

# Transport for the North Board Agenda

<b>Date of Meeting</b>	<b>Thursday 23 March 2023</b>
<b>Time of Meeting</b>	<b>10.30 am</b>
<b>Venue</b>	<b>Civic Hall, Portland Crescent, Leeds, LS1 1UR</b>

### Filming and broadcast of the meeting

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Item No.	Agenda Item	Page
<b>1.0</b>	<p><b>Welcome &amp; Apologies (5 Minutes)</b></p> <p>The Chair to welcome Members and the public to the meeting.</p> <p><b>Lead:</b> Chair</p>	
<b>2.0</b>	<p><b>Declarations of Interest</b></p> <p>Members are required to declare any personal, prejudicial or disclosable pecuniary interest they may have relating to items on the agenda and state the nature of such interest.</p> <p><b>Lead:</b> Chair</p>	
<b>3.0</b>	<p><b>Minutes of the Previous Meeting (5 Minutes)</b></p> <p>To approve the minutes of the meetings held on 29 September and 14 December 2022 (including updates on agreed matters as appropriate).</p> <p><b>Lead:</b> Chair</p>	5 - 26
<b>4.0</b>	<p><b>Budget and Business Plan 2023/24 (20 Minutes)</b></p> <p>To consider Transport for the North's 2023/24 Business Plan and Budget and its associated funding arrangements.</p> <p><b>Lead:</b> Paul Kelly</p>	27 - 54
<b>5.0</b>	<p><b>Draft Strategic Transport Plan 2 (40 Minutes)</b></p> <p>To seek the Board's approval to consult on TfN's second</p>	55 - 220

	Strategic Transport Plan <b>Lead:</b> Tim Foster, Katie Day and Lucy Jacques	
<b>6.0</b>	<b>Road Investment Strategy (RIS) (20 Minutes)</b> To Consider the update on Transport for the North’s work to develop recommendations for investment in the Strategic Road Network (SRN) and seek comments from the Board on recommendations for the future RIS programme. <b>Lead:</b> Owen Wilson	221 - 238
<b>7.0</b>	<b>NPR Co-Sponsorship (10 Minutes)</b> To provide an update on the governance arrangements associated with Northern Powerhouse Rail and to seek endorsement from Board on the NPR co-sponsorship Memorandum of Understanding. <b>Lead:</b> David Hoggarth	239 - 256
<b>8.0</b>	<b>Rail North Committee Update (20 Minutes)</b> To consider feedback on the matters discussed at the Rail North Committee Consultation Call on 22 February 2023. <b>Lead:</b> David Hoggarth	257 - 260
<b>9.0</b>	<b>Review of the Constitution (15 Minutes)</b> To consider the recommendations of the General Purposes Committee regarding the review of the Constitution. <b>Lead:</b> Julie Openshaw	261 - 268
<b>10.0</b>	<b>Risk Review (5 Minutes)</b> To consider the Corporate Risk Register and Risk Management Strategy. <b>Lead:</b> Paul Kelly	269 - 282
<b>11.0</b>	<b>Date and Time of the Next Meeting</b> Thursday 22 June 2023 10.30 am	

# Transport for the North Board Minutes

**29 September 2022  
Manchester City Council, Town Hall Extension**

**Present:**

Lord McLoughlin (Chair)

**Attendee**

Cllr Craig Browne  
Cllr Keith Little  
Mayor Andy Burnham

Cllr Mike Ross  
Cllr Charles Edwards  
Cllr Liam Robinson  
Cllr Martin Gannon  
Cllr Richard Hannigan  
Mayor Jamie Driscoll  
Cllr Keane Duncan  
Cllr Hans Mundry

**Local Authority**

Cheshire East;  
Cumbria;  
Greater Manchester Combined  
Authority;  
Hull;  
Lancashire;  
Liverpool City Region;  
North East Combined Authority;  
North Lincolnshire;  
North of Tyne Combined Authority;  
North Yorkshire;  
Warrington;

**Rail North Authorities Attendees**

Councillor John Ogle Nottinghamshire

**Local Enterprise Partnership (LEP) Attendees**

Alyson Armett	Cumbria LEP
Mark Rawstron	Lancashire LEP
Amir Hussain	Leeds LEP
Matthew Lamb	North Yorkshire LEP
Peter Kennan	South Yorkshire Mayoral Combined Authority LEP

**Partners in Attendance:**

Nick Bisson	DfT
Lorna Pimlott	HS2
David Stones	National Highways
Neil Holm	Network Rail
John Read	Network Rail
Tim Shoveller	Network Rail

**Officers in Attendance:**

<b>Name</b>	<b>Job Title</b>
Martin Tugwell	Chief Executive
Gary Rich	Democratic Services Officer
David Spilsbury	Finance Controller
Paul Kelly	Interim Finance Director
Stephen Hipwell	Head of HR
Julie Openshaw	Head of Legal
Owen Wilson	Head of Major Roads
Tim Foster	Interim Strategy & Programme Director
Peter Cole	Principal Environmental and Sustainability Officer
Tom Jarvis	Senior Evidence & Analysis

