

Transport for the North Board Agenda

Date of Meeting	Wednesday 23 February 2022
Time of Meeting	11.00 am
Venue	Virtual

Filming and broadcast of the meeting

This meeting is not a formal meeting of the Transport for the North Board but is being held as a Consultation Call by the Chief Executive under the delegated powers of the Chief Executive to take action in consultation with Members of the Transport for the North Board. Following the Consultation Call the Chief Executive will take delegated actions having regard to the consultation.

The Agenda and reports for the Consultation Call are being made available to the public and the Call is being livestreamed on the Transport for the North website to ensure openness and transparency. Members of the Board will attend the Call virtually.

Item No.	Agenda Item	Page
1.0	Welcome & Apologies The Chair to welcome Members and the public to the meeting. Lead: Chair	
2.0	Declarations of Interest 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. Lead: Chair	
3.0	Minutes of the Previous Meeting To approve the minutes of the meeting held on 25th January 2022 (including updates on agreed matters as appropriate). Lead: Chair	3 - 12

<p>4.0</p>	<p>Funding, Business Planning and Budget Update</p> <p>To consider 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, including the approach that TfN will adopt in the development of a fundable budget.</p> <p>Lead: Iain Craven/Paul Kelly</p>	<p>13 - 26</p>
<p>5.0</p>	<p>Integrated Rail Plan Update</p> <p>To consider the progress update on the IRP technical report, TfN's independent assessment of the economic impact of the IRP and an update on local contributions.</p> <p>Lead: Tim Foster</p>	<p>27 - 44</p>
<p>6.0</p>	<p>Strategic Transport Plan Policy Development</p> <p>To consider and agree TfN policy positions in respect of Active Travel and Multi-Modal Hubs.</p> <p>Lead: Tim Foster</p>	<p>45 - 70</p>
<p>7.0</p>	<p>Governance Report</p> <p>To consider the report of the Head of Legal Services.</p> <p>Lead: Julie Openshaw</p>	<p>71 - 74</p>

Transport for the North Board Minutes

Meeting Date

25 January 2022

Meeting Location

Holiday Inn Manchester

Present:**Attendee**

Cllr Louise Gittins (Chair)

Cllr Phil Riley

Cllr Craig Browne

Mayor Andy Burnham

Cllr Daren Hale

Cllr Charles Edwards

Cllr Liam Robinson

Cllr Martin Gannon

Cllr Stewart Swinburn

Mayor Dan Jarvis

Cllr Heather Scott

Cllr Hans Mundry

Mayor Tracy Brabin

Local Authority

Cheshire West & Chester;

Blackburn with Darwen;

Cheshire East;

Greater Manchester Combined
Authority;

Hull;

Lancashire;

Liverpool City Region;

North East Combined Authority

North East Lincolnshire;

South Yorkshire Mayoral Combined
Authority

Tees Valley;

Warrington;

West Yorkshire Combined Authority;

Rail North Authorities Attendees

Cllr Tom Smith

Lincolnshire;

Local Enterprise Partnership (LEP) Attendees

Annette McDonald

Justin Kelly

Mark Rawstron

Mark Roberts

Peter Kennan

Cheshire & Warrington LEP

Greater Manchester LEP

Lancashire LEP

Leeds LEP

South Yorkshire Mayoral Combined
Authority

LEP

Partners in Attendance:

Nick Bisson

Ben Smith

Department for Transport

Department for Transport

Officers in Attendance:

Name	Job Title
Martin Tugwell	Chief Executive
Gary Rich	Democratic Services Officer
Iain Craven	Finance Director
Paul Kelly	Financial Controller
Tim Foster	Interim Strategy & Programme Director
Julie Openshaw	Head of Legal
Peter Molyneux	Major Roads Director
Tim Wood	Northern Powerhouse Rail Director
David Hoggarth	Strategic Rail Director

Item No:

1. Welcome & Apologies (3 mins)

1.1 The Chair welcomed Members and apologies were noted from Cllr Lynn Williams, Cllr Brookes, Cllr Little, Cllr Owen, Cllr Tucker, Mayor Driscoll, Cllr Miller, Cllr Les, Cllr Mackenzie, Cllr Waltham, Cllr Hannigan Cllr Aspden, Cllr D'Agorne and Steve Curl.

2. Declarations of Interest (2 mins)

2.1 There were no Declarations of Interest.

3. Minutes of the Previous Meeting (5 mins)

3.1 Mr Peter Kennan requested that the minutes of the previous meeting reflect the views expressed by the LEPs with regards to the IRP: in particular the concern of the business community that the IRP was a missed opportunity and support for retaining the ambition that underpins the TfN Board's preferred NPR network.

3.2 The minutes of the meeting of the Transport for the North Board held on 24 November 2021 were considered. The minutes were proposed by Mayor Jarvis and seconded by Cllr Hale.

3.3 The Chief Executive updated Members on matters arising from the previous minutes:

- The Decarbonisation Strategy and Major Roads Report were published in December and were positively received.
- TfN had been awarded an additional £336,000 in response to the opportunity to secure additional 'in-year' funding. The Chief Executive explained that this will be allocated as part of the Business Planning process.
- The first meeting of the General Purposes Committee is being organised and a meeting date will be sent out shortly.

Resolved:

That the minutes of the Transport for the North Board held on 24 November 2021 be approved as a correct record subject to the inclusion of the view and support of the LEPs for the response to the IRP.

4. TfN Appointments (10 mins)

- 4.1 Members received the report from the Chief Executive.
- 4.2 The Chair explained the process the Appointment Panel had undertaken in order to make a recommendation to the Board for the role of Chair.
- 4.3 Board Members thanked the elected Members who had sat on the Panel and the Interim Chair for their hard work and were supportive of the proposed appointment of Lord Patrick McLoughlin as the new Chair of the Board and Partnership Board. Members believed it to be the right appointment at the right time.
- 4.4 Mayor Brabin requested information detailing the steps which led from two candidates to the final preferred candidate. She also asked for the probationary objectives to be shared with Members.
- 4.5 The appointment of Lord Patrick McLoughlin was proposed by Cllr Hale and seconded by Cllr Edwards.
- 4.6 Members unanimously voted in favour of the appointment of Lord Patrick McLoughlin as the new Chair of the Transport for the North Board and Partnership Board.

Resolved:

- 1) That the Board approves the appointment of Lord McLoughlin, the Appointment Panel's recommended candidate, as the Chair of the TfN Partnership Board from 26 January 2022;
- 2) That the Board notes that in approving this candidate, Lord McLoughlin is by operation of the Sub-national Transport Body (Transport for the North) Regulations 2018 co-opted to the TfN Board;
- 3) That the Board approves the appointment of Lord McLoughlin, the Appointment Panel's recommended candidate, as the Chair of the TfN Board from 26 January 2022;
- 4) That the Board notes the formal start date for the Chair and support to be provided by TfN officers;
- 5) That the Board approves that the Vice Chairs with the support of TfN's CEO agree Lord McLoughlin's probationary objectives and monitor performance.

- 4.7 The Chief Executive informed Members that Mr. Iain Craven (the current Finance Director and S151 Officer) is leaving Transport for the North in March. He took the opportunity to thank him for all his hard work on behalf of TfN, highlighting the key role that Mr. Craven had played in establishing TfN. In addition, he expressed a personal thank you for the support he had received from Mr. Craven since joining TfN last August.

He explained that having considered the requirements of the role it was clear that the current Finance Controller Mr. Paul Kelly has the requisite experience, skills and qualifications to fulfil the role. It was on this basis that Mr. Kelly was recommended as Interim Finance Director for an initial 6 months. This arrangement would help with continuity during the transition post-IRP. Subject to the Board agreeing the recommendation, arrangements were in hand to ensure that the Financial Controller post is to be back-filled.

- 4.8 Members echoed the sentiments of the Chief Executive and thanked the Finance Director for all his help hard work and support.
- 4.9 The appointment of Mr. Paul Kelly as Interim Finance Director (S151 Officer) was proposed by Cllr Mundry and seconded by Cllr Swinburn.
- 4.10 The Board voted unanimously to appoint Mr. Paul Kelly.

Resolved:

That the Board approves the appointment of Paul Kelly, as Interim Finance Director (S151 Officer) from 17 March 2022.

