by which the responsible regional authorities (the LGYH Leaders Board and the Yorkshire Forward Board) will exercise joint regional responsibilities. The purpose of the Joint Regional Board is to deliver sustainable economic growth in the region through the setting of strategic objectives that integrate policy areas and the management of regional governance structures to harness regional talent and ambition. It will achieve these by:
 - Working with key stakeholders in the region to ensure that the policies it promotes are well-founded and relevant to the needs of the region;
 - Agreeing policy and funding priorities for the region to deliver Sustainable

Economic Growth;

- Ensuring that all key partners work together to put the agreed priorities into practice within their organisations;
- Persuading Government, Government Agencies and other stakeholders which impact on the region to work to the agreed goals and implement the agreed priorities; and
- Influencing Government, MPs, MEPs, regional, national and European Union institutions on issues relating to the economic growth in the region.

5. Upon enactment of the Local Democracy, Economic Development and Construction Bill, the Joint Regional Board will be the key decision making body on regional strategies. In the interim – under the current legislation – it will become the Regional Planning Body. The Chair of the Joint Regional Board is rotated between LGYH and Yorkshire Forward. Yorkshire Forward provides secretariat support for the Board and LGYH leads on communication. A diagram showing the proposed Governance structures is attached at **Annex A**.
6. The Joint Regional Board will be advised by four thematic boards, three of which cover the current work of the Assembly. The thematic boards are advisory to the Joint Regional Board. They are:
 - Spatial Planning, to be led by LGYH;
 - Regeneration and Housing, to be led by LGYH;
 - Work and Skills, to be led by Yorkshire Forward; and
 - Transport, to be led by Yorkshire Forward.
7. The Regional Transport Advisory Board will be chaired by a Yorkshire Forward Board Member with LGYH nominating the deputy chair. There will be two elected members per functional sub-region¹ who will be Cabinet or Integrated Transport Authority Members. Yorkshire Forward will approach the Functional Sub-Regions for nominations. There will be 1 Environmental Representative, 1 Business Representative and 1 Transport Consumer Group Representative. This makes a total of 13 Voting Members. There are also 6 non-voting “ex officio advisors”: Yorkshire Forward, LGYH, Government Office, a Local Authority Chief Executive, Highways Agency and Network Rail.
8. The aim of the Regional Transport Advisory Board is to maximise the contribution of transport to Sustainable Economic Growth. It will:
 - Review policies, host regional discussions and broker agreement on priorities for Transport to feed into the development of the Integrated Regional Strategy and the Regional Funding Allocation process, continuing to make use of, and further develop, the technical processes that the developed by the preceding Regional Transport Board;
 - Make recommendations to the Joint Regional Board on relevant policy

¹ The Functional Sub Regions are Leeds City Region, Sheffield City Region, Hull and Humber Ports City Region and the Association of North Yorkshire Authorities

- issues and related funding issues;
 - Undertake specific policy reviews on behalf of the Joint Regional Board as required;
 - Ensure transport investment in the region aligns with regional and sub-regional challenges;
 - Consult and engage with stakeholders, in particular ensuring an effective cascade of information to and from functional sub-regions, so that regional discussions are informed by the priorities identified within sub-regions and sub-regional discussions are informed by awareness of the issues across the region;
 - Establish a 'single voice for transport' in the region on behalf of the Joint Regional Board, particularly when engaging with central Government, by working with regional stakeholders to agree and deliver a united message;
 - Act with the other Thematic Boards to ensure effective integration of the housing, economic growth and transport policies. In particular transport should influence and shape the spatial delivery of wider economic, housing and other IRS objectives as well as being a means of their delivery and not be seen as an end in itself. Once the IRS is established, transport investment should follow the priorities it outlines;
 - Focus on strategic issues of regional significance; and
 - Establish a strong supporting evidence base to inform the Regional Transport Advisory Board's decision making.
- 9.** Because of European and Local Government elections in June, the full Membership of the Regional Transport Advisory Board cannot yet be determined. However, Cllr Mark Kirk will be the Chair in his capacity as a Yorkshire Forward Board Member. Cllr Andrew Carter has also been nominated by LGYH as deputy chair for the period until the LGYH AGM on 26 June. These new Governance arrangements were approved by the Joint Regional Board on 6 March 2009. There is now a transition and mobilisation period to ensure that an effective transfer takes place.
- 10.** At its first meeting, each Thematic Board will consider and report back to the Joint Regional Board with its views on:
- Detailed Terms of Reference;
 - How the Board will consult and engage with stakeholders and to integrate with other Thematic Board policy areas;
 - A forward work programme and priorities for the forthcoming activities inherited from predecessor bodies; and
 - Whether it wishes to make a business case to the Joint Regional specific functions to be delegated to it and if so on what terms beyond the Business Cases already received.
- 11.** A business case has already been made for the Regional Transport Advisory Board to have delegated authority to respond to Department for Transport,