**Item No:** **Item**

**1. Welcome & Apologies**

- 1.1 The Chair welcomed Members and apologies were noted from Mayors Coppard, Houchen and Brabin, Cllrs Phil Riley, Lynn Williams, Neal Brookes, Louise Gittins Jonathan Owen, Claire Holmes, Stewart Swinburn, Jonathan Dulston, Susan Hinchcliffe, Keith Aspden, Andy D'Agorne, Daniel Jellyman, Audra Wynter, Denise Rollo and Mr. Justin Kelly.
- 1.2 The Chair explained that following the changes in Government he has already written to the new Secretary of State and hopes to meet her in the near future.
- 1.3 The Head of Legal explained that whilst the meeting was quorate in terms of numbers, the Members present together did not yet hold the required proportion of the weighted vote required by the Constitution until the anticipated arrival of Mayor Burnham later in the meeting when this part of the quorum requirement would also be satisfied. She advised that meantime it was possible for a motion to be moved without notice and approved by those present to temporarily suspend the weighted vote requirement until the additional Members had arrived and suggested this would be a way to allow the meeting to proceed in a quorate manner.
- 1.4 The Head of Legal's suggestion was proposed by Cllr Edwards and seconded by Cllr Gannon and duly approved.
- 1.5 The Chair proposed that items 4 & 5 be taken later in the agenda due to the presenter having been delayed.

**2. Declarations of Interest**

- 2.1 The Chair restated his Interest as Chairman of Airlines UK (this has previously been recorded as an interest).

- 2.2 Mr. Amir Hussain declared an interest in relation to his company which is involved in the Southern Gateway Scheme in Bradford.

### **3. Minutes of the Previous Meeting**

- 3.1 The minutes of the meeting of the Transport for the North Board held on 30 June 2022 were considered and approved as a correct record.

The Chief Executive updated Members on the actions undertaken since the last meeting. He informed Members that the Business Plan has now been published and the Chair on behalf of the Board has written to the Secretary of State in relation to HS2 as well as writing to the new Prime Minister and new Secretary of State. A TfN response has also been provided to the consultation on draft legislation for GBR following consultation with Members.

#### **Resolved:**

That the minutes of the Transport for the North Board held on 30 June 2022 be approved as a correct record.

### **4. Integrated Rail Plan: Transport Select Committee Report**

- 4.1 In introducing the item, the Chair highlighted to the Board the Transport Select Committee's report which was published in July and observed that he considered it to be a good report, one which he thought TfN can support. He explained to Members that the Government will have to provide a response to the Committee's report, but that this is likely to be delayed due to the changes happening in Government.
- 4.2 Members received the report and the presentation from the Interim Policy and Programme Director who highlighted the key points in the presentation.
- 4.3 Members raised a number of issues and were keen that committed schemes should be started on site as soon as possible in order for the full economic benefits of NPR to begin to be realised.
- 4.4 Cllr Robinson emphasised the political consensus that exists on building in full the HS2 and the NPR schemes. He asked about the communications strategy of TfN on this matter in order to ensure that these pledges are included in future party manifestos, as well as stressing the importance of TfN continuing to make the case to DfT for TfN's preferred network.
- 4.5 Mayor Driscoll stated that the core purpose of TfN is the economic prosperity of the North including inclusivity and environmental sustainability. He explained that economic growth would not be achieved if companies are unable to move their goods around and people are unable to travel and supported the need for commitment to a driver training academy in the North.

He highlighted the damage that train cancellations do to passenger confidence and the negative impact they have on the ability to grow the economy.

- 4.6 Cllr Edwards and Cllr Little raised the issue of the Golborne link and expressed their concern at its deletion without a suitable alternative being in place. They sought clarity from the DfT as to the current position in relation to appraising alternatives.
- 4.7 Mayor Burnham expressed the hope that the new Government's commitment to delivering NPR in full will reinvigorate the Board. Greater Manchester will be hosting the Convention of the North in January 2023 and he believes that this will provide an opportunity to set out the big vision and the growth story around it. He also referred to the lack of a levelling up assessment from the previous Government when decisions were initially taken in respect of the Integrated Rail Plan.
- 4.8 In response to the issues that Members had raised Mr. Nick Bisson stated that the NPR Business Case needs to be refreshed following the publication of the Integrated Rail Plan. The supporting analysis has been commissioned from TfN and should be available by the end of the year. The Board was also assured that new Ministers are keen to engage.

On the issue of the Golborne Link he confirmed alternatives are being worked upon but he was unable to provide timelines and stated that he would return to Board on this. He also hoped that the Leeds – Sheffield Study Terms of Reference will be published soon.

