
Transport for the North Scrutiny Committee Agenda

Date of Meeting	Wednesday 12 January 2022
Time of Meeting	11.00 am
Venue	Virtual

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8.0	Strategic Transport Plan Policy Development To consider the report of the Acting Head of Policy and Strategy.	85 - 122

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Meeting:	Transport for the North Scrutiny Committee
Subject:	Strategic Transport Plan Policy Development – Active Travel, Spatial Planning and Multi Modal Hubs
Author:	Lucy Jacques, Acting Head of Policy and Strategy
Sponsor:	Tim Foster, Interim Strategy and Programme Director
Meeting Date:	12 January 2022

1. Purpose of the Report:

- 1.1 To seek Scrutiny Committee’s views prior to seeking Board agreement to a number of policy position statements.
- 1.2 These positions will be embedded within the revised STP and used by TfN and partners to shape TfN programme activity and also to influence Government policy by shaping future statutory advice we may issue.

2. Main Issues:

- 2.1 In September 2021, TfN Board agreed that TfN should commence work on a new programme of work to revise and update the Strategic Transport Plan (STP) and seek adoption of the new plan no later than Spring 2024.
- 2.2 The TfN STP contains a wide range of policy positions, outlining how TfN would work with Partners and stakeholders across the North to deliver the STP. The policy positions are used to inform statutory advice when required, ensure a consistent approach across TfN workstreams and help us turn our policies into actions, which will be a central theme in our revised STP. In preparing the programme for the revised STP, these have been assessed and, where appropriate, updated and strengthened to reflect the latest evidence, national and local policies.
- 2.3 As part of the STP programme approach, we agreed with TfN Board to take all evidence and policies that will be embedded within the revised STP through TfN governance for formal sign off in phases as and when work is complete. The rationale for that was to ensure we can carefully manage our resources over the next 12 – 18 months and also allow ample opportunity for TfN partners to review and comment on the emerging evidence base and policies before we get to a near final draft.
- 2.4 These policy positions clearly set out the challenges and opportunities for TfN across a range of policy areas and propose some pan Northern policy positions we can use to provide statutory advice to Government, will be embedded into our revised STP and also identify short – medium term actions TfN can take to support implementation.
- 2.5 These position statements have been worked up by TfN officers and TfN partners via TfN’s Strategic Oversight Group and have also been supported by external engagement with industry bodies such as Royal Town Planning Institute (RTPI) and Homes England.
- 2.6 The first wave of these policy positions focuses on Active Travel (Appendix 1), Spatial Planning (Appendix 2) and Multi modal hubs (Appendix 3).

The second wave, which we expect to bring through formal governance for discussion and sign off in March 2022, will focus on International Connectivity including aviation and Rural Mobility.

Further positions will be developed early next financial year and taken through governance in due course, policy areas currently identified as a priority for early next financial year include developing TfN policy positions on Social Inclusion and Local Connectivity.

3.0 Active Travel Policy Position

3.1 The Strategic Transport Plan makes a number of statements in relation to our role in supporting active travel:

- Continue to work with Partners to support the development and implementation of local plans and strategies, to deliver packages of improvements that support a more seamless, integrated end-to-end experience. By targeting short trips that could be taken on public transport or active travel, collaboratively we could encourage a modal shift and promote active transport, and further develop public transport networks as important sustainable modes of travel.
- Work with Partners to ensure that future strategic housing, commercial and industrial developments are well connected and have high expectations on developers to provide access to public transport facilities, high levels of cycle parking and storage, wide, attractive and safely lit walking routes, and provide electric charging facilities to support a greener and cleaner road network as set out in the National Planning Policy Framework.
- Work to identify and deliver interventions which improve sustainable transport access to the North's key public transport hubs, including better walking and cycling provision and improved local bus access.
- Support Partners to develop and promote measures that improve local sustainable travel options, such as strategic cycle networks, and encourage their use to make best use of the North's existing and future strategic transport networks.

3.2 There are several challenges with regards to delivering active travel schemes and raising participation levels in the North of England and nationally, specifically.

- A lack of clear and consistent active travel infrastructure standards across the North and nationally.
- Methods of estimating benefits of active travel schemes are less developed and embedded than those for other transport interventions.
- Funding for active travel is often given in short cycles, with a requirement to bid. This does not allow for long term planning of programmes and schemes; and leads to inconsistencies.
- Whilst the majority of active travel journeys are short, integration with the SRN, MRN and rail is key to enable multi modal journeys.

Local spatial and transport planning policy often does not enable the use of active travel for short trips and incentivises car use.

3.3 As a statutory sub national transport body, TfN's role is to set the overall transport vision, and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN supports the ambition to make cycling and walking a natural choice for shorter journeys and will work with local transport authority partners who have responsibility for local transport strategies and managing their local transport infrastructure.

3.4 There are four key roles TfN can play to proactively support this agenda:

- Promote and support sustained investment in active travel at local level, to enable partners to plan and implement more ambitious and longer-term schemes. TfN will ensure that the pan Northern schemes in the Investment Programme embed and prioritise active travel within the design and development process.
- Support partners and continue to raise the profile of active travel generally.
- Collate and promote examples of 'best practice' and innovation across the North from partners, that can be used by partners.
- Outline how the TfN Analytical Framework can support partners with analysis of active travel and make these tools and data available to partners where possible. For example, based on locally specific evidence highlighting the potential for increases in active travel within specific localities.

3.5 A key objective for the revised STP is to turn our policies into action, as such the active travel position statement (Appendix 1) outlines a number of specific actions TfN can take in the short – medium term to achieve tangible results, these are.

- Build relationship with Active Travel England in order to be able to discuss how the need for schemes is evidenced, funding, and how this is allocated. Primarily with regards to longevity of funding, given that Urban Transport Group (UTG) and Active Travel England's (ATE) remit will include best practice and scheme design. Signpost those partners who require it to best practice.
- Prioritise and embed active travel within pan Northern Schemes.
- TAME to apply existing tools and techniques to show the co-benefits of active travel increases as part of wider TfN workstreams.
- TfN's Analytical Advisory Group to showcase appraisal techniques
- Inclusion of active travel in TfN's Northern Evidence Hub.

3.6 At this stage, it is not proposed that TfN gets involved in sharing examples of best practice and scheme design other than to signpost partners who require it, as this is already covered well by UTG and other bodies and will also be picked up by Active Travel England.

4.0 Spatial Planning Policy Framework

4.1 The Strategic Transport Plan made a number of statements in relation to our role regarding spatial planning:

- Continue to work with Partners to develop and implement their local plans and strategies, ensuring they complement the policies and proposals set out in the Strategic Transport Plan, to deliver packages of improvements that support a more seamless, integrated end-to-end experience. Where possible, this should encourage modal shift and promote active transport, and further develop public transport networks as important sustainable modes of travel.
- Work with Partners to ensure that future strategic housing, commercial and industrial developments are well connected, and have high expectations on developers to provide access to public transport facilities, high levels of cycle parking and storage, and provide electric charging facilities to support a greener and cleaner road network.
- Ensure that improvements to the strategic transport network align with local spatial plans and other key strategies and are in accordance with the National Planning Policy Framework.
- Ensure that necessary strategic transport interventions are delivered in the right place and at the right time to support the delivery of major development proposals, including Nationally Significant Infrastructure Project developments, Enterprise Zones and Garden Towns/Villages.