Highways Agency and Network Rail without recourse to the Joint Regional Board.

12. Informal discussions are planned between Yorkshire Forward and the Functional Sub-Regions to determine the most appropriate officer support. This will need to reflect the clear message from LGYH and Yorkshire Forward that as much activity as possible should take place at functional sub-region level. In that respect, it is important that functional sub-regions are able to effectively manage programmes and to prioritise effectively, and advise the Regional Transport Advisory Board on these issues.

Source Papers

13. Source papers are available as follows:

Paper	Location
Joint Regional Board Papers from 6 March Meeting Regional Response to SNR	Available from: Hannah Madajewski Yorkshire and Humber Assembly 18 King Street Wakefield WF1 2SQ Tel: 01924 331560 E-mail: Hannah.Madajewski@yhassembly.gov.uk

Jonathan Brown, Senior Transport Manager, Yorkshire Forward
March 2009

Regional Governance Structures in Yorkshire and the Humber

Agenda Item 4 – Annex A

In addition to being guided by National Policy, the new regional governance structures should also seek to *influence national policy*.

Yorkshire Forward and **LGYH** will retain their own Boards.

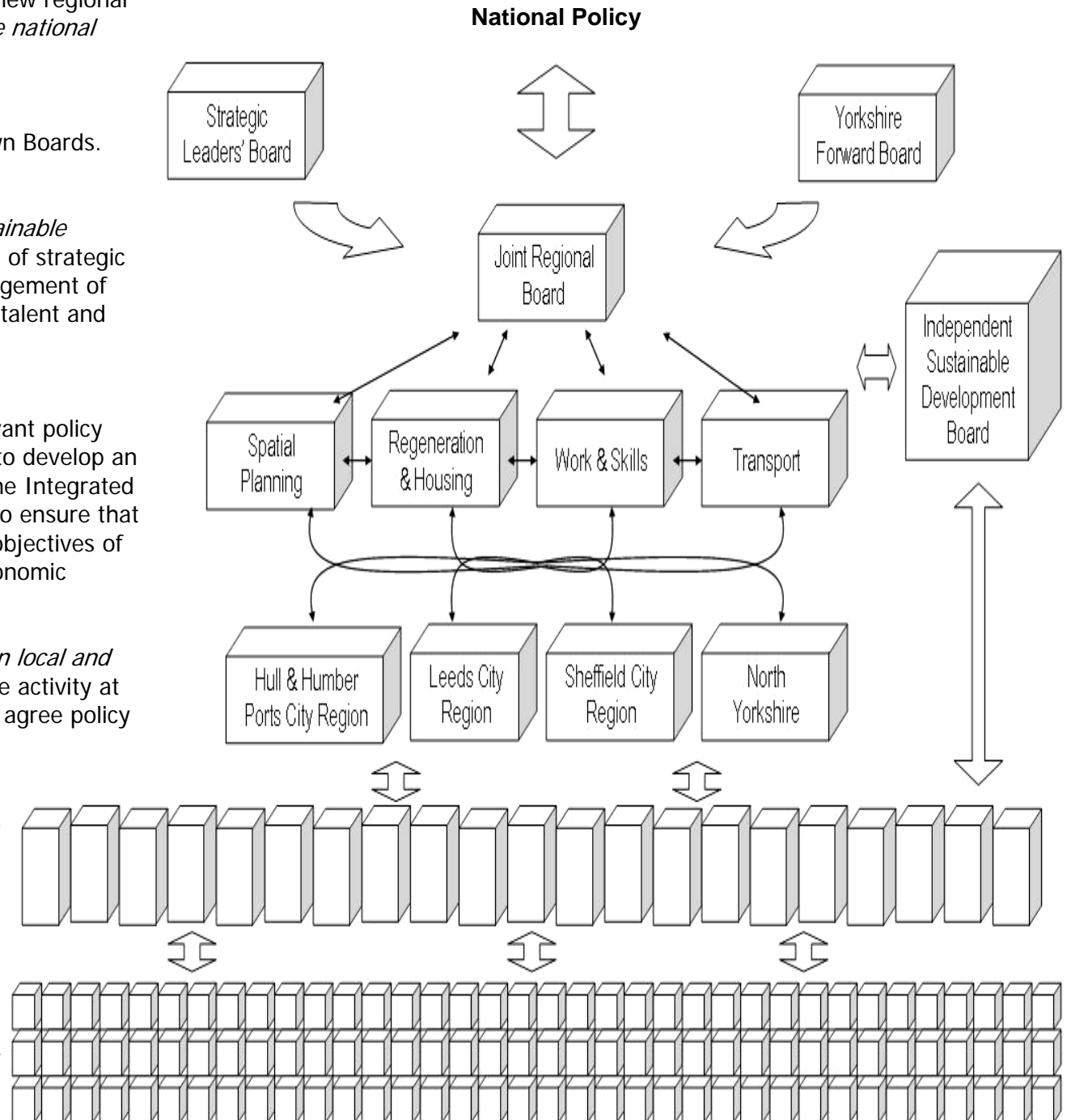
The **Joint Regional Board (JRB)** will *deliver Sustainable Economic Growth* in the region, through the setting of strategic objectives that integrate policy areas and the management of regional governance structures to harness regional talent and ambition.

