

Transport for the North Scrutiny Committee Agenda

Date of Meeting	Tuesday 05 September 2023
Time of Meeting	11.00 am
Venue	Virtual

Filming and broadcast of the meeting

Meetings of the Transport for the North are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

Item No.	Agenda Item	Page
4.0	Strategic Transport Plan Update To consider the update following the public consultation. Lead: Katie Day/Lucy Jacques	17 - 34

This page is intentionally left blank

STP2 Consultation: Update and headline outcomes

September 2023



Headline numbers

The STP consultation ran from 25 May – 17 August 2023 inclusive.

In total we received 650 responses, made up of

- **220** responses to our STP citizens panel activities
- **144** attendees at the TfN led workshops, taking place in Manchester, Leeds, Newcastle & virtually
- **97** via our online virtual consultation room
- **97** from members of the public, via emails and letters
- **51** from specific groups such as local charities and user groups.
- **32** / 134 responses from our statutory consultees
- **9** MPs from the region attended our All-Party Parliamentary Group (APPG) session in Whitehall.

TfN officers also presented at **22 partner events** including sessions with chambers of commerce, local enterprise partnerships, environmental and public health stakeholders, local transport authority committees and member briefings.



By 2050 the North of England will have become a thriving, socially inclusive region. Our communities, businesses and places will all benefit from sustainable economic growth, improved health and wellbeing and access to opportunities for all. This will be achieved through a transformed, zero-emission, integrated, safe and sustainable transport system, which will enhance connectivity, resilience and journey times for all users.

Transforming economic performance

£118bn more GVA by 2050

Decarbonisation of surface transport

Near zero by 2045

Enhancing social inclusion and health

1 million people fewer at risk of TRSE by 2050

The share of trips made by public transport increases to **15% by 2050** (currently 7%)

The share of trips made by active modes increases to **36% by 2050** (currently 27%)

Right share targets

There is **zero overall regional increase in private car vehicle mileage** on the North's road network to 2045, against a baseline of 78.2 billion in 2018.

Double the share of freight (measured as tonne km) carried by rail from **8.5% to 17% by 2050**.

Overarching themes

- **Show greater ambition:** both partners and respondents have said the STP should be more ambitious, going further and bringing target dates sooner.
- **Not meeting carbon targets:** respondents are concerned that the STP's modelled Future Travel Scenarios fail to meet TfN's Decarbonisation Targets.
- **Need to consider affordability of transport:** this has been a prominent theme across the consultation.
- **The importance of bus and coaches:** respondents have noted the important role of bus in delivering the strategy and would like to see more detail on policies for buses and coaches.
- **Understand the unique challenges of rural areas:** the STP needs to demonstrate understanding what the impact of policies and targets will be for rural areas.
- **Consider environmental benefits beyond decarbonisation:** consultees highlighted areas such as air quality, bio-diversity net gain and enhancements to the natural and built environment that should be considered.
- **Importance of mode shift / behavioural change:** it is widely recognised that the strategy's aspirations will only be delivered if there is a significant mode shift towards sustainable modes & reallocation of roads to support that.
- **Improvements to public transport:** consultees raised a number of areas for improvements to the existing transport networks, including frequency, reliability, affordability, accessibility and supporting the case for light rail / mass transit.
- **Transport integration:** consultees were clear on the need to integrate modes across the transport system, including fares and timetables.
- **Freight & Logistics:** the STP needs to make a stronger case for freight including multi modal freight hubs and use of inland water ways.
- **Simplify the messaging and talk with one, louder voice:** respondents felt a summary of the STP needs to be more impactful and TfN should communicate this with a louder voice.
- **Engagement and collaboration:** some stakeholders welcomed the collaborative approach to development of the strategy, others felt that more engagement with local communities was necessary.
- **Over-reliance on electric vehicles (EVs):** doubts and concerns regarding the reliance on EVs with the strategy was expressed.
- **Questioning ability to deliver:** consultees have raised questions about how TfN's targets and ambitions will be delivered based on their influence and ability to invest, and the need to provide a detailed action and implementation plan.

