

Transport for the North Scrutiny Committee Agenda

Date of Meeting	Thursday 10 March 2022
Time of Meeting	11.00 am
Venue	Hilton Leeds City, Neville Street, Leeds, LS1 4BX

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Item No.	Agenda Item	Page
1.0	<p>Welcome & Apologies</p> <p>The Chair to welcome Members and the public to the meeting.</p> <p>Lead: Chair</p>	
2.0	<p>Declarations of Interest</p> <p>Members are required to declare any personal, prejudicial or disclosable pecuniary interest they may have relating to items on the agenda and state the nature of such interest.</p> <p>Lead: Chair</p>	
3.0	<p>Minutes of the Previous Meeting</p> <p>To approve the minutes of the meetings held on 4th November 2021 and 12th January 2022 (including updates on agreed matters as appropriate).</p> <p>Lead: Chair</p>	3 - 18
4.0	<p>2022/23 Budget and Business Planning</p> <p>To consider the report on the 2022/23 Budget and Business</p>	19 - 32

	<p>Planning.</p> <p>Lead: Paul Kelly</p>	
5.0	<p>Strategic Transport Plan Policy Development - International Connectivity & Rural Mobility policies</p> <p>To consider the Strategic Transport Plan policies on International Connectivity and Rural Mobility.</p> <p>Lead: Lucy Jacques</p>	33 - 72
6.0	<p>Integrated Rail Plan Update</p> <p>To provide an update on progress following the publication of the Integrated Rail Plan and to set out the proposed next steps.</p> <p>Lead: Tim Foster</p>	73 - 76
7.0	<p>Approval of the Freight and Logistics Strategy</p> <p>To provide an update on the Freight and Logistics Strategy consultation activity and outcomes.</p> <p>Lead: Tim Foster</p>	To Follow
8.0	<p>Setting the Scope & Objectives of the Northern Digital Mobility Strategy</p> <p>To consider and agree to the scope and objectives of the Northern Digital Mobility Strategy.</p> <p>Lead: Matt Smallwood</p>	77 - 88
9.0	<p>Electric Vehicle Charging Infrastructure (EVCI) Framework Update</p> <p>To consider the report of the Senior Planning and Strategy Officer.</p> <p>Lead: Simon McGlone</p>	89 - 118

Scrutiny Committee Minutes

Thursday 04 November 2021
Virtual

Present:

Attendee	Local Authority
Cllr Paul Haslam	North Yorkshire;
Cllr Martin Mitchell	Blackpool;
Cllr Rodger Jones	Greater Manchester Combined Authority;
Cllr Sean Chaytor	Hull;
Cllr Matthew Salter	Lancashire;
Cllr Lindsay Melia	Liverpool City Region;
Cllr John Davison	North Lincolnshire;
Cllr Chris Lamb	South Yorkshire Mayoral Combined Authority;
Cllr Steve Parish	Warrington;
Cllr Manisha Kaushik	West Yorkshire Combined Authority;
Cllr Stephen Fenton	York;

Invitees In Attendance:

Maggie Simpson	Director General of the Rail Freight Group
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Officers in Attendance:

Name	Job Title
Gary Rich	Democratic Services Officer
Iain Craven	Finance Director
Julie Openshaw	Head of Legal Services
Tim Foster	Interim Strategy & Programme Director
Rosemary Lyon	Legal and Democratic Services Officer
Owen Wilson	Major Roads Strategy Manager
Peter Cole	Principal Environmental and Sustainability Officer
Manjit Dhillon	Senior Solicitor
David Hoggarth	Strategic Rail Director

**Item
No:**

Item

1. Welcome & Apologies

- 1.1 The Chair welcomed all in attendance and informed Members that the meeting is being streamed live. Apologies were received from Cllr Hughes, Cllr Kaushik and Cllr Groves.

The Chair explained to Members why the meeting had been changed to a consultation call and stated that the next meeting in January would be face to face, subject to Health and Safety considerations.

2. Declarations of Interest

- 2.1 There were no declarations of interest.

3. Minutes of the Previous Meeting

- 3.1 The minutes of the meeting held on 9 September 2021 were considered and their accuracy as a correct record confirmed. The minutes were proposed by Cllr Fenton and seconded by Cllr Chaytor.

Resolved:

That the minutes of the meeting held on 9 September 2021 be noted.

4. Budget Revision Update

- 4.1 Members received the report from the Finance Director who highlighted the key elements of the report, specifically the impact that the delayed publication of the Integrated Rail Plan (IRP) is having.
- 4.2 Members expressed their concerns over the delayed IRP and considered what they might be able to do to speed up its publication.

The Interim Strategy & Programme Director explained that unofficial indications from Government suggest that the IRP is expected to be published in November. He highlighted that the delay is impacting on major projects as well as other enhancements on the rail network.

- 4.3 The Chair urged that the IRP be published as soon as possible.

Resolved:

That the Committee note the financial performance in the six months to September 2021 and that Budget Revision 2 will be finalised and presented to the November Board.

5. Business Planning Process

- 5.1 Members received the report from the Finance Director who highlighted the key areas of the report for Members.

He outlined the difficulties in producing the plan this year. He explained that the process is being hindered by not having a core funding settlement for 2022/23 or a budget for Northern Powerhouse Rail, as well as the Integrated Rail Plan not being published.

He explained that early indications from the Government are that Transport for the North are unlikely to get a funding settlement until the end of December or early January. However, departments are working on prioritisation lists so that when a settlement is agreed business planning can commence

- 5.2 Members expressed their disappointment at the lack of certainty that TfN finds itself having to deal with and the Committee expressed its disappointment in the lack of clarity regarding NPR and HS2.
- 5.3 The Chair expressed the Committee's concerns that the Business planning process is being hampered by the delay in the core funding and delayed publication of the IRP and as a consequence a delay to NPR. He stated that Officers are carrying out a prioritisation process but by December significant costs will be being incurred as a result of a lack of detailed settlement from the Government. He further explained that a level of certainty is required in order to carry out TfN's duty to improve transport in the North of England and a decarbonisation policy that involves a modal shift. This is required in order to support officers in undertaking their work.

Resolved:

That Scrutiny Committee notes the challenges and approach to the 2022/23 business planning process.

6. Freight & Logistics Expert

- 6.1 The Chair called on Ms. Maggie Simpson a Freight and Logistics expert and Director General of the Rail Freight Group to address the Committee. Following her introduction Members were able to ask questions and make comments on a variety of issues relating to freight and logistics.
- 6.2 Cllr Chaytor requested that the next time the Committee receives a report on freight and logistics that a briefing note on what happened with Freight Liner and its positives and negatives be included.
- 6.3 The Chair thanked Ms. Simpson for her attendance.

7. Manchester Recovery Taskforce

- 7.1 The report of the Strategic Rail Director was received by Members who highlighted key elements of the report before Members were invited to ask questions and make comments.
- 7.2 Members asked specific questions relating to issues that affected their constituent areas.
- 7.3 The Chair expressed concern about the modelling and stated his view that occurrence of delays should be easily identifiable.

The Strategic Rail Director reassured the Committee that this has been examined leading to a robust timetable structure. He explained that the Rail North Committee will be monitoring issues carefully and is hopeful that the new way of working in which services can be developed alongside infrastructure will be a positive.

- 7.4 Cllr Jones raised the issue of consultation with the public and requested that information be circulated to Members so that this can be passed on and enabling passengers to respond.

The Strategic Rail Director confirmed that he would feed back the comments to the train operators.

- 7.5 The Committee expressed its eagerness to help on any consultation and get responses from the wider public in their constituent areas. The Chair encouraged TfN to speak to the train operators and inform all Council Members on developments.

The Chair further stated that the Committee would like reassurances that all locations where delays occur have been identified.

It was also requested that all Stakeholders are consulted and have an input into the process.

Resolved:

- 1) That the Committee notes the progress made on the development of the December 2022 timetable and the next steps including a further round of public consultation planned for November 2021.
- 2) That the Committee notes the progress on developing an enhanced collaboration with the Department for Transport on the infrastructure solution including work to develop a clear roadmap (a 'RailMap') to identify a co-ordinated long-term service and infrastructure solution for the corridor to restore and improve connectivity.

8. Major Roads Report

- 8.1 This item was taken after item 9.
- 8.2 Members received the report from the Major Roads Strategy Manager who highlighted the key points of the report and the presentation.
- 8.3 The Chair informed Members of the questions which had been received from Mr Rae who represents the Environmental Transport Grouping and explained that the Major Roads Strategy Manager would provide Mr. Rae with TfN's responses. The following questions were received:
- Should the MRR not contain an explicit commitment to compatibility with the Decarbonisation Strategy, as is required by the TfN strategic transport plan?
 - Has an analysis been undertaken that establishes whether TfN's proposed investment in increased road capacity, facilitating more traffic generation, either assists the proposed carbon reduction pathway to Net Zero or alternatively undermines it?
 - How would the MRR manage increased demand for road travel consistent with its preferred future travel scenario and in order to achieve its 2030 & 2050 carbon reduction targets?
 - TfN's Strategic Goal for the environment requires TfN to make best use of existing transport infrastructure before investing in new capacity. Has TfN undertaken such an assessment to see if best use is being made of the road network?
 - Will TfN review (or ask DfT/National Highways to do likewise) the strategic case for all the MRR road schemes in the context of the Green Book?
 - The negative impacts of the MRR on the wider environment are nowhere to be found in the documents. Carbon emissions reduction is not the only emergency – there is a nature crisis and a public health crisis as well. What are the impacts of the MRR investments on these other two emergencies, and why have they not been included within its analysis?
- 8.4 Cllr Melia believed that there were contradictions in the report and raised a number of issues including the reliability of public transport when roads are congested with cars and the issue of air quality leading to a disparity in health outcomes.
- 8.5 Members discussed the importance of the need to decarbonise road vehicles and the need to improve the road network in order to reduce congestion.
- 8.6 In response to the issues raised the Major Roads Strategy Manager explained that highways are a flexible network and noted the reallocation of road space for other modes of transport at the start of the pandemic. He further explained that issues such as air quality will be in part be addressed by a shift to more electric vehicles, and that wider policy

initiatives on decarbonising the power generation would influence the impact of moving to EVs with respect to carbon emissions. . He also updated Members on the TfN's work evidencing the need for, and distribution of electric vehicle charging points across all areas of the North.

- 8.7 The Chair stated that the question of how many vehicles can afford to be on the road in order to meet carbon net zero by 2050 needs to be addressed. The Major Roads Strategy Manager explained that an analysis of how future traffic levels would impact on the decarbonisation trajectory has been undertaken and that he would ensure that was communicated in the Major Roads Report.
- 8.8 The committee requested that the report going to Board in November 2021 include a further section on how much vehicle use will need to change over the next 30 years in order to feed into the debate over road use.

Resolved:

That the report be noted.

9. Approval of the Decarbonisation Strategy

- 9.1 Members received the report and the presentation on the decarbonisation strategy from the Principal Environmental and Sustainability Officer who then highlighted the key points.
- 9.2 Cllr Fenton raised the issue of the Strategy's ambition.

The Principal Environmental and Sustainability Officer explained that the consultation was an open process and that is reflected in the wide range of responses received, including therefore The 20% who were not supportive which was evenly split between those who felt it should go faster versus those opposed to intervening to combat climate change. He further highlighted that middle ground views are often less well represented in consultations.

- 9.3 Cllr Chaytor raised the issue of decarbonisation in rural areas and the need to make sure that public transport services are not reduced.
- 9.4 The Chair raised the issue of governance and specifically how progress will be measured.

The Principal Environmental and Sustainability Officer explained that there is a monitoring and evaluation framework in development which will be adopted next year which will include a set of metrics to track progress. He further explained that there would be an annual light version stocktake that will also take place.

9.5 The Committee welcomed the Strategy. The Chair explained that whilst the car remains cheaper than public transport and whilst there are not cost effective, convenient and accessible modes of alternative transport in place the strategy will be difficult to enable. It is likely that this will only come about if subsidies for public transport are put in place. The Committee also commented on the need for further work to take place on decarbonisation in rural areas due to the differing challenges faced.

The Committee also noted the need to review the relative price of travel choices and that Transport related social exclusion also needs to be avoided.

9.6 The Principal Environmental and Sustainability Officer explained that relative price to travel choices has been added to the strategy and highlighted that the true cost of a car journey is more expensive than people realised. On the rural versus city issue he explained that this needs to be one of the key focuses moving forward.

Resolved:

- 1) That the Committee notes the content of the report in relation to the outcomes of the public consultation and updates made to the Strategy.
- 2) That the Committee approves TfN's Decarbonisation Strategy.

10. Bus Back Better Strategy

10.1 Members received the report from the Interim Programme and Strategy Director who highlighted the key points in the report.

10.2 The Chair asked if work on Smart Ticketing could be shared.

The Interim Programme and Strategy Director stated that he would need to confirm what was possible to share. All of TfN's work on smart ticketing has been shared with constituent authorities and the new work on digital mobility will further address opportunities to share thinking and best practice.

10.3 The report was welcomed by the Committee. Members were pleased that TfN is being consulted on Bus Back Better and the potential to share information on smart ticketing and other relevant intelligence with constituent authorities.

In order to achieve modal shift the Committee would like to see a fairer funding situation with greater convenience and greater access to public transport.

Resolved:

- 1) That Scrutiny Committee notes the report.

- 2) That the Committee notes the activities currently being undertaken to support LTAs and the forthcoming research on social exclusion.
- 3) That the Committee notes that the DfT has offered additional funding to Strategic Transport Bodies to provide more support to Local Transport Authorities, and TfN's initial plans for further activity in this area.

11. Review of Scrutiny Function and Future Committee Meetings Update

- 11.1 The Chair explained that he is deferring this item until the following meeting and asked for 3-4 Members to join him in a Member's working group to progress the review in the meantime. Cllrs Melia and Parish volunteered to take part, and Cllr Melia suggested that an e-mail be sent out to all Members.

Resolved:

That the report be deferred until the next meeting.

Scrutiny Committee Minutes

**Wednesday 12 January 2022
Virtual**

Present:

Attendee

Cllr Paul Haslam (Chair)
Cllr James Shorrock
Cllr Martin Mitchell
Cllr Rod Fletcher
Cllr Andrew Cooper
Cllr Roger Jones

Cllr Sean Chaytor
Cllr Matthew Salter
Cllr Lindsay Melia
Cllr Jim Foreman
Cllr Tom Furneaux
Cllr Steve Parish
Cllr Manisha Kaushik
Cllr Stephen Fenton

Local Authority

North Yorkshire;
Blackburn with Darwen;
Blackpool;
Cheshire East;
Cheshire West & Chester;
Greater Manchester Combined
Authority;
Hull;
Lancashire;
Liverpool City Region;
North East Combined Authority;
North East Lincolnshire;
Warrington;
West Yorkshire Combined Authority;
York;

Officers in Attendance:

Name

Lucy Jacques
Martin Tugwell
Gary Rich
Dawn Madin
Julie Openshaw
David Worsley
Rosemary Lyon
Manjit Dhillon
David Hoggarth
Tim Foster

Tim Wood

Job Title

Acting Head of Policy and Strategy
Chief Executive
Democratic Services Officer
Director of Business Capabilities
Head of Legal
Head of Rail Specification & Delivery
Legal and Democratic Services Officer
Senior Solicitor
Strategic Rail Director
Interim Strategy & Programme
Director
Northern Powerhouse Rail Director

Item No: Item

1. Welcome & Apologies

- 1.1 The Chair welcomed all in attendance and informed Members that the meeting is being streamed live. Apologies were received from Cllr Davison, Cllr Lamb, Cllr Southward and Iain Craven.

2. Declarations of Interest

- 2.1 There were no declarations of interest.

3. Minutes of the Previous Meeting

- 3.1 The minutes of the meeting held on 4 November 2021 were considered and their accuracy as a correct record confirmed. The minutes were proposed by Cllr Fenton and seconded by Cllr Kaushik.

Resolved:

That the minutes of the meeting held on 4 November 2021 be approved as a true and accurate record.

4. Monthly Operating Report

- 4.1 Members received the Monthly Operating Report. The Chair explained that due to the busy agenda and the report being retrospective in nature, he was not going to open the report up for discussion. He requested that Members e-mail any questions to the Democratic Services Officer and any answers would be shared with the Committee.

Resolved:

That the report be noted.

5. Integrated Rail Plan Update

- 5.1 The Chair explained that the reports for items 5,6 & 7 would all be presented before Members would have the opportunity to ask questions and make comments on the three papers.
- 5.2 Members received the report from the Programme and Strategy Director who outlined the key issues in the report and asked Members to share any key issues that could be included in the submission to the Transport Select Committee.

- 5.3 Members expressed their disappointment with the Integrated Rail Plan and highlighted the missed opportunities for constituent areas to improve rail connectivity as a result of it.
- 5.4 The Interim Programme and Strategy Director stated that Transport for the North is trying to understand why the Integrated Rail Plan had not been aligned with the new Green Book with decisions instead being made on the grounds of affordability and Benefit Cost Ratios.

Members were pleased with the rapid response from the Board following the publication of the IRP. In response to questions from Cllr Salter, the Chief Executive confirmed that a response to the letter from the Board Chair had been received and could be shared with Members. He explained that within the response the Government had restated its position and that Board Members were disappointed that it had failed to address the issue of local contributions and explore opportunities to achieve the Board's preferred network. He added that there remained an opportunity for Transport for the North to continue to try to address this issue and encouraged Members to continue to make their case, as TfN's strength lies in its advice being based on ambition as well as evidence and it should continue to make the case for step change in connectivity in order for the Board's agreed and approved proposals for NPR to be delivered and that the ambition of connectivity across the North to be achieved.

- 5.5 The Strategic Rail Director added that the impact of the Integrated Rail Plan on the Transpennine Route Upgrade was unknown but the core scheme continues to progress. He further explained that the proposals for a fully gauged cleared route and full electrification are included in the IRP.
- 5.6 Cllr Fenton questioned the Government's technical documents relating to the IRP.

The Chief Executive explained that he understands that the documents will be released but there is no timeframe around when, and it is unclear as to the level of detail that they will contain.

- 5.7 Cllr Fletcher expressed concern about how much of the £96 billion being invested in rail will be used on rail work in the North.

The Interim Programme and Strategy Director stated that there is no certainty as to what will be delivered and when he believed there will be a funding envelope of £23 billion which includes funding for the Transpennine Route Upgrade (TRU) leaving £17 billion net for NPR.

- 5.8 On the issue of local contributions the Chair enquired if LEPs could be a source of funding.

The Interim Programme and Strategy Director explained that LEPs are able to be a source of funding and this has been discussed with Board LEP Members who are already involved in looking for local contributions. He further explained the importance of not displacing other required investment and wouldn't be looking at local contributions on connectivity if this would displace opportunities to improving outcomes elsewhere.

- 5.9 The Chair reiterated the Committee's disappointment that the IRP fell well short of reasonable expectations. The Committee also provided its full support to the Transport for the North Board over their rapid response to the Government on this matter.

The Chair further emphasised the Committee's disappointment on the lack of clarity around the TRU and lack of an evidence base on the economic impact; it is also disappointed at the lack of integration with the IRP specifically around electrification to the largest port in England and concerns about the environmental impact and the rail reduction for passengers and freight in the North of England.

Resolved:

That the information in the report including the economic and environmental assessment of the IRP (para 3.6), and the plan to respond to the Transport Select Committee inquiry (para 3.7) be noted.

6. Rail Reform and Whole Industry Strategic Plan

- 6.1 Members received the report from Head of Rail Specification & Delivery who outlined the key aspects of his report.
- 6.2 Cllr Melia raised the issue of level boarding whilst Cllr Salter enquired how this would work in relation to HS2.

The Head of Rail Specification explained that this issue would be dealt with in the Stations Strategy. In relation to the query on HS2 the Head of Rail Specification confirmed that he would look into this matter further.

Resolved:

- 1) That the Committee notes the progress on working with the industry on implementing the Williams Shapps Plan in the North.
- 2) That the Committee notes the approach set out in the report including the proposal to utilise existing levers within the Rail North Partnership Agreement set out in paragraphs 3.9 to 3.10 and plans to undertake deeper discussion of the development of the new partnership with Great British Railways.

- 3) That the Committee endorses the approach to responding to the Whole Industry Strategic Plan call for evidence which is set out in paragraphs 3.14 to 3.16.

7. Rail Investment Update

- 7.1 Members received the report from the Strategic Rail Director who then highlighted the key aspects of the report.
- 7.2 The Chair raised the issue of focussed outcomes and profit and loss account and asked if there would be any measures on social impact.

The Interim Strategy and Programme Director explained that all of TfN's work captures the economic and prosperity, environmental and social benefits for communities, which would be part of any profit and loss account.

The Strategic Rail Director further explained that this innovative approach allows TfN to prioritise against a budget across investment, infrastructure and rail services. As well as social and economic benefits being reflected it will also show that investment is delivering for the wider needs of the North and not just the railway.

Resolved:

- 1) That the Committee notes the progress with development of the case for capacity upgrades to the East Coast Main Line and the impact of the Integrated Rail Plan;
- 2) That the Committee notes the proposal that the Transport for the North Board advises the Department for Transport and Network Rail that a collaborative working model for development of the infrastructure for the East Coast Main Line north of York is created, on the same model successfully being used in Manchester including a 'Blueprint' identifying a co-ordinated long-term service and infrastructure solution to deliver the capacity and connectivity required across the North;
- 3) That the Committee notes the pending update of the Rail Network Enhancements Pipeline in relation to rail projects in the region.

8. Strategic Transport Plan Policy Development

- 8.1 Members received the report from the Acting Head of Policy and Strategy who highlighted the key areas of the report.
- 8.2 Members were supportive of the policy proposals being suggested in the report and raised a number of suggestions and ideas for consideration including freight and active travel.

- 8.3 Cllr Fletcher explained that planning needs to take place with regards to warehousing to ensure that warehouses are built near to railway lines.

On the Multi Modal Hub the Members suggested the inclusion of Freight and Bicycles within the policy.

The acting Head of Policy and Strategy explained that work will taking place across TfN to ensure a holistic approach taken.

- 8.4 The Chair suggested that within in each policy there should be integration with other policies and that the impact the policy has on decarbonisation should be included which will help Local Authorities to access funding. He further suggested that there should be a shared repository of ideas on best practice. A request was also made for Social Value to be considered in the policies.

In response to the Chair's suggestions the acting Head of Policy and Strategy stated that a line on the Government agenda and Decarbonisation could be included in the policies on the issue of the repository she stated that this is innate within the polices but would look at how it could be made more explicit. On Social Value she explained that she would look to give this some more thought.

- 8.5 In summarising the debate the Chair observed that the Committee welcomes the policies but would like suitable planning to be aligned for Freight, local delivery and warehousing in conjunction with public transport and active travel.

Resolved:

That the report be noted.

9. Review of Scrutiny Function

- 9.1 Members received the report from the Senior Solicitor who provided an overview of the report.
- 9.2 The Chair explained to the Committee that a small Task and Finish Group explored each of the areas addressed in the report and sought to gain the consensus of the committee on these issues. Members discussed the points within the report and the following was resolved.

Resolved:

- 1) That the Committee continues to work on a Scrutiny first basis;
- 2) That the Committee seeks a small budget in order to undertake their work and aid Task and Finish Groups and allow for experts to be called;
- 3) That the Committee continues to meet 6 times a year four of which would take place prior to the TfN Board with the remaining two meetings being used flexibly.
- 4) That in person meetings alternate between Manchester and Leeds venues;

- 5) That a Doodle Poll be circulated to Members to establish a majority view as to how often the Committee should meet in person and how often meetings should be held virtually.

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Meeting: Transport for North Board
Subject: Funding, Business Planning and Budget Update
Authors: Iain Craven (Finance Director) and Paul Kelly (Financial Controller)
Sponsor: Martin Tugwell (CEO)
Meeting Date: Thursday 10 March 2022

1. Purpose of the Report:

- 1.1 This report sets out the current position with regard to Transport for the North's (TfN) funding position for 2022/23, and the consequential impacts on business planning, budgeting, and the organisation more broadly.
- 1.2 It further sets out the approach that TfN will adopt in the development of a fundable budget and also outlines the actions that it is proposed are adopted in the short-term to help ensure that TfN's financial stability is maintained.

2. Recommendations:

- 2.1 **Note** the funding position for 2022/23 and the impact that that will have on TfN's ability to undertake its intended programme of activity.
- 2.2 That the Scrutiny Committee **consider** the objectives set out in paragraphs 4.3 – 4.8 as the basis for business planning.
- 2.2 **Consider** and **note** the process by which TfN will proceed to a business plan and budget for 2022/23, in particular the intention to adopt an Interim Budget on 30 March.

3. 2022/23 Funding position

- 3.1 TfN received a funding allocation letter (the Funding Letter) from the department on 14 February (Appendix 1). The funding included in that letter, and a comparison to both the CSR Submission and the funding allocation for 2020/21 is set out in the following table.

TfN 2022/23 Funding Allocation	2022/23 £'m	CSR £'m	2021/22 £'m
Core Funding ¹	6.5	10.0	6.0
NPR TDF ²	-	104.5	75.0
NPR Analytical Support ³	1.5	-	-
2021/22 in-year funding carry over ⁴	0.3	-	-
Development Pipeline funding ⁵	-	2.0	-

1. The £6.5m Core allocation includes an additional £0.4m to cover the DfT's estimate of the cost of TfN undertaking its new role of NPR Co-sponsor. The balance of £6.1m represents a 1.6% increase in nominal terms on current-year funding (although this will be offset by the effect of inflation year-on-year), although it is a significant shortfall on the CSR submission.
2. The Integrated Rail Plan for the North and Midlands, published in November 2021, set out that the arrangements for NPR would transition from a co-client

hosted by TfN to sole-clienting by DfT. Transport Development Fund (TDF) grant for the NPR programme will therefore cease as at 31 March 2022.