**Resolved:**

- 1) That the Board welcomes the Transport Select Committee's report
- 2) That the Board sets out to the Secretary of State its desire to work with her in responding to the Committee's recommendations
- 3) That TfN seeks an early discussion with the new Government following commitments made during the summer to deliver NPR in full.

**5. TransPennine Upgrade**

- 5.1 Members received the report from the Investment Sponsor Manager and the presentation from Mr. Neil Holm and Mr. John Read who explained the current position regarding the Transpennine Route Upgrade (TRU).
- 5.2 The Chair set out the importance of TfN being re-instated onto Programme Board and added that this request will be made again at the meeting with the new Secretary of State. He raised the issue of closures in order to undertake work and stressed the importance of giving the public adequate knowledge of them and reasons for the work.

- 5.3 Cllr Robinson sought clarity on additional freight capacity and enquired as to whether W12 gauge clearance will be available. He also raised the issue of communication when the works are taking place and stressed the importance of communicating across the country that the North is still open for business despite the work taking place.
- 5.4 Mr. Peter Kennan highlighted that some of the diversionary routes have capacity issues and requested that communication on this work needs to be at a regional level in order that constituent authorities can communicate with their travelling public over any disruption.
- 5.5 Cllr Edwards suggested that first recommendation in the report should 'welcome' the DfT's funding announcement trebling investment in TRU rather than 'noting' it.
- 5.6 Mayor Burnham sought clarity on what Northern Powerhouse Rail means for TRU as currently the extent of NPR is uncertain in light of commitments made during the summer. He also raised the issue of the timeline and full benefit realisation and was open to further discussions on what can be done to accelerate progress with delivery of the project.
- 5.7 The Chair stated that there is a growing view in the industry that extended blockades in order to undertake work (as opposed to overnight/weekend working) are the quickest way for projects to progress.
- 5.8 Mr. Nick Bisson explained that TRU can be looked at in three phases; firstly, Marsden to Huddersfield with much of this phase having wider benefits particularly for freight outputs; secondly, Leeds to York, and thirdly Ravensthorpe to Leeds which is the phase needing the most development and design work.
- 5.9 In response to Members' questions and comments Mr. Holm confirmed that they have a requirement to design and develop a scheme for W12 gauge. On the issue of communication, he explained that there is a PR campaign currently running in order to gain engagement and advocacy for the programme. He also stated that there would be communication around planned disruption two to three months prior to work starting and once the work has started there would be customer service support staff available.

Regarding the timelines of the project, he explained that work is taking place with the train operators and would welcome a conversation on ways programme can be accelerated.

Mayor Burnham asked for information to come back to the Board with options for acceleration.

**Resolved:**

- 1) That the Board welcomes the Department for Transport (DfT) funding announcement trebling investment in TRU.
- 2) That the Board notes the National Audit Office (NAO) TRU report which has identified a clear case for investment but recognises significant risks to the programme's progress that could cause further disruption if the DfT, Network Rail and the Government fail to work together to manage challenges and deliver the expected benefits for rail users.
- 3) That Board welcomes the establishment of the TRU Stakeholder Forum which is Chaired by TfN, but stresses the importance of TfN being a member of the TRU Programme Board.

## **6. Socially Inclusive Transport Strategy**

- 6.1 Members received the report from the Senior Evidence & Analysis Officer who outlined the key elements of his report.
- 6.2 Cllr Edwards stated that TfN should be mindful of this piece of work when putting together business cases for future infrastructure investment and this should be considered in those business planning processes. A number of suggestions were made as to how transport can be made more socially inclusive including; cheaper fares on bus and rail, and car insurance and why this is more expensive in the North. He also suggested that the report should have greater focus on the issues experienced in rural communities.
- 6.3 Mr. Peter Kennan raised the issue of buses and stated that this work is a good example of how TfN can help local areas in discussions with Government on this issue. He believes that the figures quoted in the report continue to worsen as a result of continuing cuts in bus services.  
  
He stated that whilst it is a vital piece of work it now needs to be used in order to help influence the required changes.
- 6.4 Mayor Driscoll was pleased to see safety included in the strategy and believes that if public transport is to be grown then this is a vital issue. He also suggested that the safety of staff should also be included.
- 6.5 Cllr Duncan expressed concern about the methodology used within the strategy and how it appears to be presenting a better view than is in fact the case in rural areas regarding social exclusion.
- 6.6 Cllr Little highlighted the importance of the car in enabling the public in rural areas to go about their business.
- 6.7 Mr. Amir Hussain highlighted the importance of walkable neighbourhoods to unlocking social inclusion.
- 6.8 Cllr Hannigan suggested that the officer group consults with Directors of Public Health and wider integrated health services. He also raised the

issue of buses in rural areas and suggested looking at communal transport.