The **Thematic Boards** will *advise the JRB* on relevant policy issues, and work alongside other Thematic Boards to develop an integrated approach to developing and delivering the Integrated Regional Strategy (IRS). The aim of each Board is to ensure that their policy area maximises its contribution to the objectives of the IRS and the overall objective of Sustainable Economic Growth.

Functional Sub-Regions will be a *bridge between local and regional* discussion and activity. They will coordinate activity at local level to enhance consistency, and discuss and agree policy pertinent to their Sub-Region.

Local Authorities will *inform the process* of policy making, to ensure that their local circumstance is reflected in Sub-Regional and Regional policies and strategies. Their activity will also *be driven* by priorities established regionally and sub-regionally.

Similarly to local authorities, local **communities** will both *feed into* policy making, and *be guided by* priorities established at higher spatial scales



AGENDA ITEM: 5

REGIONAL TRANSPORT BOARD MEETING:
20 MARCH 2009

STRATEGIC PRIORITISATION FRAMEWORK AND DaSTS

For Decision

Members are asked to support an early start to developing the Yorkshire & Humber response to a Department for Transport request for Regional DaSTS Priority Challenges.

Background

1. At its meeting in December 2008 the Board was advised that DfT had published the next stage in its programme to develop a new approach to longer-term transport planning (Developing a Sustainable Transport System - DaSTS). This was followed in January by a report to the Board with a draft response to a consultation on the content of the DaSTS publication.
2. The implications of the DaSTS process are that during 2009 the Department will start further work with Regions to generate options for transport investment for the period from 2014 onwards, building on the RFA process (which has already set out clear priorities up to 2014) but taking it further. The purpose of this report is to set out the process for taking forward this work.

DaSTS and Future Planning of Transport Investment

3. The Department for Transport now intends in future to co-ordinate the planning of transport investment across all modes, adopting the 5-year Control Periods already used by Network Rail. The new approach is strongly influenced by the Eddington Report on Transport and the Economy. It advocates a rigorous process of identifying "challenges", considering possible solutions and finally identifying priorities for investment. This is the DaSTS process.
4. The outline programme for TaSTS/DaSTS may be summarised as:
 - February 2009 - Closing date for responses to the consultation on taking forward DaSTS;
 - June 2009 – Regions to submit advice on strategic transport challenges and priorities for work on joint studies on national/international networks;
 - August 2009 - December 2010 - DaSTS main option generation work;

- Summer 2010 - DaSTS indicative package of options;
- December 2011 - Finalised programme of regional priorities for 2014-2019, along with less detailed proposals for 2019-2024; and
- 2012 - White Paper on programme of investment.