- 4.2 For TfN, there are several challenges to address as we develop our spatial planning policy framework, which are:
- As a STB, TfN has the remit to influence and promote strategic transport interventions, and our STP is a formal plan that should be a key consideration for any spatial or transport plans within the North. However, until we have developed a defined position on spatial planning, we have not had the ability to administer this function.
 - There is current uncertainty for planning reform on a national level with future policy decisions for spatial planning yet to be defined.
 - With a remit across the entire North, TfN's resources have responsibility across a broad range of policy development and strategy implementation. This limits the extent to which TfN can review and engage in detail on partner's plans and strategies.
 - Currently, many of the spatial planning ambitions of partners are localised based on local authority boundaries. However, cross-boundary collaboration does take place, such as at a Combined Authority level.
 - Some of TfN's partners are not local planning authorities, for example Combined Authorities, reflecting that strategic transport and planning are often undertaken at different levels.
- 4.3 As a statutory sub national transport body, TfN's role is to set the overall transport vision and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN will seek to encourage collaborative spatial planning across the North, to support partners in developing local plans and strategies which reflect TfN's pan-northern priorities outlined within the STP and wider TfN workstreams. TfN will share our evidence base to support plan development and work proactively with partners to encourage cross-boundary collaboration.
- 4.4 There are four key roles TfN can plan in proactively supporting this agenda.
- Early engagement with partners in their development of spatial plans and working openly to support appropriate development of infrastructure options.
 - Share our evidence base to support the development of consistent and robust analysis of the likely relationship between proposed developments and TfN's strategic transport vision for the North. This includes our Transport Decarbonisation trajectories, Northern Evidence Hub and TAME capabilities.
 - Share knowledge and experience of how TfN's strategic transport vision aligns with the proposed development, to ensure future spatial plans are aligned with the delivery of future transport infrastructure.
 - Work collaboratively to support partners to prepare strong policies and proposals that are sustainable, practical and well-designed.
- 4.5 A key objective for the revised STP is to turn our policies into action, as such the Spatial Planning Framework (Appendix 2) outlines a number of specific actions TfN can do in the short – medium term to achieve tangible results, these are.
- Build links with local planning partners to showcase the added value TfN can offer in local plan development and spatial planning policy. This includes showcasing our modelling capabilities, Future Travel Scenarios work and wider evidence base to gain feedback and potential future extensions of key TfN workstreams.
 - Collate evidence from partners to understand partners' current spatial planning policy and future local plan refresh and adoption timescales. Explore opportunities to collate this information centrally for the North and to quantify the scale of development proposed across each area of the North.

- Work with partners to recognise the varying requirements for Government funding applications and support applications which reflect the place-based approach embedding TfN's key workstreams.
- Continue to maintain the D-Log/I-Log through TAME's annual data collection process and engage with partners on the capabilities and added value these modelling tools can provide for spatial planning across the North.
- Formalise the forum in which TfN can engage with partners on all elements of spatial planning.
- Engage with wider stakeholders to consider their perspectives on spatial planning and how this aligns with TfN and local planning partner ambitions.

5.0 Multi Modal Hubs Policy Position

- 5.1 The STP states that "TfN will support the development and delivery of improved multimodal transport hubs at key national and international gateways in the North", and that TfN will "work with Partners to develop and implement their local plans and strategies, ensuring they complement the policies and proposals set out in the Strategic Transport Plan, to deliver packages of improvements that support a more seamless, integrated end-to-end experience."
- 5.2 For TfN, there are several challenges to address as we develop our multi-modal hubs policy, including:
- As a Statutory Transport Body, TfN has the remit to influence and promote strategic transport interventions, and our STP is a formal plan that should be a key consideration for any transport plans within the North. Through developing a defined policy position, TfN have the opportunity to support partners further in this area.
 - The creation of a TfN multi-modal hub policy position creates greater certainty for partners around what TfN's defined role is and the added value which TfN can provide.
 - Multi-modal (M-M) hubs can vary significantly both in size and demand levels, and TfN recognises the need for a flexible 'Place based' approach to supporting M-M hubs.
- 5.3 TfN as a statutory sub national transport body has a statutory responsibility to support and implement transport strategies across the North, promoting the investment priorities of the North on a national scale. Our STP is a formal plan and therefore as part of our role within multi-modal hubs, we aim to ensure the ambitions and priorities of our STP are included as a key consideration for any spatial or transport plan developed within the North by local partners.
- 5.4 Furthermore, we believe there are five key roles TfN can plan in proactively supporting this agenda.
- Making the case for financial investment in multi-modal hubs in the North.
 - Supporting partners through access to expertise.
 - Providing partners with an evidence base of potential multi-modal hub demand.
 - Collation of best practice for partners to apply to their areas.
 - Undertake work to identify multi-modal hub locations which would benefit from improved passenger information / marketing.
- 5.6 A key objective for the revised STP is to turn our policies into action, as such the Multi-Modal Hubs Policy Position statement (Appendix 3) outlines a number of specific actions TfN could do in the short – medium term to achieve tangible results, these are.

- Work with local partners to identify locations for future development of multi-modal hubs or improvements to existing multi-modal hubs, and work with local partners in making the case to Government for investment.
- Partners can seek support from TfN around their proposed development plans for multi-modal hubs. This can include seeking advice from TfN officers on making the case within business case development (i.e. ensuring TfN plans are represented in the Strategic Case) and also using communications between TfN and central Government to gain insight into future funding opportunities and Government direction.
- Through the TfN Analytical Framework, TfN can provide data to local authorities which reflects the regional scale of travel patterns and accounts for cross-boundary trips, for both baseline demand for multi-modal hubs and forecast demand in various future travel scenarios. This can support partners in developing business cases through providing evidence of the wider spatial context, alongside support for submitting funding applications for investment in multi-modal hubs.
- There is an opportunity for TfN to collate existing best practice which considers examples across the North, across England and internationally. This could also consider different planning requirements relevant to multi-modal hubs. This repository could be made available to local partners, for their reference in the development of multi-modal hub plans, and business case development.
- Share the findings of TfN's Rail Station Study to inform future investment and decision making and to assist in identifying effective measures for multi-modal hub enhancement.

6. Corporate Considerations

Financial Implications

- 6.1 No direct financial implications of these policy positions beyond resource implications noted below. However, TfN's ability to undertake this work in full will be subject to its 2022/23 funding allocation and the 2022/23 business planning process.

Resource Implications

- 6.2 There are potential human resource implications associated with adopting these policy positions, namely ensuring adequate resources within TfN to deliver on the actions identified. These have already been fully considered and will continue to be worked through as part of on-going business and budget planning process for FY2022/23 aligned to TfN's overall financial position post-CSR.

Legal Implications

- 6.3 The statutory obligations on TfN under the Local Transport Act 2008 as amended by Cities and Local Government Devolution Act 2016 in preparation of the STP will be kept under review to ensure the STP is legally sound and complies with the legal requirements.

Risk Management and Key Issues

- 6.4 This paper does not require a risk assessment. TfN's Corporate Risk Register includes risks associated to the continual embedment of the 2019 Strategic Transport Plan (STP). TfN will undertake a risk assessment during the development of the new STP. TfN's ability to undertake this work in full will be subject to its 2022/23 funding allocation and the 2022/23 business planning process.

Environmental Implications

- 6.5 To accompany the STP we will be revising our existing Integrated Sustainability Appraisal (ISA), the extent to which changes to the existing ISA may be required will depend on how fundamentally different the revised STP is from our current one, as such a full review will be undertaken in due course and we will be seeking external advice on what is required in the next financial year.

Equality and Diversity

- 6.6 To accompany the revised STP we will also be undertaking an Equality Impact Assessment as part of the wider Integrated Sustainability Appraisal (ISA).

The results of the current Transport Related Social Exclusion workstream being undertaken by TfN will allow TfN and its partners to better understand the distribution and causes of TRSE in the North and will form an important part of the evidence base for the STP.

Consultations

- 6.7 A consultation is not required at this time; the statutory consultation planned for the revised STP in Summer 2023 will be undertaken in due course.

7. Background Papers

- 7.1 N/A

8. Appendices

- 8.1 Appendix 1 – Draft Active Travel Policy Position Statement
8.2 Appendix 2 – Draft Spatial Planning Policy Framework
8.3 Appendix 3 – Draft Multi Modal Hubs Policy Position Statement

Glossary of terms, abbreviations and acronyms used

- a) Strategic Transport Plan – STP
- b) Strategic Road Network – SRN
- c) Major Road Network – MRN
- d) Urban Transport Group - UTG
- e) Active Travel England - ATE
- f) Northern Powerhouse Independent Economic Review – NPIER
- g) Royal Town Planning Institute - RTPI
- h) Transport Related Social Exclusion – TRSE
- i) Transport Appraisal Modelling Economics (TfN team) – TAME
- j) Northern Powerhouse Independent Economic Review – NPIER
- k) TfN’s Development Log (used for modelling) - D-Log
- l) TfN’s Investment Log (used for modelling) - I-Log
- m) Multi-modal hubs – M-M hubs

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DRAFT

TfN Active Travel

Policy position statement

January 2022



Context

Active travel is becoming increasingly prominent in UK transport policy, and in public and media discourse. This rise has been driven by the UK's commitments to decarbonisation in the transport sector, by concerns over the public health impacts of a lack of everyday physical activity, and by pressures on existing transport infrastructure – particularly in densely populated urban areas. Reflecting this, the UK Government,¹ devolved administrations,² and a number of Local Authorities³ have produced strategies to increase the level active travel.