- 6.9 Mr. Mark Rawstron highlighted the great economic benefits in addressing this issue and asked for the report to address it in stronger terms. He also requested that consultation take place with the business community.
- 6.10 Cllr Robinson raised the issue of affordability of public transport and stressed the importance of having the correct funding packages in place for the rail and bus industries as well as a regulatory framework. He believes that this piece of work should present an opportunity to argue for a price regulator in the bus industry.
- 6.11 In response to Members' comments the Senior Evidence & Analysis Officer stated that data sharing is now available. On the issue of rural areas he commented that it is an analytically complex issue to address. He explained that the urban rural fringe category is the most at risk and that he would change the presentation of the data around this as well as considering changing the presentation in the data tool. He confirmed that a revised version of the strategy will be taken to consultation based on Members' feedback.

**Resolved:**

That the Board approves the Socially Inclusive Transport Strategy for public consultation.

**7. Connected Mobility**

- 7.1 Members received the report from the Chief Executive who highlighted the key elements of the report.
- 7.2 Cllr Mundry requested that Warrington be involved in the multi-operating ticketing scheme. Cllr Browne stated that officers in Cheshire East had not yet been contacted.
- 7.3 The Chief Executive stated that he would address these issues following the meeting. He explained that as part of Business Planning process for 2023 -24 TfN is looking at opportunities to develop its support for partners. He added that the new ministerial team are interested in the social and environmental aspects of the transport agenda and that this work will provide an opportunity for TfN to make the case for the North grounded in the relevant evidence.

**Resolved:**

That the report be noted.

**8. International Connectivity Policy Statement**

- 8.1 Members received the report from the Interim Policy and Programme Director who highlighted the key points of the report.

- 8.2 Mr. Mark Rawstron expressed concern about the “faster further” option and demand management. He was concerned that taking this position would be seen as supporting the national moratorium on runway development and that such a position will lead to previous airport capacity that has been closed being unable to be brought back into service.
- 8.3 In addressing the concerns of Mr. Rawstron, the Interim Policy and Programme Director stated that TfN will continue to monitor the situation. He advised that he will report back any issues on this at the December Board as part of the Strategic Transport Plan report before it becomes part of the statutory document.
- 8.4 The Chair commented that TfN should be concentrating on issues that impact on transport issues in the North rather than getting involved in national policy.

**Resolved:**

That Board agrees the International Connectivity & Aviation Policy Position.

**9. Rail North Committee Update**

- 9.1 Members received the report of the Strategic Rail Director and Cllr Robinson (Chair of the Rail North Committee) highlighted the key points and updated Members on the current situation.
- 9.2 Cllr Robinson explained that there needs to be a key focus on the operational performance of the train operators. He added that the reason for poor performance is because of a mix of different reasons and not just industrial action. He then stressed the importance of the operators delivering on their commitments of returning to their proposed service portfolio and stated that should they not meet the targets then their position will be untenable.
- Cllr Robinson provided an update on his and the Chair’s meeting with the previous Rail Minister Wendy Morton MP. The meeting had been productive and they were able to emphasise the importance of rail in the North being funded properly in order to avoid the kind of funding gaps that are emerging for Northern and Transpennine Express. He highlighted the consequences of these funding gaps not being addressed with the likelihood of services that were cut during the pandemic not being re-instated and possibly more frontline services being cut.
- 9.3 Mayor Burnham was skeptical that the operators are doing all they can and highlighted the loss of confidence that people are having in trains in the North. He highlighted that the poor service is having a major impact on rail users lives and safety. On the issue of Avanti, he requested that TfN should state its position.

- 9.4 Mayor Driscoll stated that investors are reluctant to invest in the North because of the issues with trains and it is affecting confidence. He further stated that operators can't hide behind the issue of industrial relations as a reason for poor service as this is an issue that can be solved.
- 9.5 Cllr Edwards explained that he believes that industrial relations have not helped and pleaded for operators and unions to get back around the table and resolve this matter.
- 9.6 Cllr Little stated that Network Rail also needs to take responsibility for some of the cancellations due to infrastructure failure.
- 9.7 Regarding industrial relations Cllr Robinson stated that both Unions and Senior Management in the train operators are keen to work out a negotiated settlement but they have not been provided the flexibility from the DfT to do this and any deals need to be approved by the DfT.
- 9.8 Mr. Tim Shoveler stated that no one within the industry believes that the current situation is acceptable or sustainable; railways can only work well when everything works together. He highlighted actions that need to be taken in the short term, these included the Network Rail planning team and the operators ensuring that they are providing good customer information when trains are cancelled. He added that the key focus needs to be continuing to work with the Trade Unions in order to resolve the current situation.

The Chair stated that there are separate issues in what Members discussed; there is the disruption caused by the industrial action and then there is the issue of the service of Avanti. The Chair stated that he will write to the Department for Transport on behalf of the Board requesting a tighter and more detailed recovery plan for Avanti against which performance can be monitored.