Overview by STP chapter and topic area

Topic area	Public consultation (VE Room)				Stat. consultees, partners and other groups		
	Overall agree	Neutral	Overall disagree	Don't know	Overall agree	Neutral	Overall disagree
1. Vision	75% (89)	12% (14)	9% (11)	4% (5)	82% (28)	6% (2)	12% (4)
2a. Economic Performance	71% (70)	10% (10)	7% (7)	11% (11)	74% (25)	15% (5)	12% (4)
2b. Decarbonisation	60% (58)	13% (12)	15% (14)	13% (12)	52% (22)	21% (9)	26% (11)
2c. Social Inclusion & Health	58% (56)	15% (14)	9% (9)	18% (17)	76% (25)	12% (4)	12% (4)
3. User centric & Place Based	90% (64)	4% (3)	4% (3)	2% (1)	69% (25)	19% (7)	8% (3)
4. Outcome focused	71% (41)	10% (6)	16% (9)	3% (2)	50% (3)	17% (1)	33% (2)
5. Overview Transport Strategy	Not applicable				56% (9)	38% (6)	6% (1)
6. Roads	65% (54)	11% (9)	21% (17)	3% (3)	60% (26)	19% (8)	21% (9)
7. Rail	77% (72)	6% (6)	14% (13)	3% (2)	71% (30)	17% (7)	12% (5)
8. I.C.F.L	59% (34)	10% (6)	21% (12)	10% (6)	56% (19)	24% (8)	21% (7)
9. Local connectivity	See slide for details				60% (19)	24% (6)	16% (4)
10. Implementation	See slide for details				50% (18)	33% (12)	17% (6)
11a. ISA	37% (19)	26% (13)	4% (2)	33% (17)	27% (4)	47% (7)	27% (4)
11b. HRA	34% (17)	24% (12)	4% (2)	38% (19)			

Page 21

Note – We also sought feedback from our citizens panel on the three strategic ambitions, right share targets and policy & place framework with the headline results of those provided later in the deck.

Vision

General support and alignment

Respondents expressed overall support for the vision and suggested it would be useful for their own strategy development. For example, “The vision and three ambitions of this strategy will support County Durham’s Vision 2035”.

Greater focus on Air Quality, Environment and sustainability

Respondents felt environmental issues were important, with some wanting the plan to go further and consider areas beyond just decarbonisation.

Greater clarity needed

Respondents suggested more information was needed on how the vision would be realised, for example, one respondent felt the relationship between the vision and the interventions was “tenuous”.

Greater ambition on mode shift to transport needed

Respondents wanted to see greater ambition on mode share. For example, “to find that “right balance” we wish to see a more ambitious adoption of active travel modes”.

Improving public transport

Respondents would like to see a greater focus on improving public transport e.g. higher modal share, larger rail and bus network, improved journey times and frequency of service

A more ambitious vision

Respondents think the timeframe of delivery of the strategy is “too long into the future”

Strategic Ambitions

Consider all together

While individuals and groups had mixed views the general feedback was that the three strategic ambitions should be considered together and not in conflict: “economic performance, decarbonisation, social inclusion and health should not have greater importance than each other, as all are equally as important in achieving prosperity.”

General support and alignment

Partners and stakeholder groups identified alignment between TfN’s ambitions and those of their own organisations, recognised need for multi-agency approach to addressing these challenges.

Greater focus on environment, sustainability and biodiversity

As elsewhere, some respondents highlighted the need to consider issues beyond just decarbonisation.

Economy should be in service to society and the environment

Some also felt that economic performance should be seen as the “means” to better social and environmental outcomes.

Roads: mixed views

Mode shift to sustainable transport

- Encouraging modal shift towards more sustainable modes was a key theme: “Far more needs to be made of achieving modal shift and reducing individuals’ personal car miles.”
- Respondents wanted to make public transport a priority by increasing its affordability, with more park and ride facilities and through the support of integrated travel.
- Active travel investment should be a priority.

Reduce car usage

- Respondents wanted the strategy to discourage car usage, better urban and transport planning as well as through the reallocation of road space.
- Going further, others responded in support of measures to reduce car usage.
- Other respondents were concerned that the reduction of car usage was not realistic

Page 24

Maintenance & resilience of existing assets

Respondents highlighted improvements needed to existing roads in their area, particularly around maintenance.

Support road investment

Partners also highlighted the importance of road investment to the region: The focus on decarbonisation should not detract from the fact that roads will continue to deliver many sustainable forms of transport and will require investment.

More detail on road investment needed

Respondents also highlighted a desire to understand TfN’s Road priorities: “the Rail strategy talks about specific investment schemes – this section should also refer to investment, such as the A66 and the MRN/LLM programme.”

Other themes

Road space reallocation, importance of roads in rural areas, demand management.

Workshops summary

3 in-person workshops (Manchester, Leeds and Newcastle) and one virtual workshop have been held with stakeholders across the North.

In total, 144 stakeholders have attended the workshops. From these, 90 attended in person and 64 attended the virtual workshop.

Despite the geographical split of the events, the following consistent themes were set forward by stakeholders:

- The STP needs to be more ambitious, going further and delivering target dates sooner.
- **Strengthening our decarbonisation ambition**, defining near net-zero, and including wider environmental aims under this ambition.
- **Affordability** needs to be more prominent.
- **Integration of modes and ticketing** is a key enabler.
- We need to **instigate behavioural change** to secure the mode-shift that will allow us to achieve our wider aims.