The impacts of the COVID-19 pandemic have accelerated these existing trends in the prominence of active travel. Data from the National Travel Attitudes Survey, for example, indicates that nearly 40% of respondents walked and cycled more during the period of restrictions from March to May 2020 than before the pandemic, and at the time that vast majority intended to continue to do so after travel restrictions are lifted.⁴ These trends were particularly evident in the levels of cycling, with usage levels double or triple the level of equivalent weeks at numerous times during April and May 2020.⁵

To capitalise on the growth in active travel evident during the period of England-wide COVID-19 restrictions, the UK Government launched the Emergency Active Travel Fund (EATF) in May 2020. The first tranche of this Fund allocated £42.1 million for temporary projects specific to the pandemic, and the second tranche allocated £175.4 million to longer term active travel projects.⁶ This formed part of part of the £5 billion in new funding announced for cycling and buses in February 2020. Alongside this funding, fast-tracked statutory guidance was also published which allowed Local Authorities to reallocate road space to accommodate increased numbers of cyclists and pedestrians.⁷

Alongside the EATF, in July 2020, the Cycling and Walking Plan for England was published. This Plan set out the government's vision for improved health, wellbeing, and local economic growth through active travel, with the COVID-19 pandemic creating a moment for transformational change. This was accompanied by updated Cycle Infrastructure Design guidance (LTN/20). LTN/20 sets out comprehensive new standards for cycle design, along with an expectation that improvements for cycling and walking are included in other transport schemes. In both regards, LTN/20 significantly exceeds previous design guidance.⁸

¹ Department for Transport (2020) Gear change: A Bold vision for cycling and walking. [Available here](#).

² See, for example, Transport Scotland (2021) Active Travel Framework. [Available here](#).

³ See, for example, Transport for Greater Manchester (2018) Greater Manchester's cycling and walking infrastructure proposal. [Available here](#).

⁴ Department for Transport (2020) National Travel Attitudes Survey (NTAS): Wave 4 provisional report. [Available here](#). [Accessed 7th December 2020]

⁵ Department for Transport (2021) Transport use during the coronavirus (COVID-19) Pandemic. [Available here](#).

⁶ Department for Transport (2020) Active travel fund: Final allocations. [Available here](#).

⁷ Department for Transport (2020) Reallocating road space in response to COVID-19: Statutory guidance for local authorities. [Available here](#).

⁸ Department for Transport (2020) Cycle Infrastructure Design – Local Transport Note 1/20. [Available here](#).

The growth in uptake of active travel during the COVID-19 restrictions in 2020 and the policy context surrounding this indicates a significant potential for future growth. However, the window to act to embed these changes is limited. In particular, the impacts of the COVID-19 pandemic on attitudes to public transport has led to increases in vehicle traffic volumes as legal restrictions eased in 2021. Alongside this, the nature and extent of schemes under the EATF has been highly varied across areas of England. This combination means that, in some areas, it is reasonable to expect the levels of walking and cycling may fall below level observed before the COVID-19 pandemic, and that the inequality in active travel uptake between areas may rise. This has implications for transport, decarbonisation, social inequality, and for public health.

Challenges

There are several challenges with regards to delivering active travel schemes and raising participation levels in the North of England and nationally.

A lack of clear and consistent active travel infrastructure standards across the North and nationally. A historical lack of national guidelines on standards, monitoring and incentives for active travel schemes has led to large inconsistencies in the standard of provision across the country. Many areas are also starting from a low base when implementing active travel schemes - particularly cycling schemes. This combination often means that active travel infrastructure does not offer safe, direct, and coherent journey options.

Methods of estimating benefits of active travel schemes are less developed and embedded than those for other transport interventions. Methods for valuing the economic, health, wellbeing, and quality of life impacts of active travel interventions are becoming more established, and a number of Local Authorities are working with DfT to enhance the models in order to better assess benefits. However, further work is required to improve the robustness of these estimates, including evaluation of existing schemes, and to embed these tools in decision-making processes.

Funding for active travel is often given in short cycles, with a requirement to bid. This does not allow for long term planning of programmes and schemes; and leads to inconsistencies. In addition, the preparation of funding bids is resource intensive for Local Authorities, and often requires Authorities to have 'on the shelf' studies / schemes, that can be readily included in bids due to the timescales. This approach to funding for active travel has a disproportionate impact on those authorities without the resources to prepare schemes for future funding allocations, and to prepare bids.

Whilst the majority of active travel journeys are short, integration with the SRN, MRN and rail is key to enable multi modal journeys. There is often a lack of infrastructure that would enable active travel to be part of a longer journey. This includes sufficient secure cycle parking at transport interchanges, the ability to carry bikes on trains, suitable routes for walking, and clear and reliable information on active travel route planning. Alongside this, the development of other forms of transport infrastructure has increasingly created

severance in active travel journeys which would previously have been possible. The widening of roads and junctions, increases in traffic volumes and speeds, and the use of barriers are common manifestations of this.

Local spatial and transport planning policy often does not enable the use of active travel for short trips and incentivises car use. Currently, developments in housing, leisure, and retail facilities typically do not ensure that access by active modes is as safe, convenient, and attractive as using a car for the same journey. Indeed, it is common for new developments to prioritise car access over active modes, both in terms of their design and through decisions to locate new facilities in 'out of town' locations, where access by public transport and active modes is inherently more difficult.

Role of TfN

As a sub national transport body, TfN's role is to set the overall transport vision, and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN supports the ambition to make cycling and walking a natural choice for shorter journeys and will work with local transport authority Partners who have responsibility for local transport strategies and managing their local transport infrastructure.

STP Policy position

In the Strategic Transport Plan, which was adopted in 2019, the following statements are made in relation to our role in supporting active travel:

Continue to work with Partners to support the development and implementation of local plans and strategies, to deliver packages of improvements that support a more seamless, integrated end-to-end experience. By targeting short trips that could be taken on public transport or active travel, collaboratively we could encourage a modal shift and promote active transport, and further develop public transport networks as important sustainable modes of travel.

Work with Partners to ensure that future strategic housing, commercial and industrial developments are well connected, and have high expectations on developers to provide access to public transport facilities, high levels of cycle parking and storage, wide, attractive and safely-lit walking routes, and provide electric charging facilities to support a greener and cleaner road network as set out in the National Planning Policy Framework.

Work to identify and deliver interventions which improve sustainable transport access to the North's key public transport hubs, including better walking and cycling provision and improved local bus access.

Support Partners to develop and promote measures that improve local sustainable travel options, such as strategic cycle networks, and encourage their use to make best use of the North's existing and future strategic transport networks

Wider sustainability agenda

These active travel policy positions are also linked with the other policy work that TfN is undertaking on the wider sustainability agenda:

- Support the UK in meeting commitments under the Climate Change Act 2008 by collaborating with Partners and stakeholders to deliver on Government's commitment of a NetZero transport network by 2050.
- Ensure that transport interventions that TfN is promoting or supporting enhance the North's natural, historic and built environment in order to deliver a net gain in biodiversity.
- Work with partners to identify transport interventions that deliver inclusive economic growth by improving access to employment and skills opportunities for all, as well as interventions that deliver health benefits
- Supporting a rapid increase in the number of public and private EV charging points.
- Explore options for reducing the impact of road-based travel on the environment, air quality and carbon emissions, including exploring how Highways England's Air Quality Strategy could be expanded to cover the Major Road Network through future investment on the network

Links to other workstreams

Active travel also sits across several other TfN workstreams:

- Economic Recovery Plan - active travel schemes are traditionally quicker to implement and can also ease pressure on transport networks within towns and cities. A number of these have been put forward by partners as part of recent competitive funding rounds but a number remain unfunded.
- Future Travel Scenarios and decarbonisation pathways – active travel features in all scenarios, but particularly 'Prioritised Places' and 'Urban Zero Carbon.'
- Decarbonisation - Policy measures to achieve increases in Active Travel are highlighted as supporting transport decarbonisation (and improved health outcomes).
- Through the Major Road Network (MRN) Regional Evidence Base TfN is promoting the delivery of a number of improvement schemes, including significant upgrades to cycling and walking infrastructure.
- TfN Strategic Rail are aware of the importance of active travel facilities to rail demand. In our Long-Term Rail Strategy (January 2018, p. 24), it was noted that *"Rail journeys, of any purpose, will require travel via a different mode at one or both ends. This could be undertaken via an active mode, such as walking or cycling, using public transport (bus or light rail), or in a private car or taxi. The speed, complexity and quality of these connections can have significant bearing on a passenger's perception of journey time and attractiveness."* Accordingly, Strategic Rail are currently developing a stations strategy which will recognise the interaction between all of the elements which constitute the passenger experience, and how improving active mode access to a cluster of stations could (in conjunction with other

enhancements) generate transformational improvements in the attractiveness of rail to local communities.