The Chief Executive suggested that the letter should also include a request to the Department asking them to give operators the flexibility to negotiate some short-term solutions with the Unions.

**Resolved:**

- 1) That Board notes the update on rail matters
- 2) That Board endorsed the work with DfT and RNP on recovery plans for train operators including both short and long-term solutions to the current issues with the availability of suitably trained drivers with the appropriate route knowledge. Progress will be monitored by the Rail North Committee.
- 3) That Board endorses work with Rail North Partnership to develop plans for a Rail Academy for the North to provide a pipeline of trained drivers to address the current challenges by positive action in the North. The training academy could also be the first step for a more comprehensive approach to public transport skills including bus and tram drivers.

- 4) That Board endorse use of existing and newly-commissioned (through the TAME team) analysis to make the case for investment in the North's railway to support a growing railway and wider objectives such as reduced transport social exclusion and decarbonisation.
- 5) That Board endorses collaborative working with operators to promote the return to rail to help grow new markets and make rail more sustainable.

## **10. Annual Accounts**

- 10.1 Members received the report of the Finance Director. The Board was informed that in order to sign off the accounts the external auditors require the Pension Fund to be signed off before the accounts can be approved. The Finance Director envisaged no problems with this and anticipated that it would be completed by the end of October. As a result of this he stated that the recommendation in the report be altered to say that 'the accounts be approved subject to the sign off of the pension fund and it require no changes to the accounts.' Should modifications be required the process will be repeated and it be brought back to Board.
- 10.2 Members received the Audit and Governance Annual report from Cllr Little (Vice Chair of Audit & Governance Committee) who highlighted the key areas within the report.

### **Resolved:**

- 1) That the Board approves the corporate governance review and the Annual Governance Statement.
- 2) That Board note that TfN's draft statement of accounts was laid open to public inspection for the statutory period without objection being raised.
- 3) That Board notes the recommendation in the Annual Progress Report of the Audit & Governance Committee to approve the Statement of Accounts for 2021/22.
- 4) That the Statement of Accounts for financial year 2021/22 be approved subject to the sign off of the pension fund.

## **11. Corporate Risk Register and Risk Management Strategy Report**

- 11.1 Members received the report from the Interim Finance Director who highlighted the key points within the report.

### **Resolved:**

That Board note the updates to the key organisational risks and the risk management strategy.

## **12. Organisational Design Update and Governance**

- 12.1 Members received the report of the Head of Legal Services. The Chief Executive outlined the key points within the report.

**Resolved:**

- 1) That Board notes TfN's revised Senior Management Structure (Director Level);
  - 2) That Board notes the current status of Director level recruitment as a result of the revised senior management structure;
  - 3) That Board approves the establishment of an Appointments Sub-Committee of the General Purposes Committee with the membership and Terms of Reference as set out in the report;
  - 4) That Board approves the delegation of authority for annual objective setting for TfN's Chief Executive to the General Purposes Committee.
- 12.2 The Chair thanked the Director of Business Capabilities, who is shortly leaving Transport for the North, for all her hard work since joining at the organisation at its inception.

**13. Date and Time of Next Meeting**

Wednesday 14 December 2022  
10.30am

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# Transport for the North Board Minutes

**14 December 2022  
Virtual**

**Present:**

Lord McLoughlin (Chair)

**Attendee**

Cllr Phil Riley  
Cllr Quesir Mahmood (Observer)  
Cllr Louise Gittins  
Cllr Keith Little  
Mayor Andy Burnham

Cllr Mike Ross  
Cllr Rupert Swarbrick  
Mayor Steve Rotheram  
Cllr Martin Gannon  
Cllr Richard Hannigan  
Mayor Jamie Driscoll  
Mayor Oliver Coppard

Cllr Jonathan Dutson  
Cllr Hans Mundry  
Mayor Tracy Brabin

**Local Authority**

Blackburn with Darwen;  
Blackburn with Darwen  
Cheshire West & Chester;  
Cumbria;  
Greater Manchester Combined  
Authority;  
Hull;  
Lancashire;  
Liverpool City Region;  
North East Combined Authority;  
North Lincolnshire;  
North of Tyne Combined Authority;  
South Yorkshire Mayoral Combined  
Authority;  
Tees Valley;  
Warrington;  
West Yorkshire Combined Authority;

**Shadow Member**

Cllr Denise Rollo

Cumberland

**Rail North Authorities Attendees**

Councillor John Ogle

Nottinghamshire

**Local Enterprise Partnership (LEP) Attendees**

Alyson Armett  
Justin Kelly  
Tony Kirby  
Mark Rawstron  
Lucy Winskell  
Peter Kennan

Cumbria LEP  
Greater Manchester LEP  
Hull and East Yorkshire LEP  
Lancashire LEP  
North East LEP  
Sheffield City Region LEP