3. DfT has indicated that it would like TfN to continue to provide analytical support to the NPR programme. The Funding Letter indicates that TfN will be provided with an additional £1.5m to support the finalisation of the NPR Strategic Outline Business Case (SOBC) and wider analytical work for the next steps of the Integrated Rail Plan (IRP). No specific commitment to resource levels for external consultancy support are included in the Funding Letter, but ongoing discussions with DfT officials have indicated that funding for external support to deliver these outputs could be in the region of £3.5m.
 4. TfN was invited to bid for in-year funding from DfT in 2021/22. Whilst an in-year allocation of £336,000 was agreed with the department it is likely that the bulk of this grant will be expended in 2022/23. This grant is sub-ringfenced across seven activities, and delivery of the activity is contingent on it being supportable within the TfN business plan.
 5. No funding was received in relation to the CSR request regarding the development of an Infrastructure Pipeline.
 6. The Rail North Partnership Grant will remain at current levels, subject to indexation and confirmation from DfT regarding any additional posts. TfN will also continue to receive Rail Administration Grant to resource Rail North Partnership and Strategic Rail activity.
 7. The Funding Letter also states that DfT will fund any unexpected NPR wind down costs that fall into 2022/23. This, when considered alongside the previous discussions with DfT which confirmed that the Grant Funding Agreement for 2021/22 will cover the in-year costs, means that TfN will have full cover for the costs of closing down the NPR programme.
- 3.2 This funding has been granted on a single-year basis, rather than the three-year settlement that was requested in the CSR. The Funding Letter states that "future years funding will be adjusted appropriately depending on TfN's performance in the coming financial year".
- 3.3 Whilst the clarity that has now been provided is welcome, the timing is such that it has not been possible to bring a draft business plan and budget to the February Board Call as was originally intended. It does, however, allow us to indicate the level of the challenge that is faced in coming to a business plan and budget for 2022/23.
- 3.4 As previously noted, the 40% cut to Core funding that was received in January 2021 was mitigated, with the assistance of DfT, by £1.5m of recharges into the NPR programme and by the release of £2.5m of reserves. Neither of these is now possible given the change in working arrangements post-IRP. As a consequence, the full impact of the FY2021/22 funding cuts will now flow through into the organisation. The reduction in expenditure that is required is significant and set out in detail at paragraph 3.6.
- 3.5 Given its scale, the reduction in activity as a result of closing down the NPR programme should significantly reduce the level of activity the TfN's support services are required to manage. This should reduce the level of resourcing required to maintain those services, notwithstanding the base level of organisational infrastructure required to deliver ongoing activity and allow TfN to discharge its responsibilities as a Statutory entity.
- 3.6 The following table provides an indication of the reduction in expenditure that will be required to align TfN's expenditure with its resources over the next three years, assuming no further funding reductions. It assumes that the £0.4m provided in relation to Co-sponsorship will be used to cover the incremental cost of resourcing that

role. A reduction of expenditure on Core funded activity of over a third will be required, assuming a controlled release of reserves.

	21/22 £'m	22/23 £'m	23/24 £'m	24/25 £'m
Base Expenditure (21/22 Rev 3)	10.0	10.0	10.0	10.0
Cost pressure (5%, then 2.5%)	-	0.5	0.8	1.0
Total Costs	10.0	10.5	10.8	11.0
Funding				
Core Funding	6.0	6.1	6.1	6.1
Recharges	1.5	-	-	-
Reserve Releases ¹	2.5	0.5	0.5	0.5
Total Funding	10.0	6.6	6.6	6.6
Retained Reserve	4.2	3.7	3.2	2.7
Base Core Saving Required	-	3.9	4.2	4.4
Percentage Cost reduction²	-	37%	39%	40%

1. The reserve release in 2022/23 will vary to match the level of transition costs incurred in moving to an organisational structure that can be supported by the funding available. The retained reserve of £2.7m at 2024/25 is therefore overstated to the extent of those costs.
2. The 2021/22 budget included a non-recurring IPBA consulting cost of c.£0.9m. This expenditure will now be spread across 2021/22 and 2022/23 but should fall away thereafter.

- 3.7 The NPR analytical support funding will take the form of ringfenced grants that will only be drawn down to the extent that the activity is carried out. TfN will apply the same principles to this funding that were applied to the TDF – namely that we will only commit to expenditure when we have a written commitment from the departmental budget holder that they are content to fund it. Our assumption is that the funding allocation of £1.5m is to pay for team resourcing and will be committed at the start of the year. However, we are currently working with the department to gain absolute clarity in this regard. Given the level of the Core funding settlement, it is important that the DfT requirement is fully funded by associated grant. The value of work that the DfT may commission from this resource is currently uncertain but could be in the region of £3.5m.
- 3.8 As noted in paragraph 3.1 above, the NPR grant funding agreement allows for the Q4 and final close down costs of the NPR programme to be met from TDF funding. This interpretation has been confirmed by the department. The department has also confirmed in the Funding Letter that this will include relevant costs that emerge after the year end. TUPE consultation is on-going, with 16 previously TDF funded posts identified to transfer to DfT. The target transfer date is 1 April 2022.
- 3.9 Reductions of Core funding at this level will have significant implications for TfN's ability to deliver the objectives previously set out by the Board. It is likely that addressing the funding challenge set out above will result in redundancies amongst TfN's Core funded workforce. It is further likely that TfN will instigate a voluntary redundancy process, the timing of which will be dependent on business planning.

3.10 TfN is communicating with its staff, employee forum and trade union representatives to keep them informed of progress in relation to our Core funding and the NPR Transition. Per the report to the January Board, indications are that staff morale is low, and that the ongoing uncertainties are having an increasingly disruptive impact on the organisation.

4. Business Planning and Budget 2022/23

4.1 As noted in previous reports, TfN is required to set a fully funded budget prior to the start of the new financial year.

4.2 Previously, TfN has always ensured that it has a robust business plan in place, from which a budget could be derived. The required reductions in expenditure mean that it is more important than ever that Transport for the North is clear that its Business Plan both reflects the aspirations of its members and is consistent with its statutory functions.

4.3 It is therefore critical that the Board is sighted on, and happy with, the outcomes that TfN is targeting through its "Golden Thread" and the objectives that it adopts to support the delivery of those outcomes. This provides the basis for prioritisation decisions that will need to be made when considering departmental objectives and individual activities.

4.4 TfN's statutory function and responsibilities remain unchanged. This serves to emphasise the importance of ensuring that TfN's top level target outcomes and objectives are grounded in its work on the Strategic Transport Plan. The Department has indicated in the Funding Letter that it is "keen for TfN to focus on development of the revised Strategic Transport Plan for the North, and to focus activity on supporting key Departmental priorities, such as decarbonisation and helping to build local authority capability".

4.5 Given the consistency of the statutory responsibilities, TfN's current targeted outcomes therefore remain relevant and it is recommended that these are re-approved by the Board as a basis for business planning:

- Transformed economic performance
- Improved productivity
- Enhanced inclusivity, health, and access to opportunities for all
- Better quality of life.

4.6 Similarly, the key NTC objectives that were adopted during last year's business planning process also remain relevant, and it is likewise recommended that these are approved by the Board to be carried forward into 2022/23:

- Championing an inclusive and sustainable North
- Leading Strategic transport delivery
- A long-term northern funding settlement
- Putting Passengers first

4.7 Whilst the overarching Golden Thread remains consistent TfN will, as set out above, be operating within a significantly reduced expenditure envelope in 2022/23. At the 17 December Board call, and again at the 25 January Board, the CEO set out a broad consideration of TfN's future function (attached as Appendix 2 of this report) in the context of its current outcomes and objectives. It is proposed that this document is used as the basis for the development of the business plan for 2022/23.

4.8 Explicit within the document is the central role that investment in the North's transport system (both infrastructure and services) has to play. Specifically, there is a need for:

- A Strategy: an outcome focused long-term strategic plan for the development of the North's transport system.
- An Investment Programme - a prioritised programme that provides the context for the development and delivery of detailed proposals as a co-ordinated programme focused on delivering the agreed outcomes.
- Implementation – investing in the capacity and capability required to develop and then accelerate implementation of the Strategy and its Investment Programme.

Further detail is set out in Appendix 2.

- 4.8 Taken together, the high-level outcomes and objectives, and the more detailed proposals regarding how this should translate into day-to-day operational delivery, will provide the basis for both a reorganisation of TfN's operations and the work programme for 2022/23.
- 4.9 The expenditure reductions noted in para 3.6 will require a reduction in activity to create a sustainable financial position for the long-term future of TfN. Compliance with our HR (Security of Employment) processes will mean that it is not possible to have a robust draft business plan completed by the March Board. This possibility has been identified in previous board papers, and whilst not ideal, is likely to be unavoidable based on the timing of the funding allocation.
- 4.10 It is therefore the intention to develop a business plan, including a transition plan, to the fullest extent possible by the March board, with a view to completing this work in Q1 of the new financial year. In parallel, TfN will develop an interim budget based on the draft business plan that in particular reflects the timing of the transition and explicitly highlights financial risks associated with it.
- 4.11 Per note 1 in para 3.6, it is envisioned that any transition costs will need to be funded from the forecast general reserve at 31 March 2022 of £4.2m. The budget will need to reconsider TfN's reserve strategy (taking into account the costs of transition, the appetite for year-on-year releases and the target balance at the end of the CSR period) for approval by the Board.
- 4.12 It is important that the transition to the new model is achieved quickly. Delay will mean exposing TfN to month-on-month expenditure that is in excess of our in-year funding and therefore risk exhausting our reserves.

5. Cost Control

- 5.1 As has been previously reported through the budget revision process, TfN has been broadly successful in 2021/22 in delivering its Core budget.
- 5.2 However, a combination of policy uncertainty, vacancy management, and a lack of certainty of funding into Q1 of 2022/23 has resulted in a natural slow down in Core activity levels in Q4 compared to previous forecasts.
- 5.3 Given the financial challenge that TfN faces, it is proposed that further steps be taken to control costs until such time that we can be certain that expenditure is supportive of TfN's plans in the future.
- 5.4 It is therefore proposed that TfN only enter into new expenditure budgeted for 2021/22 if it has been specifically approved by the CEO and Finance Director. Any such expenditure that is not deemed to be essential or which can be delayed should not take place.

6. Corporate Considerations:

Financial Implications

6.1 The financial implications are included within the report.

Resource Implications

6.2 The HR implications are covered within this report.

Full and proper consultation will be undertaken with UNISON and affected employees in relation to the Downsizing and Redundancy programme.

Given this will be the second year of workforce reductions across the organisation and only a one-year budget has been allocated this will impact on future attraction/recruitment and workforce retention levels.

Legal Implications

6.3 The legal implications are covered within this report.

Risk Management and Key Issues

6.4 The risk implications are included within the report.

Environmental Implications

6.5 There are no environmental implications.

Equality and Diversity

6.6 There are no equality and diversity matters.

Consultations

6.7 No consultation is required.

7. Appendices

7.1 Annex 1 - The Funding Letter

7.2 Annex 2 – Future for the Future



Department
for Transport

From the Secretary of State
The Rt. Hon. Grant Shapps

Great Minster House
33 Horseferry Road
London
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Martin Tugwell
Chief Executive
Transport for the North
4 Piccadilly Place
Manchester
M1 3BN

14 February 2022

Dear Martin,

Transport for the North's (TfN) Funding Allocation 2022/23

As outlined at our meeting on 9 February, I am writing to confirm TfN's funding allocation for the next financial year.

The Department remains committed to Subnational Transport Bodies (STBs) and I recognise the role they can play in supporting both local and national government. As my officials have stated previously, STB funding is considered in totality. The Department is keen to grow the capabilities of smaller, less developed STBs to ensure all areas of the country benefit from the strategic capabilities that TfN provides to the north.

In addition, as I am sure you will appreciate, we are all operating in a demanding fiscal environment. Over the coming months and years, it is incumbent upon all public sector organisations to ensure that activities are driving value for money and maximising the efficiency of taxpayer money.

Increasing on the level of support provided by the Department in the previous financial year, £6.5m in core funding has been allocated for 2022/23. This will ensure TfN has the necessary funding to fulfil its statutory functions, including preparing a Strategic Transport Plan for the north of England and providing my Department with advice on your transport priorities. This funding will also enable you to fulfil your new role as co-sponsor of the NPR programme, which my officials advise should cost approximately £400k.

An additional £1.5m is being provided this financial year to the Technical Assurance, Modelling and Economics (TAME) team, to support the finalisation of the Northern Powerhouse Rail (NPR) Strategic Outline Business Case (SOBC) and wider analytical work for the next steps of the Integrated Rail Plan (IRP).

My officials will continue their discussions with your officers on the external procurement required to deliver these outputs. In addition, the Department agrees to meet any unexpected winddown costs as you move from co-client to co-sponsorship of the NPR programme.

The Department will also continue to provide support to the Rail North Partnership and will inform you once the level of funding is finalised.

Grant determination letters will be sent to TfN at the appropriate time, outlining governance arrangements for funding.

In order for TfN to operate within this envelope, the organisation will need to identify appropriate savings and efficiencies. I strongly urge TfN to focus on its statutory functions, to carefully consider what activities provide the clearest additional value and benefit to the north of England, and to prioritise your business plan accordingly.

The Department is particularly keen for TfN to focus on development of the revised Strategic Transport Plan for the North, and to focus activity on supporting key Departmental priorities, such as decarbonisation and helping to build local authority capability. Future years funding will be adjusted appropriately depending on TfN's performance in the coming financial year.

I hope that this letter provides the clarity necessary for you to complete a business plan in advance of the 2022/23 financial year. Please continue to liaise with officials from the Regions, Cities and Devolution directorate as you navigate the business planning process.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Grant Shapps', written in a cursive style.

Rt Hon Grant Shapps MP

SECRETARY OF STATE FOR TRANSPORT

Transport for the North: Fit for the Future**1. Context**

- 1.1 The publication of the Integrated Rail Plan and Government's decision to put in place new working arrangements for the next stage of Northern Powerhouse Rail (Phase 1) requires the TfN executive to undergo its own transition to ensure it remains fit for purpose.
- 1.2 Notwithstanding the change in working arrangements in relation to the development and delivery of NPR (Phase 1), the statutory role and responsibilities of TfN (as Sub-national Transport Body) are unchanged.
- 1.3 These are written in such a way as to enable TfN (and its partners) to consider the transport system in the round and focus on:
 - Issues and investment proposals that go beyond local authority boundaries
 - Issues that are of common interest and where a collaborative approach enables solutions to be developed and implemented in a timely and cost-effective manner
 - Influencing and shaping processes and programmes that operate at the national level
- 1.4 TfN is also empowered to put forward proposals as to how to improve the effectiveness and efficiency of the transport system: this includes the power to put forward specific proposals for further devolution to the Secretary of State for their consideration.

2. Core Strategic Narrative

- 2.1 The key drivers for the work of TfN remain undiminished, namely:
 - Realising the economic potential of the North – the extent of which was first established through the publication of the Northern Powerhouse Independent Economic Review
 - Enabling development that is sustainable for the long term – emphasised by the legal requirement to achieve net zero carbon
 - Addressing the extent to which transport acts as a barrier to individuals realising their potential
- 2.2 Explicit within the key drivers is the central role that investment in the North's transport system (both infrastructure and services) has to play, specifically there is a need for:
 - **A Strategy:** an outcome focused long-term strategic plan for the development of the North's transport system
 - **An Investment Programme** - a prioritised programme that provides the context for the development and delivery of detailed proposals as a co-ordinated programme focused on delivering the agreed outcomes

- **Implementation** – investing in the capacity and capability required to develop and then accelerate implementation of the Strategy and its Investment Programme
- 2.3 In order for the work of TfN to remain evidence-based, and vision-led it is essential to:
- Maintain and develop the Regional Evidence Base – a common baseline, available to all partners and which ensures a consistent foundation upon which policies and proposals are developed
 - Agree on the strategic outcomes sought – with a focus on place and expressed in terms of improved connectivity of people and places with services and opportunities
 - Identify the scale of change required – harnessing state of the art modelling tools, and analytical frameworks developed by TfN
 - Identify the need for intervention – working with partners to develop Strategic Outline Cases, being mindful that transport interventions are part of the wider strategic infrastructure system
 - Identify a programme of investment requirements that in combination deliver the agreed strategic outcomes – supporting partners and delivery agencies as they develop detailed proposals to be taken forward into delivery
- 2.4 The added value provided by TfN in this context is to be:
- A centre of technical excellence for the North – holding and collating information and analytical tools that are available to all partners
 - A source of trusted information – commissioning technical work, the outputs of which are available to TfN partners, and which is then used to shape and inform debate in the North and nationally
 - A strategic thought leader:
 - Sector specific – for example freight and logistics, ev-infrastructure
 - Systems thinking – alignment of activity across policy areas to support realisation of agreed strategic outcomes, i.e. aligning transport, energy systems and digital connectivity
 - An enabler of accelerated delivery – making the case for managing delivery of the Investment Pipeline as a managed programme (seeking a simplification of, and reduction in processes)
 - A representative voice of the North – and through the Northern Transport Charter strengthening the case for greater devolution to the North’s Leaders.
- 3. Opportunities for TfN**
- Strategic Thought Leadership*
- 3.1 The need to review and update the Strategic Transport Plan offers the opportunity for TfN to consider in greater detail:

- The need to reduce the environmental impact of transport – not just in terms of decarbonisation, but also air quality
 - The extent to which transport remains a barrier for individuals – TfN’s work on Transport Related Social Exclusion will assist here
 - The importance of ensuring that transport solutions reflect the diversity within our society
 - The needs of an aging society; a reflection of how supporting individuals to maintain independent living has the potential to reduce demand for social care and health services
 - How the shift away from ‘owning’ transport to ‘accessing’ transport services provides an opportunity to do things differently
- 3.2 The review of the Plan also provides the opportunity to reflect on, and take account of, changes across wider society, including:
- Acceleration in the growth of e-services and e-retail – which have implications for travel demand, as well as creating opportunities to repurpose town/city centres, leading to further change in demand
 - Increased emphasis on the importance of digital connectivity (for business and personal use) – the widespread adoption of flexible/hybrid working is both changing travel demand in absolute terms, and its distribution over the course of the average day.
 - Changes in the business models for all the main travel modes – electrification of road vehicles impacting on revenues raised through Vehicle Excise Duty and fuel duty: changes in the time of travel on trains impacting on passenger revenues: continuing challenges with the viability of bus services in less densely populated areas.

The Investment Pipeline

- 3.3 TfN’s ongoing work in relation to the Investment Programme Benefits Assessment (IPBA) will provide the basis for adopting a programme-based approach to the planning, development, and delivery of strategic infrastructure. Such an approach would be consistent with the most recent advice of the National Infrastructure Commission which advocates the need for simplification of investment programmes.
- 3.4 A key component of the Northern Transport Charter is the call for a devolved budget for the North. This will enable the Board to prioritise within a financial framework and work with partners to ensure that transport solutions are affordable and deliverable.

National Investment Programmes

- 3.5 A key statutory role for TfN will continue to be to advise Government on strategic rail and road priorities. This will require TfN to continue to work with its partners and national delivery agencies to ensure the North’s needs shape national investment programmes (e.g. National Highways Road Investment Strategy, Network Rail’s Rail Network Enhancement Programme).

- 3.6 For the period covered by the 3-year Business Strategy this will include making provision for inputting into RIS3 (for National Highways) and CP7 (for Network Rail).
- 3.7 TfN already had specific (statutory) responsibilities with regards to the rail sector. These are discharged through a combination of the work of the Rail North Committee and the Rail North Partnership.
- 3.8 Whilst the Williams-Shapps Plan for Rail is largely silent on the relationship between Great British Railways (GBR) and TfN, we are working closely with the rail sector and the GBR Transition Team to develop a proposition for the North that builds on TfN's existing statutory role. In this we should draw on examples of existing local devolution (e.g. Merseyrail).

Implementation

- 3.9 TfN is not primarily a delivery body in its own right: infrastructure owners will continue to be responsible for the detailed development of specific proposals and for securing the necessary permissions.
- 3.10 However, having prepared the Strategic Transport Plan there is a key role for TfN to play in:
- Agreeing the scope of work commissioned from infrastructure owners – using TfN's accumulated knowledge and experience to better inform the work of national infrastructure owners
 - Using TfN's modelling tools and analytical frameworks in the development of detailed proposals – ensuring consistency with the Strategic Transport Plan and reducing the need for external support
 - Acting as an external challenge during the development of detailed proposals – apply TfN's capabilities to challenge costs and limit scope creep
- 3.11 Such an approach requires TfN to have the capability and capacity to support DfT in commissioning works, and where appropriate TfN having an explicit role in the governance arrangements. This could include role(s) as co-client and/or co-sponsor.
- 3.12 With increasing emphasis on the importance of addressing barriers to delivery, TfN should look to strengthen its working relationship with DfT's Acceleration Unit, with a view to enabling the benefits of its work to be rolled out more widely. It should also look to use the opportunity created by the Northern Transport Acceleration Council to harness the Secretary of State's commitment to remove barriers to delivery.

4. A Systems Approach

- 4.1 TfN's work on the Strategic Transport Plan has been shaped by the need to improve connectivity: moving forward improving connectivity will comprise both the physical and virtual worlds.
- 4.2 At the same time, electrification of the transport system increases the importance of aligning investment in transport with that in the country's energy systems. The regulatory framework governing

investment in energy systems operates at the national level; TfN's work on ev-infrastructure/alternative fuels could form a basis for engaging on this issue nationally.

- 4.3 In a similar vein, realising the potential of innovation in the transport system is dependent upon the availability of ubiquitous digital connectivity – whether it be in terms of enabling users to gain access to information, or service providers being able to deploy new products.
- 4.4 Where this leads to is the recognition that in looking at the future of the transport system it is essential to adopt a systems approach – one that looks at transport, digital and energy infrastructure in the round.
- 4.5 This is not to suggest that TfN is the only body which has an interest in or could have a role in adopting a systems approach. However, given TfN's statutory role as the strategic transport body for the North there is a need to consider how it might contribute to such an outcome.

5. Transition

- 5.1 The statutory role of TfN as a Sub-national Transport Body remains unchanged. The essence of its work likewise remains unchanged.
- 5.2 The focus set out in this paper provides the basis for guiding the transition of the TfN executive that is required due to the change in working arrangements associated with Northern Powerhouse Rail (Phase 1).
- 5.3 Whilst this paper provides the basis for focusing the activities of the TfN executive, the scale of those activities will be dependent upon the level of core funding available.
- 5.4 There will also be a need to take account of the role the TfN executive has in providing leadership across the seven STBs on the development of the Common Appraisal Framework: a reflection of TfN's leadership on modelling tools and analytical capability.

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Meeting:	Transport for the North Scrutiny Committee
Subject:	Strategic Transport Plan Policy Development – Rural Mobility & International Connectivity
Author:	Lucy Jacques, Acting Head of Policy and Strategy
Sponsor:	Tim Foster, Interim Strategy and Programme Director
Meeting Date:	Thursday 10 th March 2022

1. Purpose of the Report:

- 1.1 To seek Scrutiny Committee's views to the Rural Mobility policy position statement prior to seeking Board agreement in March 2022.
- 1.2 To seek early feedback from Scrutiny Committee's to the current draft International Connectivity policy position statement prior to seeking Board agreement in Summer 2022.
- 1.3 Once agreed by TfN Board these positions will be embedded within the revised STP. They will also be used by TfN and partners to shape TfN programme activity and to influence Government policy by shaping future statutory advice.

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 (STP2) and seek adoption of the new plan no later than Spring 2024.
- 2.2 In January 2022, the first wave of policy positions that will feed into the revised STP - Active Travel and Multi modal hubs, was taken to TfN Scrutiny Committee and Executive Board, seeking feedback before TfN Board will be asked to sign off in February.
- 2.3 Following feedback from Scrutiny Committee and Executive Board in January a third paper, relating to Spatial Planning, will be brought back through Executive Board and TfN Board for consideration in March 2022.
- 2.4 All of the policy positions that are being developed for STP2 will be taken forward in a way that will help us deliver on the ambitions set out within our Decarbonisation Strategy and are aligned to help Government achieve the net zero 2050 target.

3. Rural Mobility Policy Position

- 3.1 The Strategic Transport Plan makes a number of statements in relation to our role in supporting rural mobility:
 - Work with partners to identify transport interventions that deliver inclusive economic growth by improving access to employment and skills opportunities for all.
 - Support growth of the visitor economy by making the case for transport investments, which improve access to and between the North's key visitor attractions.
 - Support partners to improve bus journey times and reliability, by making use of any powers included in the Bus Services Act 2017, as well as

existing powers and alliances. In some areas of the North this will include factoring in the demand and accessibility of coach parking.

- Work with partners and stakeholders to make the North's public transport system easier and more pleasant to use, with a focus on improving passenger comfort, confidence, reliability, safety and security.

3.2 There are several challenges to address as we develop our rural mobility policy, which are:

- Rural communities experience costly bus services and limited public transport facilities, creating transport deserts for some rural communities.
- Rural communities feature high car dependency, with many rural populations experiencing transport poverty. Increased car dependency also results in rural travel generating on average three times the emissions of urban travel, presenting a real challenge for decarbonisation targets.
- Poor rural public transport connectivity reduces accessibility to employment, exacerbating labour shortages in key, lower-paid rural sectors, such as hospitality and the visitor economy, harming rural economies.
- Lack of dense public transport networks meaning multi modal integration is difficult, with many rural communities relying on private car transportation to access their rail stations. Station car parking is often at capacity from early in the day, which can inhibit off-peak journeys, and combined parking and ticket prices can make rail travel less financially competitive versus private car.
- There is limited active travel infrastructure for many rural communities which also contributes to social isolation for parts of the North and severance for those with limited car access.
- Local rural congestion issues as a result of visitor economy.

3.3 To support addressing these challenges, TfN is collaborating with the other six Sub-national Transport Bodies (STBs) to identify and evidence common issues, develop solutions, and define and how STBs can facilitate delivery of improved connectivity and access for rural communities.

3.4 The draft Rural Mobility Policy Position (Appendix 1) builds from the initial work and priorities agreed with the STB group but aims to strengthen that by considering how TfN will proactively support partners to turn our policies into action.

3.5 To support preparing this draft position TfN has formed a Rural Mobility working group, a subset of TfN Strategic Oversight Group made up of partners that have a particular interest in this policy area. The working group have so far provided check and challenge to the draft position and suggested additional actions which have now been included within the position itself.