5. Integrated Rail Plan (25 mins)

- 5.1 Members received the report from the Strategy and Programme Director.
- 5.2 The Chair informed Members that the Department had published the day before a document setting out the technical evidence that it had used in determining the IRP.
- 5.3 The Chief Executive highlighted to the Board that he was proposing an additional recommendation to the report that would confirm his authority to use his delegated powers to enable an orderly transition on those areas of work identified as needing to transfer to the Department for Transport. He drew the Board's attention to the fact that he would be engaging with the Department to ensure the roles and rights of staff affected by the transition are protected: this would be secured through the application of TUPE. He also highlighted that he had received a request from the Department for two secondments and that he was progressing those with a view to enabling them to happen.

- 5.4 He restated the point made at the previous meeting that the Department has been clear throughout the process that Transport for the North's role and functions as a statutory Subnational Transport Authority are not affected by the change in NPR working arrangements.
- 5.5 Before outlining the key points within the report, the Strategy and Programme Director gave Members his initial views on the technical annex released by the DfT. He explained that the information that had been provided was less detailed than had been anticipated and that TfN would be requesting the Department to confirm whether there is more technical detail that can be shared for a full assessment to take place.
- He explained that the information in the technical evidence had not taken into account the wider economic and social aspects of the investment. He advised that a more substantive assessment of the technical annex evidence would be provided to Board in March.
- 5.6 The Chair asked Members to focus their comments on the draft submission to the Transport Select Committee, a draft of which had been included in the papers and which needed to be submitted in the next couple of days. She expressed her disappointment at the lack of detail in the information that the DfT had provided and highlighted the fact that the Board's advice has always been evidence driven.
- 5.7 Members echoed the disappointment of the Chair at the lack of detail in the information that had been released by the DfT. A common concern was that decisions had been narrowly focused on costs and that wider considerations of economic, social and environmental benefits had not been taken into account: Board members observed that this seem to be a missed opportunity given the context of the forthcoming Levelling Up White Paper.
- 5.8 Members suggested a number of additions that would strengthen the submission to the Select Committee. The Board stressed the importance of focusing on the need for additional capacity, to accommodate additional demand (both passenger and freight). On this issue Cllr Hale specifically raised the importance of electrification of the lines into the ports of Hull and Immingham (global gateways for the UK) and how this would help with the decarbonisation agenda.
- 5.9 Mayor Brabin expressed concern around the potential for timetable conflict that would arise from accelerating some trains, noting that this would have implications for local stopping trains. She suggested that TfN submit a late paper to the Select Committee that underscores Members concerns: the Chief Executive assured Board members that their concerns could be picked up in the main submission.
- 5.10 Mayor Jarvis and Mr. Mark Rawstron highlighted the importance of ensuring that TfN's submission was clear in its key messages. Mayor

Jarvis highlighted the importance of continuing to provide stakeholders across the North of England with considered advice on the key issues.

Mr. Rawstron suggested that within the submission to the Select Committee there should be an Executive Summary. He also stressed the importance of the submission highlighting the cross-party support of the submission and the support of the business community. He stated that these messages need to be constantly reiterated.

- 5.11 Mayor Burnham stated that TfN should encourage the Select Committee to unpick the evidence base on which the IRP decisions had been made and restated the importance of looking at value for money in the round. He emphasised the importance of encouraging the Select Committee to consider the issues of disruption arising from the IRP proposals. He reminded the Board that they had previously raised the importance of examining the contribution of uplift in land values.
- 5.12 Cllr Edwards raised the need for clarity on the Co-sponsorship role and encouraged TfN to be proactive in setting out what it sees as being required. The Chief Executive noted that the paper started to do this and that he was continuing to push for more details so as to be able to bring it to the Board for its consideration.
- 5.13 Mr. Justin Kelly highlighted that the business community remained concerned about the IRP: in particular he highlighted the importance of seeing improved connectivity as a means of addressing the issue of productivity and being able to move people around so they can easily access their work locations.
- 5.14 The Chief Executive thanked Members for their input which he explained would be built into the presentation to the Select Committee.

On the Co-Sponsorship role, he highlighted that he had drawn to the Department's attention the Rail North Partnership model as a positive example of collaborative partnership and how this model can be built upon.

- 5.15 Mr. Peter Kennan flagged the importance of ensuring the business voice feeds into TfN's input as co-sponsor.

The Chief Executive explained that once the principles of the co-sponsorship role had been agreed by both the TfN Board and Ministers then he would look to the General Purposes Committee to consider in more detail how it would fit within TfN's governance arrangements.

Resolved:

- 1) That Board notes the progress outlined in section 3 of the report and the update on transition arrangements and implications in section 4.

- 2) That Board agrees the proposed approach to the Transport Select Committee inquiry in section 5, subject to the points raised in discussion.
- 3) That Board supports the section on co-sponsorship (section 6) including the principles outlined in Appendix 3 and the CEO's future vision for TfN (Appendix 4).

That the Board confirms that the Chief Executive has delegated authority to undertake such discussions as required to affect the orderly transition of functions activities and staff in accordance with the requirements of TUPE that arise in consequence of the changes in NPR working arrangements announced by the Department for Transport.

6. Budget and Business Planning (25 mins)

- 6.1 Members received the report of the Finance Director who highlighted the key elements of the report.
- 6.2 The Chair expressed concern that the TfN has not yet received a funding settlement and the impact that this is having on the lives of Officers.
- 6.3 The Chief Executive noted that the DfT has restated that TfN's role as a statutory body and the duties that the organisation needs to fulfil remain the same; however, the funding has not yet been allocated to reflect this commitment.

He also expressed concern as to the impact that this uncertainty is having on the ability of TfN to deliver its agreed work programme, as well as the impact it is having on the health and well-being of the staff. With this in mind he proposed an additional recommendation to the paper: namely that the Chair write to the Secretary of state requesting an urgent meeting be set up so this issue can be addressed. [A draft of the letter had been tabled prior to the meeting.]

- 6.4 Members expressed their support for the staff and their increasing concern about the impact the uncertainty was having. In addition, they flagged their concern about the potential loss of knowledge should they move on due to the lack of certainty.

Members suggested that they would raise their concerns during upcoming individual meetings with the Secretary of State.

- 6.5 Mr. Ben Smith stated that the Department understands the need for the funding situation to be resolved as soon as possible and that this has also been made clear to Ministers. He explained that the Secretary of State was keen to meet with the new Chair and understood that the issue of funding would be discussed at this meeting. He also confirmed that none of the Sub National Transport bodies had received notification of their funding: the meeting noted that unlike other STBs, TfN as a

statutory body has to set a funded budget before the end of the financial year.

Resolved:

- 1) That the current uncertainty in relation to TfN's financial position and the steps taken in mitigation be noted;
- 2) That the commencement and completion of the required TUPE process with the DfT in relation to posts funded through Transport Development fund be approved;
- 3) That the financial performance in the nine-month period to December 2021 be noted and that the Revision 3 Budget be approved;
- 4) That the current risk position be noted and the deferral of the Corporate Risk Register report until the Board meeting in June 2022 be approved.
- 5) That the Interim Chair write to the Secretary of State seeking an urgent meeting to resolve the uncertainty regarding TFN's core funding.

7. Rail Investment Planning Update (10 mins)

- 7.1 Members received the report from the Strategic Rail Director who outlined the key points in the report.
- 7.2 Members discussed a variety of issues including the East Coast Mainline, Liverpool Central station and the Skipton to Colne link.

In relation to the East Coast Mainline Mr. Peter Kennan highlighted the importance of services that are currently suspended due to Covid continuing to be treated as part of the substantive timetable. He stressed the importance of not assuming that because a service had been suspended it was necessarily of a lower value than those services kept running. He accepted that there was a need to review services overall in light of the changes in circumstances, but this needed to be based on the substantive timetable.

The Chief Executive noted that any review of the timetable needed to take into account shifts in demand that had taken place as a result of wider changes post-pandemic: it was not necessarily the case that what was had before was needed moving forward.