- Transport Related Social Exclusion (TRSE) research in the North of England will include the effects of severance and other aspects of the built environment on active travel and will produce recommendations on the mitigation of TRSE through low and zero carbon transport modes.
- Transport and health research – Research on the links between transportation and health in the North of England will expand the evidence base for active travel interventions, including where active travel is incorporated as part of public transport journeys. This research will focus on evidence gaps surrounding the interaction of transport with mental health and wellbeing, and on the effects of incidental activity.
- Clean Mobility Visions – This research workstream will review and collate evidence on the policies necessary to achieve a transition away from private car use and towards other modes, including active travel. It will also consider the evidence on the wider impacts of these policies, including for local economies, accessibility, health, and inclusion. This will result in a series of evidence-based policy options tailored to the diverse area types in the North of England.

TfN's Suggested Role in Active Travel

TfN will promote and support sustained investment in active travel at local level, to enable partners to plan and implement more ambitious and longer-term schemes. TfN will ensure that the pan Northern schemes in the Investment Programme embed and prioritise active travel within the design and development process.

Following discussion at TfN's Strategic Oversight Group, it is clear that long term, sustained investment (both revenue and capital) in active travel is vital, to enable adequate planning and implementation of whole schemes, rather than the current 'piecemeal' approach. Newly released LTN1/20 states that consideration of the opportunities to improve provision for cycling will be an expectation of any future local highway scheme funded by Government, a much stronger position than previously.

The system of local authorities having to bid for funds disadvantages those who do not have the resource or funds to put into preparing bids, or studies / high level schemes that can be used as part of bids. A longer term committed fund would enable authorities to plan more cohesively for active travel across their network, rather than the detrimental current stop/start nature of funding.

In addition to the physical infrastructure, revenue funding is also essential to ensure activities can be undertaken which will support active travel. These can include access to a bike schemes, improved information for multi-modal journeys, maintenance of infrastructure, training schemes, audits of existing provision and identification of gaps.

The creation of the new 'Active Travel England,' a national body, will examine all applications for funding, and refuse any that are not compliant with the new national standards. It is unclear presently whether this means that authorities will have to still bid for funds through this new body.

The Cycle Infrastructure Design document published in 2020 specifically requires active travel elements alongside any new transport schemes: *Furthermore, to receive Government funding for local highways investment where the main element is not cycling or walking, there will be a presumption that schemes must deliver or improve cycling infrastructure to the standards in this Local Transport Note, unless it can be shown that there is little or no need for cycling in the particular highway scheme.*

Active Travel England's assessment of an authority's performance on active travel will influence the funding it receives for other forms of transport. Since active and sustainable travel will be at the heart of our policy, Active Travel England's assessment of an authority's performance with respect to sustainable travel outcomes, particularly cycling and walking, will be taken into account when considering funding allocations for local transport schemes. We will consult on introducing new criteria to measure local highway authorities' performance in respect of sustainable travel outcomes, particularly cycling and walking, when considering funding allocations for local transport schemes.

Action: build links with Active Travel England in order to be able to discuss how the need for schemes is evidenced, funding, and how this is allocated. TfN may have a role in demonstrating potential latent demand for cycling and walking, as well as identifying links to major transport hubs.

Action: prioritise and embed active travel within pan Northern Schemes. TfN will ensure that in its own scheme development activity (for example Northern Powerhouse Rail), and in acting as a stakeholder or sponsor on behalf of Northern Partners, that active travel is an integral element of the design and approach to pan Northern schemes.

Support partners and continue to raise the profile of active travel generally.

TfN has its own All-Party Parliamentary Group, and an event can be organised at this to discuss active travel.

Suggested areas for discussion could be the new guidance and standards, its application, and what this means for authorities. Other suggestions could include the role of active travel in reducing carbon emissions and / or improving health.

(Strategic Rail are also looking to use their own resources in this area and could include active travel in access to stations).

Action: organise an APPG event

Collate and promote examples of 'best practice' and innovation across the North from partners, that can be used by partners.

When discussed at SOG on 6th August 2020, the general Partner view was that this is currently already been done well by Urban Transport Group (UTG), and any further efforts would be duplication. This area should also be covered by the new funding body Active Travel England, which will be set up over the coming months. As well as funding, it will also be a repository of expertise in scheme design, and have an extensive role in promoting best practice, advising local authorities, training staff and contractors and allowing local authorities to learn from each other. TfN can support partners if required in signposting best practice, if they are not all active in the UTG.

Action: build relationship with Active Travel England, primarily with regards to longevity of funding, given that UTG and ATE's remit will include best practice and scheme design. Signpost those Partners who require it to best practice. (It is not known at present whether the North's active travel commissioners will have a role in Active Travel England.)

Evidence: outline how the TfN Analytical Framework can support partners with analysis of active travel and make these tools and data available to partners where possible. For example, based on locally specific evidence highlighting the potential for increases in active travel within specific localities.

Active Mode Appraisal is a rapidly evolving area where DfT and Local Authorities are developing new evidence and approaches to support decision making on new investments. The DfT's Active Mode Appraisal Toolkit (AMAT) enables stakeholders and decision-makers to assess the value for money of proposed cycling and walking interventions, quantifying a wide range of potential benefits from active travel including health improvements from increased levels of physical activity; identifying transport decarbonisation impacts; and air quality and climate benefits associated with modal shift. The following impacts can now be quantified:

- Physical Activity Impacts
- Absenteeism Impacts
- Journey Quality Impacts
- Accident Impacts
- Environmental Impacts
- Decongestion and Indirect Tax Impacts
- Time Saving Impacts on Active Mode Users

TfN is not actively developing new appraisal approaches, given its more indirect role in promotion of active travel, but TAME is looking to showcase and promote the work of TfN Partners in this area through:

- Application of existing tools and techniques to show the co-benefits of active travel increases as part of wider TfN workstreams, such as TfN's Decarbonisation Pathways.
- Use of the TfN Analytical Advisory Group to showcase appraisal techniques, and as a platform for TfN Partners to promote their work within the North and to national stakeholders.

Partners are supportive of the active travel work to be incorporated into TfN's plans for a Northern Evidence Hub. Partners requested further evidence is needed on the impact of active travel on local shopping policies, and whether Northern towns could look together at the evidence for this. Partners are supportive of the active mode strategy appraisal.

Action:

- **TAME to apply existing tools and techniques to show the co-benefits of active travel increases as part of wider TfN workstreams**
- **AAG to showcase appraisal techniques**
- **Inclusion of active travel in TfN's Northern Evidence Hub.**

Next steps

The next steps revolve primarily around Active Travel England, and it is suggested that a meeting is held with ATE to discuss funding of active travel, and the need for this to be long term, and sustained, as well as moving away from the historical 'bid for funds' system, which was also used for the EATF this year.

In addition, TfN will also explore the possibility of an APPG event, possibly to cover the new guidance launched last year, or the emergency guidance.

Lastly, TAME will apply existing tools and techniques to show the co-benefits of active travel in wider TfN workstreams, showcase appraisal techniques through the AAG, and include Active Travel in the Northern Evidence Hub.