3.6 As a Sub-national Transport Body, TfN's role is to set the overall transport vision for the North and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN will collaborate with national STBs and our local partners across the North, to enhance rural mobility for communities across the North. We recognise that there is no 'one size fits all' approach to rural mobility and that the definition and geography of "rural" differs between places across the North. Therefore, we will embed a place-based approach for partners serving rural communities that is focused on the challenges and opportunities applicable to a specific rural locale.

- 3.6 There are four key roles TfN can play to proactively support this agenda,
- Develop the rural evidence base and enhance our own modelling capabilities to better reflect the rural need.
 - Assist partners to identify schemes by collating a library of case studies to support scheme development and innovative ideas.
 - Collaborate with other STBs - Sharing knowledge and learning with the STB networks nationally to identify best practice and understand place-based solutions; and
 - Utilise TfN's Monitoring and Evaluation Framework to monitor improvements in pan-Northern rural mobility.
- 3.7 A key objective for the revised STP is to turn our policies into action. As such the Rural Mobility Policy Position Statement (Appendix 2) outlines a number of specific actions TfN can take in the short – medium term to achieve tangible results, these are:
- To facilitate a TfN partner working group focused on rural mobility in the North.
 - To undertake a call for evidence with TfN partners to collate existing evidence and case studies of rural mobility projects which are currently ongoing in partner areas across the North.
 - To collate the results of the call for evidence to identify potential interventions which partners can develop in their own areas, considering the various rural typologies across the North.
 - To support the evaluation of ongoing and future pilot schemes on rural mobility utilising TfN's monitoring and evaluation resources.
 - To consider how we can more effectively embed rural mobility within wider TfN workstreams to identify potential solutions and add real value to rural communities across the North.
 - To undertake further research into rural mobility as part of planned economic & research projects, to develop case studies of innovative solutions and best practice within rural mobility, as well as better articulating the 'rural need' to our partners and stakeholders.
 - To progress work on a new 'Digital Mobility Hub' pilot with a clear focus on improving rural mobility. We will explore the viability of demand responsible transport and how this compares with the commercial viability of traditional bus services, considering the appropriate pilot studies to progress this work.
 - To support partners in the implementation of Bus Service Improvement Plans, utilising TfN's existing workstreams and exploring the opportunities to use our analytical capabilities to deliver bespoke support to individual rural areas.
 - To utilise our Citizens Engagement workstream to further TfN's understanding of the 'rural need', engaging with rural communities to reflect the challenges and opportunities particular to their area.
 - To continue our collaboration with other STBs and support the actions identified in the 2021/22 STB workplan. TfN will identify areas in which we can lead such as in developing the data and evidence base, whilst also considering best practice and innovative trials which other STBs are leading on in their areas.
 - To explore opportunities to arrange an APPG event focused on rural mobility to raise the profile of the challenges and opportunities and influence DfT's emerging Future Rural Mobility Strategy.

4.0 International Connectivity Policy Position

- 4.1 The Strategic Transport Plan (STP), set out a high-level vision for international connectivity informed by TfN's Independent International Connectivity Commission Report (February 2017).
- 4.2 The purpose of the draft International Connectivity policy position statement (Appendix 2), is to set out the role that TfN will take in relation to international connectivity and the steps that we will take to support our partners in delivering the ambitions aligned to international connectivity now, almost five years after the original work was completed.
- 4.3 To inform the preparation of the draft position statement, a literature review has been undertaken of current national policy and wider supporting documentation which are focused on or linked to international connectivity. This has provided a greater understanding of the current context in which the position statement should be developed and focuses on six key themes.
- The impact of Covid-19 on international connectivity
 - Increasing competitiveness
 - Decarbonising transport
 - Supporting cohesion
 - Surface access to airports and ports
 - Optimising the opportunities from the green economy.
- 4.4 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 recognises the importance of international connectivity in supporting a post-Pandemic recovery, whilst balancing against the environment impacts of international aviation.
- 4.5 TfN can proactively support this agenda in a coordination capacity, bringing together relevant stakeholders to ensure that collectively the North maximises opportunities to influence and promote international connectivity. We can also influence national policy in relation to international connectivity, ensuring that the opportunities for the North are maximised. Through our modelling and analysis capability, we intend to work with partners to provide evidence-based recommendations to support the delivery of sustained economic growth.
- 4.6 Specifically, the draft International Connectivity position statement (Appendix 2) identifies three key themes we believe TfN can exert its influence and provides a detailed rationale under each theme as to why these areas have been selected. The three areas of focus are
- Improving surface access and seamless journeys,
 - Supporting clean, green growth,
 - Supporting the economy and visitor economy.
- 4.7 A key objective for the revised STP is to turn our policies into action. As such, the draft International Connectivity position statement (Appendix 2) outlines a number of specific actions TfN can take in the short – medium term to achieve tangible results. These are as follows:
- Through our Decarbonisation Strategy, **consider how TfN can build shipping and aviation emissions into our models and future baseline decarbonisation trajectories.** This will include examining options for reducing these emissions and gaining consensus amongst partners.

- Through our Analytical Framework and Monitoring and Evaluation Framework, **monitor accessibility to airports and ports by rail and road**. This will provide high-level accountability for surface access to international connectivity and supporting appraisal of schemes that will improve accessibility.
- Through the appropriate forums, **work with partners and key stakeholders to explore opportunities and threats to international connectivity**, identifying the preferred solutions which TfN can consider in collaboration with UK Government. As part of this, we will work with airports and ports to understand their own surface access ambitions and masterplans, and how this aligns with TfN's investment programme and spatial planning policy.
- To **support partners and key stakeholders in their own proposals for decarbonisation** such as through the Airport Carbon Accreditation and Green Port programmes, whilst also recognising the importance in promoting the North of England as a place to invest on a global scale and the economic and job opportunities airports can create.
- To explore future workstreams that **explore delivering smart ticketing options for international visitors through collaboration** with TfN's Strategic Rail team and wider stakeholders such as public transport operators.
- In line with the recommendations of TfN's Decarbonisation Strategy and EV Charging Infrastructure Framework, **consider further opportunities for the use of hydrogen and electric fuel sources within transport**, establishing relationships with private sector organisations that are currently developing alternative fuels e.g., Humberside green energy cluster, TfN's EV Steering Group. We will also maintain a focus on decarbonising surface access to airports.
- To **support the visitor economy through the recommendations set out in TfN's Visitor Economy and Transport study and TfN's Tourism and Rail Covid Report**, which include greater collaboration with partners, integrated ticketing and marketing initiatives and delivering high-quality and efficient public transport and active travel connectivity.
- To **consider the recommendations set out in TfN's Freight and Logistics Strategy in facilitating and developing partnerships to achieve port to port zero-carbon multimodal corridors**. This includes capitalising on the freeport status of several ports in the North and ensuring that there is suitable freight capacity via rail and road to the North's ports, which will also support future global trade opportunities vital to the UK's economy.

4.8 In addition to garnering feedback from TfN partners we are also planning to bring in two independent experts to provide check and challenge to our emerging policy position. This is being done as part of the ongoing work to embed the Northern Transport Charter (NTC), specifically the plans to pilot the Independent Advisory Group which would see us utilising independent experts to support unlocking potentially difficult political decisions via providing direct advice for consideration by the NTC Member Working Group (MWG) and / or TfN Board. As such we felt it was important to discuss this topic and the emerging position as early as possible with Scrutiny Committee to garner views to further shape the work.

4.9 In early March 2022 we held initial policy roundtables with the airport and port sectors and have reached out to the Environmental Transport Organisations (ETOs) to consider their views before finalising the policy position and bringing back through TfN governance for sign off in Summer 2022.

5. Corporate Considerations

Financial Implications

- 5.1 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

- 5.2 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

- 5.3 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

- 5.4 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

- 5.5 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 scoping exercise will be undertaken in due course, and we will be seeking external advice on what is required in the next financial year.
- 5.6 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for SEA or EIA. The key actions highlighted in terms of both international connectivity and rural mobility support the commitments laid out within TfN's Decarbonisation Strategy.

Equality and Diversity

- 5.7 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

- 5.8 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.

6. Background Papers

6.1 N/A

7. Appendices

7.1 Appendix 1 – Draft Rural Mobility Policy Position Statement

7.2 Appendix 2 – Draft International Connectivity Policy Position Statement

Glossary of terms, abbreviations and acronyms used (*if applicable*)

Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.

- | | |
|---------|-------------------------------------|
| a) STP | Strategic Transport Plan |
| b) STP2 | Second Strategic Transport Plan |
| c) STB | Sub-national Transport Body |
| d) NTC | Northern Transport Charter |
| e) CSR | Comprehensive Spending Review |
| f) ISA | Integrated Sustainability Appraisal |

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TfN Rural Mobility Policy Position Statement

February 2022



Context

Transport for the North (TfN) is a Statutory Transport Body (STB) of elected leaders and a partnership of business leaders who collectively represent the region's 15 million 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 that are required to achieve the North's ambition.

Our Strategic Transport Plan (STP) is a formally adopted plan which recognises the importance of the rural economy in the North of England. More than 2.1 million people in the North reside in communities classified as rural, accounting for around 14% of the total population, and more than 121,000 businesses operate from the rural North.¹

Rural areas are extremely diverse across the North, with challenges including poor access to education and employment, health inequalities, high per capita carbon emissions, shortage of affordable homes, older population profiles, and social isolation. There are also areas which are significantly more affluent, with higher-than-average levels of car ownership and distance travelled. However, zero emission vehicle infrastructure is limited in rural areas, making it more difficult for private car users to shift towards more sustainable fuel sources.

We recognise there are different types of rural areas across the North, such as hamlets and isolated dwellings, villages, town and fringe, some of which are then also located in sparse settings. For rural mobility, this means there is no 'one fits all' solution, and instead our thinking in this space must adopt a more place-based and targeted approach for individual rural communities.

Rural communities tend to have limited access to local services via active travel or by public transport and are therefore more reliant on the private car to access everyday activities, with distance travelled by car per person significantly higher than in urban areas. Through car dominance, services and businesses are often encouraged to relocate from rural localities and cluster in car-accessible locations.

The STP sets out TfN's vision of 'A thriving North of England, where world class transport supports sustainable economic growth, excellent quality of life and improved opportunities for all.' A key element of this is to understand and deliver upon the needs of rural communities, ensuring that transport networks

¹ TfN, Strategic Transport Plan (2019) <https://transportforthenorth.com/wp-content/uploads/TfN-final-strategic-transport-plan-2019.pdf>

support good access to jobs, education and services for people living in rural areas, including those without access to a private car.

To support this, TfN is also collaborating with the other six Sub national Transport Bodies (STBs) to identify common issues, develop solutions and define and how STBs can facilitate delivery of improved connectivity and access for rural communities.

TfN's primary remit has focused on the identification and recommendation of pan-Northern strategic transport interventions that are generally longer distance trips between other economic centres. However, there needs to be complementary and supporting investment at a local level as well as a pan-Northern level to provide a 'whole journey' and 'total network' approach to improving transport. This includes the need to identify and articulate policies aimed at improving connectivity and access for rural communities across the North.

Initial research from TfN's User Insight into Pan Northern Travel² produced a robust evidence base detailing how different groups of people travel within the North of England, thus providing a better understanding into the travel behaviour and motivations of individuals across the North. The research identified that rural residents often travel greater distances than other groups in the North, a result of a need to travel further to access employment and basic services. They are also more car dependent, with a smaller proportion of trips by rail or bus, but these journeys are typically longer in distance.

Rural residents, reflecting their location and existing transport infrastructure, make approximately 88% more longer-distance trips (trips over 50 miles) than the Northern average of 146 long-distance trips per year. This is primarily accounted for by additional car trips, with the average rural resident making 253 long-distance car trips per year, compared to the Northern average of 127.³

Furthermore, several rural areas across the North are also recognised national tourism assets such as the Lake District and Yorkshire Dales. TfN's recent work on the North's Visitor Economy⁴ identifies the importance and potential future growth for tourism and leisure experiences across the North such as within our National Parks. The report recognises that good transport access is critical to underpinning the success of the visitor economy, with the visitor economy sector attracting £21bn of visitor spending and directly supporting approximately 600,000 jobs in the North pre-pandemic. The North of England attracted 420 million visitors in 2019, comprising 385 million domestic day visits, 29 million domestic overnight visits, and 6 million international visits."

² TfN, User Insight into Pan Northern Travel (July, 2018) <https://transportforthenorth.com/wp-content/uploads/User-Insight-in-to-Pan-Northern-Travel-Report-min.pdf>

³ TfN, User Insight into Pan Northern Travel (July, 2018) <https://transportforthenorth.com/wp-content/uploads/User-Insight-in-to-Pan-Northern-Travel-Report-min.pdf>

⁴ TfN, Visitor Economy and Transport in the North of England, (July 2021) https://transportforthenorth.com/wp-content/uploads/Visitor-Economy-and-Transport-in-the-North-of-England_Full.pdf

However, it is critical any future tourism growth is managed sustainably, to ensure the transport network can support the visitor economy and does not have an adverse impact upon local communities in these areas. Many rural tourism destinations are poorly served by public transport, encouraging car travel and exacerbating parking issues at honeypot sites.

Therefore, rural mobility must work for all, considering the adoption of a place-based approach which will ensure local communities are well-connected to services and opportunities, whilst ensuring any future tourism growth in rural areas across the North is sustainable.

We also recognise the importance of freight and logistics within rural mobility, considering not just the movement of people, but also the fast, efficient and sustainable movement of goods for the benefit of people and businesses in rural areas. Our User Insight research considered the differences in connectivity needs between urban and rural businesses, recognising the importance of digital connectivity for rural areas as well as traditional infrastructure delivery.

The Government's forthcoming Future of Transport: Rural Strategy⁵ follows the Future of Mobility: Urban Strategy⁶ published in March 2019, in which the Government will set out a series of principles to improve mobility for rural users in a similar way to the urban strategy. This includes how future transport solutions and interventions can tackle rural mobility issues, improve connectivity and accessibility, increase low carbon travel options and deliver more integrated transport services. The strategy aims to make it easier for rural communities to access jobs, education or healthcare, as well as social and leisure opportunities.

TfN recognise the importance of Government's work within rural mobility and through our work to develop a policy position for rural mobility in the North, we will coordinate national and regional ambitions, with our local partners' experience and aspirations to enhance rural mobility for local communities across the North.

Challenges

For TfN, there are several challenges to address as we develop our rural mobility policy, which are:

- Rural communities experience costly bus services and limited public transport facilities, creating transport deserts for some rural communities. The degree of these challenges has become increasingly difficult due to cuts to public transport services in rural areas and the declining commercial viability of services.
- Rural communities feature high car dependency, with many rural populations experiencing transport poverty. Increased car dependency also results in rural travel generating on average three times the

⁵ <https://www.gov.uk/government/consultations/future-of-transport-rural-strategy-call-for-evidence/future-of-transport-rural-strategy-call-for-evidence>

⁶ Department for Transport, Future of Mobility: Urban Strategy (March, 2019)
<https://www.gov.uk/government/publications/future-of-mobility-urban-strategy>

emissions of urban travel, presenting a real challenge for decarbonisation targets.

- Poor rural public transport connectivity reduces accessibility to employment, exacerbating labour shortages in key, lower-paid rural sectors, such as hospitality and the visitor economy, harming rural economies.
- Rural communities do not have dense public transport networks meaning multi modal integration is difficult, with many communities relying on private car transportation to access their rail stations. Station car parking is often at capacity from early in the day, which can inhibit off-peak journeys, and combined parking and ticket prices can make rail travel less financially competitive versus private car.
- There is limited active travel infrastructure for many rural communities which also contributes to social isolation for parts of the North and severance for those with limited car access.
- Making the case for investment in rural areas is difficult using traditional cost benefit analysis based primarily on the economic benefits of transport and infrastructure schemes.

Within the remainder of this policy statement, we outline our position on rural mobility 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 for the North and to provide statutory advice on planning and priorities for large scale transport investment. Within this context, TfN will collaborate with national STBs and our local partners across the North, to enhance rural mobility for communities across the North.

STP Policy position

In the Strategic Transport Plan, which was adopted in 2019, the following statements are made which relate to rural mobility, specifically that TfN would:

- Work with partners to identify transport interventions that deliver inclusive economic growth by improving access to employment and skills opportunities for all.
- Support growth of the visitor economy by making the case for transport investments, which improve access to and between the North's key visitor attractions.
- Support partners to improve bus journey times and reliability, by making use of any powers included in the Bus Services Act 2017, as well as existing powers and alliances. In some areas of the North this will include factoring in the demand and accessibility of coach parking.
- Work with partners and stakeholders to make the North's public transport system easier and more pleasant to use, with a focus on improving passenger comfort, confidence, reliability, safety and security.

This policy position statement aims to provide more detail to define TfN's role and to integrate the above aims of our STP within rural mobility. TfN's role is to

set out the case and priorities for connecting different economic clusters, local communities and international gateways across the whole of the North. Through the STP, the focus is to identify and secure the investment needed to provide the North of England with a transport network which links local transport infrastructure with strategic national schemes such as HS2.

TfN links local transport authorities work in managing and investing in local transport networks with the pan-Northern investments led by Government to support enhanced connectivity across the UK. This includes ensuring rural communities are well connected to places and opportunities across the North. We will support our partners particularly those representing rural communities across the North to enhance rural mobility, in a way that is proportional to the resources available to TfN.

Links to other workstreams

Rural mobility also sits across several other TfN workstreams:

- **Decarbonisation:** Policy measures to ensure rural mobility recognises TfN's decarbonisation trajectories and pre-agreed targets. The evidence base generated by our activities in this area, including our proposed Clean Mobility Visions workstream will inform the development of a vision for effective and low carbon rural mobility whilst reducing car dependency. We will prioritise analysis in rural areas as part of this workstream.
- **Multi Modal Hubs:** Promoting opportunities for greater public transport use and car sharing opportunities at hubs which can serve rural communities. Through integrating transport connectivity at these hubs, this can concentrate community and commercial services to form focal points for local communities.
- **Citizen Engagement:** Ensuring that the views of residents of the North on key issues relating to rural mobility, such as the quality of buses and decarbonisation, are given appropriate consideration in policy development, improving the evidence base across these areas and ensuring policymaking is aligned with the views of the North's citizens.
- **Active Travel:** Enabling more opportunities for walking and cycling within rural communities, with recommendations for improved active travel infrastructure and communications on routes for travel to work, services and for social purposes.
- **Spatial Planning:** TfN's spatial planning policy recognises the importance of integrated transport connectivity for rural areas whilst maintaining the natural character of places across the North, with focus on new development which supports a shift away from car dependency.
- **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 rural mobility and isolated communities that lock residents into car dependency and forced car ownership.

- **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 rural mobility interventions.
- **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 such as in rural areas.
- **Hydrogen Refuelling Infrastructure:** Application of TfN Local Freight Tool and modelling data, in partnership with utility providers and partners to assess requirements for servicing rural rail with hydrogen where appropriate.
- Through the **Major Road Network (MRN)** Regional Evidence Base: TfN are promoting the delivery of several improvement schemes, including schemes that may support rural mobility, as well as considering the first and last mile of journeys and how they can be facilitated within rural areas.
- **TfN Strategic Rail:** Working in partnership with the Community Rail Network to support the activity of local Community Rail Partnerships, with many operating on rural rail lines in the North. This places local communities at the centre of decision making and brings partners together to support job creation, local enterprise opportunities and create social cohesion. TfN recognise improvements to station buildings with more commercial and non-commercial facilities could transform and revitalise the communities which they are located, particularly in rural areas in which rail stations can form focal points for services and activity.
- **Technical Assurance, Modelling and Economics (TAME):** TfN's TAME team, through the Analytical Framework have the capabilities to enhance the evidence base for rural mobility. This includes opportunities within digital mobility to proactively support partners in commercial modelling and integrated ticketing.
- **Northern Powerhouse Independent Economic Review (NPIER):** The NPIER (2016) set out a vision for the North's economy by 2050. This work is planned to be refreshed in 2022/23, with an understanding that economic growth and employment cannot be concentrated exclusively in urban areas and must benefit all parts of the North to support opportunities for all and Government's Levelling up agenda.

TfN's suggested role in rural mobility

TfN will work with our partners to develop the evidence base for rural mobility and work collaboratively to share best practice, theoretical evidence and innovative solutions. We will also collaborate with Government and wider stakeholders such as other STBs on common issues relating to rural mobility.

TfN's ambition to work with our partners within rural mobility will identify and collate the innovative work partners are undertaking in this space on a local level such as within demand responsive transport, zero emission car shares and use of electric bicycles. We will also consider the collaborative work we have undertaken to date with other national STB partners to develop a rural mobility workplan. This will establish an evidence base within rural mobility that will provide theoretical evidence underpinned by best practice and case studies to support partners in developing rural proposals in their areas.

For TfN, we will coordinate Government proposals, STB best practice and local partner case studies to provide strategic direction within rural mobility. This will ensure rural proposals are aligned with the wider policy aspirations for the North, in the context of the STP as well as the NPIER and core TfN workstreams.

We recognise that there is no 'one size fits all' approach to rural mobility and that the definition and geography of rural differs between places across the North. Therefore, we will embed a place-based approach for partners serving rural communities, with a focus on the challenges and opportunities specific to an individual rural locale. To achieve this, we will:

- **Develop the evidence base and modelling capabilities:** Collaborating with the Department for Transport (DfT), other STBs and local partners, TfN will develop the theoretical evidence for rural mobility. This will explore reducing car dependency, enhancing access to opportunities and understanding funding requirements for public transport to serve rural communities. We will utilise the capabilities of TfN's Analytical Framework to enrich the evidence base e.g. Clean Mobility Visions, TRSE, digital mobility workstreams.
- **Assist partners to identify schemes:** Collating best practice within rural mobility through drawing on local partner and community experience and work undertaken by other STBs, we can develop a library of case studies which can support scheme development and innovative ideas to enhance rural mobility. As part of this, we will support innovative trials and pilots with our partners to identify suitable schemes and interventions. This will support partners in identifying the viability of schemes, exploring what may work in their areas and helping to make a clear case for investment in rural transport schemes.
- **Collaborate with other STBs:** Sharing knowledge and learning with STB networks nationally to identify best practice and understand place-based solutions that can improve rural mobility for rural communities in the North. Within this, we will explore opportunities to collaborate with the private sector to enhance the rural evidence base and consider innovative solutions in this space.
- **Monitoring and evaluation:** We will utilise TfN's Monitoring and Evaluation Framework to monitor improvements in pan-Northern rural mobility. TfN can also support the evaluation of any pilot schemes on rural mobility to further develop evidence of best practice. We will use the Benefits Mapping process to consider a suitable approach to measure

TfN's progress within rural mobility and supporting our partners in progressing key ambitions.

TfN recognise the value of real case studies and examples of best practice which can illustrate successful interventions for rural mobility, taking a place based approach to identify the best solutions for specific geographies. Through enriching the theoretical evidence base and illustrating the 'rural need', we can collaborate with partners on potential options and schemes to enhance rural mobility. It is essential in developing our evidence base, to understand what type of interventions work for a certain rural area, but to accept this may not work in another area, recognising the different rural typologies across the North. This will support a targeted approach to rural mobility, adopting solutions designed for specific rural areas.

To enrich the theoretical evidence base for rural mobility, we will coordinate partner experience, STB engagement and collaboration with Government, establishing a central evidence base for rural mobility in the North. We can also support in the evaluation of ongoing pilot schemes on rural mobility, utilising our own monitoring and evaluation resources to measure levels of success of pilots and enrich case studies in the North.

Action: To facilitate a TfN partner working group focused on rural mobility in the North.

Action: To undertake a call for evidence with TfN partners to collate existing evidence and case studies of rural mobility projects which are currently ongoing in partner areas across the North.

Action: To collate the results of the call for evidence to identify potential interventions which partners can develop in their own areas, considering the various rural typologies across the North.

Action: To support the evaluation of ongoing and future pilot schemes on rural mobility utilising TfN's monitoring and evaluation resources.

As shown in the section on links to other workstreams, rural mobility relates to many wider workstreams that TfN are currently working on or are proposing in our future pipeline. As we collate and develop the evidence base for rural mobility across the North, we will utilise wider TfN workstreams to improve evidence of various concepts and ideas relating to rural mobility. This includes embedding the importance of rural mobility within our Freight and Logistics Strategy and Multi Modal Hubs Policy Position to ensure the different solutions required in rural areas compared to urban areas are considered in full.

We will consider the challenges of proposed interventions for rural areas in these workstreams as well as including requirements to analyse and develop rural case studies for future Research and Economics commissions. There are also further modelling opportunities we can undertake for several of our workstreams. Within TRSE, we can focus specifically on rural communities to explore the consequences of public transport funding gaps and isolated communities that lock residents into car dependency and forced car ownership.

Following our research on the North's Visitor Economy, we will explore the study's transport-related recommendations and how this can support the future growth of the visitor economy in the North, whilst also strengthening rural mobility for local communities where tourism is a key contributor to the local economy.

We recognise the importance of developing stronger evidence within rural mobility to strengthen the case for investment in targeted schemes that will enhance connectivity for rural communities and improving access to opportunities and services. In developing our evidence base, we will ensure analysis and key findings are presented in clear and interpretable formats to illustrate the case for investment.

Action: To consider how we can more effectively embed rural mobility within wider TfN workstreams to identify potential solutions and add real value to rural communities across the North.

Action: To undertake further research into rural mobility utilising TfN's Research and Economics capabilities, to develop case studies of innovative solutions and better practice within rural mobility, as well as better articulating the 'rural need' to our partners and stakeholders.

Working with DfT, TfN will consider the outputs of the call for evidence and forthcoming publication of the Future of Transport: Rural Strategy and how it will support our local partners in serving rural communities across the North. Our successful request to DfT for additional funding will support partners across the North, particularly outside of metropolitan areas including many of the North's rural communities.

Through our proposals, TfN will establish a new 'Digital Mobility Hub' pilot for the North, which would proactively support partners within digital mobility, commercial modelling and integrated ticketing across multi-operators and modes. We also recognise the opportunity for demand responsive transport schemes which have been piloted in areas of the North such as Yorkshire and the Northeast. Therefore, as part of this pilot, we will explore the viability of demand responsive transport for a rural area as a project under this hub.

Action: To progress work on a new 'Digital Mobility Hub' pilot with a clear focus on improving rural mobility. We will explore the viability of demand responsive transport and how this compares with the commercial viability of traditional bus services, considering the appropriate pilot studies to progress this work.