Resolved:

- 1) That the progress with development of the case for capacity upgrades to the East Coast Main Line, impact of the Integrated Rail Plan and pending update of the Rail Network Enhancements Pipeline be noted;
- 2) That Board supports the proposal to create a collaborative working model for development of the infrastructure for the East Coast Main Line north of York, on the same model successfully being used in Manchester including a 'Blueprint' to identify a co-ordinated long-term service and infrastructure solution to deliver the capacity and connectivity required across the North

and to advise the Department for Transport and Network Rail that this is our view;

- 3) That Board supports the need for the study identified in the IRP in relation to connectivity between Sheffield and Leeds to be taken forward at pace;

8. Rail Business Planning (10 mins)

8.1 Members received the report from the Strategic Rail Director who outlined the points in the report.

8.2 During the discussion of this item the meeting became inquorate.

8.3 Mayor Burnham expressed concern about elements of the report which he took as indicating the need for further reductions in services (compared with the base-line timetable) in subsequent financial years (years 2 and 3 of the current business planning round).

Concern was also expressed as what the requirement for workforce modernisation might mean in terms of the customer experience: both he and Members are worried about the potential for changes to impact on public confidence including the sense of safety as a result of this.

8.4 Mayor Brabin supported Mayor Burnham's comments: in doing so she flagged the strength of the rail recovery in the North post-pandemic, noting that the recovery was consistently stronger and faster than the national average.

8.5 Mr. Peter Kennan requested that the scope of the paper be made wider and that all partners involved in TfN are engaged with and not just those in the Rail North Partnership.

8.6 When looking at the need for efficiencies Cllr Robinson suggested that it was appropriate to consider the scope for reforms to the rolling stock leasing industry as an opportunity that needed to be explored. He suggested that Officers should do a piece of work on this matter. In noting the point made by Cllr Robinson the Chief Executive asked for the Board to bear in mind the current situation and the implications this has on committing to additional work in the short term.

8.7 Cllr Mundry raised the issue of lack of infrastructure investment, and in particular highlighting the importance of having a degree of certainty in the short/medium term: this would provide local partners (and potential investors) with greater confidence to plan their own investment

Resolved:

- 1) That the Board welcomes the strong recovery in rail passenger numbers in the North, noting that this is significantly higher than the national average;

- 2) That the Board supports the argument that the strength of the North's rail market should be a key consideration for Government when considering the allocation of future funding to support growth in rail patronage;
- 3) The Board welcomes the work of the Rail North Committee in supporting the Rail North Partnership through the business planning process as a means of enabling the North's priorities to be taken into account;
- 4) That officers undertake work on the way rolling stock is leased and financed with a view to identifying alternative savings the industry could make;
- 5) That Board would oppose future reductions in services and staffing levels given the service reductions already applied in the December 22 timetable and the need for a growing railway in the north to support the recovery and TfN's objectives.

9. Union Connectivity Review (15 mins)

- 9.1 Members received the report from the Strategy and Programme Director who took the report as read.
- 9.2 Mayor Burnham noted that the HS2 Phase 2B Bill had recently been deposited in Parliament and expressed his concern that the Union Connectivity Review undermines the HS2 Bill in relation to the Goldborne Link. He requested that the Chief Executive seek clarity on this issue. Cllr Edwards was in agreement on this issue and welcomed any clarity that could be obtained.

Resolved:

- 1) That Board welcomes the publication of the Union Connectivity Review;
- 2) That Board agrees to use the Strategic Transport Plan and its supporting evidence base as the basis for engaging with the Department for Transport as the Government develops its response;
- 3) That an early discussion be sought with Transport Scotland with a view to identifying how both organisations work on improving strategic connectivity;
- 4) That an early discussion be sought with Transport for Wales with a view to identifying how both organisations might build on joint working through the West and Wales partnership to improve strategic connectivity.

10. Strategic Transport Plan Policy Development (10 mins)

- 10.1 This item was deferred until the Board Consultation call on 23 February 2022.

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: Wednesday 23 February 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 Board **consider** and **approve** 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.
- 2.3 **Approve** the cost control measures proposed to safeguard TfN reserves until such time as the objectives for 2022/23, and the Interim Budget are approved.

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
SW1P 4DR

Tel: 0300 330 3000
E-Mail: grant.shapps@dft.gov.uk

Web site: www.gov.uk/dft

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 CEO Consultation Call
Subject:	Integrated Rail Plan update
Author:	Tim Foster, Interim Strategy and Programme Director
Sponsor:	Martin Tugwell, Chief Executive
Meeting Date:	Wednesday 23 February 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 March 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 Work continues on the sponsorship arrangements and other issues related to the transition of the NPR programme to DfT. The Board has delegated these matters to the Chief Executive who will provide a verbal update on progress.
- 3.1.3 The Board also remitted the Finance Director to explore funding options in relation to the delivery of its preferred Northern Powerhouse Rail network. A working group made up of partner officers and LEP members has been established to take forward this work. Members of the group met with DfT officials for an initial discussion about parameters for further study. A number of options have been identified which we will now develop with the working group before bringing back to the Board to consider further at the March Board meeting.
- 3.1.4 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 The existing Strategic Transport Plan sets out why HS2 and the preferred NPR network were 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 identify investment proposals for consideration as part of the 'adaptive pipeline' approach
- 4.4 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.
- 4.5 Thirdly, 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.

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 risks have been assessed and are included in the paper.

Environmental Implications

- 5.5 The implications of the IRP have been assessed and will be reported to the Board in March.

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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**Integrated Rail Plan -
Transport Select
Committee submission
| Transport for the North**



January 2022



Transport Select Committee Inquiry: Integrated Rail Plan

Introduction

Transport for the North (TfN) became England's first Sub-national Transport Body (STB) in April 2018, with a Board made up of our region's 20 Local Transport Authorities (LTAs) and 11 Local Enterprise Partnerships (LEPs). The TfN vision is of a thriving North of England, where modern transport connections drive sustainable economic growth and support an excellent quality of life. Collectively the TfN Board represent the people and businesses of the North of England on transport matters, providing statutory advice to the Department for Transport (DfT) and working with delivery partners including National Highways, HS2 Ltd and Network Rail, as well as train operating companies.

TfN welcomes the Transport Select Committee's inquiry into the Integrated Rail Plan (IRP). This submission explains why the full Northern Powerhouse Rail and HS2 network is fundamental to delivering the step-change in connectivity required to "level up" the North and by extension the UK. It sets out how the Department for Transport (DfT) and TfN worked in close collaboration to prepare credible, coherent and workable plans that would deliver that step change and thereby unleash the economic potential of the North.

Based on the information currently available, it is clear to the TfN Board that the proposals published in the IRP fail to achieve the long-term step change for the rail network across the North. Nevertheless, as a potential first phase in realising our shared vision for the North, the TfN Board remains fully committed to continue to work collaboratively with Government.

Throughout this submission, our use of the term NPR should be taken to mean the concept (with agreed aims) as originally identified with Government and the preferred network as agreed by the TfN Board and set out in our statutory advice to government. This differs significantly from the NPR network as the term is now defined by Government in its IRP. Similarly, this submission uses the term HS2 to refer to the full western and eastern legs, reaching Manchester and Leeds as originally conceived by Government.

The North's agreed Northern Powerhouse Rail network, including preferences for a mix of new lines and major upgrades including electrification on the network spanning from Liverpool in the west to Hull in east. It includes:

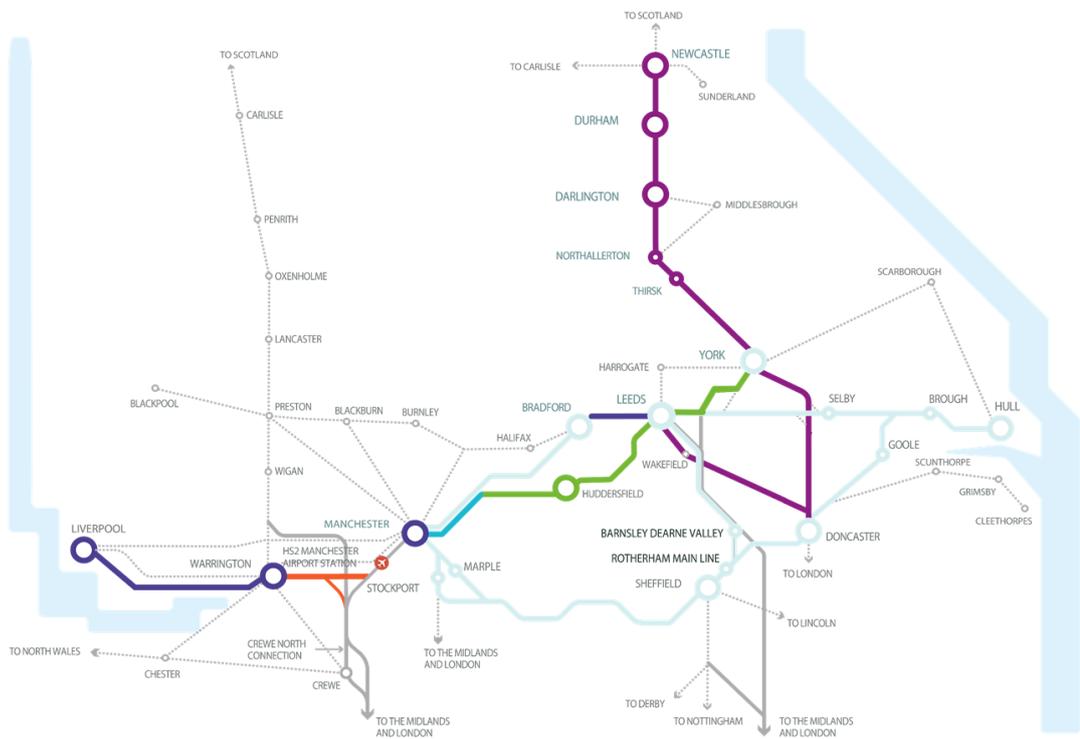
- A new line to be constructed from Liverpool to Manchester via the centre of Warrington
- A new line to be constructed from Manchester to Leeds via the centre of Bradford
- Significant upgrades and journey time improvements to the Hope Valley route between Manchester and Sheffield
- Connecting Sheffield to HS2 East and on to Leeds
- Significant upgrades and electrification of the rail lines from Leeds and Sheffield to Hull
- Significant upgrades of the East Coast Mainline from Leeds to Newcastle (via York and Darlington) and restoration of the Leamside line.

Alongside this submission we will supply the statutory advice agreed by the TfN Board (representing the collective political and business leadership across the whole of the North of England) and submitted to Government on Northern Powerhouse Rail (NPR). In addition, we will include our advice and evidence to both the Oakervee Review and the National Infrastructure Commission for their Rail Needs Assessment.

Figure 1: TfN Preferred NPR Network



Figure 2: The Integrated Rail Plan



- Matches TfN ambition
- Alternative new line
- Upgraded TRU, forms NPR phase 1
- East Coast Mainline upgrade (excl Leamside in the North East)
- Downgraded ambitions
- No IRP proposals

Summary of Main Points

- The Northern Powerhouse Independent Economic Review (NPIER) identified that the key to realising the economic potential of the North is to improve connectivity between its towns and cities. Government and TfN agreed in 2015 that this requires a co-ordinated programme of investment that delivers a step change in connectivity across the North and beyond. Those fundamental principles are unchanged.
- The North's rail network is constrained by the Victorian legacy of a twin-track railway: balancing the competing and different needs of long-distance, regional, local and freight services give rise to the challenges arising from existing travel demand – seeking to accelerate one of those without additional new line capacity will not be successful.
- The speed and strength with which rail travel demand has returned demonstrates the importance of the North's rail network to the economy: prior to the omicron variant passenger revenues were approaching 95% pre-COVID in places, freight demand was back to pre-COVID levels.
- Demand remains constrained in the North and increasing the overall capacity of the rail network (for both freight and passengers) is key to providing a viable and attractive travel alternative consistent with the need to decarbonise our transport system overall as well
- TfN's preferred NPR network was developed, working with DfT, to deliver a set of agreed outputs: as a co-ordinated investment programme against clearly agreed objectives. It was designed to improve connectivity (both speed and capacity) and minimise disruption during its delivery and maximise economic potential.
- The IRP takes a narrower view of investment decisions against a pre-defined funding level and therefore misses the significant wider economic, environmental and societal benefits of east-west connectivity. The Committee should explore why government has moved away from the agreed approach and what opportunities exist to ensure the full vision for Northern Powerhouse Rail can still be delivered.
- TfN's role as co-client for NPR has been central to challenging rail sector costs, whilst ensuring that the proposals taken forward meet the North's priorities: based on the work to date TfN is confident that further reductions in costs should be achievable with any savings reinvested back into the transport network.

Background and Context

Transport for the North has worked collaboratively alongside the Department for Transport as co-clients since the inception of Northern Powerhouse Rail. In this it has been supported and advised by Network Rail and HS2 Limited throughout the development and decisions around the shared objectives for NPR and shortlisting of options. The decisions taken by the TfN Board and our co-clients have been grounded in the detail of TfN's robust, transparent and credible evidence base.

The vision for NPR was first established in the 2015 Northern Transport Strategy (NTS) prepared jointly by Government and the then Transport for the North partnership. The NTS set out the level of connectivity required to create an inter-connected, inter-dependent and more productive North. Whilst the NPR project has evolved significantly since 2015, the original shared vision for the project and the "conditional outputs" of fast and frequent services between key economic centres has been the basis for all the technical, analytical and decision making undertaken as co-client with DfT.

Being led by the evidence means that we have been clear and consistent in our advice to Government and to the earlier Oakervee Review on NPR, HS2 and other rail improvements. We have demonstrated the potential for growth and prosperity in the North, and established how business as usual infrastructure investment will not close the economic gap or address the social and environmental challenges.

A key factor in enabling local authorities to prepare their land-use plans, and in giving confidence to private sector investors, is a clear and consistent vision as to the strategic infrastructure requirements of a region. Significant work has been undertaken in the North to prepare for the arrival of HS2 and NPR. The benefits of clarity, consistency and certainty in this regard are clearly demonstrated by investments that have taken place along the route of HS2 Phase 1.

The Economic Opportunity

TfN's approach to strategic infrastructure planning is shaped by the recognition that investment in transport has to be considered in terms of its contribution to delivering outcomes: expressed in terms of economic, environmental and social outcomes.

The 2016 Northern Powerhouse Independent Economic Report (NPIER) was instrumental in establishing the potential for a transformed northern economy. It identified how improving transport networks is a necessary condition in order to raise productivity and deliver economic growth through agglomeration by removing physical barriers to trade and improving access to labour markets.

It established how realising the untapped potential of the North requires a transformation in infrastructure that delivers faster, more efficient, and reliable journeys. It also needs an increase in capacity to improve the resilience of the existing network and accommodate the increase in passenger, business, and freight demand that growth will bring. Furthermore, a resilient, reliable network with fast and frequent journeys is necessary to support and encourage the shift in travel choices needed to meet the requirement to achieve net zero carbon.

In this way the NPIER sets out a route whereby the North can be transformed such that in the long-term it becomes a net contributor to the UK economy.

The conclusions of the NPIER underpins the objectives of NPR with a focus on delivering outcomes designed to help address the current and likely future challenges facing the North:

- Increasing efficiency, reliability, integration, and resilience in the transport system
- Transforming economic performance
- Improving inclusivity, health, and access to opportunities for all
- Promoting and enhancing the built, historic, and natural environment.

Our work has ensured a consistent approach to developing NPR, one grounded in extending economic opportunity to all areas of the North. We have built ground-breaking tools and models that can fully reflect the wide ranging economic, social and environmental benefits arising from investment in NPR. For example, our work identified the clear benefits of integrating Bradford into the NPR network as a location in its own right, one that sits on a mainline. The TfN Board, having considered the evidence, agreed in 2017 that a new mainline between Manchester, Bradford and Leeds needed to be the foundation of the NPR network and at the heart of the integration of the North's economy.

That critical decision, formally agreed by the whole of the North's political leaders and business representatives, required compromise and a recognition of the wider benefits to the North and beyond of creating a new east-west link via Bradford. That position has been held consistently by the North since 2017 and is fully reflected in the statutory plan for the North, TfN's Strategic Transport Plan.

Analysis of TfN's NPR preferred network showed it will deliver an additional £14.4bn in gross value added (GVA) a year, including close to £5bn in economic benefit through increasing the agglomeration of businesses (all in 2060 prices). It would create over 129,000 new jobs across the UK, 73,000 of which will be in the North. It will unlock economic prosperity and regeneration opportunities right across the North and beyond.