Information required by Department for Transport in June 2009

5. By the end of March, DfT will be issuing a template for the contributions of regional information that it requires by June. Clearly there is not much time to develop this advice. From the beginning of April the principal responsibility for transport will move to Yorkshire Forward, but in view of the limited time available for developing advice, officers have already identified a draft programme to prepare the June advice, with a strong emphasis on working with "Functional Sub Regions", which are the City Regions together with authorities which lie outside City Regions.
6. The DfT template had not been received at the time of writing this report, but the two areas of advice sought by the Department in June are:
 - (i) Strategic transport priority challenges in Yorkshire & Humber
7. It is expected that DfT will require a regional version of the "Challenge Table" included in the DaSTS consultation document. Following the layout of the Eddington Report, DaSTS groups challenges by the level of network - city and regional/ national/ international.
8. Then challenges for each level of network are identified under the Department's five goals for transport:
 - Tackle climate change
 - Support economic growth
 - Promote equality of opportunity
 - Contribute to better safety, security and health
 - Improve quality of life
9. Although most of a regional response will focus on the "city and regional" level, with Government leading on national and international networks, the June submission is an opportunity to identify where challenges on the other networks impact on the delivery of the Region's objectives.
 - (ii) Studies required to identify the city/regional transport priorities in DaSTS
10. The DfT will need to know by June of any studies which the Region considers necessary to address the priority challenges. These may be studies carried out internal to the Region, jointly with the Highways Agency or Network Rail, or jointly with other regions. Although we have not received any final guidance it is anticipated that there will be no more than two to three studies per Region that will be funded by DfT.

Initial Proposals for Taking the Work Forward

11. It is proposed that the submission to DfT in June would be based on the further development of the Strategic Prioritisation Framework for Yorkshire & Humber, for which development work began at the start of RFA2 in summer 2008. The Strategic Prioritisation Framework will become a resource for the Region that would provide the information for the DaSTS “Challenge Table”, but also feed into the new Integrated Regional Strategy and also Local Transport Plans. It would evolve over time and help not only prioritise areas for transport intervention at a regional level, but help make the case for more investment in the region.
12. Because of the focus on Regional Funding Advice (RFA) there has been a pause in developing the Framework, but it was known from the beginning that it would be highly valuable in providing guidance on the strategic challenges and interventions of interest to DaSTS. The use of the Strategic Prioritisation Framework has been raised with DfT informally who have indicated it is consistent with their thinking on DaSTS.
13. Two phases of work are proposed, a “technical” first phase to establish an evidence base that has consensus support. The second phase would engage the new Regional Transport Board in the development of the advice to Government.
14. The **first phase** would engage all the Functional Sub Regions (FSRs) in identifying priority challenges in their areas, drawing on and developing an evidence base to support these priorities.
15. The work done by scheme sponsors to develop Regional Funding Advice 2 (RFA2) submissions would inform this. Yorkshire Forward would carry out a review of existing evidence sources and employ a refined version of the UDM model developed for the Highways Agency, which quantifies the economic and carbon impacts of large-scale transport interventions.
16. The **second phase** would engage the new Transport Advisory Board in the identification of the priority Challenges. Managing the political input to DaSTS will become an issue under the new governance arrangements. This is a key challenge in that this will be required very early in the life of the new Board.

Implications for Other Work in the Region

17. Identifying DaSTS priorities will have implications for work to be carried out by Yorkshire Forward and LGYH to develop the new single Regional Strategy that Government is now proposing should replace current Regional Economic and Spatial Strategies (subject to legislation, currently in Parliament). As noted above, it is proposed that the Strategic Prioritisation Framework should, when further developed, inform the Regional Strategy as well as DaSTS, although

further discussions will need to take place about linking work on DaSTS into the likely timetable and process for preparing the new Regional Strategy during the course of the next few months. In addition, in its advice on RFA2, the Department for Transport commented that DaSTS will provide an opportunity to refine the advice to Government on schemes in the later years of the RFA programme.