- The **STP can play a key role in bringing certainty to the private sector**, by encouraging collaboration between public and private.
- TfN's **approach to social inclusion was strongly supported**, however, **more can be said on accessibility and appraising health and social drivers**.
- **TfN should have a bus and coach strategy**.
- TfN and the STP need to more engaging with communities and travellers. Communicate the plan in a simpler manner – not just focused on transport planners and funders.
- A long-term funding pipeline / settlement is needed. TfN need to prioritise – agreeing their implementation plan between government and LTAs
- TfN are a statutory body and as such government must take notice. TfN should be given greater powers to accelerate and provide certainty in delivery.

Northern Transport Voices (NTV)

Northern Transport Voices is Transport for the North's panel of citizens from across the North who engage with transport-related research via an online research platform. At present the panel comprises 550 members of the general public from across the North of England.

What was the purpose of the Policy and Place Framework survey?

The aim of this short survey was to invite Northern Transport Voices members to review the transport policies identified for their relevant place type within the STP2 Policy and Place Framework and to provide feedback on these policies (such as the extent to which they would support these policies and the reasons why). The survey fieldwork was conducted between 10 July and 2 August 2023.

How many people have engaged with the survey?

190 panel members provided postcode information and therefore were invited to take part. **146** started the survey, however only **101** gave sufficiently detailed responses for their submissions to be used. Two respondents did not provide a response on their view for all the policies presented for their place type, and one respondent did not answer the demographic detail element of the questionnaire.

Which groups or individuals engaged with the survey?

- Ethnic minority backgrounds are underrepresented; however, women make up just over half of the

respondents (54%), those with disabilities were well represented (40%) and there was a reasonable spread by age.

- There is a broad representation across the three ITL1 regions.
- The Large Conurbations place type achieved 62 responses, but the other place types achieved 10 or under, a reflection of the panel itself.

What has been the quality of the responses?

Given the response total and range of policies presented it is difficult to make assertions with any statistical validity, however the qualitative comments have some common themes across the different policy types.

How does engagement compare to other Northern Transport Voices surveys?

The response to the survey overall has been lower than for previous surveys carried out with the panel. This was expected given the need to read through and consider more strategic and forward-looking material compared to previous survey topics, leading to a somewhat higher dropout rate than seen previously.

Overall, strong support for the policies identified for each place type, in total 71% agree (either agree or strongly agree)

Policy packages differed across the nine surveys so it is difficult to identify common threads by policy, but some generalisations can be made from the qualitative responses. All 101 respondents offered some narrative, some were more detailed than others.

How do you think these policies would impact your local area?

- Interventions to improve the provision and reliability of public transport were well received
- Improvements to bus services were seen as a reversal of previous cuts/decline
- Desire to see longer operating hours of public transport and increased service frequency
- Environmental benefits and local clean air were largely seen as positive impacts of policies, including those that reduce car use in favour of viable public transport alternatives
- Health benefits of promoting active travel, e.g. walking and cycling
- Policies that promote safety well received, however there are concerns expressed about the use and further promotion of e-bikes and e-scooters that are currently associated with potentially dangerous riding behaviours
- Concerns about further giving over limited space to active travel, such as cycles lanes, that are largely viewed as underutilised

What do you think the main challenges with delivering these policies would be?

- By far the biggest challenge was that of cost, particularly given the scale of need required to improve current infrastructure, reinstate services and adopt new technology, e.g. EV charging infrastructure
- In terms of mode shift away from cars, the need to change behaviour and get people out of cars was the main challenge identified by respondents, largely due to the lack of a viable/reliable alternative

Is there anything that is important to you that is missing from these policies?

- Respondents felt the policy narratives missed detail on “how” these will be delivered
- There were comments indicating people felt there was a lack of consideration of vulnerable groups, such as those with disabilities, the elderly, and low-income groups
- Some respondents did not appear to fully identify with the place policy, and in the case of visitor destinations that was a sense that the policies were targeted at visitors rather than residents

NTV- Strategic ambitions & right share targets survey

What was the purpose of the Strategic Ambitions and Right Share Targets survey?

The aim of this short survey was to invite Northern Transport Voices members to rate the three STP2 Strategic Ambitions based on their importance, and to invite their feedback on the medium- and long-term targets for the modal right share at the level of the North as set out in STP2. The survey fieldwork was conducted between 7 – 21 August 2023.

How many people have engaged with the survey?

550 panel members were invited to take part. **207** members opened and started the survey, while **119** fully completed the survey. Demographic data was missing for two of the 119 respondents.