As a direct result of the step-change in transport connectivity, the size of the accessible labour market across the North would increase significantly. NPR, as originally conceived, would increase the accessibility of multiple major northern cities and their higher skilled workforces. Almost 25 per cent of high-skilled workers in the North would be within 90 minutes of four or more northern cities with our preferred network. That equates to over 15 per cent more than with Transpennine Route Upgrade and HS2 alone.

The improvements realised by NPR as conceived will also contribute to the transformation in the quality of life for the residents in the North, by providing not just new jobs, but better access to a greater number of jobs, meaning people can make choices about where to live and work confident that there is a viable and sustainable travel choice available.

Alongside the development of Northern Powerhouse Rail the Strategic Transport Plan identifies the wider need to invest in rail infrastructure to increase economic and social opportunity. Our submission to the National Infrastructure Commission set out how an early programme of upgrades and electrification (including to the major ports across the North) could deliver significant early benefits and unlock growth ahead of delivery of the NPR network and HS2.

A Network Based Approach

Transport network performance in the North is a key constraint on economic development in the region. Ageing infrastructure, combined with lower than average investment, has left the North facing slow journeys by rail and road, insufficient capacity to accommodate further growth within the existing network, poor reliability, and bottlenecks across the rail network which drive a low frequency of rail services and affect the resilience of the network.

The practical implication of these constraints is all too visible in the poor economic performance of places across the North. As the NPIER set out so clearly, unleashing the economic potential of the North requires a network-based approach, one in which the options for individual locations are considered in an integrated way so as to ensure there is a step-change in service across the North and in connectivity to Scotland and Wales as set out in the Union Connectivity Review. Such considerations are all the more relevant when if the full potential of economic initiatives, such as

freeways, are to be realised. With some 25% of all freight movements either having a start or end point within the North, such considerations are of national significance.

The North has one of only three officially designated ‘congested infrastructure’ rail hotspots – the Castlefield corridor¹ - which faces comparable issues to some of those once faced by the Thameslink corridor. Knock-on operational delays and cancellations are felt across the North (and beyond) from this hotspot due to the fundamental mismatch between the demand for train paths and the capacity available.

Across the Pennines, notwithstanding the completion of recent investments in Leeds Station, it too remains a key bottleneck on the national rail network, one that is on a scale with the delays incurred by the constraints in the Birmingham area.

Crowding is also a feature of the North's rail network, particularly given that trains in the North have fewer carriages compared to train services across other parts of the UK. Despite being significantly larger markets, there are about 40% fewer seats between Manchester and Leeds than between Glasgow and Edinburgh which are separated by a similar distance².

Right across the North the evidence is clear; the key issue is the need to increase capacity – to improve resilience and to support economic growth. The North’s Victorian legacy of a predominantly two-track railway – one that has to accommodate the competing and differing needs of long-distance, regional, local and freight services. In such circumstances attempts to increase the speed of some services in isolation of investment in additional capacity will result in perverse outcomes: less resilient infrastructure and less reliable services, less overall capacity and fewer east-west freight paths.

It is through having a deep and meaningful understanding of its rail network and how it operates that Transport for the North concluded that investing in additional capacity has to be at the heart of the investment programme required to unlock the North’s economic potential.

In arriving at its preferred NPR network, the TfN Board scrutinised the performance of different options. Having considered the evidence, the TfN Board concluded that its preferred network best delivers against the agreed objectives for project in support of the Political and Business leaders’ ambition for the North.

Crucially, we have worked with Network Rail and others throughout the process to ensure that TfN’s NPR proposals are operationally viable, deliverable and integrated with other proposals. We are yet to see comparable evidence that Government’s proposals are similarly feasible.

The IRP appears to fragment network enhancement rather than deliver a cohesive plan for the North and Midlands – separating East Coast Mainline improvements from other schemes and further isolating Bradford from Manchester and the North-West. Hull is omitted from the IRP altogether, despite being a fundamental part of NPR, a clear candidate for early delivery and featuring in all the scenarios put forward by the NIC. There is no investment committed in Sheffield’s connectivity to Leeds, the North East, Manchester and Hull, rolling back the well planned and integrated proposals for a hybrid HS2/NPR solution between Leeds and Sheffield which would have transformed journey times and frequencies between two major cities.

Integration appears limited to the “bolting together” of Transpennine Route Upgrade, NPR and West Yorkshire Mass Transit schemes in an attempt to deliver cost reduction but in so doing the outcome is likely to reduced capacity and slower economic growth than might otherwise be realised.

Investment in adding capacity through the construction of new lines helps minimise the lengthy disruption to the travelling public and freight services that is inevitable with rail upgrades.

¹ Network Rail, Castlefield Corridor Congested Infrastructure Report, 2019 ([link](#))

² Transport for the North Internal Analysis

Disruption should not be viewed as a temporary inconvenience on the timeline to improvements. The original proposals for upgrading the Trans-Pennine Route require extensive and prolonged blockades for several years. Whilst the expansion of the scope for the upgrade is welcomed by TfN, in the absence of the investment in an entirely new route between Manchester and Leeds, the scale and duration of the disruption to this key corridor will be extended considerably.

Unless grounded in a network-based approach the proposals set out in the IRP are likely to perpetuate the poor travel conditions already experienced in the North for longer than might otherwise have been the case. Not only is this likely to slow the realisation of 'levelling-up' across the North, it's also likely to hamper efforts to achieve the growth in sustainable travel choices necessary to achieve the legal requirements on net-zero carbon.

TfN accepts that there is a need, following the pandemic, to ensure that the finances of the rail sector are on a sustainable footing. However, in looking to the future it is essential to ensure that decisions are based on an understanding of the changes that have taken place in the rail market.

Prior to the recent impact of the Omicron variant, Northern had seen revenue at 95% of pre-COVID levels and demand for some periods at 85%. TransPennine Express has indicated that leisure travel had been at 89% of pre-COVID levels. The evidence is clear: recovery of the rail market in the North has been consistently stronger and faster than the picture presented by national figures and that needs to shape the allocation of future investment.

Passenger growth in the North has been stronger than the national average and much stronger than in traditional rail markets serving London and the South-East. This is in part a consequence of the North having a lower proportion of its population who are able to work from home (per Centre for Cities analysis³). In parallel, demand for rail freight paths has also recovered across the North, in many cases back to 100%+ of pre-pandemic levels.

If one follows the evidence and adopts a market-led approach, then it is clear that the challenges facing the North's rail network pre-pandemic have returned faster than elsewhere. The case for the making the step change in capacity envisaged by NPR, and as set out by Transport for the North, remains robust.

Decision making and the implications for "levelling up"

The Integrated Rail Plan as published does not quantify the benefits of its proposals and only a limited technical paper was finally published on the 24th of January. But what is clear is that the IRP has unilaterally changed the policy context.

Over the past 5 years, TfN and the DfT had progressed the development of NPR proposals based on underpinning efforts to "level up" the North. All of the technical work has been jointly developed and framed by shared objectives and agreed with the aspirational journey times and train frequencies set out in the 2015 Northern Transport Strategy and the One North report⁴ described as necessary to transform the economic performance of the North. That broad-based thinking was also reflected in the approach to the Rail Needs Assessment undertaken in 2020.

The published IRP appears to have moved away from an approach focused on how to "level up" communities across the North to one wherein decisions on the future of UK infrastructure based simply on affordability and benefit cost ratios. The version of NPR as presented in the Integrated Rail Plan favours investment in the most productive parts of the North. This runs counter to the stated ambition of Government to "level up" areas, and risks a second east-west divide in prosperity and productivity.

³ Centre for Cities, How will Coronavirus affect jobs in different parts of the country? ([link](#))

⁴ Department for Transport and Transport for the North, *The Northern Powerhouse: One Agenda, One Economy, One North*, 2015 ([link](#)).

The Board's concerns about the decision-making process were exacerbated by the absence of the evidence base behind the Integrated Rail Plan. A limited technical report was published on the 24th January, two months after the publication of the IRP. The technical report makes clear that the wider evidence base regarding the economic, social and environmental benefits of the TfN preferred network were not considered as part of the process. These wider benefits are an essential element of the case for rail investment in the North, and have been central to the Board's decision making on the preferred network. Additionally, there remains insufficient technical evidence about the reliability, resilience, as well as questions about delivery timescales and other inconsistencies compared to the joint TfN/DfT work on NPR.