Source Papers

16. Past reports on this subject are available as follows:

Report	Location
<p>Regional Transport Board – 12 December 2008: Agenda Item 4a: Review of Regional Funding Advice to 2018/19 – overview of the RfA2 Review.</p> <p>Regional Transport Board – 23 January 2008: Agenda Item 5: Response to DfT consultation on <i>Delivering a Sustainable Transport System</i></p>	<p>Available from: Hannah Madajewski Yorkshire and Humber Assembly 18 King Street Wakefield WF1 2SQ Tel: 01924 331560 E-mail: Hannah.Madajewski@yhassembly.gov.uk</p>

Michael Padgett, Transport Advisor
March 2009

**REGIONAL TRANSPORT BOARD MEETING:
20 MARCH 2009**

**REGIONAL FUNDING ADVICE TO 2018/19
LESSONS LEARNED FROM THE PROCESS**

For Decision

Members are asked to consider some of the lessons learned in carrying out a full review of Regional Funding Advice (RFA2) with a view to informing the work of the future Transport Advisory Board.

Background

1. At its meeting in January 2009 the Board finalised its Advice on RFA2, at the end of an exercise which started in July 2008.
2. Future reviews of RFA will be carried out in accordance with the new governance arrangements described elsewhere on this agenda. However, it may be useful to consider some of the lessons we have learned over the past 7/8 months in order to facilitate future reviews.

Review of Existing Programme

3. The programme of schemes brought forward from RFA1, together with a number of additions made by the Board in the intervening period, was the starting point of the work. A set of criteria was used to assess whether schemes should be re-endorsed. A problem which has adversely affected the Region's RFA programme has been persistent underspend in the early years of the programme, which is essentially a consequence of accepting a number of schemes into RFA1 with over-optimistic forecasts of when they would be delivered. These delayed schemes had held their place in the programme partly because of inadequate challenge of their state of preparation.
4. The Board approved the introduction of a strengthened approach to monitoring in July 2008 and it is now possible to see how this will inform ongoing monitoring and future reviews. Attached to this report as **Annex A** is an example of a report on a single scheme. GOYH has a well-established process for monitoring quarterly financial returns from local authorities. These are now enhanced by monitoring progress against key milestones.
5. Because of the pressure to develop priorities for RFA2, it has not yet been possible to present a complete monitoring report to this meeting. However, as can be seen from the Annex, the new information on actual scheme progress gives a much more complete picture and a key issue for the new

Advisory Board will be how to use the improved reporting information as the basis of active monitoring and management of the programme.

Invitation to Submit New Proposals for RFA Support

6. In summer 2008 all potential sponsors of new schemes were invited to submit proposals for consideration by the Board. The invitation covered two time periods – schemes for delivery pre-2014 and those for post-2014. The Board was asked to allow sponsors extra time for submitting the post-2014 schemes and this was agreed, but with a request that proposals would be prioritised before submission. Unfortunately this condition was not met and the Assembly received a total of 82 schemes, with little indication of priorities for the majority of these submissions.
7. Assessing so many schemes created a major workload and also required the sponsors themselves to put significant resources into preparing submissions – most of which would prove unsuccessful. This work, however, will not all be wasted as it will feed into the DaSTS work for Yorkshire & Humber.
8. In future it might be considered more helpful to specify the types of schemes that the Board is looking for. The Board has clearly signalled previously that it wished to be more 'proactive' about the type of schemes that should be brought forward – and this is one of the aims of the Strategic Prioritisation Framework (discussed under Agenda Item 5). For example, the linking of urban centres is a policy priority, but which specific centres? This could possibly provide a basis for filtering scheme proposals before formal submission to the Board. However, if local authorities are to have an opportunity every three years to put forward their priority schemes, it will be likely in future that there will again be pressure on the Board to consider more schemes than can realistically be considered for the programme. Perhaps some kind of filter could be introduced before submission of detailed bids for assessment. Individual authorities should also consider the potential costs of providing local contributions for a large programme.
9. The work to be carried out on the Strategic Prioritisation Framework as part of DaSTS (see Agenda Item 5) and the Integrated Regional Strategy will provide further guidance as these initiatives will themselves encourage the clear identification of more specific transport priorities. For example, a particular issue may be the allocation of transport funding to support longer-term housing growth areas.
10. Future scheme submissions should be required to follow DfT guidance on the time between key stages of delivery. In assessing schemes for RFA2 it proved necessary to revise the timing of some of the key progress markers to make them compatible with DfT advice. This further required adjustments to forecast costs because of the inflationary effect of deferment.