At this stage, it is not proposed that TfN gets involved in sharing examples of best practice and scheme design other than to signpost partners who require it, as this is already covered well by UTG, and will also be picked up by Active Travel England.



Transport for the North
2nd Floor
4 Piccadilly Place
Manchester
M1 3BN



Transport for the North
Ground Floor
West Gate
Grace Street
Leeds
LS1 2RP



0161 244 0888



info@transportforthenorth.com



TfN Spatial Planning Policy Framework

January 2022



Context

Transport for the North (TfN) are a Statutory Transport Body (STB) of elected leaders and a partnership of business leaders who collectively represent the region's 15m people. As a partnership, TfN brings 20 Local Transport Authorities and 11 Local Enterprise Partnerships together with Network Rail, National Highways, HS2 Ltd, and UK Government.

Through its statutory powers, TfN provides a single voice for the North to support the development and implementation of transport strategies across the region, determining investment decisions and working with Government to enable northern priorities to be included within national priorities. Operating within this strategic position, TfN and partners work collaboratively to identify the transport infrastructure and policy measures required to achieve the North's ambition. Our Strategic Transport Plan (STP) is a formally adopted plan, and this should be a key consideration for any spatial or transport plans within the North.

TfN currently have a remit to influence and promote strategic transport interventions, across spatial development within the North. This regularly requires joint working with combined authorities and groups of co-operating authorities to develop Statements of Common Ground in line with the Government's National Planning Policy Framework (NPPF, 2019), which maintains the importance of effective cooperation within spatial planning. At present, spatial planning is undertaken at the national level through the NPPF which recognises the importance of collaboration with statutory and non-statutory consultees. This includes with regional consultees such as TfN. An annex to this policy framework provides further detail on the NPPF process¹.

In developing TfN's position on spatial planning, we want to support partners in adopting a place-based approach to the development of local plans and strategies, as well as informing the development planning process to consider TfN's pan-northern ambitions and facilitate cross-boundary collaboration. TfN are already involved in significant spatial planning projects across the North through Northern Powerhouse Rail (NPR) which will transform cities and places and we will consider the future spatial planning implications of the Integrated Rail Plan.

The importance of masterplanning and adopting a place-based approach to scheme development is essential to ensure effective spatial planning. Drawing on our experience through NPR and related workstreams, we believe we have the pan-northern expertise and evidence base that can support partners in their spatial plan development. Therefore, we will share data with partners where possible, to support future scheme development and funding applications. This includes our assessment of international case studies for spatial planning which is available as an annex to this policy framework.²

TfN recognise that Government requirements for funding applications can vary depending on the department and nature of the application. As partners develop

¹ TfN Spatial Planning Policy Framework Annex A – NPPF and the Planning Process (TfN, 2021)

² TfN Spatial Planning Policy Framework Annex B – International Case Studies in Spatial Planning (TfN, 2021)

their own plans and progress key schemes, TfN will work with partners to adopt a place-based approach that will connect the economic appraisal focused requirements for the Department for Transport (DfT) and HM Treasury, with the regeneration and housing priorities of the Department for Levelling Up, Housing and Communities (DLUHC). This will ensure spatial plans for the North are well-positioned to secure future development funding that can realise scheme delivery and achieve the Government's levelling up agenda.

TfN are currently undertaking a detailed appraisal of our proposed pan-northern transport investment programme. This work will assess impacts of future policy drivers, including spatial planning policy, on transport demand, levels of modal shift between road and rail and future movements of freight. Outputs from the work will include a set of TfN recommendations on a programme of future transport investment up to 2050, as well as an assessment of the expected social, environmental and economic outcomes from that investment. These tools will be available for all local transport and planning authorities across the North to use when revising their local plans and strategies over time.

Through developing our policy framework for spatial planning, TfN can add value to emerging local plans and economic strategies, utilising the strategic narrative and evidence base of the STP and the objectives of the forthcoming Decarbonisation Strategy. We will also ensure we align our own position with that of other key stakeholders such as the Royal Town Planning Institute (RTPI), through their Great North Plan and the promotion of Green Growth Boards.

This policy framework outlines TfN's spatial planning position and the steps we will take to support partners across the North to deliver our pan-northern ambitions within spatial planning.

Challenges

For TfN, there are several challenges to address as we develop our spatial planning policy framework, which are:

- As a Statutory Transport Body, TfN has the remit to influence and promote strategic transport interventions, and our STP is a formal plan that should be a key consideration for any spatial or transport plans within the North. However, until we have developed a defined position on spatial planning, we have not had the ability to administer this function.
- The absence of a defined spatial planning position for TfN has generated uncertainty for partners around what TfN's defined role is and the added value TfN can provide.
- With a remit across the entire North, TfN's resources have responsibility across a broad range of policy development and strategy implementation. This limits the extent to which TfN can review and engage in detail on partner's plans and strategies.
- Currently, many of the spatial planning ambitions of partners are localised based on local authority boundaries. However, cross-boundary collaboration does take place, such as at a Combined Authority level.

- Some of TfN's partners are not local planning authorities, for example Combined Authorities, reflecting that strategic transport and planning are often undertaken at different levels.
- There is current uncertainty for planning reform on a national level with future policy decisions for spatial planning yet to be defined.

Within the remainder of this policy framework, we outline our position on spatial planning which aims to overcome the challenges as outlined within this section.

Role of TfN

As a sub national transport body, TfN's role is to set the overall transport vision and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN will adopt a collaborative and open approach to engage with all local planning authorities across the North that is proportional to the resources available to TfN.

STP Policy position

In the Strategic Transport Plan, which was adopted in 2019, the following statements are made in relation to our role regarding spatial planning:

- Continue to work with Partners to develop and implement their local plans and strategies, ensuring they complement the policies and proposals set out in the Strategic Transport Plan, to deliver packages of improvements that support a more seamless, integrated end-to-end experience. Where possible, this should encourage modal shift and promote active transport, and further develop public transport networks as important sustainable modes of travel.
- Work with Partners to ensure that future strategic housing, commercial and industrial developments are well connected, and have high expectations on developers to provide access to public transport facilities, high levels of cycle parking and storage, and provide electric charging facilities to support a greener and cleaner road network.
- Ensure that improvements to the strategic transport network align with local spatial plans and other key strategies, and are in accordance with the National Planning Policy Framework.
- Ensure that necessary strategic transport interventions are delivered in the right place and at the right time to support the delivery of major development proposals, including Nationally Significant Infrastructure Project developments, Enterprise Zones and Garden Towns/Villages.

This policy framework aims to provide more detail on TfN's defined role within spatial planning, to ensure the delivery and implementation of the above STP statements. This will provide further clarity for partners across the North as well as for TfN's programmes.

Links to other workstreams

Spatial planning also sits across several other TfN workstreams:

- **Decarbonisation:** Policy measures to ensure local plans consider TfN's decarbonisation trajectories and pre-agreed targets. The evidence base generated by our activities in this area can be used to directly inform the development of partner's plans and development strategies.
- **Multi Modal Hubs:** Promoting opportunities for greater public transport use and car sharing opportunities embedded within new developments.
- **Freight and Logistics:** Ensuring TfN are clearly communicating and supporting the development of key freight routes across the North to maximise the economic development opportunities for well-connected logistic warehousing sites and freight distribution networks as identified in the TfN Freight and Logistics Strategy.
- **Active Travel:** Supporting more liveable and low-traffic neighbourhoods through enabling developments which promote walking and cycling.
- **Transport-Related Social Exclusion (TRSE) Research:** TfN's research on transport-related social exclusion provides a robust evidence base on the causes and consequences of TRSE across the diverse geographical and population contexts of the North. This includes the consequences of spatial planning decisions that lock residents into car dependency and forced car ownership, and those which facilitate local service and public transport access in mixed development contexts.
- **Health and Wellbeing Research:** TfN are undertaking research to expand evidence on the impacts of transport on health and wellbeing in the North, including the issues of severance, physical inactivity, and access to green space. This will enhance the evidence base on the consequences of different spatial planning decisions.
- **Electric Vehicle Charging Infrastructure (EVCI):** Application of the TfN modelling suite to build an EVCI model which will enhance assessment of EVCI requirements and associated sustainability, spatial and social considerations. This includes assessment of optimum timing for implementation of various charging infrastructure across different spatial typologies. This also allows for the assessment of interactions with residential and commercial building stock and appropriate parking locations, planning, and policies.
- **Future Travel Scenarios:** Spatial planning is one of the key external factors which frames our scenario development. The external strategic factors used in our 2020 scenarios are based on the STP (2019) policy positions deemed as critical influencing strategic factors which the transport sector should consider. This results in different assumptions for spatial distributions, impacts, and considerations across our scenarios.
- **TfN's work on updating our 2020-2050 Investment Programme:** Assumptions on future development and spatial planning policies are critical to shaping our work on recommending future transport investment in the North's rail and major road networks. This analysis is being informed by local development plans and long-term spatial planning assumptions within our Future Travel Scenarios.
- Through the **Major Road Network (MRN) Regional Evidence Base:** With most passenger and freight travel via road, future planning decisions will have a major impact on future demand on our road networks. TfN are

promoting the delivery of several improvement schemes, including schemes that may unlock wider development, as well as considering the first and last mile of journeys and how they can be sustainably embedded within development sites.