Whilst exploring the opportunities for digital mobility and demand responsive transport, we will also support partners to deliver on the commitments in Bus Back Better: National Bus Strategy for England and develop an effective intra-regional bus network. We recognise the importance in supporting local partners in the implementation of Bus Service Improvement Plans (BSIPs) and to overcome the challenges bus services face across the North. This includes issues around the commercial viability of services, the decline in funding for critical rural services and the artificial barriers to service provision cross-border between

local transport authorities. There is scope to utilise TfN's Analytical Framework for strategic network development and market analysis, as well as strengthening the business cases for key transport projects through capturing wider associated social and economic impacts.

Action: To support partners in the implementation of Bus Service Improvement Plans, utilising TfN's existing workstreams and exploring the opportunities to use our analytical capabilities to deliver bespoke support to individual rural areas.

TfN recognises that it is the local communities across the North who best understand the mobility challenges for their areas, as well the potential solutions to these challenges. We believe through our Citizen Engagement workstream, we can better reflect the views of residents within rural areas in future policy-making whilst also improving TfN's own evidence base for rural mobility.

Action: To utilise our Citizens Engagement workstream to further TfN's understanding of the 'rural need', engaging with rural communities to reflect the challenges and opportunities particular to their area.

In addition to our local collaboration across the North, we also recognise the value of collaboration with other STBs across England to create one unified voice to Government within rural mobility. Collectively, through our STB rural mobility working group we have worked to highlight current mobility issues rural communities face and to present potential solutions that can enhance rural mobility in the North, and across England overall. This has culminated in a workplan developed by the working group that will support our partners to identify schemes, provide strategic direction, enhance the rural evidence base and share knowledge and best practice, including opportunities with the private sector.

In addition to our collaboration with other STBs, we will also explore how to effectively collaborate with other devolved administrations representing Wales and Scotland, to understand the rural mobility schemes progressed within their areas. Through our national collaboration, we will build on our own work in the North and present clear evidence and recommendations to DfT, which will shape national policy for rural mobility. TfN has its own All-Party Parliamentary Group (APPG) and we will explore the possibility to organise an event to discuss rural mobility.

Action: To continue our collaboration with other STBs and support the actions identified in the 2021/22 STB workplan. TfN will work with other STBs and DfT to present clear evidence and recommendations to enhance rural mobility nationally and to strengthen the case for investment for rural communities in the North.

Action: To explore opportunities to arrange an APPG event focused on rural mobility.

Next steps

The next steps for TfN's rural mobility are to progress engagement with partners and wider stakeholders to ensure that the policy actions are effective and will add real value to rural mobility across the North. We will continue to work with other STBs through our rural mobility working group to deliver upon the actions of our workplan collectively, defining what the key tasks and milestones as well as how we will achieve our ambitions.

TfN will work closely with partners representing rural communities across the North to establish the place-based pilots and innovative trials that can enhance rural mobility for these communities. This includes supporting partners in the implementation of BSIPs and exploring how TfN can utilise our modelling capabilities to provide effective and viable solutions for bus services in the North.

Our rural mobility policy will be underpinned by a robust evidence base collated by TfN showcasing innovative best practice partners are progressing across the North, whilst also collating outputs from key TfN workstreams that relate to rural mobility. This includes our recent proposals to DfT to undertake further work within digital mobility, as well as ongoing workstreams within TRSE and Freight and Logistics.



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DRAFT TfN International Connectivity and Aviation Policy Position Statement

February 2022



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1 Introduction

Transport for the North (TfN) is a Statutory Transport Body (STB) of elected leaders and a partnership of business leaders who collectively represent the region's 15 million 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 its partners work collaboratively to identify the transport infrastructure and policy measures that are required to achieve the North's ambition. Our current Strategic Transport Plan (STP) is a formally adopted plan which outlines how strategic investment in transport could unlock inclusive and sustainable transformative economic growth across the North.

2 International connectivity in the North of England

TfN have previously undertaken policy work within international connectivity and aviation which culminated in the publication of TfN's Independent International Connectivity Commission Report (February, 2017). The report considered the economic importance of international connectivity to transform economic performance in the North and close the productivity gap. The report identified the importance of international connectivity for the North, with the North's airports handling 40m air passengers in 2016 and contributing £5.5bn to the North's GVA, whilst Northern Ports contributing 20% of all GVA generated by UK ports in 2014.¹ More recent figures since this report demonstrate the continued importance of international connectivity. Visit Britain figures show that in 2019, there were 3.99 million visits to the North by international visitors, with a total expenditure of £1.99 billion².

TfN have commissioned Atkins to support our work to update our policy position for international connectivity and aviation, which will conclude the adoption of this policy statement, defining TfN's role in this area. The purpose of this position statement is to set out the role that TfN will take in relation to international connectivity, and the steps that we will take to support our partners in delivering the ambitions aligned to international connectivity now, almost five years after the original work was completed. This position statement will then be embedded within TfN's revised Strategic Transport Plan and subsequent evidence base which we plan to adopt by December 2023.

¹ Independent International Connectivity Commissions Report, February 2017, https://transportforthenorth.com/wp-content/uploads/International-Connectivity-Report_websafe.pdf

² Visit Britain, Inbound nation, region, county data. [Inbound nation, region, county data | VisitBritain](#)

As of November 2021, we adopted our Decarbonisation Strategy which defines four plausible baseline emissions trajectories based on our Future Travel Scenarios and assesses the gap between each trajectory and TfN’s Decarbonisation Trajectory. Subsequently, we are now commencing work on the refresh of our Strategic Transport Plan. As part of this refresh, we are working to strengthen our policy for international connectivity including aviation.

For the purposes of this policy statement, **international connectivity** has been defined as “**moving people and goods effectively and efficiently between desired origins and destinations internationally**”.

TfN’s geographical remit across the North contains various airports and ports varying in scale and operations. Several major airports and ports as listed in the Independent International Connectivity report³ are shown below:

Airports	Ports
Manchester	Hull
Liverpool	Port of Tyne
Newcastle	Liverpool
Leeds Bradford	Grimsby and Immingham
Doncaster Sheffield	Tees and Hartlepool
Humberside	
Durham Tees Valley	

Within TfN’s Independent International Connectivity Commission Report (February, 2017) we examined the economic role of international connectivity for the North of England. The report included an assessment of the role of the North’s airports and ports in providing global connectivity for passengers and freight and the actions that are required to improve international connectivity in supporting the North’s business and visitor economy. It also identified the potential role of the public and private sectors in delivering the key drivers for international connectivity.

3 Literature Review

To inform this position statement, a literature review has been undertaken of current national policy and wider supporting documentation which are focused on or linked to international connectivity. This has provided TfN a greater understanding of the current context in which the position statement should be developed. A full list of the documents contained within the literature review is provided in Appendix A.

4 Key themes

The context in which the position statement has been developed has been summarised under the following key themes.

³ Independent International Connectivity Commissions Report, February 2017, https://transportforthenorth.com/wp-content/uploads/International-Connectivity-Report_websafe.pdf

4.1 The impact of Covid-19 on international connectivity

The UK Government has made progress in fully reopening the air industry following the enforced Covid-19 restrictions, however UK air capacity in November 2021 was 33% less than in 2021 and the UK is now the 4th largest aviation market in Europe, compared to being the largest market prior to the pandemic⁴. The International Air Transport Association (IATA) estimate that Covid-19 will cause a long-term loss of 2 years growth, with 2022 levels of global passengers projected to be 88% of 2019 figures, and 2023 levels projected to be 105% of 2019 figures⁵. However, despite the impact of Covid-19, the number of global air passengers and volume of cargo is expected to increase significantly over the next 30 years⁶.

The IAPH-WPSP Port Economic Impact Barometer report⁷ highlighted the impact of Covid-19 on ports. It showed that between early April and mid-July 2020 approximately half of global respondents indicated that container vessel calls were down by more than 5%. However, the situation improved considerably by September 2020 when only 28% of respondents reported a fall of 5% (compared to a normal situation). In May 2021, 55% of ports reported that the number of calls by other cargo vessels was relatively stable compared to a normal situation and 15% of ports pointed to an increase in other cargo vessel calls. As TfN, we support the North's international connectivity and understand its importance in the context of a post-Pandemic recovery. As part of this recovery, we must remain proactive to future challenges for these sectors posed by COVID-19 variants which may impact recovery or influence seasonal travel demand.

4.2 Increasing competitiveness

Whilst figures concerning the impact of international connectivity on competitiveness are not available since Covid-19, strategies written prior to 2020 point to the impact that decarbonisation and infrastructure development can have on increasing competitiveness. In 2018, aviation contributed £22 billion to the UK economy⁸ whilst air freight and its supporting businesses contributed £7.2 billion⁹. In 2021, aviation was estimated to have provided over 536,000 jobs and 4,500 businesses, with 86,000 jobs in the North West alone¹⁰.

Freeports are areas nearby to ports, airports and rail hubs where special regulations apply with the aim to boost investment, regenerate communities and enhance the local economies. It has recently been announced that the

⁴ House of Commons Transport Committee, 17 November 2021, [Committees - UK Parliament](#)

⁵ Pearce, B., IATA, Covid 19 – An almost full recovery of air travel in prospect, 26 May 2021, [PowerPoint Presentation \(iata.org\)](#)

⁶ Department for Transport, COP26 declaration: International Aviation Climate Ambition Coalition, 10 November 2021, [COP 26 declaration: International Aviation Climate Ambition Coalition - GOV.UK \(www.gov.uk\)](#)

⁷ Notteboom, T and Pallis, IAPH-WPSP Port Economic Barometer One Year Report, 2021. <https://sustainableworldports.org/wp-content/uploads/IAPH-WPSP-Port-Economic-Impact-Barometer-20-21-View.pdf>

⁸ Economic Benefits from Air Transport in the UK, Oxford Economics, 2018

⁹ Assessment of the value of air freight services to the UK economy, *Airlines UK*, 2018

¹⁰ Aviation Jobs in Great Britain, *Airlines UK*, 2021

Government will be establishing 8 new freeports¹¹, with 3 proposed in the North of England at Humber, Liverpool and Teesside. Regulatory benefits for businesses within freeports include tax, customs and planning. Local councils will also benefit from 100% business rates retention, which they can use to invest in the surrounding infrastructure to support future growth in and around the sites.

As TfN, we recognise that by making it easier for businesses to access international markets and by encouraging outward and inward investment, we can facilitate economic growth, increase the number of jobs and businesses, and increase the competitiveness of the North. However, we recognise that freeports should make the right transition in attracting new activity rather than relocating activity from other areas, whilst supporting higher-skilled jobs.

This builds on our forthcoming Freight and Logistics Strategy which recognises the tax and customs benefits freeport status will provide for several ports in the North, as well as the potential to both produce and use green fuels in these locations for fuel intensive industry clusters. The importance of green fuels and new clean energy-specific clusters is also recognised within our Decarbonisation Strategy¹².

4.3 Decarbonising transport

As set out in TfN's Decarbonisation Strategy and Trajectory, 11% of the UK's total emissions in 2019 were from aviation and shipping (compared to 22% from surface transport sources). In total, 8% of the UK's total emissions were from aviation, of which 96% was international aviation. As part of the Paris agreement, the UK Government has committed to supporting the goal to limit global warming to well below 2 degrees, preferably to 1.5 degrees Celsius, compared to pre-industrial levels.

The International Aviation Climate Ambition Coalition (IACAC), as part of COP26, is committed to working together to reduce aviation CO₂ emissions in line with the aim of limiting the global average temperature increase (to 1.5 degrees). The commitment included promoting the development and deployment of sustainable aviation fuels and promoting new, innovative low and zero-carbon aircraft technologies that reduce aviation CO₂ emissions.

DfT's Transport Decarbonisation Plan¹³ supports the shift to decarbonise transport sector operations with commitments including domestic aviation to be net zero by 2040, the requirement for international aviation to be offset to non-transport sectors, and the launch of the UK Emissions Trading Scheme (ETS), replacing the UK's membership of EU ETS. As part of the plan, DfT are now consulting on their forthcoming Jet Zero Strategy¹⁴ which sets out the UK's ambitions to decarbonise aviation in a way that preserves the benefits of air

¹¹ Department for Levelling Up, Housing and Communities, Freeports Guidance, 2021

¹² Transport for the North, Decarbonisation Strategy, December 2021

¹³ Department for Transport, A Better, Cleaner Britain, 14 July 2021, [Transport decarbonisation plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/transport-decarbonisation-plan)

¹⁴ Department for Transport, Jet Zero: Our Strategy for net zero aviation, 14 July 2021, [Jet zero: our strategy for net zero aviation - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/jet-zero-our-strategy-for-net-zero-aviation)

travel and maximises the opportunities that decarbonisation can bring. For aviation this has been focused across the following areas:

- Improving the efficiency of the aviation system.
- Accelerating the deployment of sustainable aviation fuels.
- Supporting the development of zero emissions aircraft with UK routes operating zero emission aircrafts by 2030.
- Ensuring markets drive down emissions in the most cost-effective way.
- Working to influence the behaviour of consumers through encouraging the use of the most sustainable routes and travel providers.

The Jet Zero Council¹⁵ (a partnership between industry and government, and set to be the catalyst for zero emission flights across the Atlantic) has set out that the focus of delivering net zero and zero emission technologies will be by developing and industrialising zero emission aviation and aerospace technology, establishing UK production facilities for sustainable aviation fuels (SAF), and commercialising the industry by driving down production costs and developing a coordinated approach to the policy and regulatory framework needed to deliver net zero aviation by 2050. In the North, Manchester Airport as part of the Manchester Airports Group has committed to Net Zero airport operations by 2038 and Newcastle International has committed to achieving this target by 2035.

The UK Government's Clean Maritime Plan¹⁶ sets out the ambition for the UK to become a global leader in the maritime sectors and specifically that by 2050 zero emission ships will be commonplace. There are several types of technology which the plan identifies as having the potential to support zero-emission maritime including electrification and alternative fuels. The report highlights that it is expected that alternative fuels will play the largest role in decarbonising maritime.

As part of TfN's response to DfT's Jet Zero Consultation¹⁷, we set out that UK domestic aviation should set a net zero target by 2040, or earlier where possible, and we welcomed the focus on net zero aircraft and aircraft operations. Through our Decarbonisation Strategy, we have made our own commitments to reducing carbon emissions through engaging with partners and stakeholders and investigating what actions both TfN and its partners can take at a local and regional level to deliver emissions savings.

4.4 Supporting cohesion

DfT's recently commissioned independent Union Connectivity Review¹⁸ assesses the current transport connectivity within and between the UK to make recommendations to maximise economic potential and improve quality of life. It

¹⁵ Jet Zero Council (JZC), [Jet Zero Council - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

¹⁶ Department for Transport, Clean Maritime Plan, July 2019 - [Clean Maritime Plan \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

¹⁷ Transport for the North, Response to DfT's Jet Zero Consultation, September 2021

¹⁸ Department for Transport, Union Connectivity Review (Final Report), November 2021 - [Union Connectivity Review \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

considers the quality and availability of transport and provides recommendations that seek to address inequalities in connectivity and economic potential across the UK, several of these recommendations are directly related to air connectivity. The review considers the impact of Covid-19 and Brexit and examines economic indicators to build a picture of the economic situation of the UK.

One of the key recommendations of the report is the possible development of a new UK Strategic Transport Network which acts as a UK equivalent of the Trans-European Network of Transport (TEN-T). It will account for many interdependencies including the development of freeports, the Integrated Rail Plan (IRP), the Regional Air Connectivity Review and Aviation Recovery Plan, the Williams-Shapps Rail Review and national transport strategies. Whilst the Union Connectivity Review is focused on domestic connectivity, its development will have implications for enhancing international connectivity and attracting further investment.

Transport-related social exclusion is also relevant in the context of international travel, in terms of providing access to international gateways for the North's residents, as well as widening access to employment opportunities in the businesses surrounding airports and ports. This is especially important given, the higher deprivation levels of some areas near to the North's airports and ports. The results of our Social Exclusion Research will further develop the evidence base in this area.¹⁹

TfN have an important role to play in supporting cohesion, particularly in terms of connecting Wales and Scotland. As outlined in TfN's Long Term Rail Strategy,²⁰ we have a role to play in supporting rail to help people travel across the UK, but also in terms of connecting access to airports and ports in the North from Wales and Scotland, but also to their own international gateways via rail.

4.5 Surface access to airports and ports

The UK Government's Aviation Policy Framework²¹ stresses the importance of surface access for airports, outlining how all proposals for airport development must be supported by surface access proposals which will ensure passengers can readily access efficient and reliable services that increase the use of public transport, minimise congestion and reduce impacts on the local transport network.

Consequently, the North's airports have developed surface access strategies which set requirements and interventions in line with this policy requirement. In terms of surface access to ports, the Government's Port Connectivity Review²²

¹⁹ Transport for the North, New Northern Research project set to tackle link between transport and social exclusion, March 2021, [Research project to tackle link between transport and social exclusion | News - Transport for the North](#)

²⁰ Transport for the North, Long Term Rail Strategy, February 2018

²¹ Secretary of State for Transport, Aviation Policy Framework, March 2013, [Aviation Policy Framework \(publishing.service.gov.uk\)](#)

²² Department for Transport, Ports Connectivity Review, 2017, [Transport infrastructure for our global future: a study of England's port connectivity \(publishing.service.gov.uk\)](#)

looked at the wider UK freight and transport policy picture and its specific impact on ports. It detailed seven recommendations, which included ensuring that the needs of ports are captured in future transport investment decisions.

The UK Government's Northern Powerhouse Agenda – One North²³, recognises that the promotion of international connectivity relies on strong surface access connectivity from across the region, and it sets out plans to better connect Manchester airport to neighbouring cities by rail through HS2 and Northern Powerhouse Rail (NPR). This remains critical for the North and should be considered as the IRP is delivered. In addition to this, the airports and ports in the North have their own masterplans and/or strategic visions which encompass surface access, which would need to be considered when identifying surface access interventions.

The road network remains central in providing direct connectivity to the North's key international gateways. TfN recognises the importance in ensuring the network supports the move to zero or low emission vehicles, more efficient use of vehicles and road space through shared mobility and autonomous vehicle technologies.²⁴ The road network is a flexible asset which can adapt new and more efficient means of transport, which will provide a better end-to-end customer experience and respond to societal, environmental and technological challenges and opportunities.

For TfN, we recognise the need for an increased focus on surface access becoming zero emission. An objective of TfN's Strategic Transport Plan is improving access to transport across all communities as doing so has the potential to make low carbon surface access more accessible and efficient for access to key airports in the North.

4.6 Optimising the opportunities from the green economy

The Government's Ten Point Plan for Green Revolution²⁵ made it clear that now is the time to build back better and align economic recovery with environmental commitments. The UK Infrastructure Bank has been set up with £22bn of financial capacity to help tackle climate change.

In terms of international connectivity, the UK Government has set out that alternative fuels have a role to play in delivering a decarbonised transport sector. The UK Government's Hydrogen Strategy²⁶ shares the Government's commitment, of up to £20m (for 2021), for the Clean Maritime Demonstration Competition to accelerate the design and development of zero emission marine vessels in the UK, and £15m (for 2021) for the 'Green Fuels, Green Skies' competition to support the production of first-of-a-kind sustainable aviation fuel

²³ Department for Transport/Transport for the North, The Northern Powerhouse: One Agenda, One Economy, One North, March 2015 [The Northern Powerhouse: One Agenda, One Economy, One North](#)

²⁴ Transport for the North, Draft Major Roads Report, 2021

²⁵ HM Government, The Ten Point Plan for a Green Industrial Revolution, November 2020, [The Ten Point Plan for a Green Industrial Revolution \(publishing.service.gov.uk\)](#)

²⁶ HM Government, UK Hydrogen Strategy, August 2021, [UK Hydrogen Strategy \(publishing.service.gov.uk\)](#)

(SAF) plants in the UK. The Clean Maritime Plan²⁷ highlights several locations in the North of England as potential hotspots in the UK for clean maritime fuel generation, storage or distribution.

As TfN, our Decarbonisation Strategy²⁸ set out two specific commitments on hydrogen. The first is to undertake a pan-North study on hydrogen refuelling, initially focused on HGVs but with the view to expand this to rail, aviation and shipping. The second commitment is, as part of that study, to engage with partners and Government to develop hydrogen infrastructure across the North, with one aspect of focus being on the potential for airports for both the generation and storage of hydrogen and hydrogen derived fuels. Furthermore, TfN's Electric Vehicle (EV) Charging Infrastructure Framework provides greater opportunity in supporting sustainable fuel sources as it sets out the ambition for an effective and integrated EV network across the North, which can connect key economic clusters such as at airports and ports within the proposed EV network.

5 Links to other workstreams

International connectivity links to several TfN's workstreams, the key strategies that need to be considered in line with this position statement are:

- **Decarbonisation Strategy:** Policy measures to consider aviation emissions as part of TfN's decarbonisation trajectories and pre-agreed targets. The evidence base generated by our activities in this area can support future activity in this area,
- **Visitor Economy and Transport in the North of England Research:** Identifies the importance of the domestic and international visitor economy market for the North of England, with the various tourism assets the North provides. As part of this, accessibility to international gateways is important for enabling future growth in the North's visitor economy, with the report identifying the importance of high-quality, integrated public transport links to enhance surface access and support decarbonisation ambitions.
- **Freight and Logistics:** TfN's forthcoming Freight and Logistics Strategy highlights the importance of delivering port to port zero-carbon multimodal corridors which will require future collaboration between partners and as well as capitalising on opportunities relating to Freeport status for several ports in the North. Ensuring there is suitable freight capacity via rail and road to the North's ports will support future global trade opportunities essential to the UK economy.
- **TfN Strategic Rail:** TfN's existing Long Term Rail Strategy recognises the importance of international connectivity for the North and the existing gaps in the North's network where journey times and interchange requirements for access to the North's international gateways reduce the attractiveness of public transport. It also recognises that journey times and networking capacity reduce the attractiveness and competitiveness for rail freight. For strategic rail, the ambition is to reduce journey times between the North's economic and freight centres, and between these

²⁷ Department for Transport, Clean Maritime Plan, July 2019 - [Clean Maritime Plan \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/814086/clean-maritime-plan.pdf)

centres and international gateways, which must form a key consideration as infrastructure for HS2 and the Integrated Rail Plan is delivered.

- Through the **Major Road Network (MRN)** Regional Evidence Base: With most passenger and freight travel via road, it is critical to ensure the MRN is well connected to the North's international gateways. TfN are promoting the delivery of several improvement schemes, including schemes that may support more efficient access to the North's airports and ports, as well as considering the first and last mile of journeys and how they can be sustainably integrated within key economic clusters.
- **Transport Related Social Exclusion (TRSE) Research:** For TRSE, it is important that new transport development linked to ports and airports should not exacerbate severance or increase car dependency, whilst ensuring sustainable accessibility to jobs for those living in areas surrounding ports and airports. Any impacts linked to ports and airports, particularly noise pollution, air pollution, and severance should also be mitigated.
- **Northern Powerhouse Independent Economic Review (NPIER):** Due to be refreshed in 2022, the NPIER sets out a transformational future for the North's economy by 2050 and will consider linkages to international connectivity through international trade.
- **TfN Monitoring and Evaluation Framework:** This will monitor several areas relevant to pan-Northern international connectivity policy, such as surface accessibility to airports and ports, CO2 emissions, international visitor numbers, and exports from northern ports and airports.

6 TfN's suggested role in relation to international connectivity

TfN recognises the importance of international connectivity in supporting a post-Pandemic recovery, whilst understanding the environment impacts of international aviation. Our ambition for international connectivity is therefore to encourage international connectivity in a greener and cleaner way, promoting where feasible, more sustainable alternatives.

We support a '*rail first approach*', which sets out that rail is the preferred mode of travel domestically and we welcome alternatives to flying for international travel where these are competitive. TfN recognises that improvements to local public transport networks are a crucial element in supporting domestic travel and providing an efficient and more integrated travel experience across the North and wider UK. Delivering integrated sustainable travel can also support surface access improvements to airports and ports as part of our remit to decarbonise travel, recognising the importance of international connectivity for the North.

Additionally, we have an ambition for the North to become a hub for the green economy, noting that there are already significant clusters of activity in several areas.

6.1 Coordination and influencing:

Within TfN's role, we can coordinate and influence international connectivity in the North in collaboration with our partners. In a coordination capacity, we can bring together relevant stakeholders to ensure that collectively the North maximises opportunities to influence and promote international connectivity. We also can influence national policy in relation to international connectivity, ensuring that the opportunities for the North are maximised.

Action:

- To reintroduce hosting pan-regional airport, port and public transport operator round tables to discuss issues and challenges within international connectivity and aviation.
- To improve communications with central Government and to act on behalf of our partners and key stakeholders as a central voice to influence UK Government policy in relation to international connectivity.
- To work with technical experts and academia within international connectivity and aviation to receive impartial and independent advice to support TfN's Board and wider governance groupings in relation to the topic.

6.2 Providing evidence-based recommendations:

At TfN, we have a modelling and analysis capability that enables us to provide evidence and support to partners. In relation to International Connectivity, there are opportunities to use this capability to support our role in coordinating and influencing international connectivity across the North.

Action:

- To provide central accountability for emissions statistics in the North in relation to international aviation and maritime that can feed into Decarbonisation targets and trajectories.
- Through our Decarbonisation Strategy, to consider how TfN can build shipping and aviation emissions into our models and future baseline decarbonisation trajectories. This will include examining options for reducing these emissions and gaining consensus amongst partners.
- Through our Analytical Framework and Monitoring and Evaluation Framework, monitor accessibility to airports and ports by rail and road. This will provide high-level accountability for surface access to international connectivity and supporting appraisal of schemes that will improve accessibility.

7 Key areas of influence

7.1 Improving surface access and seamless journeys:

With a small number of exceptions, airports and ports are not the final destination for people or goods, making onward surface access an important priority. Many of the North's airports and ports are directly served by onward rail, light rail, tram or bus services which link gateways to city centres, distribution hubs and visitor hotspots. For airport passengers, there are challenges around the discrepancy in demand patterns which are different to

traditional peak periods. This is particularly relevant to rail connections, where engineering work is generally planned for overnight periods and on weekends.