11. The time available to produce RFAs was tight and the time both to prepare submissions and to assess them was limited. This was compounded by the number of schemes received – over 80 new schemes were submitted and of these very few could be supported. On reflection, earlier engagement with the functional sub-regions before inviting scheme submissions may have helped to make numbers more manageable. In future, however, there is a clear opportunity provided by the new regional governance arrangements to enable regional discussions to be better informed by priorities identified at the functional sub-regional level.
12. An obvious strong point of the process that we can take forward was the benefit of developing a robust assessment methodology. Without a powerful regional-level assessment tool it would not have been possible to work through so many submitted schemes in a consistent way.

Funding Available for Future Reviews

13. The Board adopted a policy of 20% 'over programming' for RFA2, although DfT's rules about spending envelopes meant that the amount of "new money" available required considerable interpretation. It would be helpful to confirm the amount of available funding somewhat earlier in the review process.

Roles of Task and Finish Groups and Peer Review

14. The Task and Finish Group helped to pool expertise from across the Region to shape the RFA process, particularly at a more practical and technical level. The introduction of the Peer Review Group towards the end of the process when difficult choices had to be made, added another dimension to the expert advice presented to members of the Board.
15. The role of any Task and Finish Group convened to manage a future review of RFA should be clearly defined, together with the advice to be forwarded from future Peer Review Groups. Although very significant resources were applied to scheme assessment, final decisions on schemes to support must always be a matter of judgement, informed by technical advice.

Conclusions

16. There are lessons to be learned that will assist future reviews of RFA. Overall, the Board was able to prioritise a large number of schemes and make some very difficult decisions on funding priorities in a very short period of time. The resulting programme includes innovative measures for investment to Highways Maintenance and the Integrated Transport Block, and the new schemes have a strong fit with strategic priorities. There has been successful working throughout with DfT and the local partnership of the Assembly, Yorkshire Forward and GOYH.

Scheme Monitoring Tables

1. Monitoring tables have been set up for all local authority schemes prioritised within the RFA. An extract from one of the tables is provided but it should be noted that the originals are in colour and as such are much easier to interpret.
2. The tables use information gathered from the Major Scheme Quarterly Monitoring Reports that are submitted to DfT and it has become apparent that the reliability and quality of the data in some of these reports needs to be improved. To date meetings have been held with scheme promoters in South Yorkshire and Leeds City Region to explain what is required and follow up meetings will be held with individual scheme promoters where this is deemed necessary.
3. The Monitoring tables show the baseline position for scheme milestones as reported in Autumn 2008, when the RFA 2 advice was being developed. This information came from either the Autumn monitoring reports or the RFA submissions made to Steer Davis Gleave. As new monitoring reports are received the baseline position is updated to show when milestones have been achieved and where they have a new delivery date. This enables a pictorial representation of progress to be constructed and delays quickly identified. Showing milestones in a pictorial way such as this also helps identify where timescales for milestone delivery appear unrealistic.
4. Also show on the monitoring tables is the financial profile of schemes – both the original estimate used in RFA 2 and the latest profile from the monitoring returns. This is shown in financial years and “matched” against milestone delivery. Again, this pictorial representation makes it easy to see whether the funding profile matches up with the actual delivery schedule – for example, we would expect the bulk of the spending to occur between the start on site and completion dates.
5. Progress made to date is as follows:
 - Draft monitoring tables have been constructed for all schemes
 - Issues have been identified for discussion with promoters
 - Individual meetings with promoters are in the process of being arranged

Next Steps

- Quarterly returns due at the end of April should be of better quality
- Final monitoring tables based on April Quarterly returns will be completed
- Summary tables/graphs plus report to be available for Board
- Ongoing discussion with promoters to take place as required

Cont.