- **TfN Strategic Rail and Northern Powerhouse Rail (NPR):** Suitable rail access is imperative to spatial planning as demand increases from new people and businesses in an area. This should also consider the impact of COVID-19 on rail travel with a likely increase in leisure travel and less demand for commuter trips. At a smaller scale, improvements to station buildings with more commercial and non-commercial facilities could transform and revitalise the communities which they are located. At a larger scale, increasing densities and mixed-use developments around public transport hubs will enhance the attractiveness of public transport across all parts of the North. Emerging spatial masterplans around proposed HS2 and Northern Powerhouse Rail stations are demonstrating how transport is a catalyst for growth such as at Manchester Airport, Manchester Piccadilly and the South Bank area of Leeds city centre.
- **Technical Assurance, Modelling and Economics (TAME):** TfN's TAME team have developed a Development Log which visualises all live planning applications and allocated development sites across the North, this can provide assessments by different classes of housing at MSOA level across the region. Further spatial planning policy development will support TAME in gathering new information that will enhance TAME's capabilities further.
- **Northern Powerhouse Independent Economic Review (NPIER):** The NPIER sets out a transformational future for the North's economy by 2050, including geographic breakdowns of economic growth, employment and population. These forecasts can help us to understand potential future housing and business demand for premises based on transformational growth.

TfN's role in spatial planning

TfN will encourage collaborative spatial planning across the North, to support partners in developing local plans and strategies which reflect TfN's pan-northern priorities outlined within the STP and wider TfN workstreams. TfN will share our evidence base to support plan development and work proactively with partners to encourage cross-boundary collaboration.

As an STB, TfN have a statutory responsibility to prepare, advise and coordinate transport strategies across the North, promoting the investment priorities of the North at a national scale. Our STP is a formal plan and therefore as part of our role within spatial planning, we aim to ensure the ambitions and priorities of our STP are included as a key consideration for any spatial or transport plan developed within the North by local partners.

To support partners embedding the transport objectives of the STP within their own spatial plans and development strategies, we have summarised the following key considerations for spatial planning:

Increasing efficiency, reliability, integration and resilience in the transport system.

- Ensure new developments are well-connected to the public transport system, as well as embedding high-quality, safe active travel infrastructure within new development sites.
- Ensure that the transport impacts of proposed new developments are fully considered, both in terms of impacts locally and on strategic transport routes, including the cumulative impact of area wide development.
- Create opportunities for multi-modal hubs in which people can interchange efficiently between modes, as well as access to wider commercial opportunities and community services located around these hubs.
- Support shifting commuter patterns and changing leisure aspirations following the pandemic, providing greater flexibility in public transport travel throughout the day.

Transforming economic performance

- Ensure new development sites are aligned with the NPIER's ambitions to deliver 850,000 jobs and £100bn GVA in the North, considering the contribution from individual projects towards these growth figures.
- Consider linking greater densification and transport infrastructure investment to help close the productivity gap, exploring opportunities for minimum density requirements around new rail stations and routes.
- Support warehousing and logistics clusters which are well connected by both road and rail as recommended in TfN's Freight and Logistics Strategy. Our modelling scenarios can help partners make informed decisions on future warehouse locations, based on different assumptions of fleet mix.

Improving inclusivity, health and access to opportunities for all

- Embed well-planned, low traffic neighbourhoods and high-quality, safe public realm within new development sites which will support greater active travel, particularly for short journeys. This will improve air quality, reduce severance between communities, improve accessibility requirements for those with reduced mobility and enhance health and wellbeing through increased physical activity.
- Deliver communities where public transport is the natural choice for everyday journeys that cannot be met through active travel, and where access to public transport is available to groups most at risk from TRSE. This can be supported by greater densification to reduce the need to travel to access key services and reducing forced car ownership. TfN will provide partners with robust evidence on the causes and consequences of TRSE among these and other population groups to inform this.
- Through the Zero Emission (ZE) Vehicle Framework, improve access to electric charging points for all and support the uptake of zero carbon vehicles, contributing to improved air quality across the North.
- Consider appropriately TfN's commitments as set out in our Decarbonisation Strategy and ensure partners' plans achieve, as a

minimum, what is required by TfN's Decarbonisation Trajectory. We will work with partners to provide the evidence they need to develop appropriate measures to achieve decarbonisation, through workstreams such as our pan-northern ZE Framework, and our Clean Mobility Visions, as well as providing the ability to understand and appraise the carbon outcomes from plans utilising our existing analytical framework.

Promoting and enhancing the built, historic and natural environment

- Recommend new developments are in keeping with the surrounding areas to protect the natural environment and promote biodiversity.
- Maintain public access provision to existing built, historic and natural assets of the North, as identified in TfN's recent Visitor Economy analysis.³

Local Plan development

TfN recognise the importance of statutory local plan development undertaken by partners, in delivering inclusive spatial planning across the entire North and ensuring strategies reflect the pan-northern priorities as illustrated by TfN's STP. This facilitates the opportunity to realise development which encourages sustainable travel whilst reducing private car trips, provides liveable and safe neighbourhoods and enables access to opportunities for all.

As a proactive partner supporting local partners in spatial planning, TfN are committed to:

- Early engagement with partners in their development of spatial plans and working openly to support appropriate development of infrastructure options.
- Share our evidence base to support the development of consistent and robust analysis of the likely relationship between proposed developments and TfN's strategic transport vision for the North. This includes our Transport Decarbonisation trajectories, Northern Evidence Hub and TAME capabilities.
- Share knowledge and experience of how TfN's strategic transport vision aligns with the proposed development, to ensure future spatial plans are aligned with the delivery of future transport infrastructure.
- Work collaboratively to support partners to prepare strong policies and proposals that are sustainable, practical and well-designed. This will ensure key proposals are aligned with Government priorities and funding objectives to progress through to scheme delivery.

TfN are keen to actively work with local planning authorities throughout the plan-making process to determine the suitable location and scale of development, whilst maximising connectivity to new developments. We can also support partners in developing other statutory plans where appropriate such as Local Development Orders and Strategic Regeneration Frameworks, as well as working with stakeholders such as Network Rail to support various applications.

³ TfN's Visitor Economy and Transport in the North of England study (TfN and Atkins, 2021)

Our evidence base and research is available to support Local Planning Authorities to set their strategic context as they develop their local plans and strategies. This includes through various channels such as TfN's Northern Evidence Academic Forum and the Northern Evidence Hub. Additionally, our NPIER refresh will also offer partners the opportunity to engage on future growth forecasts which will help to understand potential future housing and business demand and inform future spatial planning decisions across the North.

We can also work with partners to provide some opportunities for more bespoke support using our modelling tools developed by TAME, and then to request from TfN more detailed analysis in proportion with resource availability. TfN are currently liaising with the DfT, DLUHC and Homes England on workstreams such as our Development and Intervention Logs, as well as collaborating and exchanging knowledge with Transport for Scotland and other STBs.

Furthermore, our work on Future Travel Scenarios (FTS) ensures our planning is adaptive and resilient to a range of different plausible futures. They outline four potential future transport and growth scenarios to understand the current and emerging complexity of the future of transport. These scenarios are available to support partners in their own local plans and growth strategies and can be used to ensure future development proposals align with future travel demand and associated transport solutions.