There is also a need to consider transport options to and from international points of entry. Confusing ticketing arrangements, poor quality services, and insufficient information can act as a barrier to encouraging visitors to use public transport to access international gateways and can impact their experiences of travelling to the North. TfN has a role to play in supporting seamless and user-friendly ticketing, information, and marketing to provide more integrated journeys for those arriving and departing from both domestic and international airports and ports. This also extends to surface access to the North's ports in which infrastructure improvements to rail freight such as gauge clearance would enable modern intermodal containers to be transported via rail.

7.2 Supporting clean, green growth:

With shipping and aviation contributing significantly to UK emissions, and the UK's and regional commitment to emission reduction plans, there is a need for TfN to work closely with partners and relevant stakeholders to reduce emissions and support the growth of alternative fuels both for shipping and aviation. This will build on current progress across the North such as Manchester Airport developing a new direct supply for SAF or Humberside's agreement to supply British Airways with SAF.

7.3 Supporting the economy and visitor economy:

International connectivity is intrinsically linked to supporting the wider economy and the visitor economy. For the North to compete as a single economy, it requires first-class links to the rest of the world including the growing markets of China, India and Brazil. Airports and ports also have the potential to position as linchpins for wider economic hubs supporting Foreign Direct Investment through aviation focused activities (e.g. maintenance / logistics) or business park activities (allowing companies to benefit from locations adjacent to airports). The special regulatory environment for businesses operating within freeports will have the potential to further enhance the economy around certain ports in the North of England.

Furthermore, the visitor economy also encompasses direct and indirect contributions to the economy and had prior to the pandemic a total net GVA impact of £12.33 billion²⁹ (pre-Pandemic, 2019). However, the North's visitor economy is more domestically oriented than England's, accounting for 25% of England's total tourism spend but only 14% of international visitors to England. TfN has a role to play through working with partners and relevant stakeholders to support the growth of the economy including our high-quality tourism offer across the North and making the North more attractive to international visitors.

7.4 Proposed recommendations for international connectivity and aviation:

²⁹ TfN, Atkins and the Leisure Consultancy, Visitor Economy and Transport in the North of England, July 2021

The proposed policy recommendations for international connectivity and aviation based on the above key areas of influence are:

Action:

- Through the appropriate forums, work with partners and key stakeholders to explore opportunities and threats to international connectivity, identifying the preferred solutions which TfN can consider in collaboration with UK Government. As part of this, we will work with airports and ports to understand their own surface access ambitions and masterplans, and how this aligns with TfN's investment programme and spatial planning policy.
- To support partners and key stakeholders in their own proposals for decarbonisation such as through the Airport Carbon Accreditation and Green Port programmes, whilst also recognising the importance in promoting the North of England as a place to invest on a global scale, in line with work undertaken by UK Department for International Trade.
- To explore future workstreams that explore delivering smart ticketing options for international visitors through collaboration with TfN's Strategic Rail team and wider stakeholders such as public transport operators.
- In line with the recommendations of TfN's Decarbonisation Strategy and EV Charging Infrastructure Framework, consider further opportunities for the use of hydrogen and electric fuel sources within transport, establishing relationships with private sector organisations that are currently developing alternative fuels e.g. Humberside green energy cluster, TfN's EV Steering Group. We will also maintain a focus on decarbonising surface access to airports.
- To support the visitor economy through the recommendations set out in TfN's Visitor Economy and Transport study and TfN's Tourism and Rail Covid Report, which include greater collaboration with partners, integrated ticketing and marketing initiatives and delivering high-quality and efficient public transport and active travel connectivity.
- To consider the recommendations set out in TfN's Freight and Logistics Strategy in facilitating and developing partnerships to achieve port to port zero-carbon multimodal corridors. This includes capitalising on the freeport status of several ports in the North and ensuring that there is suitable freight capacity via rail and road to the North's ports, which will also support future global trade opportunities vital to the UK's economy.

8 Proposed next steps

The next steps for TfN's international connectivity and aviation policy position are to progress engagement with partners and key stakeholders to ensure that the policy actions are fit for purpose and will add real value in realising the clean growth opportunities for international connectivity, whilst also ensuring this is achieved in accordance with TfN's Decarbonisation Strategy. We will work with our partners and key stakeholders across the North to progress the actions identified within this policy statement, coordinating and influencing key workstreams within international connectivity whilst utilising TfN's own modelling and research capabilities to enhance our evidence base.

We will continue to develop our evidence base, progressing key workstreams that support our international connectivity and aviation policy. This includes the carbon trajectories and ambitions outlined in our Decarbonisation Strategy, our Strategic Rail and Major Roads programmes to support future surface access opportunities and our forthcoming Freight and Logistics Strategy which will consider interventions to improve accessibility for freight to the North's airports and ports. We will also consider TfN's wider programme of work which can enhance the evidence base for international connectivity and aviation such as our Analytical Framework and our Research and Economics work in areas such as Transport Related Social Exclusion and the North's Visitor Economy. The Northern Powerhouse Independent Economic Review is due to be refreshed in 2022 as part of an on-going programme of research, which will also have linkages to international connectivity through international trade.

APPENDIX A:

List of reviewed documents

Airlines UK & York Aviation, (no date), *Aviation Jobs in Great Britain*. Available through: <https://airlinesuk.org/wp-content/uploads/2021/07/Aviation-Jobs-in-Great-Britain.pdf>

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Meeting:	Scrutiny Committee
Subject:	Integrated Rail Plan update
Author:	Tim Foster, Interim Strategy and Programme Director
Sponsor:	Martin Tugwell, Chief Executive
Meeting Date:	Thursday 10 March 2022

1. Purpose of the Report:

- 1.1 To update members on progress following the publication of the Integrated Rail Plan and to set out the proposed next steps to be considered by the Board.

2. Recommendations:

- 2.1 Members are invited to note the contents of the report and endorse the proposed next steps outlined in Section 4.

3. Main Issues:

- 3.1 A number of activities have been undertaken since the Board last discussed the IRP in January:
- 3.1.1 TfN submitted evidence to the Transport Select Committee Inquiry as agreed with the Board. The Chief Executive and Chair provided evidence at the session on 4th February 2022. The final version of the submission is attached at Appendix 1.
- 3.1.2 Following the publication of the technical report, the independent assessment of the IRP remitted to the TfN Executive is also being finalised for presentation to the TfN Board in March. Alongside the economic implications already presented to the Board, an initial assessment of the environmental implications has also been undertaken. TfN is also assessing the implications for the TfN Freight and Logistics Strategy due to be adopted by the Board in March.

4. Capturing the full economic potential of NPR:

- 4.1 The technical annex published by the DfT on 24th January confirms that the wider economic benefits have not yet been accounted for in the appraisal of the IRP. The IRP document confirms both the need for detailed business cases to be prepared for the proposals identified by the Government, and that further investment would be considered through an 'adaptive pipeline' approach. In both cases, the capability of the modelling tools held by TfN could be used to identify the scale of wider benefits to inform the future decisions.
- 4.2 Realising the long-term ambition underpinning the North's preferred network and maximising the full potential of NPR and HS2 (including the opportunities for place making) will require a combination of national (government), local and private sector investment and, therefore, should include:
- 4.2.1 Pursuing the need for further investment through the "adaptive pipeline" approach – to include consideration of opportunities to align with other rail investment programmes.

- 4.2.2 Identifying opportunities to enhance or add to the agreed investments in NPR Phase 1, either through local contributions or private sector led investment, working with the Northern Powerhouse Partnership and the working group.
- 4.2.3 Supporting TfN partners and local authorities to realise the full potential of rail investment for places and communities, in line with the principles of the Levelling Up White Paper.

TfN Future Activities

- 4.3 In TfN's funding settlement, DfT has confirmed funding for the TfN sponsorship role and the continuation of analytical services by TfN to support the NPR programme and wider IRP work. TfN will continue to operate its statutory functions, including providing statutory advice to Government. There are three key functions that TfN should undertake, both in its role as co-sponsor of NPR and as part of its wider statutory role.
- 4.4 Firstly, restating the case for why HS2 and the preferred NPR network are required to provide the core spine of capacity and connectivity between the economic centres of the North of England, delivering wider outcomes for the whole of the North and the UK. TfN's work to update the Independent Economic Review and Strategic Transport Plan will provide the opportunity to restate the case and identify specific proposals for consideration as part of the 'adaptive pipeline' approach.
- 4.5 Secondly, as joint sponsor of NPR, working with DfT to ensure that investment decisions taken forward by Government as part of the IRP fully reflect the wider economic benefits. TfN should use its role as co-sponsor to work with the Department to challenge costs and scope in NPR Phase 1, underpinned by the principle that savings identified within NPR are used for additional investment within the North. We are exploring with DfT how TfN's industry leading analytics can continue to support NPR development and help accelerate the implementation of the new Green Book approach.
- 4.6 Finally, significantly enhancing our support for partners to bring forward locally-led schemes that can enhance and integrate with the IRP programme. This element of TfN's role would build on existing work (for example the work with Bradford and West Yorkshire on new station options and masterplanning) and making use of TfN's analytical capability. TfN's capacity to do this work will be determined by the business planning process as set out in the report from the Finance Director.

5. Corporate Considerations:

Financial Implications

- 5.1 The financial implications of the paper will need to be assessed as part of the budget and business planning process for 2022/23.

Resource Implications

- 5.2 The resource implications of the paper will need to be assessed as part of the budget and business planning process for 2022/23.

Legal Implications

- 5.3 There are no new apparent legal implications as a result of this report.

Risk Management and Key Issues

- 5.4 The risk implications of the paper will need to be assessed as part of the budget and business planning process for 2022/23.

Environmental Implications

- 5.5 The implications of the IRP have been assessed and will be reported to the Board in March. All proposed infrastructure developments will be subject to screening for the need for EIA by the relevant development authority as part of the design development and consenting process.

Equality and Diversity

- 5.6 An initial assessment has been undertaken and will be reported to the Board in March.

Consultations

- 5.7 A consultation has not been undertaken at this stage.

6. Background Papers:

- 6.1 None

7. Appendices:

- 7.1 Appendix 1 - TfN Submission to the Transport Select Committee Inquiry

Glossary of terms, abbreviations and acronyms used (*if applicable*)

Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.

- | | |
|--------|---------------------------------|
| a) IRP | <i>Integrated Rail Plan</i> |
| b) NPR | <i>Northern Powerhouse Rail</i> |
| c) DfT | <i>Department for Transport</i> |
| d) TfN | <i>Transport for the North</i> |

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Meeting:	Transport for the North Scrutiny Committee
Subject:	Setting the Scope & Objectives of a Northern Digital Mobility Strategy
Author:	Matt Smallwood, Head of Digital Strategy
Sponsor:	David Hoggarth, Strategic Rail Director
Meeting Date:	10 March 2022

1. Purpose of the Report:

- 1.1 This report sets out the scope and objectives for a Northern Digital Mobility Strategy (NDMS) as a pragmatic way to update the integrated and smart travel objectives within the Strategic Transport Plan (STP) including helping partners deliver outcomes more quickly by sharing best practice and expertise.
- 1.2 The report invites Members to consider and agree to the scope and objectives of the NDMS set out within.

2. Background

- 2.1 Transport for the North's Strategic Transport Plan sets out clear ambitions for smarter and more integrated travel across the North. This took the form of the IST Programme.
- 2.2 The IST Programme was unfortunately closed at the end of 2020/2021 but it is recognised that partners across the North continue to have clear aspirations to deliver improvements to the way passengers use technology to make their journeys easier
- 2.3 These aspirations were further evidenced by the ambitious plans for digital interventions and fares reform set out across the Bus Service Improvement Plans developed by partners and in both the Williams-Shapps White Paper and the IRP.
- 2.4 The NDMS will take the place of the IST Programme within the Strategic Transport Plan and, unlike the central delivery focus of that programme, will instead be prioritised around adding value, capacity and support to the local delivery (through TfN's partners) and local decision making around digital & ticketing interventions.
- 2.5 A single authoritative document shaped by local priorities will mean the north can efficiently capture local plans, provide robust evidence for interventions, and make the case for further joined-up approaches to, and investment in, the local delivery of digital and ticketing innovation.

3 The Northern Digital Mobility Strategy

- 3.1 The NDMS will be shaped by Members to inform, facilitate, and empower local delivery of digital and ticketing interventions and to take the place of the IST Programme within the Strategic Transport Plan.
- 2.2 The overarching aim of the NDMS will be to add value for local partners and it will do this by:
 - Sharing and scaling existing best practice across the north.

- Collating and building on the evidence base produced through local pilots and projects.
- Identifying areas for collaboration and the opportunities for joint investment/economies of scale they offer.

2.3 It will also work to support the interoperability and integration of digital systems across internal, regional and devolved national borders and between modes (such as heavy rail and bus).

2.4 It is essential that the NDMS builds on, adds value to and facilitates local ambition, decision making and planning. This means it is key for the scope and scale of the NDMS to be shaped and steered by Members and that, as a strategic document, adding value locally remains the top priority.

2.5 Transport for the North's Executive Board have contributed to the high-level scope but further informal consultation with LTA lead officers is planned to work through the detail and thematic priorities to provide the best benefit.

2.6 The NDMS has the following draft strategy statement:

- "The Northern Digital Mobility Strategy has been shaped by Members across the North to add value to, and build on, the clear ambitions for more digital and joined up systems for passengers and is designed to help scale existing pilots, projects and successes to other areas.

It provides a robust evidence base, standardised delivery frameworks, common technical and governance standards alongside regional case studies that empowers and facilitates the local decision making and delivery of innovative digital mobility systems.

The Strategy also makes the case for further collaboration, the opportunities for economies of scale and the clear case for more joined-up capital investment to support cross-boundary, cross-border and interoperable digital systems."

3. The Proposed Scope of the Northern Digital Mobility Strategy

3.1 It is proposed that the NDMS should align with, and support, members existing and future digital plans to add value to those. This means that:

- The NDMS will look to the medium and long-term approaches and opportunities in delivering digital mobility for passengers to build on, and add to, shorter term implementations and ongoing deployments.
- The NDMS will set out an evidence base developed by Transport for the North and partners, shaped across thematic areas, that intends to support and empower local decision making whilst also identifying the case for more joined up investment in technological delivery.
- The NDMS will include a combination of policy position statements across thematic areas whilst also developing common delivery and procurement frameworks/strategies to support greater efficiencies and economies.

4 The Proposed Objectives of the Northern Digital Mobility Strategy

4.1 The NDMS will have a set of clear objectives against which it will be developed and delivered and the detail within these will be proactively steered by Members.

4.2 Underpinning all of these will be the core principle that the NDMS exists to add value and capability for partners and that it supports more efficient, economical, and collaborative delivery of digital and ticketing interventions.

4.3 The NDMS will therefore:

- be a catalyst for the sharing of best practice and the development of common technical and strategic approaches that support local delivery of digital and ticketing systems.
- help reduce the duplication of effort, cost, and resource requirement across areas as they look to deliver common digital and ticketing innovations and interventions
- set out the case for more efficient investment in the collaborative delivery of digital mobility systems to avoid siloed delivery, duplicated funding asks and enable easier integration across regions and modes

4.4 To deliver against these the NDMS will:

- build on existing innovation, developments, and deliveries to create more common technical standards and frameworks to aid digital and ticketing systems delivery; such as the development of standardised procurement strategies, technical specifications, governance frameworks and operating models to reduce the need for areas to re-invest and duplicate effort across common areas.
- develop an evidence base for a variety of digital mobility interventions to aid local authorities as they decide what is the most appropriate for their network and their constituents.
- scale and package existing deployments and innovations to make the case that further, more joined-up and collaborative, funding for those and future digital intervention will provide the most economical and efficient benefit across Government and across the North.

5 Structure of the Northern Digital Mobility Strategy

5.1 The NDMS will be shaped around three core themes – these themes will provide a concise structure through which specific technologies, policies and digital systems supporting passengers are explored and considered.

5.2 Firstly, the future of ticketing systems (media, retail, payment and fares reform) for the North of England. This will consider:

- the case for common standards and procurement frameworks for introducing mTicketing, QR Codes & Smartcard by scaling existing deployments.
- best practice around Multi-Modal Integrated Ticketing Fare Structures to simplify implementation and the framework for modal integration between bus, light rail, heavy rail and other modes.
- providing modelling and an evidence base to support passenger focused fares reform & the possible standardisation of age-based definitions within concessions across areas.

5.3 Secondly, the case for, and opportunities created through, the greater adoption of smart and open data systems. This will consider:

- scaling and sharing existing innovation around information provision between areas.

- identifying the opportunities that open data provides in passenger app delivery and other open-source opportunities that will benefit passengers.
- 5.4 Thirdly, the integration of future mobility systems with traditional ticketing and transit networks. This will consider:
- building on Demand Responsive Transport pilots across the North to set out the case and context for its potential integration into networks.
 - potential approaches to, delivering Mobility as a Service (MaaS) or mobility marketplaces that build on existing integrated systems and making the case for common technical standards
 - integrating first & last mile micro mobility modes (such as eScooters or eBikes) and active travel into digital and ticketing systems.
 - the case for integrating Mobility Credits (where tickets are funded through sale of cars) & electronic Vehicle Charging Integration with integrated ticketing infrastructure and fare structures
- 5.5 Each theme will likely have a policy position statement, a developed evidence base and, where applicable, a suggested route to delivery or scalable best practice.
- 5.6 The evidence base for each will comprise of case studies from any regional pilots or existing deployments alongside new research produced under the strategy.
- 5.7 The routes to delivery will, in the first instance, look to scale and package existing deployments to avoid duplicated effort across partners. Where not possible it will look to identify a collaborative approach/framework that minimises the resource demand on each area looking to deliver.

6 Delivery Timeframes

- 6.1 Subject to Board ratifying the scope and objectives on 30 March 2022 development of the strategy will begin from 1st April.
- 6.2 From the 1st April into summer 2022 the evidence base and range of policy positions will be developed to form up the structure of the report.
- The prioritisation of effort will be steered by Members via a Digital Mobility Group which will be made up of LTA lead officers.
- 6.3 From Autumn 2022 the NDMS will be drafted with a view for it to be issued for consultation in early 2023.
- 6.4 In tandem the work around this will support the revision of the STP with items taking the place of the IST Programme.
- 6.5 The NDMS intends to set out the medium to longer term thematic areas of focus and opportunity, but it will inevitably identify areas where collaboration and scale are viable in the short term. Where this is the case the 'Digital Mobility Hub' to be piloted through additional in-year funding will be the avenue through which that is supported to ensure opportunities for rapid delivery can be seized upon prior to the publication of the strategy in full.

7. Corporate Considerations

Financial Implications

- 7.1 *Notwithstanding the financial challenges Transport for North faces there may be a need to commission additional work, research, or support in developing the evidence base.*

This will need to be considered as part of Transport for the North's wider business planning and budget setting activities.

Resource Implications

- 7.2 *Initial planning for the NDMS identified an additional Digital Strategy Officer resource to support the development and delivery of the strategy, alongside matrix analytical support from within the organisation.*

This is still preferred but will need to be considered in the broader context of the resourcing challenges facing Transport for the North currently.

The level of resource will impact on the scale of the evidence base produced or, alternatively, see the timeframe extended further into 2023.

Legal Implications

- 7.3 TfN's statutory duty and powers are referred to in the report; there are no further apparent legal implications as a result of this report.

Risk Management and Key Issues

- 7.4 *The ability to deliver the NDMS to the level sought by members will be based on Transport for the North's core funding and depending on this and other organisational priorities, the scale and scope may be limited by the organisations ability to bring resource to tasks.*

Environmental Implications

- 7.5 The NDMS will link through to TfN's decarbonisation objectives, within it's Decarbonisation Strategy (2022) through helping encourage greater mass transit patronage in favour of personal polluting car use and reduced congestion.
- 7.6 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for SEA or EIA.

Equality and Diversity

- 7.6 *The NDMS will need to have consideration for how passengers with protected characteristics continue to access ticketing systems – especially as these become more technical.*

8. Appendices

- 8.1 NDMS Summary Document for LTA Lead Officers

Glossary of terms, abbreviations and acronyms used (if applicable)

Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.

- | | |
|---------|-------------------------------------|
| a) NDMS | Northern Digital Mobility Strategy |
| b) STP | Strategic Transport Plan |
| c) IST | Integrated & Smart Travel Programme |
| d) IRP | Integrated Rail Plan |

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Introducing the Northern Digital Mobility Strategy (NDMS)

The background, and opportunity for partners to steer the detail, of a **Northern Digital Mobility Strategy** to be developed for the North of England.

16 February 2022

Author:

Matt Smallwood
Head of Digital Strategy
matt.smallwood@transportforthenorth.com

Background

Transport for the North's Strategic Transport Plan sets out ambitions for integrated and smart travel across the North of England.

This took the form of the Integrated & Smart Travel Programme (IST Programme) which unfortunately closed in 2020/2021.

The aspirations this area of the STP set out remain and each area within the North continues to have ambitious plans to leverage technology to make passenger journeys smarter and more accessible

In the absence of the IST Programme this area needs to be re-framed, and the Strategic Transport Plan amended, to reflect the changing role of Transport for the North whilst highlighting the continued case for joined-up investment in smarter travel for passengers in the North.

Transport for the North plans to develop a Northern Digital Mobility Strategy, steered by Members, to take the place of the IST Programme and set out the evidence base for investment, and approaches to delivery, for digital innovation.

High Level Purpose

The **NDMS** will be shaped by Members to inform, facilitate and empower the **local delivery** of digital and ticketing interventions and to take the place of the IST Programme within the **Strategic Transport Plan**.

The strategy will add value locally by:

- Sharing and scaling existing best practice
- Collating and building on the evidence base produced from local pilots and projects
- Identifying areas for collaboration and the opportunities for joint investment/economies of scale they offer.

This is alongside supporting **cross regional and multi modal integration** of ticketing systems.

Steered by Members

It is essential that the NDMS **builds on, adds value to and facilitates local** ambition, decision making and planning.

This means it is key for the scope and scale of the NDMS to **be shaped and steered by Members** and that, as a strategic document, it provides the most useful benefits locally.

Our Executive Board (made up of LTA MDs DGs and Chief Execs) have contributed to the high-level scope but further informal consultation with Lead Officers is needed to **work through the detail and the priorities of the strategy** as we seek endorsement by TfN Board at the end of March.

Scope & Scale

The NDMS will need to **align with, and support, members existing and future digital plans** to add value to those.

- I. The NDMS will look to the **medium and long-term in delivering digital mobility for passengers** to build on, and add to, short term implementations.
- II. The NDMS **will develop an evidence base, across thematic areas, that intends to support and empower local decision making** whilst also identifying the case for further investment in more joined up technological delivery.
- III. The NDMS will develop a combination of policy position statements **across thematic areas** whilst also developing common delivery and procurement frameworks/strategies to **support greater efficiencies and economies.**

Objectives

The NDMS will have a set of clear objectives against which it will be developed and delivered.

Underpinning all of these will be the core principle that **the NDMS exists to add value and capability for partners** and that it supports more efficient, economical, and collaborative delivery of digital and ticketing interventions.

High level objectives:

- I. The NDMS will be a **catalyst for the sharing of best practice and the development of common technical and strategic approaches** that support local delivery of digital and ticketing systems.
- II. The NDMS will help **reduce the duplication of effort, cost, and resource requirement across areas** as they look to deliver common digital and ticketing innovations and interventions.
- III. The NDMS will set out the **case for more efficient investment in the collaborative delivery of digital mobility systems** to avoid siloed delivery, duplicated funding asks and enable easier integration across regions and modes.

Achieving these objectives:

- The NDMS will **build on existing innovation, developments, and deliveries** to create more common technical standards and frameworks to aid digital and ticketing systems delivery.

This would see the development of standardised procurement strategies, technical specifications, governance frameworks and operating models to

reduce the need for areas to re-invest and duplicate effort across common areas.

- The NDMS will work to **develop an evidence base for a variety of digital mobility interventions** to aid local authorities as they decide what is the most appropriate for their network and their constituents.
- The NDMS will look to **scale and package existing deployments and innovations to make the case that further, more joined-up and collaborative, funding** for those and future digital intervention will provide the most economical and efficient benefit across government and across the North.

Draft Strategy Statement

“The Northern Digital Mobility Strategy has been **shaped by Members across the North to add value to, and build on, the clear ambitions for more digital and joined up systems for passengers** and is designed to help scale existing pilots, projects and successes to other areas.

It provides a robust evidence base, standardised delivery frameworks, common technical and governance standards alongside regional case studies **to empowers and facilitates the local decision making and delivery of innovative digital mobility systems.**

The strategy also makes the case for further collaboration, the opportunities for economies of scale and the clear **case for more joined-up capital investment to support cross-boundary, cross-border and interoperable digital systems”**

Structure

The NDMS will be structured around thematic areas – with these based on specific digital interventions, systems or linked themes.

Each theme will likely have a policy position statement, a developed evidence base and, where applicable, a suggested route to delivery or scalable best practice.

- The evidence base for each will comprise of **case studies from any regional pilots or existing deployments** alongside new research produced under the strategy.
- The routes to delivery will, in the first instance, look to **scale and package existing deployments to avoid duplicated effort across partners**. Where not possible it will look to identify a collaborative approach/framework that minimises the resource demand on each area looking to deliver.

Thematic Areas

The NDMS will be steered by **three core themes with these in turn split into intervention/systems led thematic areas of interest:**

I. The future of ticketing systems (media, retail, payment and fares reform) for the North of England.

Considering:

- a. the case for **common standards and procurement frameworks** for introducing mTicketing, QR Codes & Smartcard by scaling existing deployments.
- b. best practice around **Multi-Modal Integrated Ticketing Fare Structures to simplify implementation** and the framework for modal integration between bus, light rail, heavy rail and other modes.
- c. providing modelling and an evidence base to **support passenger focused fares reform** & the standardisation of age-based concessions across areas

II. The case for, and opportunities created through, the greater adoption of smart and open data systems.

Considering:

- a. scaling and sharing **existing innovation around Information Provision** between areas
- b. identifying the opportunities that open data provides in **passenger app delivery and other open-source opportunities** that will benefit passengers.