Scheme:
 Local Authority:
 Period: Quarter 3 2008/09





Key Milestones	2008					2009					2010																						
	Jy	A	S	O	N	D	J	F	M	A	M	Ju	Jy	A	S	O	N	D	J	F	M	A	M	Ju	Jy	A	S	O	N	D	J	F	M
Programme Entry Submission																																	
Programme Entry Granted																																	
CPO Advertised																																	
Public Inquiry Complete																																	
CPO Confirmed																																	
Confirm Third Party Contributions																																	
Detailed Design Complete																																	
Conditional Approval Submission																																	
Conditional Approval Granted																																	
Full Approval Submission																																	
Full Approval Granted																																	
Contractor Appointed																																	
Start on Site																																	
Completion																																	

Total Costs (£k)	2008/09	2009/10	2010/11
RFA		0	6,812
Third Party	1,506		183
Total	1,506	2,555	6,995

RFA Funding profile (£k)	2008/09	2009/10	2010/11
Preparatory Cost			367
Build Cost			6,445
Total Scheme Cost	0	0	6,812
Original RFA2 Profile			2,300
Difference	0	0	4,512

Local/Third Party Funding (£k)	2008/09	2009/10	2010/11
Preparatory Cost	988	552	183
Build Cost	518	2,003	
Total Scheme Cost	1,506	2,555	183
Original RFA2 Profile	1,639	3,171	3,581
Difference	-133	-616	-3,398

Key

RFA Submission 2008/09 Q3 Return  = SDG Submission 10 Oct 2008
 = Completed
 = Forecast
 = Base is same as Forecast

Issues

1. Allowing 11 months from Public Inquiry completion to confirmation of CPO may be an overestimate (i.e. too long)
2. Third party contributions no longer required as fully funded from RFA
3. Submission for full approval is in same month as conditional approval is granted.
4. Timescale from full approval submission to start on site is only two months and appears very ambitious.
5. Difference in funding from RFA2 to latest estimate differs as schemenow fully funded from RFA
6. £6m spend in last 3 months of 2010/11 is ambitious - and £4m in the 9 months of 2012/13 looks light - need to query?

REGIONAL RESPONSE TO DFT CONSULTATION ON LTP3 GUIDANCE

For Decision

Members are asked to endorse a regional response to the Department for Transport on the consultation on the Local Transport Plan 3 Guidance on the basis of paragraphs 14 to 18.

Background

1. The Department for Transport (DfT) is consulting on guidance for the development and delivery of the next Local Transport Plans (LTPs). The closing date for responses is **9 April 2009**.
2. DfT asks for comments in particular in response to the following questions:
 - Is it clear what is required of LAs in producing an LTP, bearing in mind the changing nature of the relationship between central and local Government?
 - Does the guidance strike the right balance between brevity and giving support to authorities in developing plans?
 - Does the approach to the Policy Handbook work, including having a web-based version that can be updated? and
 - Is guidance clear and understandable to a non-transport audience?

Key elements of the draft guidance

3. This is the least detailed of the LTP guidance notes prepared by DfT. It concentrates on scope and process rather than on specific content of the LTPs. There is an emphasis on aligning LTP strategies with relevant national and regional policy whilst also taking account of local goals and objectives including the Community Strategies and the emerging Local Development Frameworks (LDFs).
4. Authorities will be expected to develop an LTP informed by the national goals and challenges identified in 'Delivering a Sustainable Transport System' (DaSTS) and relevant regional transport objectives and strategies. In developing the strategy and deciding on priorities authorities are asked to follow the process recommended by Eddington (and utilised in DaSTS).
5. There is a strong emphasis on mitigation of climate change and adapting to its impact. Other relevant environmental issues (e.g. air quality, noise, landscape and biodiversity) and equality issues (e.g. disability, race, gender,

age, religion) will also need to be taken into account. There is no longer a legal requirement for a separate bus strategy, so the full approach to buses needs to be incorporated in the LTP.