**Partners in Attendance:**

John Hall  
David Stones  
Rob McIntosh

Department of Transport  
Highways England  
Network Rail

**Officers in Attendance:**

<b>Name</b>	<b>Job Title</b>
Lucy Jacques	Acting Head of Policy
Martin Tugwell	Chief Executive
Gary Rich	Democratic Services Officer
Julie Openshaw	Head of Legal
Paul Kelly	Interim Finance Director
Brian Sloan	Interim Research Manager
Tim Foster	Interim Strategy & Programme Director
Tom Jarvis	Senior Evidence and Analysis Officer
Emma Young	Senior Solicitor
David Hoggarth	Strategic Rail Director

**Item No:**

**1. Welcome & Apologies**

- 1.1 The Chair welcomed Members and apologies were noted from Cllrs Swinburn, Waltham, Smith, Wynter, David Williams, Jellyman, Duncan, Abi Brown, Perraton Williams, Mr. Asif Hamid and Mr. Mark Roberts.
- 1.2 The Chair informed the Board that he and the Chief Executive had just provided oral evidence to the Transport Select Committee which is scrutinising the current situation regarding rail services in the North.

The Chair then updated Board on changes to the Membership informing them that Cllr Robinson has stepped down from Board and his role as Chair of the Rail North Committee due to being appointed Leader of the Labour Group on Liverpool City Council, whilst Cllr Edwards has also stepped down and has been replaced by Cllr Swarbrick. The Chair welcomed Cllr Swarbrick and placed on record his thanks to both Members for all their hard work whilst involved with TfN.

**2. Declarations of Interest**

- 2.1 There were no Declarations of Interest.

**3. Minutes of the Previous Meeting**

- 3.1 The minutes of the meeting of the Transport for the North Board held on 29 September 2022 were considered.

3.2 The Chief Executive updated Board on actions undertaken since the last meeting. He explained that there are ongoing positive conversations with Network Rail and DfT regarding strengthening TfN's role in support of the TransPennine Route Upgrade (TRU) Programme Board and he hoped to be able to provide a further update at the next Board meeting. He explained that the Social Inclusion Strategy was sent out for consultation following the last meeting; this has now concluded. Additionally, the approved statement of accounts has now been finalised and published. On the issue of Connected Mobility, he stated that follow up meetings have taken place with officers where interests of involvement have been expressed.

3.3 Cllr Riley requested an update on the Golborne Link with Cllr Mundry suggesting a change in the terminology around this matter since the Golborne Link has been removed and other alternatives are being explored.

The Chief Executive informed the Board that he was unable to provide an update but he will raise this with the Department for Transport.

The Chair stated his expectation that greater clarity will come on this issue as the HS2 Bill proceeds through the Committee stage.

**Resolved:**

That the minutes of the Transport for the North Board held on 29 September 2022 be noted.

**4. Appointment of Finance Director**

4.1 Members received the report from the Head of HR.

4.2 Cllr Little proposed the appointment of Mr. Paul Kelly and this was seconded by Mr. Peter Kennan.

4.3 The Chair thanked Cllr Little and the Members on the Appointment Panel for all their hard work during the process.

**Resolved:**

- 1) That Board approves the appointment of Mr. Paul Kelly, Finance Director (S151 Financial Officer) from 15 December 2022 and notes the intention of the Chief Executive in consultation with the Head of Human Resources to use delegated authority already approved under the Constitution to confirm the interim appointment made from 17 March 2022 as permanent from 15 December 2022.
- 2) That Board notes that TfN's Chief Executive will agree the Finance Director's probationary objectives and monitor performance.
- 3) That Board notes the appointment of Mr. Darren Oldham to the role of Rail & Roads Director and Ms. Katie Day to the role of Strategy, Policy & Communications Director, both appointments effective from 6 February 2023.

- 4) That Board notes the revised annual objective setting arrangements which have been adopted for TfN's Chief Executive and Independent Chair.

## **5. Northern Powerhouse Independent Economic Review (NPIER) Update (15 mins)**

5.1 Members received the report from the Interim Research Manager who highlighted the key points within the report.

5.2 Mayor Burnham was supportive of the work and suggested that the profile of the work be increased during the Convention of the North in January 2023 with it being positioned as a piece of work that is fundamental to the North.

The Chair suggested that conversations should take place as to how best to present the work at the Convention.

5.3 Mr. Mark Rawstron stressed the importance of focusing on the golden thread of economic issues around transport, and that it should be used as a key message in everything that TfN does and that the message needs to be continually reinforced by the hard evidence.

5.4 Cllr Little requested engagement with partners and stakeholders in order that local opinions should be taken into consideration.