The absence of wider economic benefits calls into question the decision making within the IRP, and whether government has considered the full value of the TfN preferred network for NPR and HS2, and has overstated the benefits of more limited upgrade solutions. Following the principles behind of the changes to the Green Book in 2020, it is unclear how decisions affecting the future economic geography of the UK can have been taken on such a narrow basis.

TfN is continuing to review the technical document published this week and would be willing to provide any further evidence during the course of the inquiry.

Affordability and funding

The TfN Board has consistently set out the importance of having a financial envelope within which it is required to prepare its advice to Government on investment priorities. As experienced Political and Business leaders the Board members are acutely aware of the need to consider issues of affordability.

The TfN Board has consistently made the point that to have a funding envelope would have enabled mature conversations at the Board and more robust advice to Government.

And yet despite being part of a co-clienting arrangement on Northern Powerhouse Rail, at no point was the Board made aware of an affordability constraint being set for NPR.

Only during the Rail Needs Assessment process did issues around affordability begin to emerge. The TfN Board warned Government in the summer of 2020 that setting the National Infrastructure Commission a constrained funding envelope for rail investment (and not specifying how budgets would be allocated) would inevitably lead to the Rail Needs Assessment becoming about rationing of investment and not about how to best to integrate NPR and HS2.

And so it proved, with the rising costs of HS2 to Birmingham reducing the available budget for HS2 Phase 2b and NPR. This meant that the Commission's wide ranging and comprehensive assessment was compromised in the options it was able to present to Government.

It is a concern of the TfN Board that a similar situation may arise with the IRP as published: in particular there is a concern that cost variations on initial elements of the IRP may result in latter elements being reduced in scope or even potentially deferred: such an approach is not consistent with adopting a network-based approach.

Notwithstanding the absence of a funding envelope being provided by Government, the TfN Board developed a series of network options which sought to deliver the most against the objectives while still representing value for money. This required the TfN Board to make compromises as it actively sought to reduce costs in order to secure benefits for the wider North (for example removing expensive additional changes to the HS2 Eastern leg that would have enabled NPR services from Sheffield to be routed through Leeds instead of terminating at the HS2 station, or ruling out new line options between Manchester and Sheffield, as well as Leeds and Newcastle).

TfN has consistently used the accumulated experience and knowledge within its NPR team to continually challenge the rail industry's costs in a way that has not been the case on rail projects.

Our rigorous focus on costs has already secured a £4bn cost reduction on Network Rail's initial assured costs. These are real savings, not theoretical ones, and the £4 billion cost reduction has already been accepted by Network Rail and the DfT. A further c.£5bn of reductions on TfN's preferred network has also been identified and had been under review in parallel to the preparation of the IRP.

TfN's approach has demonstrated the added value of having an experienced and knowledgeable co-client, one who is one-step removed from the day-to-day workings of the rail industry. To deliver the greatest benefits to communities in the North, it is vital that we and Government continue to work together to challenge the industry and drive down costs. The TfN Board sees this as a way of not only achieving better value for money for the taxpayer but as a means of enabling the funding identified for the North being able to fund more delivery on the ground.

This Government set out that it "wants to deliver an infrastructure revolution: a radical improvement in the quality of the UK's infrastructure to help level up the country... and put the UK on the path to net zero emissions by 2050."⁵ We are agreed on the need to achieve a step change in rail to deliver economic, environmental and social policy aims. We are also committed to making sure we use this investment opportunity to improve the way we plan, develop and deliver major infrastructure projects.

It is imperative that rail infrastructure improvements take a network approach that addresses economic imbalance across the North. The timetable fiasco of 2018 highlighted the vulnerability of rail networks in the North to disruption and poor planning. Our subsequent work as a partner in the Manchester Recovery Task Force has served to emphasise the importance of understanding the operational implications of decisions on infrastructure investment.

We have yet to see the evidence that can reassure the North's residents and businesses that the proposals in the IRP result in an operational network with sufficient capacity to deliver the reliable and resilient network necessary for economic transformation and modal shift.

The Way Forward

Despite the disappointment and on-going concerns raised by the publication of the IRP, the TfN Board has been unanimous in seeking a constructive way forward whilst being clear about the economic and environmental implications of the Government's plan.

The TfN Board's statutory advice to Government in its initial response to the IRP focused on the need to achieve a step change in rail to achieve better outcomes for passengers and freight, and to facilitate economic transformation. As well as the limitations of trying to upgrade the existing network, our collective experience suggests that upgrades often underestimate the time required and cost of the works. It is worth reflecting on the lessons learnt from WCML upgrade after which the rail sector concluded that it shouldn't attempt open heart surgery whilst try to keep the trains running.

Given the recovery in rail demand seen in the North, it is clear that the challenges which led the TfN Board to conclude their preferred NPR network as being the one required are already back with us. the North's rail network will quickly return to the issues of constraints on capacity, unreliable services and a network that lacks operational resilience.

The speeds that can be achieved by rail services are a key attractor when making travel choices. However, the North's rail network – even with the investment set out in the IRP – will remain inherently a two-track, piece of Victorian infrastructure. Add in the complexity of trying to manage the differing requirements of long-distance, regional, local and freight services and it is likely that the

⁵ HM Treasury, National Infrastructure Strategy, 2020. ([link](#))

IRP's focus on upgrading existing rail corridors, is unlikely to realise the step change in connectivity identified by NPIER.

TfN's work to develop a ground-breaking regional decarbonisation strategy has served to identify the criticality of providing additional rail capacity to meet the legal obligations on the UK in terms of net-zero.

Our initial statutory advice in response to the publication of the IRP sets out the very clear next steps:

- The TfN Board wants to work with Government to explore how future phases of NPR can be brought forward and key elements of the NPR preferred network brought back into consideration. The TfN Board is willing to look at local contributions, if required, to unlock the full potential of NPR.
- If we are to achieve policy outcomes that are place based and user-centred, then we have to ensure that the welcome changes in the Green Book translate into better decision making on public sector investment. The IRP is a significant backwards step in the quality and over-centralisation of decision making. The technical report reinforces the limitations of the IRP evidence base and the failure to capture the full value of rail investment and connectivity. We want to work with Government on the approach to decision making using the advanced analytical capability which has been funded by DfT and has much wider application for other STBs and LTAs.
- Thirdly, the critical importance of Government defining a funding envelope for the North, ideally across transport modes and multiple spending review periods in line with the National Infrastructure Plan. Our statutory advice on investment options for Government, as well as the new Strategic Transport Plan would be significantly more effective with the clarity of a defined budget, one that fully reflects the total value of connectivity.

We look forward to discussing the IRP further with the Committee in February.

Martin Tugwell
Chief Executive
Transport for the North

Supporting Documentation

TfN Statutory advice and Board reports

TfN Statutory advice in response to the Integrated Rail Plan: November 2021

https://transportforthenorth.com/wp-content/uploads/Statutory-Advice-in-Response-to-IRP-Nov-2021_Redacted.pdf

Rail Needs Assessment: Transport for the North board report – January 2021

<https://democracy.transportforthenorth.com/documents/s2046/Item%20%20-%20Rail%20Needs%20Assessment.pdf>

Rail Needs Assessment: Transport for the North statutory advice - January 2021

https://transportforthenorth.com/wp-content/uploads/SoS-Statutory-Advice-Letter-Rail-Needs-Assessment-20.01.2021_Redacted.pdf

Integrated rail plan update: Transport for the North board – September 2020

<https://democracy.transportforthenorth.com/documents/s1750/Item%207%20-%20Integrated%20Rail%20Plan%20update%20September.pdf>

Submissions to the Oakervee Review and NIC Rail Needs Assessment

National Infrastructure commission: rail needs assessment – call for evidence June 2020

<https://transportforthenorth.com/wp-content/uploads/NIC-RNA-TfN-Submission-Final-25-June-Update.pdf>

TfN Submission to the Oakervee Review of HS2 – October 2019

<https://transportforthenorth.com/wp-content/uploads/Written-Submission-HS2-Review-26.09.2019.pdf>

Supporting documents and evidence

TfN Strategic Transport Plan

<https://transportforthenorth.com/wp-content/uploads/TfN-final-strategic-transport-plan-2019.pdf>

The potential of Northern Powerhouse Rail: improve connectivity, unlock opportunity - September 2019

https://transportforthenorth.com/wp-content/uploads/Potential-of-NPR_TfN-web.pdf

Northern Powerhouse Rail: Connecting the people, communities and businesses of the North: March 2021

<https://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Rail-Connect.pdf>



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Meeting:	Transport for the North Board
Subject:	Strategic Transport Plan Policy Development
Author:	Lucy Jacques, Acting Head of Policy and Strategy
Sponsor:	Tim Foster, Interim Strategy and Programme Director
Meeting Date:	Tuesday 25 January 2022

1. Recommendation:

- 1.1 That the Board agree the draft policy position statements.