6. Legislation requires both a strategy and an implementation plan (which could cover different timescales). The implementation plan will still need to contain a costed programme of schemes and other interventions. Most LTP 3 documents will need to be prepared by the end of March 2011. However, there is no fixed time period for the new LTPs and in future authorities may review and replace their LTPs as they see fit.
7. DfT will no longer formally assess LTPs, impose mandatory targets or require submission of formal monitoring reports. All formal target setting and monitoring will take place through the Local Area Agreement (LAA) process. However, there will be an informal assessment process carried out by the Government Offices and DfT may take account of the quality of an authority's LTP and of its delivery where this is relevant to its decisions.
8. All the direct DfT funding to implement LTPs for Integrated Transport and Maintenance will be formula based (and subject to Regional Funding Advice), but with no allowance made for the quality of the LTP or the progress made in its delivery.
9. DfT have published a 'Policies and Best Practice Handbook' to accompany the draft guidance.' This provides a handy reference for local authorities to documents that will assist them in developing and delivering their LTPs.

Implications

10. The legislation and draft guidance firmly places responsibility on authorities to consider how to develop and use the LTP in the way which works best for them. There is a good opportunity to develop LTPs that better link transport to an area's wider agenda, e.g. land use, education, employment, environment, crime, equality and social inclusion. This could imply closer working with Local Strategic Partnerships (LSPs) and closer integration with LDFs and Community Strategies than has sometimes occurred in the past.
11. There is no longer a financial incentive from DfT to write a good LTP. This means that LTPs need to be seen purely as an integral part of the local authority and community strategy development and implementation processes rather than as a tool for obtaining finance from DfT. It will be up to the Authorities and their partners to determine the importance and hence the quality of the transport strategy and implementation plan contained in their LTP relative to all their other strategies and implementation plans. However, there is a fear that removing the direct financial incentive will lead to lower quality LTPs.

12. The process of setting and monitoring all targets through the LAA process may cause some difficulties where the LTP covers a number of authority areas (e.g. the new Integrated Transport Authority's areas). The partner authorities and LSPs will need to agree to work towards jointly agreed targets for the whole or parts of the area.
13. There is a need for local authorities to consult regional bodies on how best to align their LTP with regional objectives and strategies; this may have resource implications at the regional level. There will also be a need to align with evolving regional work on DaSTS (see separate item on the agenda), though the LTP3 documents will need to be completed by March 2011 which is ahead of the DaSTS process by almost a year.

Proposed response to the consultation

14. The draft guidance is fairly clear in what is required from local authorities in producing an LTP. It gives a broad policy and process approach, leaving the detailed content and quality to be determined locally. Local Authorities and their partners are free to determine what is best for them, rather than follow an approach aimed at obtaining the 'highest points' from a DfT assessment. This is in the spirit of the ideas behind the original legislation that introduced LTPs. This presents both an opportunity and a challenge to authorities who are used to the more controlling approach given in previous guidance.
15. The draft guidance is far shorter than previous versions and goes into little technical detail except where reiterating the DfT's 'Goals and Challenges'. This allows the overall thrust of the guidance to come through clearly – something that was sometimes masked by the volume of detail and technical information in previous guidance. The legal requirements and national policy approach are simply and clearly explained. The balance between brevity of the main document and giving support through the Policy Handbook is considered to be about right.
16. The approach to the Policies and Best Practice Handbook is a useful way forward in that it provides a fairly comprehensive list of the available literature. A weakness is that the volume of literature that authority officers could potentially read is huge. Some of the documents listed have only marginal relevance and others are long and impenetrable. If the Handbook were to contain abstracts of the contents of each of the referenced documents this would greatly enhance its usefulness as this would enable authorities to select which documents would be the most relevant for them to read. Putting the Handbook on the web, and keeping it up to date would be useful, particularly if there was a mechanism to inform authorities of changes.
17. A key concern is the information available on climate change; the documentation that is referenced is lengthy but provides little or rather impenetrable guidance on the best strategy approach or how to measure

carbon impacts.

18. The draft guidance is considered to be clear and understandable to a non-transport audience as it contains little jargon and only gives a broad brush approach to developing an LTP. All the legal requirements are simply explained and most of the technical detail is referenced via the Policies and Best Practice Handbook.

Source Papers

19. Source papers are available as follows:

Paper	Location
Consultation on Local Transport Plan 3 Guidance, Department for Transport, December 2008	Available from: Hannah Madajewski Yorkshire and Humber Assembly 18 King Street Wakefield WF1 2SQ Tel: 01924 331560 E-mail: Hannah.Madajewski@yhassembly.gov.uk

Stuart Clewlow, Transport Policy Manager
March 2009