III. The integration of future mobility systems with traditional ticketing and transit networks.

Considering:

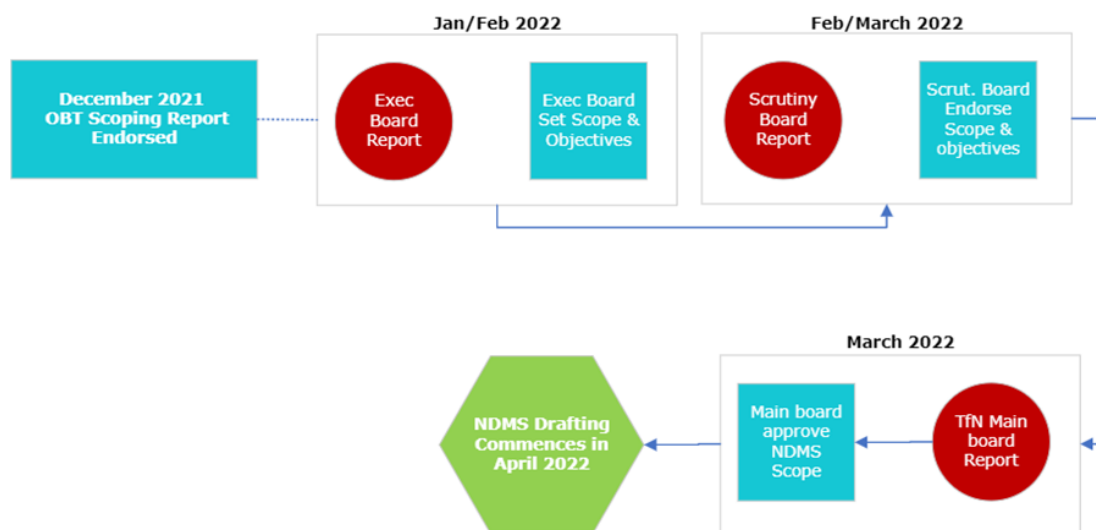
- a. building on Demand Responsive Transport pilots across the North to set out the case and context for its potential integration into networks.
- b. potential approaches to, delivering Mobility as a Service (MaaS) or mobility marketplaces that build on existing integrated systems and making the case for common technical standards

- c. integrating first & last mile micro mobility and active travel into digital and ticketing ecosystems.
- d. the case for integrating Mobility Credits & EV Integration with integrated ticketing infrastructure and fare structures

The level of detail within each thematic are will eb steered by those that provide the most added-value for partners and those that will proactively support their development and delivery.

Indicative Delivery Timetable

The planned timeline for developing the scope, and objectives, of the planned NDMS is:



As we work from initial executive board engagement in February, we are keen to engage with relevant Lead Officers for informal views on the priorities of the NDMS to help steer the detail and thematic areas of focus for the strategy

In tandem with our governance informal consultation and workshops are planned to ensure the NDMS, from the earliest possibility, is focussed on adding value for our partners.

Included with this document is an informal survey which will help shape workshops and the priorities around developing the NDMS. We invite all our LTA colleagues to complete the survey and provide feedback on what areas would have the best impact for them.

Meeting:	Scrutiny Committee
Subject:	Electric Vehicle Charging Infrastructure (EVCI) Framework
Author:	Simon McGlone
Sponsor:	Peter Molyneux
Meeting Date:	10 March 2022

1. Purpose of the Report:

1.1 To inform Members of the:

- approach taken to build the first comprehensive EV Charging Infrastructure (EVCI) evidence base for the North;
- key capabilities and findings available to guide investment decisions;
- next steps to communicate, apply and advance the EVCI framework in conjunction with our regional EV Steering Group.

2. Recommendations:

2.1 Scrutiny Committee is asked to:

- Note and comment on the approach taken to build a regional evidence base to support vehicle fleet decarbonisation and local decision making (Sections 3 – 7).
- Note and comment on the capabilities and example findings now available to understand and communicate the regions EV charging infrastructure requirements (Section 8 and Appendix A).

3. Background:3.1 The context of Major Roads:

With 97% of personal journeys and 88% of freight movements in the North made using our highways, our roads have a vital role in underpinning economic activity, opening up access to jobs, goods, and services and in enabling growth in new employment and housing. However motorised road travel is the largest contributor to transport carbon emissions, with over 50% of emissions generated by cars, 28% by HGV's and 11% from LGVs. TfN is committed to working with partners to support the shift towards low carbon transport to reduce the impact of harmful emissions on the environment, and as by far the largest transport emitter of carbon (23% of UK road emissions; 6% of total UK emissions¹), TfN recognises that road transport has a critical role in meeting UK targets for decarbonisation. Central to this will be the need for a rapid rollout of EV charging infrastructure.

3.2 Delivering a priority action from TfN's Decarbonisation Strategy:

We require a mix of technology, behavioural and place-based solutions to reach our decarbonisation targets. Feedback from public consultation of TfN's Decarbonisation Strategy included support for the development of a regional EV charging infrastructure framework as an urgent priority in the 2020s, to support planning for a comprehensive roll out of the charging points needed to achieve the rapid transition to Electric Vehicles. Respondents also expressed concerns relating

¹ TfN Decarbonisation Strategy, December 2021

to ensuring equitable access to EV charging for all, and potential impacts on those without access to an electric vehicle.

3.3 Electric vehicles represent 1.3% of total cars on UK roads. This means our understanding of user charging behaviours and preferences at this time is very uncertain. However, uptake is rapidly increasing due to national policy and decarbonisation stimulus (demand now accounts for more than one in six new cars in 2021), standard public charging infrastructure has struggled to keep pace. Current data indicating the North West (24 per 100,000 population), Yorkshire and Humber (26 per 100,000) and the North East (36 per 100,000) are all below the UK average charging devices (42 per 100,000)². Our evidence base seeks to add clarity to tackle some of these challenges.

3.4 EVCI Project Aims:

A key challenge for local authorities is planning and delivering EV charging infrastructure with confidence, based on suitable evidence and strategies which encourage the right investment which delivers consistency of EV charging solutions across the region. With its regional perspective, partnerships, and modelling capabilities, TfN is ideally positioned to develop an enhanced evidence base that is built 'bottom-up' across the region's road network. Our aim was to ensure any outputs supported local authority partners in the understanding and development of local EV charging infrastructure. For example use of the EVCI evidence base to underpin public sector funding bids and/or negotiation with the private sector.

3.5 With close to 70% of all vehicle kilometres on the Major Road Network, our aim was to create a fuller integrated assessment, accounting for the large proportion of trips which are 'trans-boundary' (origins and destinations that go beyond local or combined authority boundaries) to ensure our networks cater for the full range of journeys being made to, from and within our region.

4. **TfN regional EV Steering Group**

4.1 The EV Steering Group was established (in Summer 2021) to drive forward the need to accelerate the investment in EV infrastructure. The group plays a key role in shaping evidence development; sharing knowledge and skills across the region; and supporting clarity and consistency through the collective focus of its members. Coordinated by TfN, participants include Local Authority and LEP lead officers, the Government Office for Zero Emission Vehicles (OZEV), northern electricity distribution network operators (DNOs), National Grid, Network Rail, National Highways, and the Energy Saving Trust.

5. **How our bespoke regional EVCI evidence makes a difference**

- A state-of-the-art regional evidence base - Built to apply and integrate with TfN's Analytical Framework, our work takes advantage of one of the richest data sets available to build a regional EVCI evidence base. This data driven approach enables us to go further than similar forecasting to date, in a 'bottom up' manner that provides additional capacity and capability for TfN and Local Authorities, as well as engagement with other partners.
- A systems approach - Built up from Middle Super Output Area (MSOA³) level, the tool translates TfN and partners regional travel demand (for car, van and HGV fleet demand) and land-use estimates (travel patterns, car population, socio-demographics, household types etc) to quantify the requirement for chargepoints covering the full range of journeys being made to, from and within our region. From this we can also identify the impact of EV charging on the electricity distribution network (See Table 1).

² UK Government electric vehicle charging device statistics

³ Middle Layer Super Output Areas (MSOA) are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. The minimum population is 5000 and the mean is 7200.

- Informing strategic outcomes - It provides TfN and partners with robust temporal and spatial route maps, to inform value for money, resilient and integrated decisions. This also provides additional evidence that chargepoint operators and energy sector don't currently have. With a view to supporting outcomes across the North which provide coverage of chargepoints to meet our decarbonisation ambitions; identify the right infrastructure needs in the right place, at the right time; but also provide a means to assess social and spatial considerations associated with EV charging infrastructure.
- An enabler of accelerated delivery - It provides a framework with which to create an attractive investment environment for all area types across the region. Providing both public and private sectors with evidence which can help de-risk investment decisions and ensure we target EV infrastructure that provides for a rapid and consistent transition to EV which is accessible right across the North.
- Understanding the scale of change - Our evidence supports a rapid rollout of EV charging infrastructure, but also allows decision makers to plan and act responsively in the face of uncertainty. Human behaviours (both travel and charging) and technology advances will have a major impact on the demand for EV charging infrastructure (both amount and type). By applying TfN's Future Travel Scenarios⁴, we can understand different delivery models suited to potential future user travel patterns and choices. Our evidence also supports an understanding of impacts resulting from different charging behaviour preferences (i.e. at home / on-street, destination, or en-route).
- A trusted centre of excellence - The EVCI model is designed to provide outputs as open data. The Intellectual Property (IP) sits with TfN and will therefore be integrated into TfN's Analytical Framework, allowing TfN to maintain and share freely with our local authority partners. We are also developing communicative tools to enable evidence sharing with a wider range of stakeholders. (See section 8).

6. Building our EVCI evidence capabilities

- 6.1 TfN has established in-house modelling and analytical capabilities that provide a wide range of regional travel demand and land-use estimates on a regional scale. These can be used to present powerful spatial, social and sustainability evidence; and an understanding of what this means for current and future movements on the region's road network and associated EV infrastructure requirements. The inputs to the model are shown in Table 1.

⁴ <https://transportforthenorth.com/future-travel-scenarios/>

Table 1: Overview of relevant TfN input data

Data	Segmentation (every year to 2050, and at MSOA geography)
Population and households	Socio-economic group, occupation type, traveller type, car availability, household size, household income
Employment and Jobs	Skill level
Housing	Flat, Terraced, Semi-Detached, Detached
Origin-Destination travel demand	Mode (car, rail, bus, walk, cycle); purpose (i.e. commute, business, non-work); time period (AM, inter-peak, PM), socio-economic group, car ownership by household
Vehicle flows on roads and Electric Vehicle Uptake	Regional highways model providing a whole network view for Car, Van, HGV movements. EV uptake across the fleet for different decarbonisation pathways.
TfN Future Travel Scenarios	The travel matrices for the four TfN travel scenarios cover the agreed set of forecast years, time periods, fleet make-up and emissions

6.2 These inputs are applied through our EVCI modelling to generate EVCI requirements for the region, at a geographical level that provides comprehensive outputs for local authorities to use towards local decisions and delivery. Figure 1 summarises the processing steps and outputs generated at each stage of our approach, providing the capability to understand:

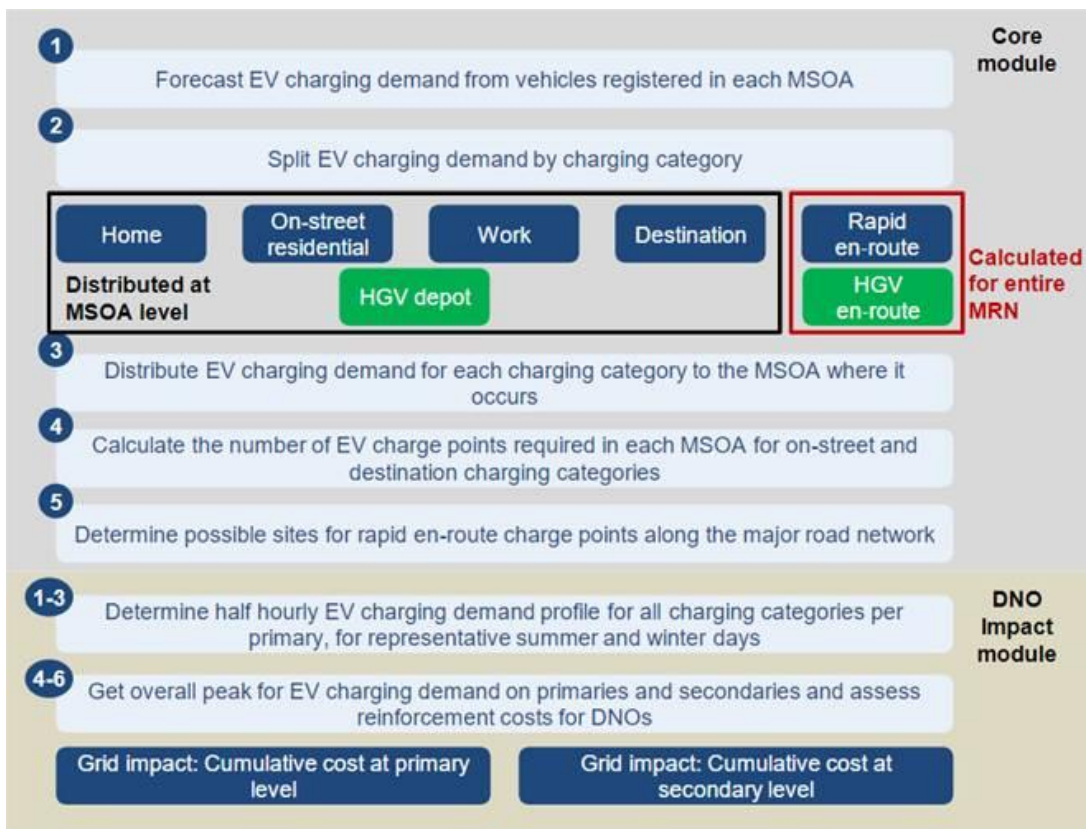
- What and where: the need for different chargepoint types and required coverage to support car, vans and HGVs.
- When: outputs in 5-year increments, starting at 2020 and running to 2050 (i.e. 2020, 2025, 2030 and so on).
- How these requirements may differ across different future travel demand scenarios⁵, with the user able to select different projections of future travel attributes (e.g. EV stock, vehicle kilometres travelled, number of trips on the road network, etc) to understand associated impacts on charging needs.
- How these requirements may be impacted by different charging behaviours⁶.
- Indicative locations for rapid en-route charging on the Major Roads Network (MRN) and Strategic Roads Network (SRN).
- An indication of the impact of EV charging on the electricity distribution network and how these might vary dependent upon rate of EV uptake⁷.

Figure 1: Steps taken to build our EVCI regional evidence base

⁵ Other scenarios can be applied by the user, although it should be noted that the TfN FTS cover the anticipated range of EV uptake and plausible travel patterns across the region to provide a full assessment of potential requirements.

⁶ The model has capability to add further sensitivities and behavioural parameters should it be deemed useful when considering EVCI requirements.

⁷ It is outside of project scope to model non-EV customer demand and to consider overall demand on individual substations. However, our analysis provides the DNOs with data on EV requirements they can use to support planning for a resilient distribution network. is sufficient to give an indication of likely network costs.



7. Academic review and assurance

7.1 Professor Greg Marsden (Institute of Transport Studies at the University of Leeds and Decarbon8) has undertaken an external review and assurance of current and proposed future work. This review found our EVCI Framework to be:

- A very high standard work, and a nationally leading and important international example.
- An innovative, technically rigorous, and highly policy relevant piece of work, which builds on the strong knowledge base developed by TfN through its work on regional modelling and appraisal.
- High value for money in terms of the strategic insight role it performs, its potential utility to local authorities and as a guide to more detailed local assessment and actions.

8. The key capabilities and findings developed

8.1 Electrification of road transport will need to proceed at a rapid rate – with more certainty in this now following the introduction of national policy to ban use of combustion engines (cars and vans sales from 2030, HGVs from 2035). There are no National targets currently set for the roll out of EVCI. However, by developing robust evidence we can support decision making and help manage the many uncertainties around EVCI deployment, to accelerate delivery across the region with confidence. **Appendix A** provides a summary of the evidence base developed, and some of the key messages and capabilities available.

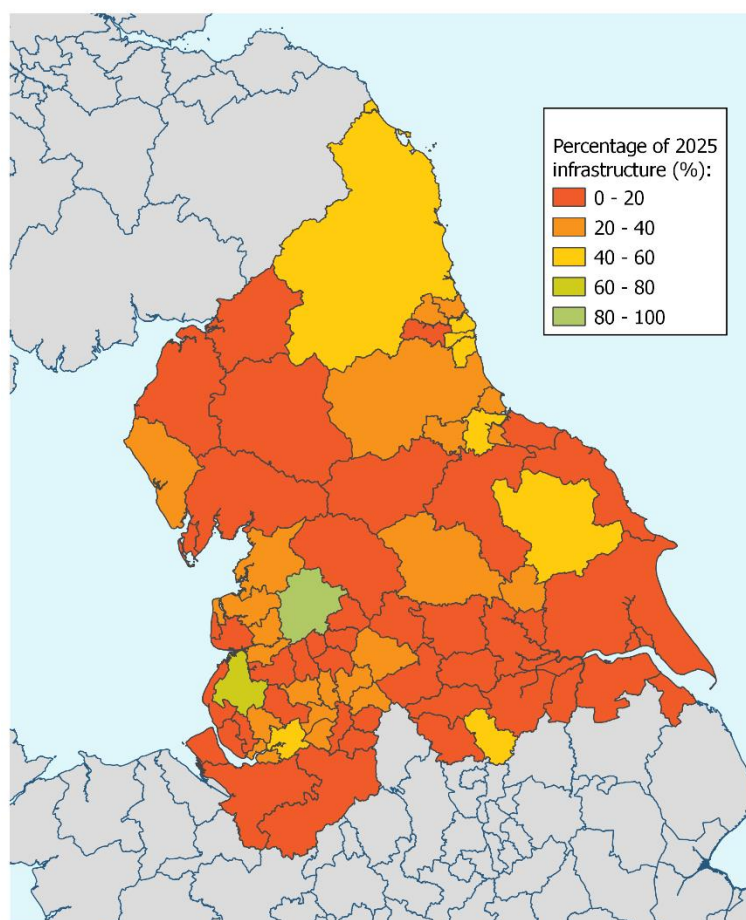
8.2 Our evidence provides additional clarity on the scale and pace of change required across our region to support a transition to electric vehicles. Between 27,600 and 48,000 publicly available non-rapid⁸ EV chargepoints; and between 12,000 and

⁸ On-street, work, destination, HGV depot (slow to fast charging between 7kw and 22kw; averaging 1 – 8 hours charging currently)

26,000 rapid⁹ chargepoints will be required across the North by 2025¹⁰ to support our regional decarbonisation trajectory and target. This demand forecast rises throughout the 5-year increments, but it is the 2020s that sees the most significant demand growth to support rapid decarbonisation of the fleet.

- 8.3 Comparison of the National Chargepoint Registry¹¹ statistics for early 2022, indicates that the North's supporting publicly available infrastructure currently provides for between 10-17% of non-rapid (see Figure 1), and between 5-11% of the rapid, charging demand forecasted by 2025 to support our ambitions for decarbonisation.

Figure 2: % of public non-rapid charging required by 2025 (to support the regional decarbonisation trajectory) that is available in 2022 (comparison with National Chargepoint Registry).



- 8.4 There are large differences in EVCI needs between regions, with EVCI density expected to be highest in urban areas (due to high populations, higher number of second-hand vehicles, higher levels of destination charging). However, our evidence identifies charge point requirements to meet the needs of all place types across the North. This includes strengthening our ability to make the case for rural area requirements and also understanding visitor economy demands (average day vs. peak seasonal day). This can inform our understanding of suitable business cases for different locations, to deliver a comprehensive whole network solution.

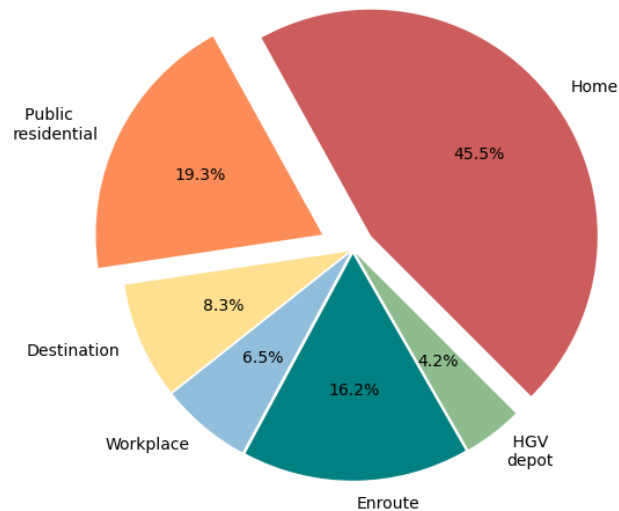
⁹ Rapid on the move charging (50kw and above, averaging 1 hour or less charging currently)

¹⁰ Outputs have been developed across different future travel scenarios and charging behaviours to understand the range of possible requirements.

¹¹ National Chargepoint Register statistics as of January 2022. Some under-representation is likely due to registration update gaps.

- 8.5 By applying our transport understanding and modelling capabilities we can identify the amount and type of charging needed to support anticipated travel movements. Our evidence suggests the majority of publicly available EVCPs will be required in public residential areas (e.g. on-street, in public car parks, local charging hubs) to supplement at home charging, compared to lower needs of destination (e.g. supermarkets, gyms, etc.) and en-route rapid charging.

Figure 3: 2025 charger demand by charging type



- 8.6 En-route rapid is likely to be regularly used by high mileage drivers, and only occasionally by majority of other drivers. However, all drivers will want confidence that rapid chargers will be accessible when needed. Applying the evidence developed, we have been able to identify potential locations for en-route rapid charging across the Major Roads Network (MRN) and Strategic Roads Network (SRN).
- 8.7 However, people’s charging behaviour and preference are currently not well understood, and charging behaviour represents the greatest uncertainty for EV infrastructure decisions. This may have implications on EV infrastructure planning, but also major spatial impacts with regards to place making and electricity grid requirements. Our EVCI model outputs are very sensitive to changes in future charging preferences, allowing us to explore impacts on infrastructure needs and inform ‘no regrets’ charging infrastructure planning and delivery.
- 8.8 There are several evolving delivery models for EVCI deployment, with growing interest and investment from the private sector. Private sector interest is often focused around the most commercially attractive sites, meaning some areas are likely to be left behind without public sector intervention, or new delivery models which de-risk private sector investment. TfN’s EVCI evidence can support further work to identify the best delivery solution within different local areas.

9. Next Steps to communicate and apply evidence

- 9.1 Communicating our framework capabilities and findings - Our work on EV charging infrastructure is at the cutting edge of strategic planning. It enables an evidence-based approach to moving forward with implementation at pace. We plan to launch an interactive visualisation platform, and a supporting position paper, to communicate the key EVCI findings developed. All outputs will be made available to local authority partners to interpret and extract local evidence with a view to supplementing their own activities. Advice can be provided to partners to help target resource and activities in a manner that builds on this evidence base.
- 9.2 Supporting local activities within a ‘systems focused’ regional framework - This puts the North in a strong position to respond to, and access, public funding and

delivery mechanisms. We also intend to apply this intelligence to support public - private sector engagements and delivery model discussions, as well as informing electricity network planning and forecasting. The partnership that underpins our EV Steering Group offers the opportunity to work collaboratively in resolving issues of policy, legislation and guidance more generally that will be important to achieving our shared ambitions. This includes decarbonisation, levelling up, as well as turning focus towards associated spatial planning and social inclusivity considerations.

9.3 Keeping the North at the forefront of EVCI planning and strategy – In addition to the above, we are developing plans for additional activities which target key areas of priority and challenge identified by partners and feedback from academic reviews. This may include:

- Using our evidence to date to develop a more rounded view of how unequal the transition to EVs could be, and identify possible solutions to manage both high and low uptake areas
- Utilisation strategies to support local authorities in identifying effective, efficient and commercially viable delivery models;
- Taking our scenarios approach further to identify a 'no regrets' requirement across the region to build further confidence in decision making;
- Develop a richer strategic view with regards to freight, warehousing and charging clustering recognising recent developments pointing to LGVs being more likely powered by electric drivetrains.
- Look to further consolidate and align our systems thinking with energy network and regulatory partners, including linking up with our Hydrogen workstream and consideration towards making the most of smart charging opportunities.

We will ensure any future activities continue to provide a regional overview in a manner which supports local decision making, but also informs national decision making. All activities will be developed to support TfN in delivering its 2022/23 business plan commitments.

10. Corporate Considerations

Financial Implications

10.1 The financial implications of work to date and the costs of Phase 3 are captured in Budget Revision 3, the latter having been contingent on incremental grant allocation from DfT. Additional funding has been secured from DfT (in principle) for further activities on this project. Future phases will be considered as part of the 2022/23 business planning process.

Resource Implications

10.2 TfN HR Team has confirmed there are no direct resource implications, noting that phase 3 EVCI work and beyond will be considered as part of TfN's business/resourcing planning for FY2022/23.

Legal Implications

10.3 There are no apparent new legal implications as a result of this report.

Risk Management and Key Issues

10.4 A risk assessment has not been carried out at this stage. However project risks and opportunities are actively reviewed and managed.

Environmental Implications

10.5 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive

and therefore does not stimulate the need for SEA or EIA. All proposed Electric Vehicle Charging Infrastructure developments will be subject to screening for the need for EIA by the relevant development authority as part of the design development and consenting process.

The development of an effective and comprehensive EVCI network across the North that works for all those who need to use it, is a fundamental requirement to achieve TfN’s Decarbonisation Pathway (particularly zero emission vehicle sales share targets).

Equality and Diversity

- 10.6 A full impact assessment has not been carried out because this report seeks endorsement for the development of an EV Infrastructure framework.

Consultations

- 10.7 Consultation has been carried with TfN partners and the results are included in the report.

11. Appendices

- 11.1 Appendix A: Electric Vehicle Charging Infrastructure Framework – Summary slides

Glossary of terms, abbreviations and acronyms used (if applicable)

Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.