Are there any groups or individuals who have not engaged with the survey?

Page 29

Ethnic minority backgrounds are underrepresented, accounting for 3% of responses.

Young people are underrepresented, with respondents aged under 30 years old accounting for 4% of responses.

What has been the quality of the responses?

Given the total number of responses, and the fact the respondents were self-selected among a wider panel, the quantitative findings should be interpreted as indicative, rather than statistically representative of the opinions of the overall population of the North. The qualitative feedback provided as part of the responses is very detailed and allows for some common themes to be identified regarding the attitudes of this respondent group.

How does engagement compare to other Northern Transport Voices surveys?

The response rate for this survey has been lower than for previous surveys carried out with the Northern Transport Voices panel. This was expected given the need for respondents to read through and consider more strategic and forward-looking material compared to previous survey topics, leading to a somewhat higher dropout rate than seen in previous surveys.

Attitudes towards STP2 Strategic Ambitions

- Respondents rated enhancing social inclusion and health as the most important strategic ambition, closely followed by transforming economic performance, then transport decarbonisation. Just under 7% of respondents rated all three ambitions as 'most important'
- **As part of qualitative feedback on the ambitions, many respondents stated that all three ambitions are very important, and that there can be interlinkages and interdependencies between all three ambitions**
- Many respondents highlighted the importance of investing in transport infrastructure and services, particularly in public transport, in order to help achieve all three ambitions
- Improving social inclusion and health was seen as having the potential to have a significant impact on Northern residents' quality of life, particularly for the most disadvantaged residents

Attitudes towards STP2 pan-Northern right share targets

- **61% of respondents agree with the medium-term (2030) pan-Northern right share targets, while 18% disagree**
- **56% of respondents agree with the long-term (2050) pan-Northern right share targets, while 27% disagree**
- On average, the majority of respondents felt that the pan-Northern right share targets were set at about the right level, although some argued that they are too ambitious (due to the current poor state of active travel and public transport provision) and not ambitious enough (due to the speed of climate change)
- Respondents often agreed with the targets in principle, but questioned their deliverability, due to entrenched preferences for private car use and significant financial investment required to provide convenient and good quality active travel and public transport options
- The pan-Northern right share targets were seen as less deliverable/suitable for rural areas, and areas/populations affected by TRSE issues

STP2 implementation & timeline to adoption



In parallel to updating the STP following consultation, we are developing a proposal for implementation. The STP (Chapter 6 – Action and Implementation Framework) identifies three areas of focus:

1. Maximising the impact of committed investment in the North with a focus on capacity, resilience and reliability, and support the growth of travel markets crucial for economic, social and environmental transformation. **The STP set out the “required actions” by TfN, which we are refining and developing with partners over the autumn.**
2. Communicating clear road and rail investment and policy priorities for the next two funding periods within the existing funding envelopes. **TfN will engage with partners over the next three months to confirm the short to medium term priorities ahead of next Spring’s Budget (see next slide).**
3. Setting out and agreeing with Government the roadmap for securing the longer-term investment needed in the North, while advocating the need to simplify funding streams and further devolution of decision making and accountability. **The STP included initial ideas for reforms, which we are discussing with the Partnership Board on 4 September. (We will provide a verbal update at the meeting).**

- TfN's advice and proposals to improve efficiency and effectiveness of implementation to be provided alongside the STP in December 2023 – will include the pan-regional schemes/investments that are critical to transform the North.
- Public sector fiscal environment remains very challenging, TfN needs to ensure commitments already in national programmes are protected, as well as making the case for additional investment in the short to medium term.
- With a General Election expected next year (and Comprehensive Spending Review to follow), the North must make the strongest possible Spring budget submission.
- TfN Partners have already identified many critical pan-regional schemes, (short, medium and long-term) such as: Northern Powerhouse Rail (in full), HS2, Transpennine Route Upgrade, Leeds Station, A66 dualling, Leamside Line, Midland Main Line Electrification.
- Between now and December, we will work with partners to confirm the short- and medium-term pan-regional priorities, for discussion with the TfN Board in December.
- The STP consultation feedback supports this approach, calling for clarity on the implementation details (e.g. schemes, investment priorities).

w/c 4 Sept

- Partnership Board discussion on approach to STP implementation
- Scrutiny Committee and Executive Board update on consultation findings

During September – full analysis of responses and prepare advice to Board on amends

27 Sept – TfN Board item on consultation findings & seeking steers for amends

3 Nov – DfT page turn pre briefing of final STP ahead of December Board

w/c 20 Nov – Scrutiny Committee & Executive Board expected to consider final STP

14 Dec – TfN Board item seeking approval of final STP & implementation proposition

Early 2024 - Publication and launch of STP (subject to Board approval)