Through sharing our expertise with partners, we can together develop inclusive and sustainable strategies which consider transport demand, economic growth and low carbon opportunities. This will build on the workstreams supporting the Decarbonisation Strategy, such as our ZE Vehicle Framework and work on TRSE, which are becoming increasingly critical in securing funding from Government. The recent Transport Decarbonisation Plan references the importance of ensuring that funding is justified in carbon reduction terms to which TfN can support partners through sharing our evidence base across these workstreams.

We recognise the varying requirements for Government funding applications subject to the funding stream and Government department. TfN can work with partners to ensure funding applications represent the place-based approach that will connect the economic appraisal focused requirements for the DfT and HM Treasury, with the regeneration and housing priorities of the MHCLG. This will help unlock further development funding that will help deliver key schemes and contribute to inclusive and sustainable spatial planning in the North.

Through sharing our expertise with partners, this will also enhance TfN's own business case development for future transport infrastructure with its pan-northern focus on regional connectivity. This collaboration will further enrich our cohesive vision for spatial planning and the North's transport infrastructure.

Action: Build links with local planning partners to showcase the added value TfN can offer in local plan development and spatial planning policy. This includes showcasing our modelling capabilities, FTS work and wider evidence base to gain feedback and potential future extensions of key TfN workstreams.

Action: Collate evidence from partners in collaboration with our NPIER workstream to understand partners' current spatial planning policy and future local plan refresh and adoption timescales. Explore opportunities to collate this information centrally for the North and to quantify the scale of development proposed across each area of the North.

Action: Work with partners to recognise the varying requirements for Government funding applications and support applications which reflect the place-based approach embedding TfN's key workstreams. This will illustrate to Government the social, environmental and economic benefits of spatial plans, net zero strategies and key schemes.

Development Planning

TfN have established a Development Log (D-Log) and Intervention Log (I-Log) to visualise all significant new development applications across the North. This can support partners to identify locations where potential mitigation measures may be required for the transport network. These logs can also support cross-boundary collaboration identifying sites which will require collaboration between local planning authorities to ensure there are no disproportionate impacts on neighbouring authorities.

These logs are updated annually through TfN's TAME team requesting relevant data from local planning authorities. TfN are engaging with Government on future opportunities to apply our D-Log/I-Log and add value to spatial planning across national and regional levels. TfN cannot legally publish the data publicly but there are opportunities to work with partners and utilise the D-Log/I-Log to inform spatial planning and decision-making on development applications across the North.

Action: Continue to maintain the D-Log/I-Log through TAME's annual data collection process and engage with partners on the capabilities and added value these modelling tools can provide for spatial planning across the North.

When partners are reviewing a specific development proposal or planning application which they view as being of significant regional importance, TfN would encourage partners to engage with us as early as possible. We can undertake a 'bottom-up' assessment of the development impacts on neighbouring local planning authorities and the level of accessibility of the proposed development via all transport modes.

We define proposals of significant regional importance as developments which fall into at least one of the following:

- Will create over 1,000 new homes.
- Will create over 700 new jobs.
- Is located within 2km of the Major Road Network and is expected to have a direct impact on the network in the area.
- Is located within 2km of a rail station and is expected to significantly increase demand at the station.

- Is located within 2km of a boundary with neighbouring local authority and is of significant scope that it will require cross-boundary collaboration to realise the development.

This assessment will draw upon the evidence base of our D Log with potential opportunities to utilise our modelling capabilities. Through this, we will support local planning partners to ensure developments embed the pan-northern priorities outlined in the STP and are designed with suitable transport mitigation measures where necessary.

Through consulting with local planning partners on these proposals, we can maintain an up-to-date evidence base which is critical to our modelling, forecasting and appraisal work, to ensure models provide a more accurate level of outputs reflective of real-world scenarios. This also ensures TfN's business cases are more accurate and reflective of current and forecasted future demand.

Action: In collaboration with our TAME and Economics & Research teams, formalise the forum in which TfN can engage with partners on all elements of spatial planning.

Engagement with stakeholders

TfN recognise that central to supporting partners within spatial planning is the need for robust engagement throughout the process, which must be underpinned by an effective communication channel. To achieve this, we will work to formalise the process for partners to engage regularly and openly with TfN on their spatial planning proposals.

We will also engage wider stakeholders to support partners further where appropriate, including but not limited to DfT, DLUHC, Homes England and the RTPI.

Action: Engage with wider stakeholders to consider their perspectives on spatial planning and how this aligns with TfN and local planning partner ambitions.

Next steps

The next steps for TfN's spatial planning policy framework are to progress engagement with partners and wider stakeholders to ensure that the policy actions are effective and will add real value to partners' spatial plans across the North. We will establish a suitable forum of engagement for partners to communicate on spatial planning priorities and to access our evidence base.

We will continue to develop our evidence base, progressing key workstreams that support our spatial planning policy. This includes our work on the D-Log/I-Log and TAME's modelling capabilities, as well as ensuring wider TfN workstreams align with the ambitions of our spatial planning policy framework such as the NPIER, our Decarbonisation Strategy and our research in TRSE and health and wellbeing.



Transport for the North
2nd Floor
4 Piccadilly Place
Manchester
M1 3BN



Transport for the North
Ground Floor
West Gate
Grace Street
Leeds
LS1 2RP



0161 244 0888



info@transportforthenorth.com



DRAFT

TfN Multi-Modal Hub

Policy position statement

January 2022



Context

The Strategic Transport Plan (STP) states that “TfN will support the development and delivery of improved multimodal transport hubs at key national and international gateways in the North”, and that TfN will “work with Partners to develop and implement their local plans and strategies, ensuring they complement the policies and proposals set out in the Strategic Transport Plan, to deliver packages of improvements that support a more seamless, integrated end-to-end experience.”

Currently, TfN does not have a developed policy position on multi-modal hubs. The scale of multi-modal hubs across the North varies significantly in both size and demand. For the purpose of this work, TfN are considering multi-modal hubs in areas of “important economic centres”¹ which can be supplemented with enhanced facilities and information features to both attract and benefit passengers. Examples of a multi-modal hub include bus park and rides, or a bus and rail interchange.

This document identifies the potential role of TfN in achieving better integration between Strategic Road Network (SRN), Major Road Network (MRN) and local public transport networks including bus and rail.

TfN intends to adopt this policy position statement and use it as a basis to help inform and support TfN programmes, the refreshed STP and TfN partners local transport plans.

TfN are looking to support partners with the development of multi-modal hub plans and can apply our pan northern evidence base to support partners in adding value to their multi-modal hub development. This will also help ensure multi-modal hub plans consider pan northern connectivity, facilitating cross-boundary travel and where beneficial, collaboration between neighbouring transport authorities.

Our ambition to support multi-modal journeys is reflective of a growing policy focus on improving integration across transport modes, for example improving rail and bus connections, and transforming rail stations into integrated mobility hubs². This includes consideration of the spatial element of the multi-modal hub itself, with a focus on efficiency, inclusive design, quality, planning and funding³ to contribute to urban realm improvements alongside overlapping transport modes. The recently published National Bus Strategy for England refers to an aspiration to develop railway stations as hubs for connecting services with high quality bus stops close to station entrances⁴.

¹ A population of <50,000 people, or perform a sub-regional function (e.g. Northallerton), represent a regionally important gateway for people or goods (e.g. Manchester Airport or the Port of Liverpool), or employment cluster (e.g. Daresbury) or university located external to a major settlement (e.g. Liverpool Hope).

² Transport Decarbonisation Plan (2021)

³ TfL Interchange Best Practice Guidelines (2021)

⁴ DfT Bus Back Better: National Bus Strategy for England

Data from the National Travel Survey shows multi-modal journeys only accounted for 3% of UK trips, and 2% of trips across the North in 2019⁵. This is a small proportion of total trips and shows significant potential for increasing multi-modal journeys through identifying potential demand which could be enhanced through improved integration and transport options.

The differences between multi-modal hubs across urban and rural areas of the TfN geography is recognised, with equal consideration given to both area types. This includes the varying needs, with urban areas more likely to have ambitions to reduce traffic levels and rural areas more likely to be focused on improving accessibility and managing the peak traffic levels generated by the visitor economy.