### **Resolved:**

- 1) That Board expresses deep concern at the widening of the productivity gap between the North and other parts of the UK;
- 2) That Board calls on Government to recognise the urgency of investing in the North to maintain current infrastructure and service levels;
- 3) That Board notes the next stages of finalising the refresh of the NPIER and the intention to publish alongside the Strategic Transport Plan (STP).

## **6. Strategic Transport Plan Development (20 mins)**

6.1 Members received the report from the Acting Head of Policy and Strategy who then highlighted the key points within the report.

Additionally, the Chief Executive explained that the Board will be given a comprehensive outline of the communications and engagement that will underpin the consultation process when it considers the draft for consultation.

6.2 Mr. Mark Rawstron raised suggested that simplification of procurement as well as funding streams would aid implementation, noting that different methods of procurement can lead to barriers to progress. He also requested that the private sector be referenced for engagement and that there should be an Executive Summary at the start of the plan which will give clarity of message at the start of the plan.

- 6.3 In relation to section 5.1d of the report Cllr Gittins requested that something on the linkage with devolved nations should be included.
- 6.4 Regarding operational issues on the rail network, Ms. Lucy Winskell requested that existing resources be built upon when considering where the proposed rail academy for the North should be. She highlighted two existing facilities in the North East that are equipped for this and that they could be used as a platform to build from.
- 6.5 Mayor Burnham raised the issue of Strategic Transport Planning and Local Transport planning and requested greater clarity on this issue in order that there can be an understanding on where local transport planning ends and strategic planning begins.
- Additionally, he provided his support for TfN and informed the Board that in a recent meeting with the Secretary of State he informed him that TfN needs to be given pre-eminence again. He added that the City Regions and rural areas are the foundations of the system and TfN then builds above that; he hoped the revised Plan will set out the role of TfN and strengthen the position of the organisation with the Government and the DfT.
- 6.6 The Chief Executive reassured the Board that in relation to Mayor Burnham's comments the revised STP will set out where the added value is and where the strategic position supports and complements the local and city regions. He stated that Members' comments will be worked into the plan.

**Resolved:**

- 1) That Board endorses the proposed overarching narrative for STP2;
- 2) That Board agrees the proposed key priorities and messages in the report;
- 3) That Board notes the next steps.

**7. The Future of Rail in the North (50 mins)**

- 7.1 Members received the report from the Strategic Rail Director who highlighted the points in the report.
- 7.2 Regarding recommendation 4 in the report ("Stress the importance of the Government maintaining progress with major projects already in the pipeline") Mayor Driscoll requested that the East Coast Mainline be included given a number of critical projects. He also requested that in relation to recommendation 5 ("Stress the importance of the Government progressing at pace with bringing forward the plans for a new station in Bradford and publication of the Terms of Reference on the Leeds Sheffield study") that the Leamside Line is included as an additional project given its strategic importance.

Mayor Driscoll then highlighted the letter that the Mayors of the North had received following their recent meeting with the Secretary of State. Whilst the letter stated his (the Secretary of State's) interest in pursuing a rail academy for the North, it made no mention or recognition

of the strength of the recovery in patronage in the North and the adverse effects that service cuts would have if operators are asked to absorb the inflationary costs i.e. real term cuts in operating budget). Mayor Driscoll stressed that there will not be a future for rail in the North without investment in critical infrastructure and services.

He then informed Board that for many there is no viable alternative to heavy rail and highlighted the need for guards to remain on the trains in order for them to be safe for all to access.

- 7.3 Mayor Brabin was supportive of the recommendations in the report though she thought they could have gone further following the meeting with the Minister and subsequent letter. She highlighted TPE as being particularly problematic with the new December timetable leading to even more cancellations. She informed Board that the Mayors of the North had asked the Secretary of State to put TPE on notice; however, in the reply from the Secretary of State this issue was not addressed so she requested TfN's support on this matter. She explained that this is necessary as there is no plan for recovery and requested some identifiable markers of improvement. She also raised concerns around the "P-coding" and in particular whether this is included within the data.

On the issues of the new TPE timetable she stated that it is not reflective of the needs of the communities Members serve and raised concerns about overcrowding and potential health and safety issues with the number of people on a train. She requested that TfN raise these concerns with the Secretary of State.

In response the Chair confirmed that he and the Chief Executive had recently met with the Secretary of State and is hopeful that following this meeting a Minister will be in attendance at the next Board meeting.

- 7.4 Mayor Burnham suggested turning the most prominent suggestions within the report into a five-point plan suggesting practical things that can be done on the railway in 2023 in order to try and restore confidence in train use for the travelling public.

Addressing other issues in the report he requested that the issue of guards on trains should be separated from the current dispute noting that the latter issue has an impact on the public's trust. Additionally, he stated that accountability needs to improve and was critical of pre-cancelled trains, stating that this is being overused by TPE to avoid accountability.

He suggested the TfN should be calling on the Government to expedite the legislation on Great British Rail stating his belief that the bringing together of track and train will improve the system.