EVCI	<i>Electric Vehicle Charging Infrastructure</i>
EV	<i>Electric Vehicle</i>
MSOA	<i>Middle Super Output Area</i>
LA	<i>Local Authority</i>
OZEV	<i>Office for Zero Emission Vehicles</i>
DfT	<i>Department for Transport</i>
HGV	<i>Heavy Goods Vehicle</i>
MRN	<i>Major Roads Network</i>
SRN	<i>Strategic Roads Network</i>

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Transport for the North

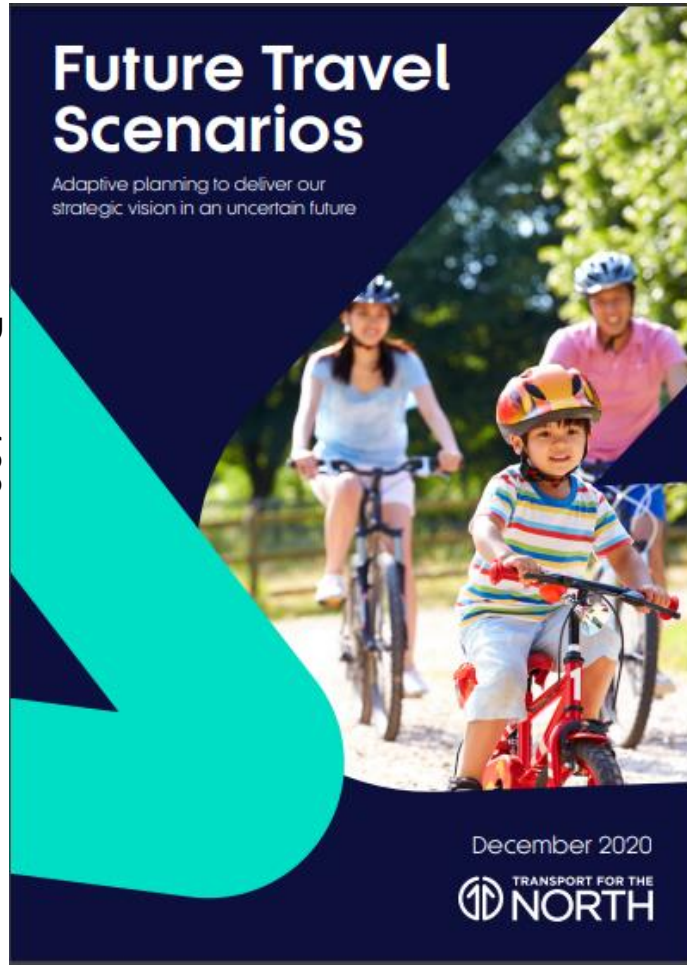
EV Charging Infrastructure Framework

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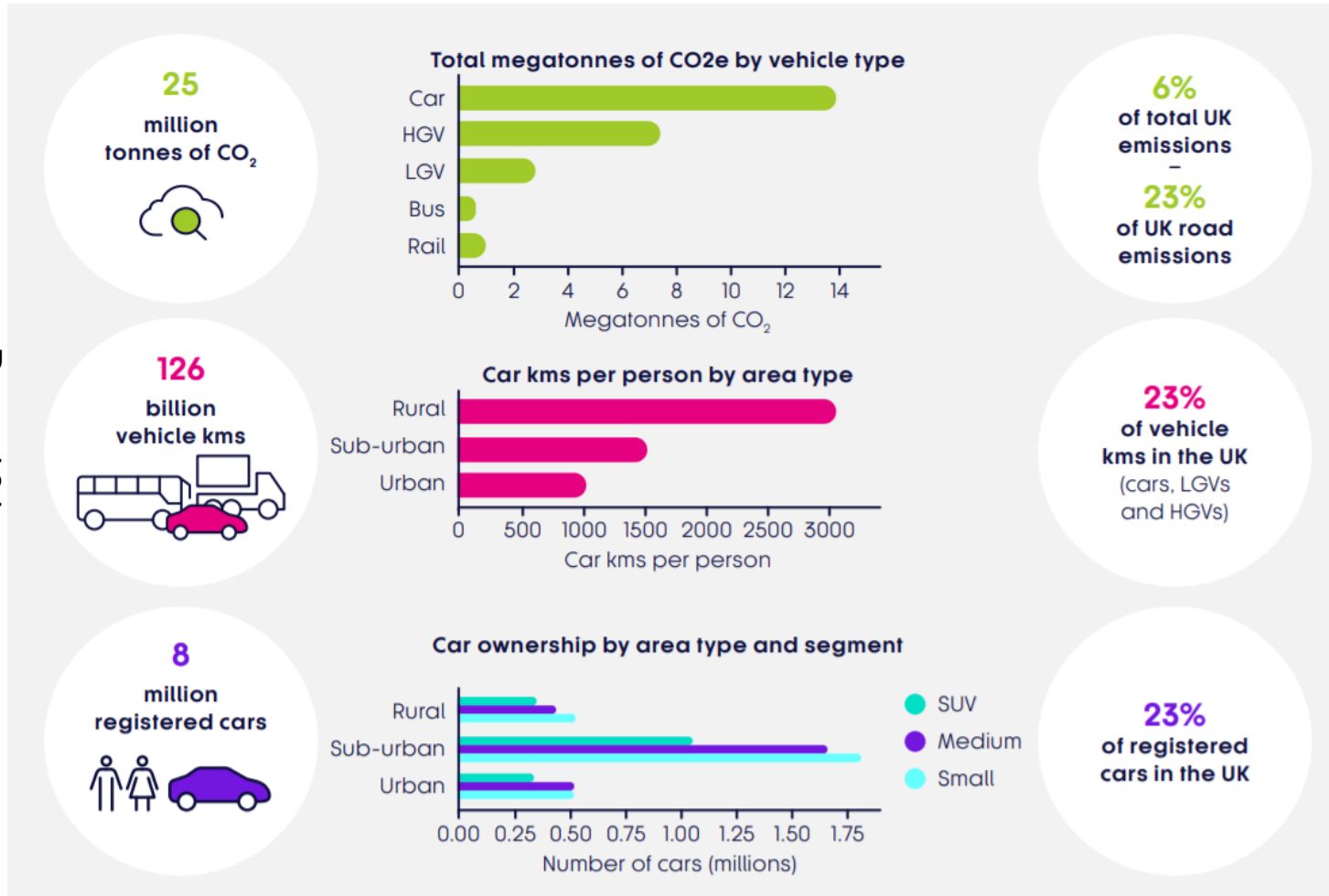
Transport decarbonisation - *From strategy to delivery* - *EV Charging Infrastructure Framework*

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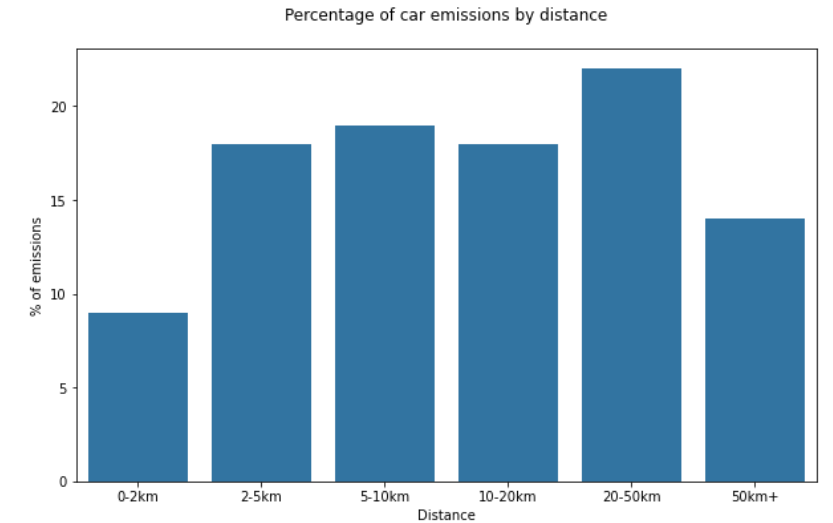


EV infrastructure deployment – the challenge through a regional and local lens

Page 101



70% of road distance travelled in the North occurs on the Major Road Network



ZEVs - 55% of car sales 2025; 100% by 2030

EV infrastructure deployment – the challenge through a regional and local lens

Figure 1: Public charging devices per 100,000 of population by UK region (ZapMap)

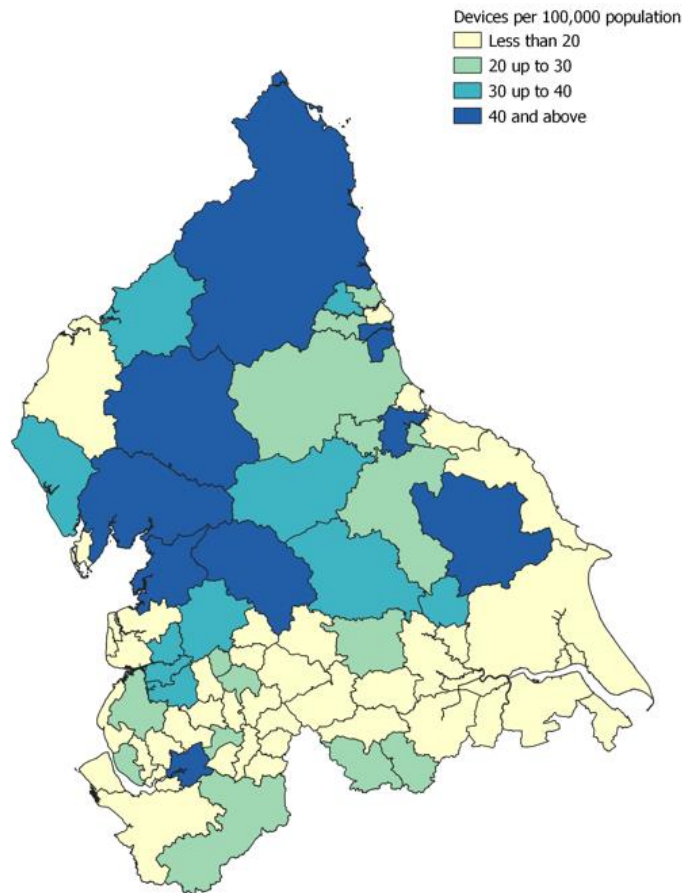
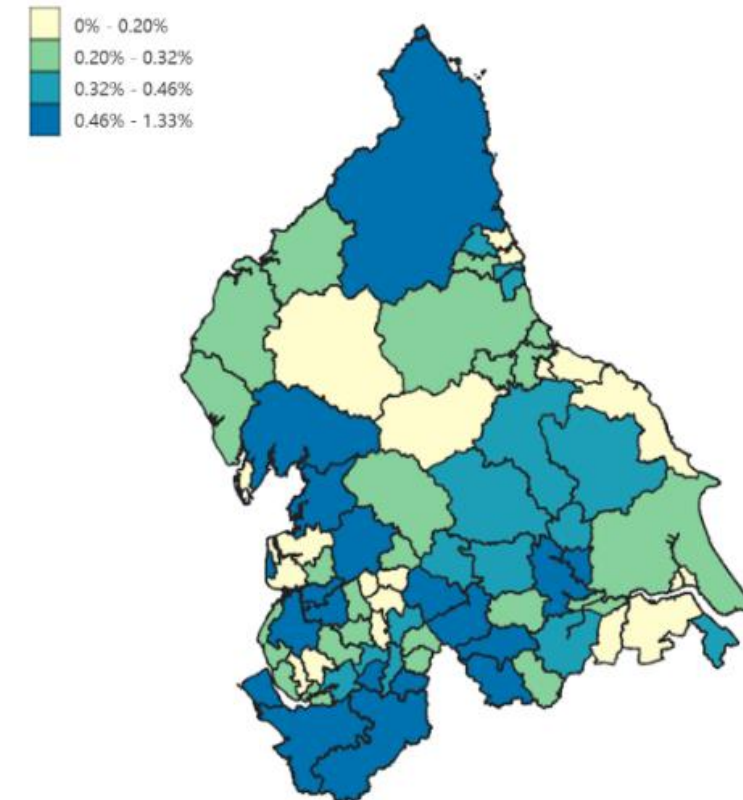


Figure 2: EV % of car sales in the North of England (2018)

UK average – BEVs: 6.6%; Hybrid: 4.1%

Electric vehicles: percentage of car sales 2018



A pan-northern ZEV Infrastructure framework – the aim

A **Regional EV framework** which forecasts EV charging infrastructure needs:

- Accounts for transboundary road trips and ensuring our networks cater for the full range of journeys being made to, from and within our region.
- Supports local partners in the development of local ZEV charging infrastructure and the pursual of funding and delivery opportunities, through the provision of enhanced data and evidence.

Using TfN strengths and capabilities to lay the foundations for an outcomes driven approach to the delivery of EV charging infrastructure for car, van and HGV movements in the North.

How a regional EV Charging Infrastructure Framework can support our decarbonisation ambitions

Objectives:

- Improve outcomes for Electric Vehicles based on robust and data driven evidence of demand / requirements - *'Bottom up approach'*.
- Provide a collective routemap towards an effective, attractive and inclusive network - *'Supporting action at scale and pace'*.
- Support delivery of an integrated EV network through public and private partnerships – *'Capacity & Capability'*; *'Economies of scale'*.
- Future-proof EV infrastructure decision making - *'Ensuring resilience and grasping opportunity'*.

Regional EV Steering Group – “*Whole network; Whole System*”

Collaborative partnership which consolidate multi-agency approaches and actions to deliver mutual goals.

- Transport for the North
- TfNs member organisations (Northern Local Transport Authorities or LEP representatives).
- Highways England
- Network Rail
- Department for Transport / OZEV
- Scottish Power Energy Networks
- Electricity North West
- Northern Powergrid
- National Grid UK Electricity Transmission
- Energy Saving Trust

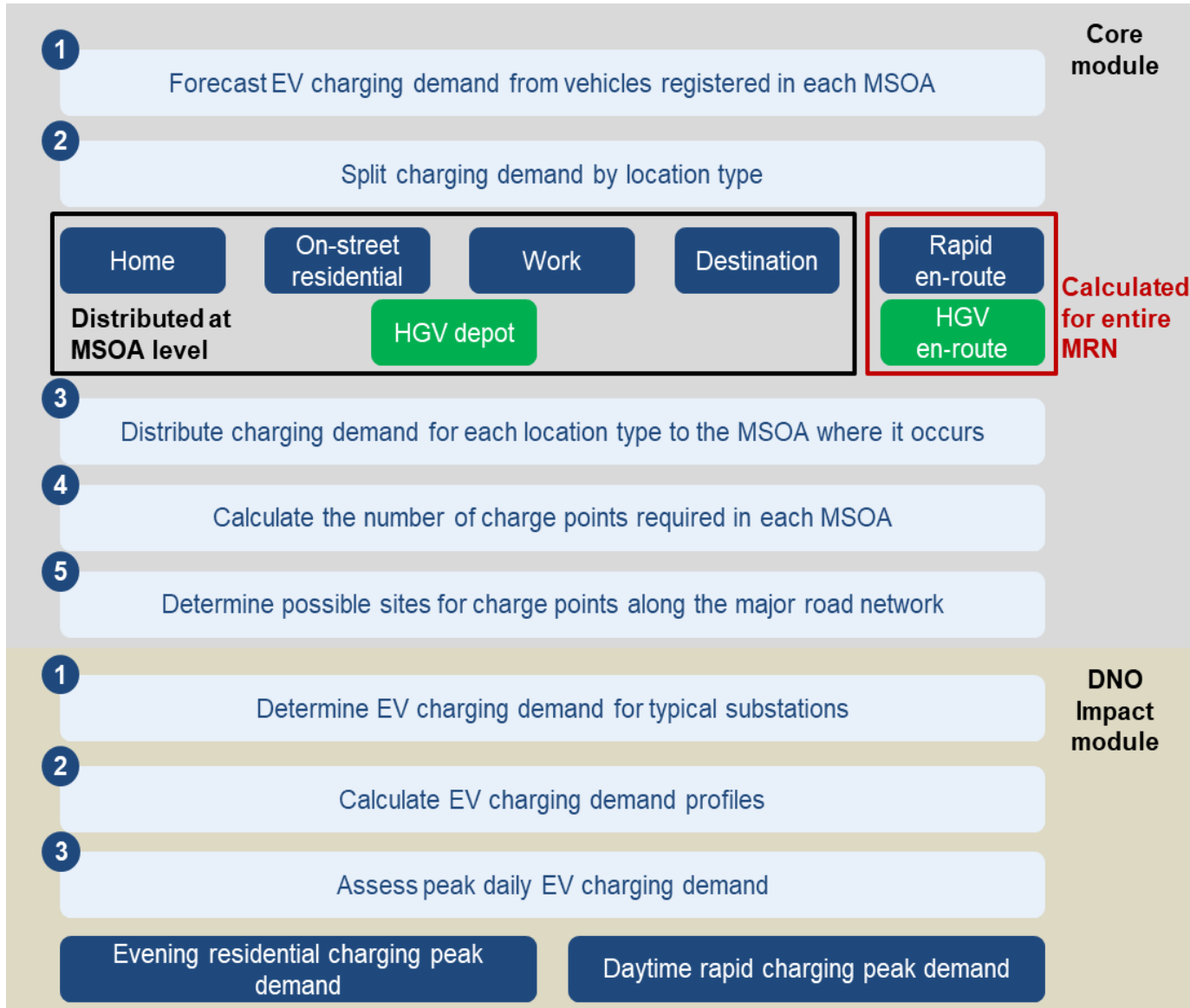


TfN's data capabilities which enable our enhanced EVCI requirement evidence

Data	Segmentation (every year to 2050, and at MSOA geography)
Population and households	Socio-economic group, occupation and traveller type, car availability, household size
Employment and jobs	Skill level
Housing	Flat, Terraced, Semi-Detached, Detached
Origin-Destination travel demand	Mode (car, rail, bus, walk, cycle); purpose (i.e. commute, business, non-work); time period (AM, inter-peak, PM), socio-economic group, car ownership by household. For Car, Van, HGV movements
Vehicle flows on roads and electric vehicle uptake	Regional highways model providing a whole network view. EV uptake across the fleet for different decarbonisation pathways.
TfN Future Travel Scenarios	The travel matrices for the four TfN travel scenarios cover the agreed set of forecast years, time periods, fleet make-up and emissions

Developing our regional evidence base

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With the user able to explore how these are impacted by:

- **Different projections of future travel attributes** (e.g. EV stock, vehicle kilometres travelled, proportion of trips on the road network, where people live and work etc).
- **Different charging behaviours and charging location preference** (on trend; home ‘on/off street’ focused; public ‘rapid’ focused; local hub focused).

EVC I – what we have now

- EVC I modelling system fully integrated with TfN’s analytical framework capabilities
- Robust evidence of current and future forecasts for requirements – in 5yr increments
- Covering car, van and HGV travel demand across the majority of the North’s road network
- Coverage across all areas of the North showing requirement for home, on-street residential, destination charging categories and en-route rapid charging.
- Built ‘bottom-up’ from MSOA level – providing useful outputs for application by local authority partners.
- Ability to assess requirements across different future travel demand scenarios, and also by different charging behaviours, to manage current uncertainties affecting EVC I decisions.
- Ability to identify and assess potential locations for en-route rapid charging on the Strategic and Major Road Network.
- Strong level of engagement with key stakeholders (LA’s, OZEV, wider DfT, DNO’s, NH & NR).

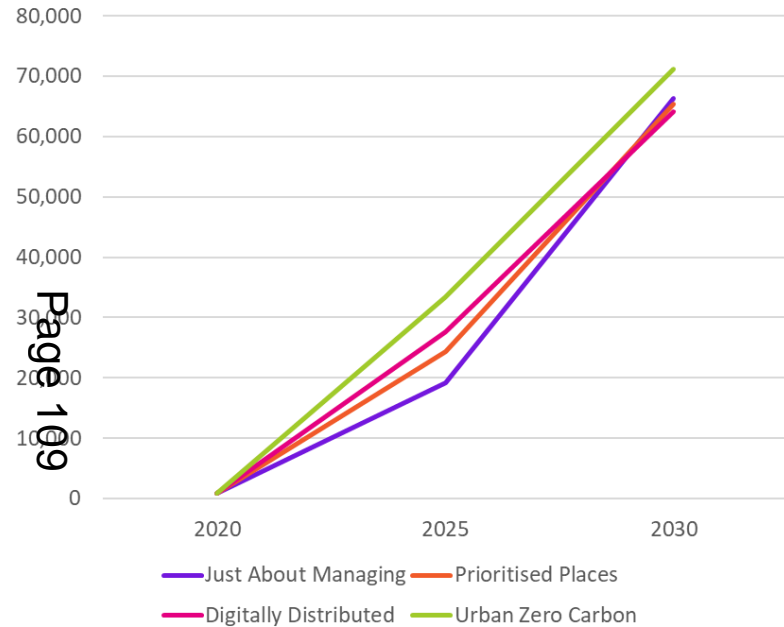
EVC I – additional functionality we will have by March 2022

- Comprehensive online and interactive visualisation tools with bespoke outputs showing requirements for EVC I charging – available for use by TfN partners & application in collaboration with others.
- Partners should note that this will not be publicly available material until a TfN release planned for late Spring 2022. However we will explore individual sharing in the meantime to maintain momentum of partner activities.
- User guides for the above tools and workshop event to talk through outputs available.

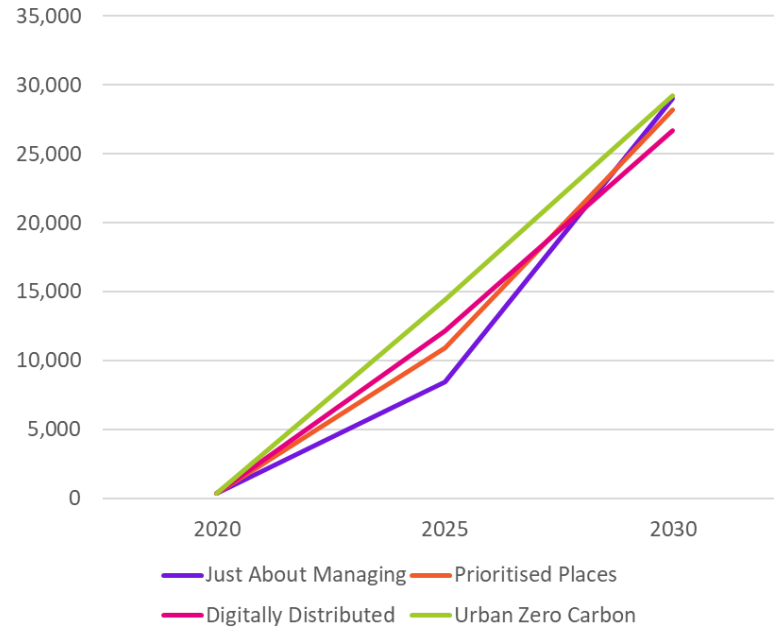
Indicative total charging type and cost requirement for chargepoints across the region

Example of early TfN EVCI model outputs

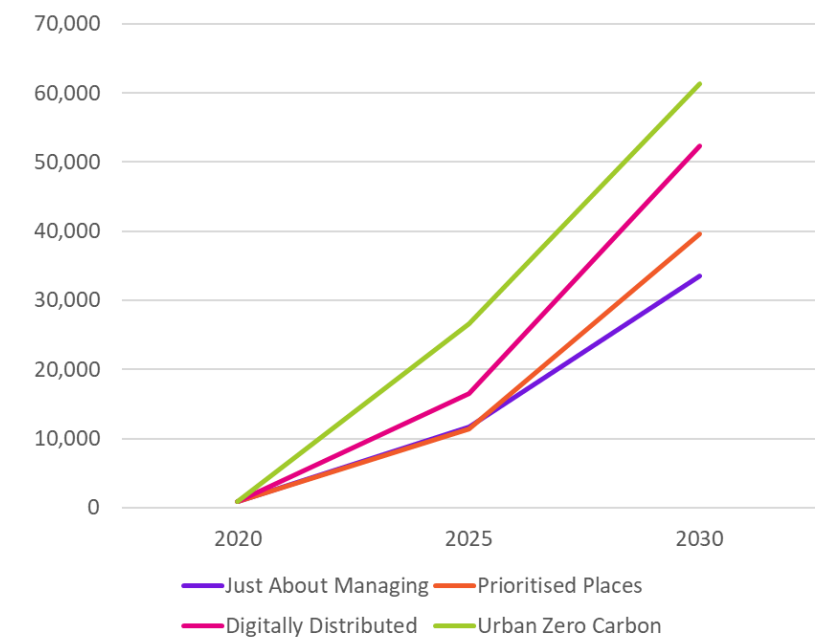
Public residential EVCP numbers (baseline charging behaviour scenario), TfN region



Destination EVCP numbers (baseline charging behaviour scenario), TfN region



Rapid EVCP numbers (cars and vans, baseline charging behaviour scenario), TfN region



A review of previous studies found that the EVCI requirements forecast through the newly developed tool fall within the central bounds of other published forecasts. The EVCI project development report will provide further supporting information.

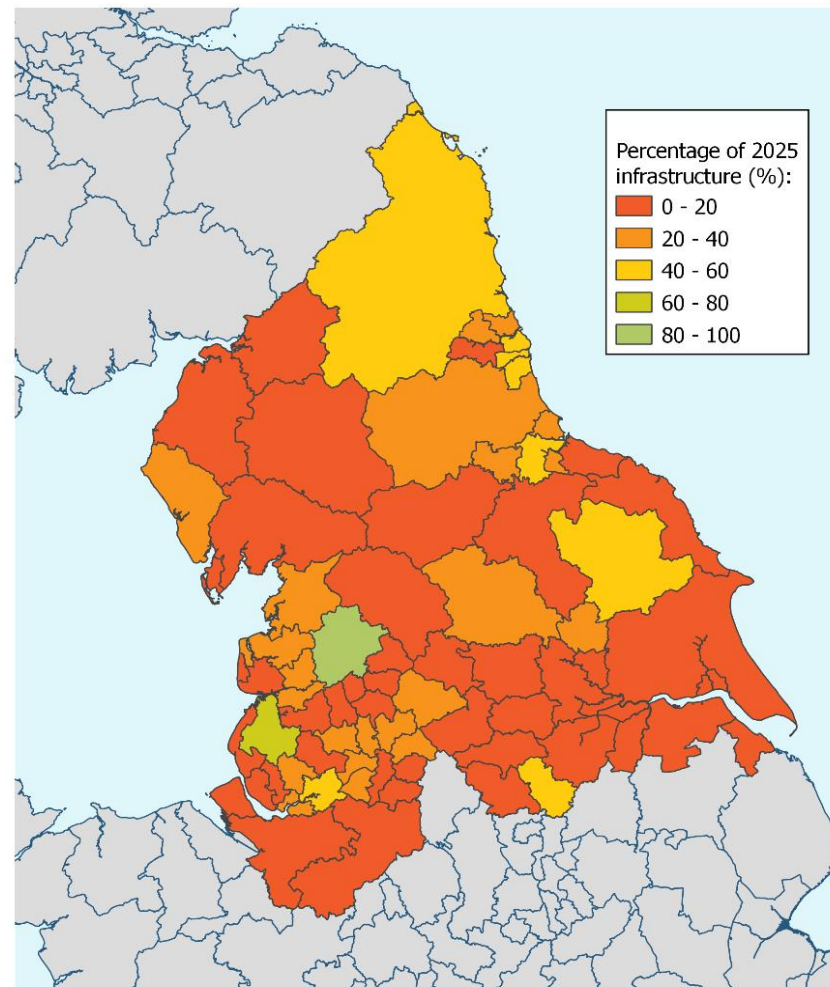
Estimated cost of total public chargepoints identified (public residential, destination, workplace, en-route) covering hardware, installation and connection for new installations, repeat and replacement chargepoints).