As such, case studies of different locations have been developed to show the scale of multi-modal hubs in different areas as part of setting the context for the development of the policy position.

Case Study Evidence Base

Transport for Greater Manchester

- Transport for Greater Manchester (TfGM) are responsible for co-ordinating transport services across the ten Greater Manchester districts.
- The Greater Manchester 2040 Strategy makes reference to the development of Greater Manchester Travel Hubs, which have improved pick-up and drop-off provision, access to cycle facilities and access to electric vehicle charging points. Travel Hubs aim to have a more rounded view of improving access to rapid transit stops and stations by increasing rapid transit customer numbers, whilst decarbonising access to rapid transit stops and stations. A pipeline of Travel Hubs is being developed and, subject to funding, would see 1 to 2 Travel Hubs implemented per Greater Manchester district over a five-year programme.
- Additionally, there is reference to the development of hubs through improved demand responsive travel, multi-modal ticketing and payment, and the evolution of park-and-ride. There are currently 21 park-and-ride sites within Greater Manchester.
- TfGM are also developing a strategy and pipeline of potential sites for mobility hubs away from rapid transit nodes, alongside the development of a toolkit to assist in identifying the most suitable locations for mobility hubs.
- TfGM have provided feedback that TfN contributions in this area would be beneficial for the design of HS2 / NPR stations, alongside the development of interchanges, Mobility Hubs and Travel Hubs. This could be supported by a **TfN produced design guide, coordination of collaborative working on hub development, and any additional evidence for mobility hub demand**. The process of site selection and business case / operating models is identified as a current knowledge gap.

⁵ National Travel Survey (2019)

East Riding

- There is an existing Park and Ride in Bridlington and this provides a service to the Bridlington resort via both land train and bus.
- There are a number of locations within the East Riding area which have been identified as areas of potential development for future multi-modal hubs. These include a proposed park and rail / bus facility with EV charging and cycle parking in Brough, and a potential Parkway station at Melton. There is also overall support and implementation for cycle parking at railway stations where there is evidence of demand.
- The East Riding Local Transport Plan Bus Strategy refers to the development of cycle parking at bus stations and significant hubs, to encourage multi-modal journeys. There is also reference to encouraging multi-modal journeys i.e., the Bridlington Bus / Rail Interchange.
- TfN work in this area would be most beneficial in providing evidence of the potential demand to support identification of locations, and to assist with business case evidence.

Role of TfN

As a sub national transport body, TfN's role is to set the overall transport vision, and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN supports the development of multi-modal hubs in the North and this policy position aims to set out the role of TfN in this area for future development.

Challenges & Opportunities

For TfN, there are several challenges to address as we develop our multi-modal policy, including:

- As a Statutory Transport Body, TfN has the remit to influence and promote strategic transport interventions, and our STP is a formal plan that should be a key consideration for any transport plans within the North. Through developing a defined policy position, TfN have the opportunity to support partners further in this area.
- The creation of a TfN multi-modal hub policy position creates greater certainty for partners around what TfN's defined role is and the added value which TfN can provide.
- Multi-modal (M-M) hubs can vary significantly both in size and demand levels, and TfN recognises the need for a flexible 'Place based' approach to supporting M-M hubs.

Links to other workstreams

- Strategic Rail – supporting the development of new and existing rail stations as multi-modal hub locations, with coordinated timetables and facilities (i.e. EV charging points). Also applying best practice / guidance to the spatial elements and provision of facilities in multi-modal hub development. This includes the development of multi-modal hubs at NPR / HS2 stations. The focus is achieving integration of all rail services, links to other forms of public transport, active travel modes and integration with land use planning to promote appropriate development.
- Decarbonisation Strategy - the draft TfN Decarbonisation Strategy outlines the commitment from TfN and partners to a regional target of near-zero carbon surface transport network by 2045.
- Clean Mobility Visions – will gather evidence and produce contextualised examples of how better integration between public transport modes, and between private and public transport, can reduce levels of car use. This is to support decarbonisation, health, and social inclusion.
- Major Roads Report – supporting a reduction in urban centre trips through encouraging park-and-ride sites.
- TfN Freight Strategy - the draft TfN Freight Strategy outlines the ambitions for freight growth and support across the North.
- TfN Spatial Planning policy position – Delivering high-quality, accessible multi-modal hubs should be embedded in new developments to promote public transport, active travel and car sharing, whilst reducing single car occupancy. For spatial planning, multi-modal hubs can transform and revitalise communities through supporting increased density and mixed-use development around public transport hubs, enhancing the attractiveness of public transport across all parts of the North.
- TfN Active Travel policy position - TfN is supportive of active travel journeys across the North, and supports active travel trips to and from multi-modal hubs.

TfN’s Role in Multi-Modal Hubs

As noted within the context section, TfN as a Sub National Transport Body (STB), has a statutory responsibility to support and implement transport strategies across the North, promoting the investment priorities of the North on a national scale. Our STP is a formal plan and therefore as part of our role within multi-modal hubs, we aim to ensure the ambitions and priorities of our STP are included as a key consideration for any spatial or transport plan developed within the North by local partners.

Action: Making the case for financial investment in multi-modal hubs in the North

Evidence: *Support for multi-modal hubs in wider Government policy is growing and there is scope to increase the number of multi-modal journeys in the North. There is an opportunity for TfN to work with local partners to identify locations for future development of multi-modal hubs or improvements to existing multi-modal hubs, and work with local partners in making the case to Government for investment.*

Action: Supporting partners through access to expertise

Evidence: *Partners can seek support from TfN around their proposed development plans for multi-modal hubs. This can include seeking advice from TfN Officers on making the case within business case development (i.e. ensuring TfN plans are represented in the Strategic Case) and also using communications between TfN and central Government to gain insight into future funding opportunities and Government direction. TfN can facilitate communications between local partners and DfT, through inviting the correct DfT representatives to provide updates on multi-modal hubs at partner engagement meetings (i.e. Major Roads Group, Strategic Oversight Group).*

Action: Providing partners with an evidence base of potential multi-modal hub demand

Evidence: *Through the TfN Analytical Framework, TfN can provide data to local authorities which reflects the regional scale of travel patterns and accounts for cross-boundary trips, for both baseline demand for multi-modal hubs and forecast demand in various future travel scenarios. This can support partners in developing business cases through providing evidence of the wider spatial context, alongside support for submitting funding applications for investment in multi-modal hubs.*

Action: Collation of best practice for partners to apply to their areas

Evidence: *There are various existing best-practice documents which relate to multi-modal hubs, however the guidance has a tendency to focus on larger scale hubs than those of a smaller scale i.e. in rural areas or smaller towns. Those hubs which may be considered small on a broader scale, are often significant for the surrounding rural area and therefore the development of such hubs is key.*

For example, Government documents such as the Transport Decarbonisation Plan and Bus Back Better make reference to the support for multi-modal hubs, however there is minimal reference to guidance on the development of hubs. There is guidance within international best practice, however there may be lower levels of applicability of this guidance for some local partners. Similarly, Transport for London have issued guidance on principles which could be considered in the development of hubs.

There is an opportunity for TfN to collate existing best practice which considers examples across the North, across England and internationally. This could also consider different planning requirements relevant to multi-modal hubs. This repository could be made available to local partners, for their reference in the development of multi-modal hub plans, and business case development.

Action: Undertake work to identify multi-modal hub locations which would benefit from improved passenger information / marketing

Evidence: *A clear element of TfN's role is to help prioritise investment across the North. TfN have recently commissioned a Stations Study to identify which rail stations would provide the best value for money if ticketing information and wider marketing improvements were implemented.*

TfN can share the findings of the Study to inform future investment and decision making and to assist in identifying effective measures for multi-modal hub enhancement.

Next steps

Engage with partners on the identified “actions” and seek feedback on whether this is reflective of their thinking, and whether these actions are considered useful to them in the development of multi-modal hubs.



Transport for the North
2nd Floor
4 Piccadilly Place
Manchester
M1 3BN



Transport for the North
Ground Floor
West Gate
Grace Street
Leeds
LS1 2RP



0161 244 0888



info@transportforthenorth.com