2. Purpose of the Report

- 2.1 Once agreed by the Board these statements 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 we may issue.

3. Main Issues:

- 3.1 In September 2021, TfN Board agreed that TfN should commence work on a new programme of work to revise and update the Strategic Transport Plan (STP) and seek adoption of the new plan no later than Spring 2024.
- 3.2 The STP contains a wide range of policy positions, outlining how TfN works with Partners and stakeholders across the North to deliver the STP. The policy positions are used to inform statutory advice when required, ensure a consistent approach across TfN workstreams and help us turn our policies into actions, which will be a central theme in our revised STP. In preparing the programme for the revised STP, these policy positions are being assessed and, where appropriate, updated and strengthened to reflect the latest evidence, national and local policies.
- 3.3 As part of the STP programme approach, all the evidence and policy positions will be taken through TfN governance for formal sign off in phases as and when work is complete. The rationale for that was to ensure we can carefully manage our resources over the next 12 – 18 months and also allow ample opportunity for TfN partners to review and comment on the emerging evidence base and policies before we get to a near final draft.
- 3.4 These policy positions clearly set out the challenges and opportunities for TfN to add value across a range of policy areas. In addition, they propose some pan Northern policy positions we can use to provide statutory advice to Government, will be embedded into our revised STP and also identify short – medium term actions TfN can take to support implementation.
- 3.5 These position statements have been worked up by TfN officers and TfN partners via TfN's Strategic Oversight Group.
- 3.6 The first wave of these policy positions focuses on Active Travel (Appendix 1), and Multi modal hubs (Appendix 2). A third paper – relating to Spatial Planning – is undergoing further refinement following feedback from the Executive Board.

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

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

- 3.7 All of these policy positions have been developed and 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.

4.0 Active Travel Policy Position

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

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

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

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

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

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

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

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

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

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

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

5.0 Multi Modal Hubs Policy Position

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

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

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

- 5.3 TfN as a statutory sub national transport body has a statutory responsibility to support and implement transport strategies across the North, promoting the investment priorities of the North on a national scale. Our STP is a formal plan and therefore as part of our role within multi-modal hubs, we aim to ensure the ambitions and priorities of our STP are included as a key consideration for any spatial or transport plan developed within the North by local partners.
- 5.4 Furthermore, we believe there are five key roles TfN can plan in proactively supporting this agenda.
- Making the strategic case for investment in multi-modal hubs in the North.
 - Supporting partners in the development of their proposals through access to expertise within TfN.
 - Providing partners with access to the regional evidence base to support the identification of potential multi-modal hub demand.
 - Collation of best practice for partners to apply to their areas.
 - Undertake work in support of partners to identify multi-modal hub locations which would benefit from improved passenger information / marketing.
- 5.6 A key objective for the revised STP is to turn our policies into action, as such the Multi-Modal Hubs Policy Position statement (Appendix 3) outlines a number of specific actions TfN could do in the short – medium term to achieve tangible results, these are.
- Work with local partners to identify locations for future development of multi-modal hubs or improvements to existing multi-modal hubs, and work with local partners in making the case to Government for investment.
 - Partners can seek support from TfN around their proposed development plans for multi-modal hubs. This can include seeking advice from TfN officers on making the case within business case development (i.e. ensuring TfN plans are represented in the Strategic Case) and also using communications between TfN and central Government to gain insight into future funding opportunities and Government direction.
 - Through the TfN Analytical Framework, TfN can provide data to local authorities which reflects the regional scale of travel patterns and accounts for cross-boundary trips, for both baseline demand for multi-modal hubs and forecast demand in various future travel scenarios. This can support partners in developing business cases through providing evidence of the wider spatial context, alongside support for submitting funding applications for investment in multi-modal hubs.
 - There is an opportunity for TfN to collate existing best practice which considers examples across the North, across England and internationally. This could also consider different planning requirements relevant to multi-modal hubs. This repository could be made available to local partners, for their reference in the development of multi-modal hub plans, and business case development.
 - Share the findings of TfN’s Rail Station Study to inform future investment and decision making and to assist in identifying effective measures for multi-modal hub enhancement.
 - Undertake further work to explore multi modal hubs from a freight perspective exploring freight interchanges and working with partners to explore potential locations.

6. Scrutiny and Executive Board Feedback

- 6.1 TfN Scrutiny Committee and Executive Board were consulted to seek their views on the report and appendices in advance of sharing with TfN Board for sign off.

6.2 Engagement with TfN Scrutiny Committee took place on Wednesday 12 January 2022, a high-level summary of the feedback from Scrutiny and detail on how that has been considered in the final report is provided below.

- Scrutiny was very welcoming of the policies put forward and agreed the actions identified in the policies are important areas for TfN to undertake moving forward.
- Scrutiny asked for the report to contain more reference to the alignment between these policies and TfN and National Governments Decarbonisation targets, this has been actioned in paragraph 3.7 of the report.
- Scrutiny Committee felt there is a clear role for TfN to be a depositary for best practice across these policy areas and it was confirmed that was a key action we plan to take forward.
- Scrutiny Committee welcomed the work on multi-modal hubs but noted the policy to date is focused on passenger multi-modal hubs as such they have asked for further consideration to be made to explore what this looks like for freight. In response to this a further action has added to the position itself, will be included as an additional recommendation to the final TfN Freight & Logistics Strategy and will be prioritised for further development early next financial year (2022/2023).

6.3 Engagement with TfN Executive Board took place on Thursday 13th January 2022, a high-level summary of the feedback received and detail on how this has been considered in the final report is provided below.

Executive Board were supportive of the approach taken and recognised the importance that these positions will have in shaping the revised STP. Executive Board identified a number of additional actions to be considered in the report and positions which have now been added. These included

- Making more explicit reference in the Active Travel paper to DfT's Gear Change document, which was published in July 2020,
- Including an additional action into the active travel paper to identify the role TfN can play in exerting our influence with partners and the academic sector to help develop the skill sets required to properly plan active travel needs of the future.
- Add an additional action into the active travel paper for TfN to explore how we brand our technical tools, so more people are aware of and have access to the assets.
- On multi modal hubs, the Executive Board noted the need for TfN to be seen as supporting partners in this space.

6.4 The discussion at the Executive Board identified a couple of more general points that TfN officers will consider moving forward:

- Options for improving the visibility and branding of the tools that TfN have and which are available for use by third parties – the point that was made that this would help reinforce TfN's role as a source of trusted analytical capability.
- Explore opportunities to strengthen relationships with educational and training providers with a view to helping improve the availability of key skills within the transport profession that support the shift in emphasis in policy development, the identification of investment priorities and the development of proposals.

6.5 The Executive Board acknowledged the need to set out the role of TfN in terms of spatial planning. It was pointed out that their planning agenda is one that continues to undergo change and accordingly TfN officers consider that on

balance there is further work to be done on this policy position before bringing to Board for sign off.