Cumulative cost	2020-2025	2020-2030	2020-2035
Cost range across scenarios	335 – 675m	930 – 1.3bn	1.5 – 1.7bn

Where are we now vrs where we need to be

- Between 27,600 and 48,000 non-rapid* EV chargepoints; and between 12,000 and 26,000 rapid** chargepoints will be required across the North by 2025.
- Comparison against the National Chargepoint Registry indicates that, in 2022, the North's supporting infrastructure provides for between 10-17% of that non-rapid demand, and between 5-11% of the rapid charging demand.

% of public non-rapid charging required by 2025 (to support the regional decarbonisation trajectory) that is available in 2022 (comparison with National Chargepoint Registry).



* On-street, work, destination, HGV depot (slow to fast charging between 7kw and 22kw; averaging 1 – 8 hours charging currently)

** Rapid on the move charging (50kw and above, averaging 1 hour or less charging currently)

TfN's EVCI Framework evidence – what, where and when

- Ability to filter by: coverage of EVs (car, van, HGV) we need to support; charging category or total requirements (by home, on-street, work, destination, HGV depot; then en-route rapid for the region); varying uptake scenarios; different user charging behavioural scenarios; and at 5 year increments through to 2050.

West Yorkshire Combined Authority Public and Home Charging:

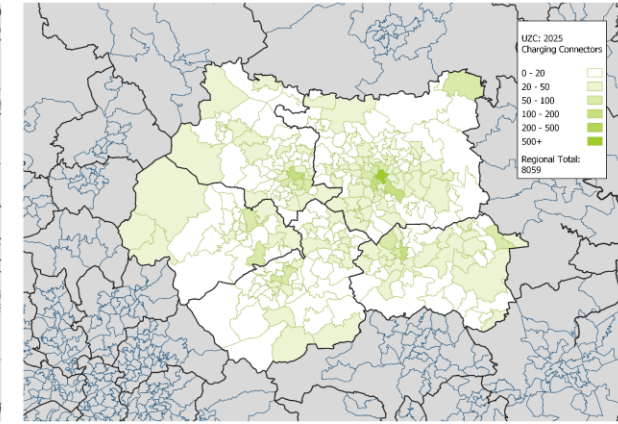
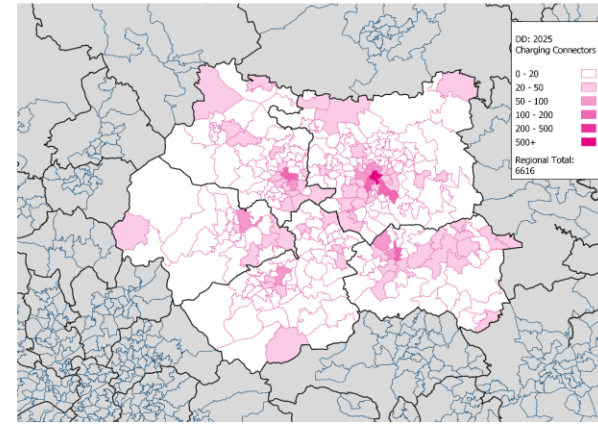
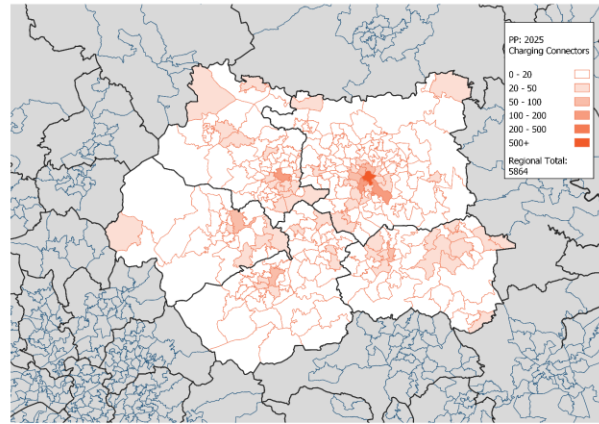
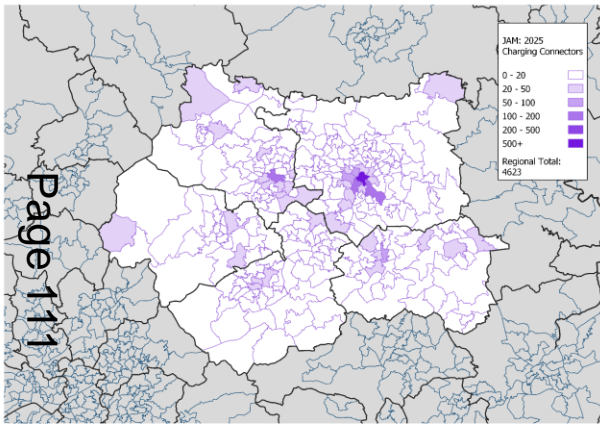
Just About Managing

Prioritised Places

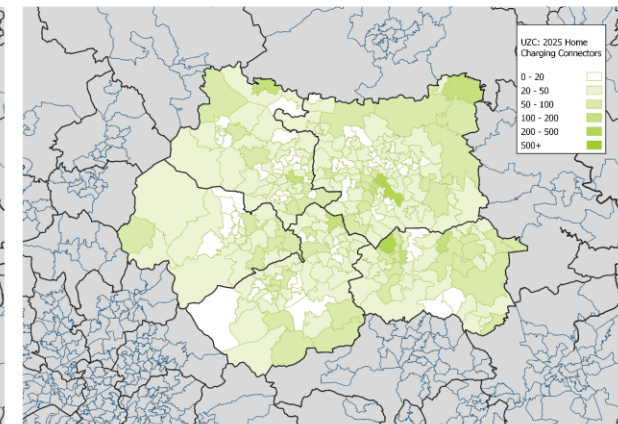
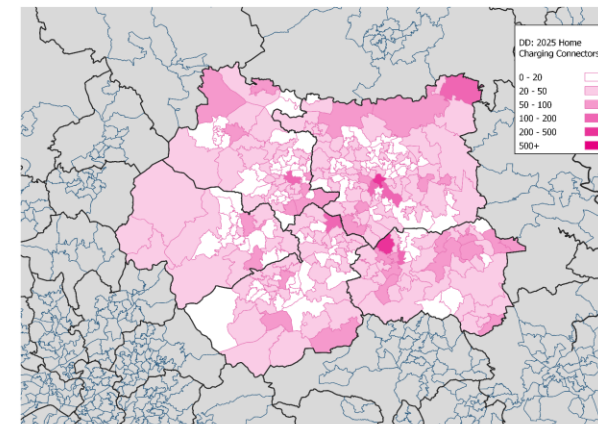
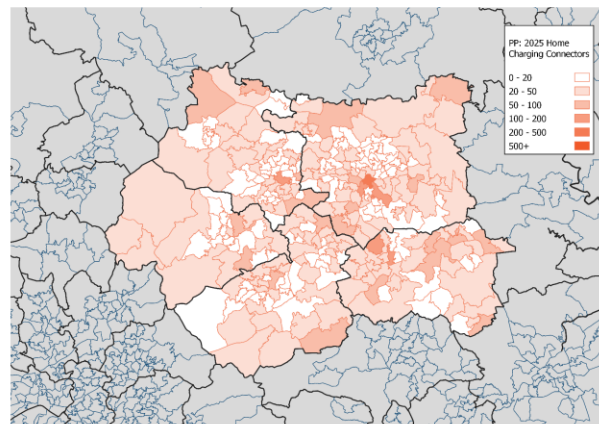
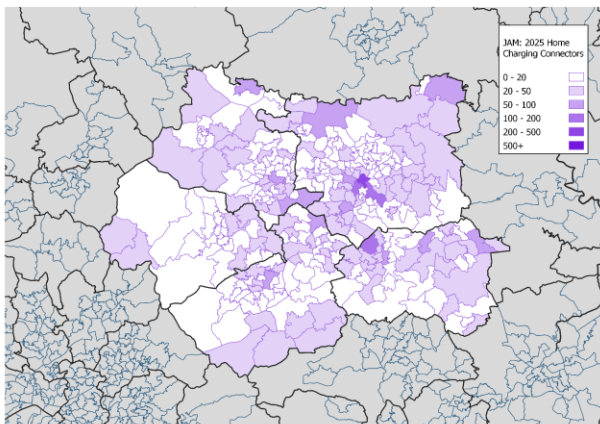
Digitally Distributed

Urban Zero Carbon

Public Charging



Home Charging



Identifying requirements across all place types – ensuring no one is left behind by understanding whole network distribution

Total non-rapid* EVCP density: 2030, Digitally Distributed scenario

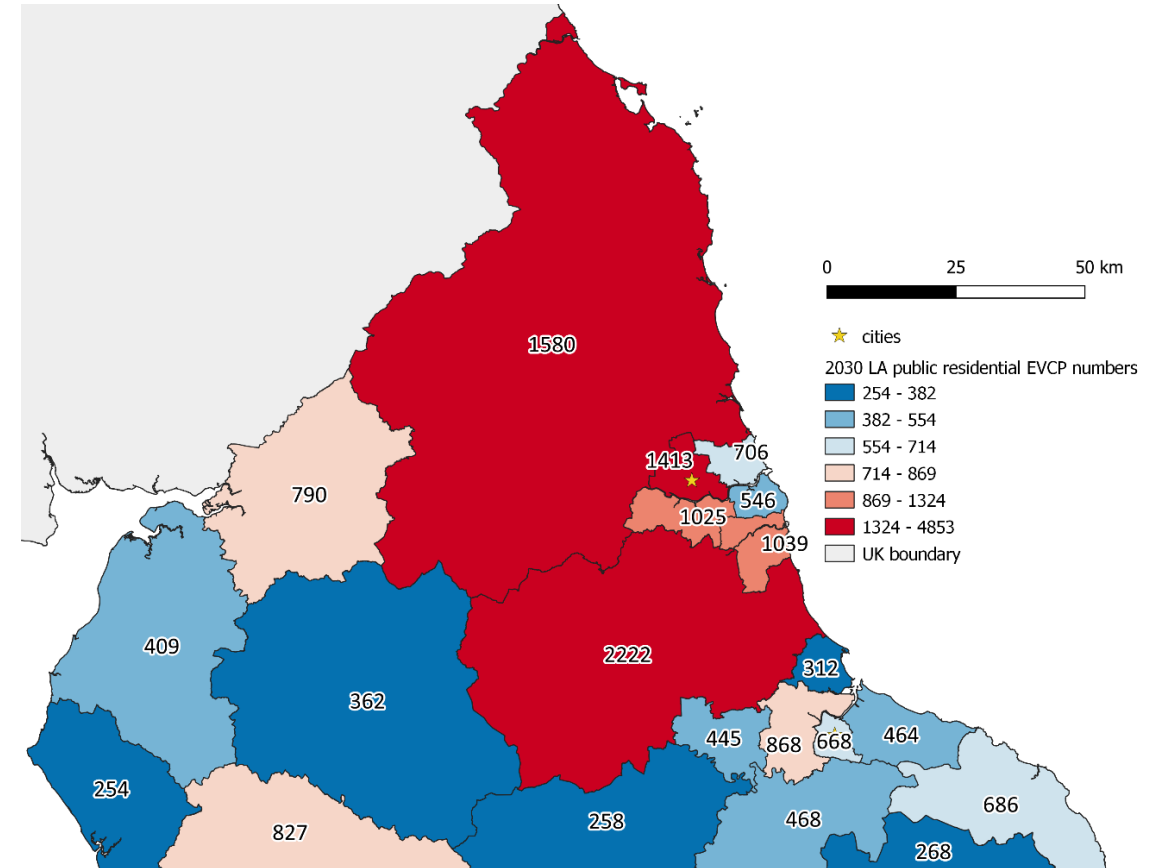
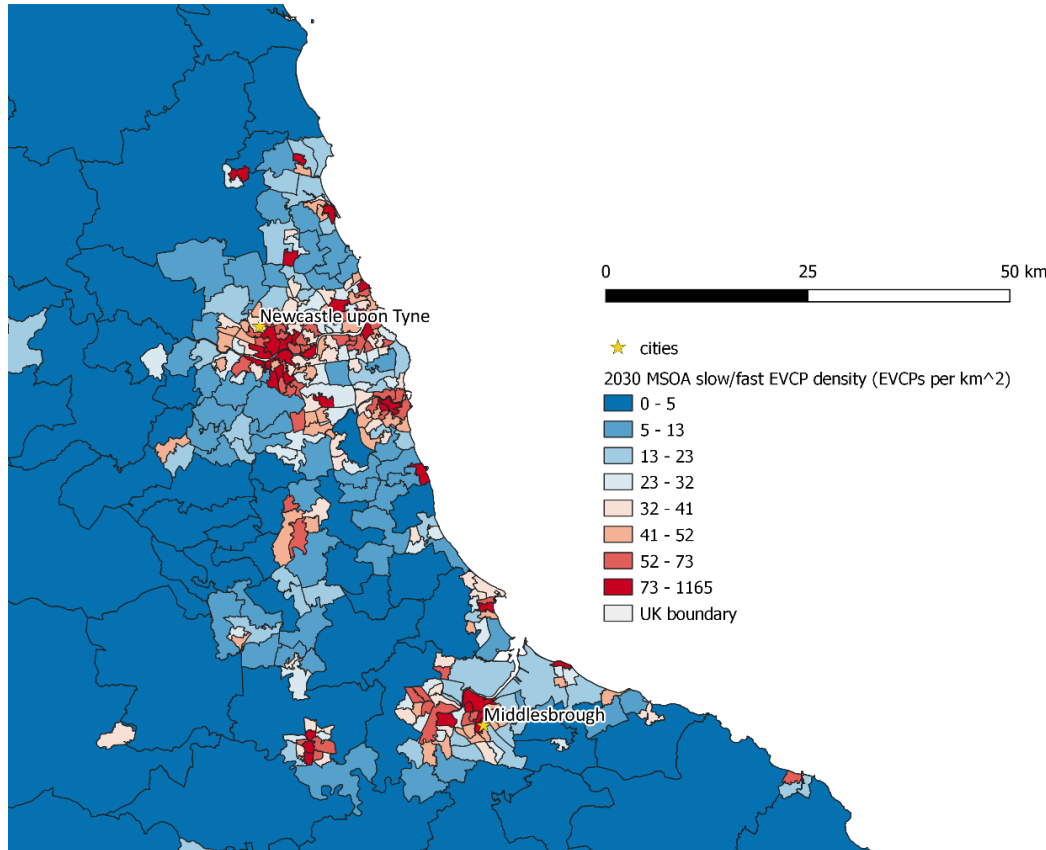
Cut by density we see a higher need in mainly urban areas:

- high density of people and housing
- higher new car ownership
- key destinations for shopping and entertainment and higher levels of destination charging

Public residential EVCP numbers: 2030, Digitally Distributed scenario

- A large area with a low EVCP density can still require the same number of EVCP as a smaller area with a higher density.
- It will be EVCP number not density which will define LA funding needs

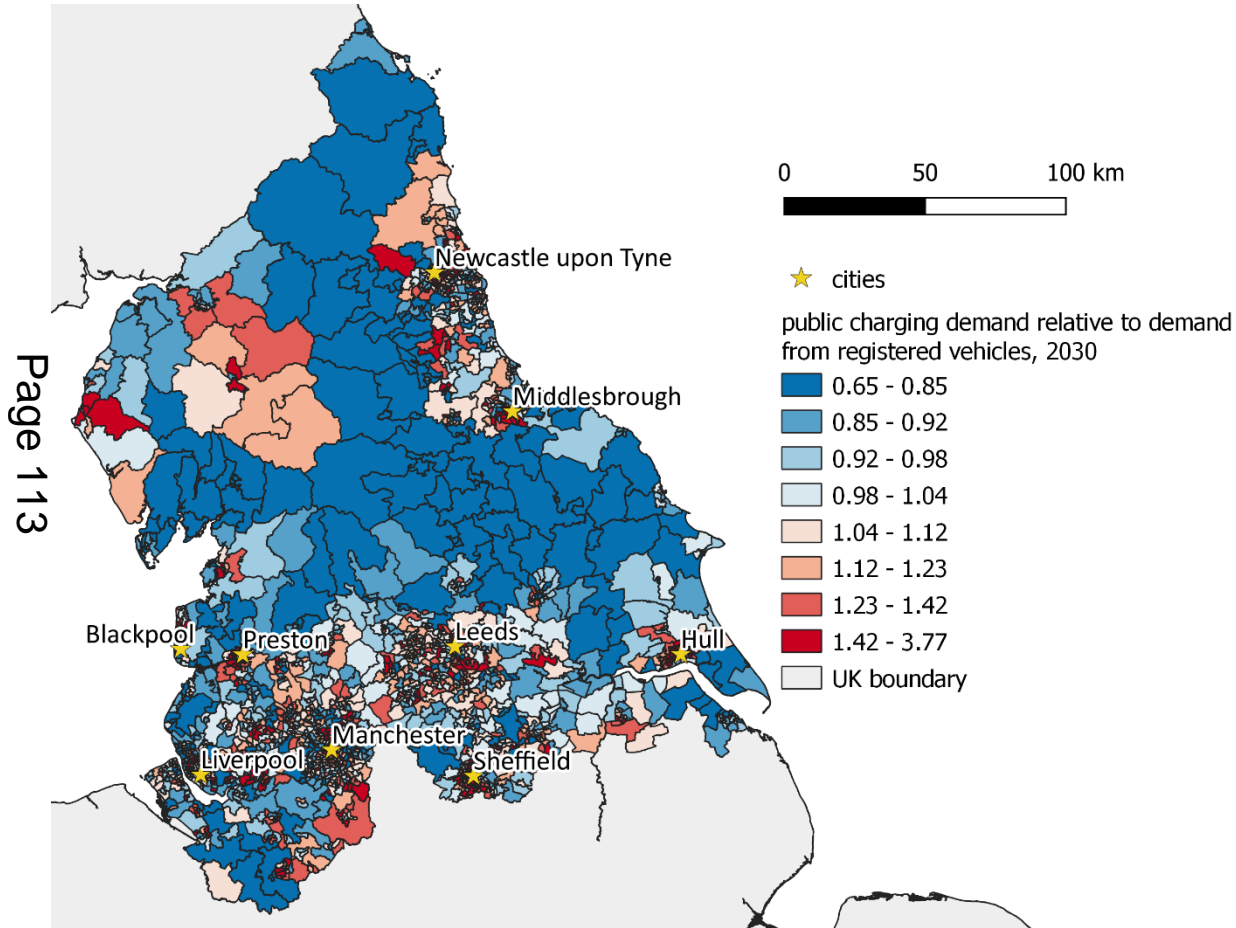
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* EVCP types shown on this map are: public residential, destination, workplace, and HGV depot. Public residential and destination are expected to be mostly publicly available EVCPs, while workplace and HGV depot are expected to be available only for employees and HGV drivers

Understanding charging and travel demand to shape successful business models for delivery

Ratio of public charging demand to demand from vehicles registered in each MSOA

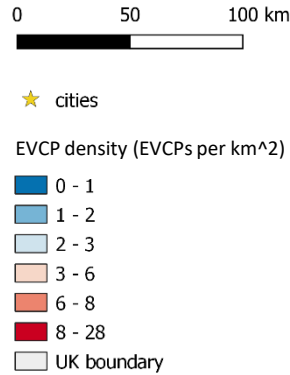


- Areas in red on this map attract more public charging demand than is created by vehicles registered in the same area – these are likely to be areas which draw visitors to them.
- TfN's visitor economy data used to identify average day and peak day comparisons (for all charging categories).
- Provides valuable insight towards different business models suitable for different places, i.e:
 - Some urban areas provide more consistent demand throughout the year – can be installed with confidence of use and return
 - Rural areas are likely to see more variance in utilisation - requiring decisions as to whether infrastructure is deployed to meet a peak / and not always use it; or meet an average day / and accept some queuing on busy days.

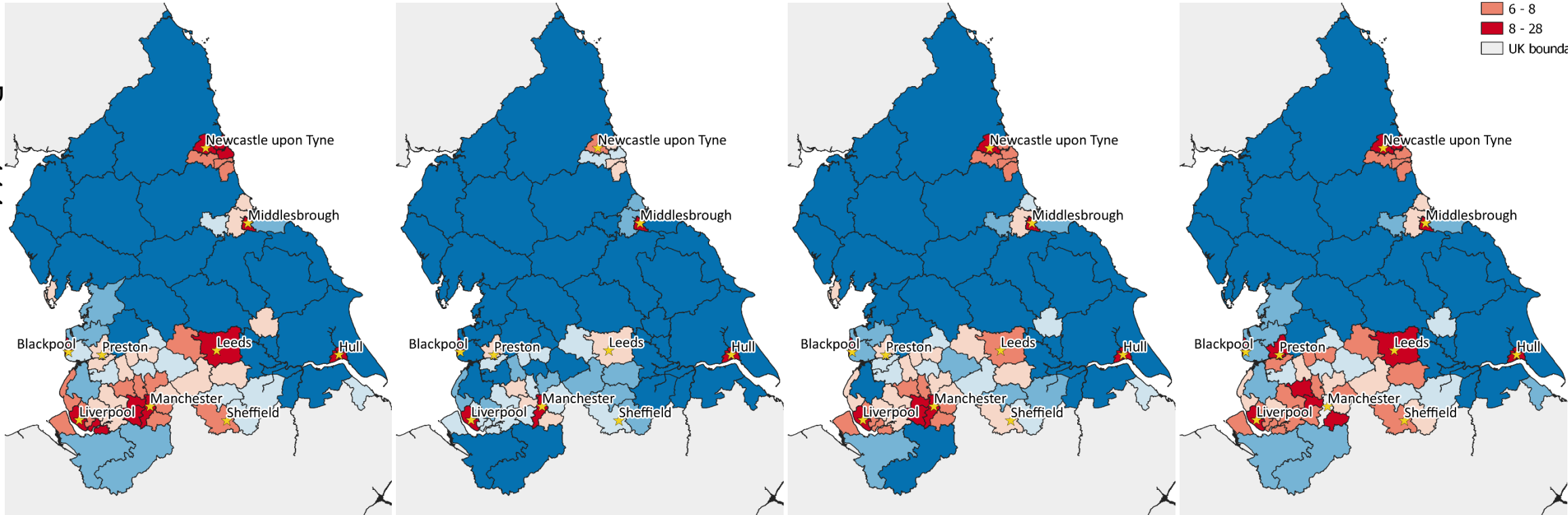
Managing user behaviour and technological unknowns – understanding how different charging preferences will impact supporting infrastructure needs.

Total number of EVCPs in 2030, Digitally Distributed scenario

Baseline* charging behaviour		Destination** charging preference	
Public residential charging	Destination charging	Public residential charging	Destination charging
64,100	26,700	51,100	66,400



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* Predominantly at home charging, with some destination, work and en-route rapid charging

** Increase in proportion of destination charging, some reductions in at home and on-street charging

Determining possible sites for rapid charge points along the SRN / MRN / MRN

Derived from processing the following datasets:

- DfT Road Traffic statistics
- Distance from the SRN / MRN & Motorway Junctions
- Land Use (AddressBasePlus) and proximity to traffic volumes
- Existing Rapid Charging Hubs
- Forecast average traffic flows and trip length (TfN NoHAM model and scenarios)
- Projected EV uptake (TfN TfN EVCI model - on-street, en-route and destination charging demand at MSOA level)
- Green Belt, Special Scientific interest area, AONB, Flood zone constraints



TfN's EVCI project – Impact on the electricity grid

What goes in?

- All EV charging demand modelled in the TfN EVCI model has been mapped to primary and secondary substations in the region.
- Existing headroom on primary substations has been accounted for.
- Seasonal variation effects have been included to assess demand on a peak day.
- The effect of residential smart charging has been included.

What this tells us?

- The potential increase in peak electricity load from electrification of transport has been assessed for each of the distribution network operators (DNOs) in the TfN region.
- High-level assumptions of network reinforcement costs used to estimate reinforcement costs for each DNO (to inform collaboration with Northern DNOs).

TfN - EV Charging Infrastructure Framework


- Turning Decarbonisation Strategy into action

Phase 1 (Completed): Build robust evidence and intelligence capability – to identify future trajectory and geographical location of regional EV charging requirements.



Phase 2 (Early 2022):

- Communication of forecasted requirements for the region. Inform National delivery and funding decisions; Support LA delivery plans and in accessing funding (public & private sector); Support TfN partners in sharing successes / tackling common barriers to delivery; Encourage private sector engagements and trial opportunities.



Phase 3 (2022/23):

- Apply evidence and enhance capabilities to target further challenges / opportunities faced by TfN and partners.

- May include: understanding how unequal the transition to EVs could be, and identify possible solutions to manage both high and low uptake areas; Utilisation strategies to support local authorities in identifying effective, efficient and commercially viable delivery models; Freight purpose, warehousing and charging consideration; further work with energy network and regulatory partners; funding and procurement support.

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