7. Corporate Considerations

Financial Implications

- 7.1 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

- 7.2 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

- 7.3 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

- 7.4 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

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

Equality and Diversity

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

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

Consultations

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

8. Background Papers

- 8.1 N/A

9. Appendices

- 9.1 Appendix 1 – Draft Active Travel Policy Position Statement

Glossary of terms, abbreviations and acronyms used

- a) Strategic Transport Plan – STP
- b) Strategic Road Network – SRN
- c) Major Road Network – MRN
- d) Urban Transport Group - UTG
- e) Active Travel England - ATE
- f) Northern Powerhouse Independent Economic Review – NPIER
- g) Transport Related Social Exclusion – TRSE
- h) Transport Appraisal Modelling Economics (TfN team) – TAME
- i) Multi-modal hubs – M-M hubs

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TfN Active Travel

Policy position statement

January 2022



Context

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

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

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

Alongside the EATF, in July 2020, DfT published Gear Change: a bold vision for Cycling and Walking⁸. This Plan set out the government's vision for improved health, wellbeing, and local economic growth through active travel, with the COVID-19 pandemic creating a moment for transformational change. This was accompanied by updated Cycle Infrastructure Design guidance (LTN/20). LTN/20 sets out comprehensive new standards for cycle design, along with an expectation that improvements for cycling and walking are included in other transport

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

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

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

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

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

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

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

⁸ Department for Transport (2020) Gear Change: a bold vision for cycling and walking. [Available here](#).

schemes. In both regards, LTN/20 significantly exceeds previous design guidance.⁹

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

Challenges

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

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

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

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

Whilst the majority of active travel journeys are short, integration with the SRN, MRN and rail is key to enable multi modal journeys. There is often a lack of infrastructure that would enable active travel to be part of a

⁹ Department for Transport (2020) Cycle Infrastructure Design – Local Transport Note 1/20. [Available here](#).

longer journey. This includes sufficient secure cycle parking at transport interchanges, the ability to carry bikes on trains, suitable routes for walking, and clear and reliable information on active travel route planning. Alongside this, the development of other forms of transport infrastructure has increasingly created severance in active travel journeys which would previously have been possible. The widening of roads and junctions, increases in traffic volumes and speeds, and the use of barriers are common manifestations of this.

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

Role of TfN

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

STP Policy position

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

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

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

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

Support Partners to develop and promote measures that improve local sustainable travel options, such as strategic cycle networks, and encourage their

use to make best use of the North's existing and future strategic transport networks

Wider sustainability agenda

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

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

Links to other workstreams

Active travel also sits across several other TfN workstreams:

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

stations strategy which will recognise the interaction between all of the elements which constitute the passenger experience, and how improving active mode access to a cluster of stations could (in conjunction with other enhancements) generate transformational improvements in the attractiveness of rail to local communities.

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

TfN's Suggested Role in Active Travel

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

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

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

In addition to the physical infrastructure, revenue funding is also essential to ensure activities can be undertaken which will support active travel. These can include access to a bike schemes, improved information for multi-modal

journeys, maintenance of infrastructure, training schemes, audits of existing provision and identification of gaps.

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

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

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

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

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

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

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

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

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

Action: organise an APPG event

Collate and promote examples of 'best practice' and innovation across the North from partners, that can be used by partners and exert out influence to improve the skill sets and expertise of the sector to ensure appropriate considerations are made for active travel in future planning.

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

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

Action: build relationships with training and education providers to explore opportunities to improve the skill sets of planning professionals to ensure they fully understand and can plan appropriately for future active travel needs.

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

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

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

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

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

Partners are supportive of the active travel work to be incorporated into TfN's plans for a Northern Evidence Hub. Partners requested further evidence is needed on the impact of active travel on local shopping policies, and whether Northern towns could look together at the evidence for this. Partners are supportive of the active mode strategy appraisal. In addition to this Executive Board have also asked for TfN to give more specific thought to how we brand our technical tools more broadly to more people are aware of and have access to the assets an example of how this could be branded is the concept of a Northern data laboratory.

Action:

- **TAME to apply existing tools and techniques to show the co-benefits of active travel increases as part of wider TfN workstreams**
- **Consider how TfN brands its technical tools more broadly so more people are aware of and have access to the assets.**
- **AAG to showcase appraisal techniques**
- **Inclusion of active travel in TfN's Northern Evidence Hub.**

Next steps

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

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

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

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



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TfN Multi-Modal Hub

Policy position statement

January 2022



Context

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

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

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

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

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

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

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

² Transport Decarbonisation Plan (2021)

³ TfL Interchange Best Practice Guidelines (2021)

⁴ DfT Bus Back Better: National Bus Strategy for England

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

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

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

Case Study Evidence Base

Transport for Greater Manchester

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

⁵ National Travel Survey (2019)

East Riding

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

Role of TfN

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

Challenges & Opportunities

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

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

Links to other workstreams

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

TfN’s Role in Multi-Modal Hubs

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

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

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

Action: Supporting partners through access to expertise.

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

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

Evidence: Further work is required to explore multi modal hubs from a freight perspective exploring freight interchanges and potential locations for that.

Action: Add this as a further recommendation within the final TfN Freight and Logistics Strategy and prioritise this activity in 2022 – 2023 financial year through the business plan.

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

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

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

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

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

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

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

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

Next steps

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



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Meeting: Transport for the North Board Chief Executive Consultation Call

Subject: Governance

Author: Julie Openshaw, Head of Legal

Sponsor: Julie Openshaw, Head of Legal

Meeting Date: Wednesday 23 February 2022

1. Purpose of the Report:

- 1.1 To provide Board with updated information on arrangements for future meetings including the first meeting of the General Purposes Committee, to review Membership of General Purposes Committee and appoint to the remaining vacancies.

2. Recommendations:

- 2.1 That Board supports the Calendar of Meetings at Appendix 1.
- 2.2 That Board supports, subject to ratification at the next in-person Board meeting, to allow two Members on the General Purposes Committee for the Humber region, one for the north of the Humber and one for the south of the Humber in order to mirror the position on Rail North Committee, and to delegate authority to the Monitoring Officer to make the consequential changes to the Constitution and receives nominations for the remaining seats on General Purposes Committee.

3. Main Issues:

3.1 Revised Calendar of Meetings

Following Board's decision in principle at its meeting on 24 November 2021 to move to have 4 meetings per annum (with additional meetings in case of urgency) the Calendar of Meetings needs to be agreed, both for Board and other Committees which impact on the business dealt with by Board. Officers have considered practicable dates, taking into account the relationships between Board and other Committees and a revised Calendar of Meetings for the forthcoming year is presented at Appendix 1 for Board's approval.

3.2 Legal position on holding of meetings

Members have previously been provided with updates on the legal position relating to the holding of meetings in-person and virtually, following expiry on 7 May 2021 of temporary legislation enacted in response to the pandemic. The Local Government Association, Lawyers in Local Government and the Association of Democratic Services Officers have continued to urge central government to enact legislation providing public bodies with the ability to legally hold decision-making meetings virtually. Members will be kept informed if any proposed changes to the law arise.

3.3 General Purposes Committee

Following Board's approval of the appointees to the General Purposes Committee (GPC), arrangements have been made for the inaugural meeting of this committee on 23rd February.

- 3.4 On 24 November, Board resolved that following a request from the four Leaders of the Humber authorities, to agree to amend the membership of the Rail North

Committee to allow the Humber Region two representatives, one from the two authorities which are north of the Humber and one from the two authorities which are south of the Humber, each holding the weighted votes currently attributable to those areas in the event of a vote taking place. The Membership arrangements applicable to General Purposes Committee were based on the Rail North Committee model, but at this stage, the General Purposes Committee model has not been amended. In order to resolve and allow full membership on the General Purposes Committee, it is recommended that Board agrees to also allow two representatives from the Humber region on the same basis as for Rail North Committee and that nominees and substitutes are put forward for formal approval at the next in-person meeting of Board. To fill the final vacancy, the nominee and substitute for the Tees Valley region are also sought.

4. Corporate Considerations

Financial Implications

- 4.1 There are no direct financial implications for the current financial year.

Resource Implications

- 4.2 There are no direct resourcing implications as result of this report.

Legal Implications

- 4.3 Legal implications are addressed within the report.

Risk Management and Key Issues

- 4.4 There are no additional risks associated with the contents of this report.

Environmental Implications

- 4.5 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 stimulate the need for SEA or EIA.

Equality and Diversity

- 4.6 A full impact assessment has not been carried out as it is not required for this report.

Consultations

- 4.7 Owing to the limited timescales involved, it has not been feasible to consult Scrutiny Committee on the matters addressed in this report.

5. Background Papers

- 5.1 There are no background papers to this report.

6. Appendices

- 6.1 Appendix 1 – Calendar of Meetings (to follow)

Calendar of Meetings 2022-23

Committee	Meeting Dates
Transport for the North Board & Partnership Board	29 June 2022 29 September 2022 14 December 2022 23 March 2023
Rail North Committee	31 May 2022 31 August 2022 15 November 2022 22 February 2023
Scrutiny Committee	15 June 2022 14 September 2022 23 November 2022 2 March 2023
Audit & Governance	9 June 2022 16 September 2022 18 November 2022 17 February 2023

Please note that all meeting dates are subject to change at the discretion of the meeting Chair.

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