- 7.5 Mayor Coppard highlighted the fact that following the most recent timetable changes there had been 105 cancellations from TPE on the first day. He requested that the Sheffield to Leeds link be firmly established in the plan as well as calling for the Terms of Reference for the Leeds Study to be published urgently. He also raised the issue of the cuts and

companies being asked to absorb the inflationary pressures leading to cuts in services.

- 7.6 Mr. Rob Mcintosh supported Mayor Burnham’s suggestion of a document highlighting key priorities noting that TfN should not get lost in a long “wish list”. He suggested that there should be a focus on ticketing reform agenda around fares and ticketing, having more influence and control on the specification of services, the need to balance local versus strategic objectives and an emphasis on the need for reforming working practices to increase productivity.
- 7.7 Mr. Peter Kennan highlighted that other rail operators operating in the North, aside from the main ones, are missing from the report (for example Cross Country) and stated the importance of such services in levelling up. He then raised the issue of further cuts that have been made as a result of the December timetable changes and asked if TfN could look at the nature of these cuts.
- 7.8 In reference to the final recommendation in the report (to write to the Rail Minister emphasising the importance of taking into account the impact on revenues, unmet demand and wider economic and social impacts when setting the budgets for Northern and TPE) Mr. Mark Rawstron suggested that the economic impact should be at the top of all communications.
- 7.9 Ms. Fiona White addressed the issue of “P Coding”, explaining that the data is collected for contractual purposes and is reported to the DfT and TfN partners meaning the data is not lost.
- 7.10 The Strategic Rail Director stated that the points made by Members will be incorporated into a document along the lines they suggested. On the issue of “P-Coding” a protocol is being worked on and this will be shared with the Rail North Committee. On the issue of Cross-Country, he stated that he will look further into the Cross Country issue.
- He explained that in the proposed document he will look to ensure that it explains how the market in the North has changed from pre-Covid yet has huge potential and that services need to be adjusted in order to take full advantage of this.
- 7.11 The Chief Executive stated that the letter will be sent to the Rail Minister as soon as possible.

**Resolved:**

- 1) That the importance of train operators being held accountable against service recovery plans is stressed;
- 2) That Board support the development of a Rail Academy for the North which will ensure there is a pipeline of trained drivers and operational staff;
- 3) That the critical importance of delivering Northern Powerhouse Rail ‘in full’ in order to realise the economic potential of the North is restated;

- 4) That the importance of the Government maintaining progress with major projects already in the pipeline, including:
  - Delivery of measures identified by the Manchester Recovery Task Force
  - TransPennine Route Upgrade (TRU)
  - HS2 Western Leg
- 5) That the importance of the Government progressing at pace with the need to:
  - Bring forward plans for a new station serving Bradford, one which makes passive provision for NPR 'in full'
  - Publish the Terms of Reference for Leeds – Sheffield study identified in the Integrated Rail Plan
  - Push forward with implementation of the Leamside Line
- 6) That Board agrees to prepare and publish the case for using the existing rail devolution in the North as the basis for rail reform;
- 7) That Board agrees to write to the Rail Minister emphasising the importance of taking into account the impact on revenues, unmet demand and wider economic and social impacts when setting the budgets for Northern and TPE.

## **8. Business Planning 2023-24 (15 mins)**

- 8.1 Members received the report from the Finance Director who then highlighted the key points within the report.

### **Resolved:**

- 1) That Board notes the financial performance in the six-month period to September 2022;
- 2) That Board approves the Revisions 2 Budget;
- 3) That Board notes compliance with the Treasury Management Strategy;
- 4) That Board notes the funding and business planning update.

## **9. Transport and Health Policy Position (20 mins)**

- 9.1 Members received the report from the Senior Evidence & Analysis Officer who then highlighted the key points within the report.
- 9.2 Cllr Gittins set out her strong support for the position statement stating that the key is how the work will be measured and how it will help with health inequalities.
- 9.3 Mayor Brabin explained that West Yorkshire has an agreed target of zero road deaths by 2040 and the importance of Vision Zero in West Yorkshire. She stated that reducing car dominance is a priority as those that are poorest and do not have a car are subject to the worst air pollution.

- 9.4 Mayor Coppard highlighted the health inequalities that exist in South Yorkshire stating that 1 in 20 deaths in the region are as a result of air pollution and public transport has a major role to play in reducing it. Additionally, he offered the help of South Yorkshire in supporting and or evidencing this work.
- 9.5 The Chief Executive highlighted the fact that over the last twelve months TfN has significantly moved the agenda forward on issues such as Transport Related Social Exclusion, Social Inclusivity and Health and Wellbeing and he is keen to explore how TfN can continue to push the boundaries in this regard. He added that the Transport Select Committee Report on the Integrated Rail Plan highlighted the importance that community, social and health aspects play and they are all an integral part of transport agenda.
- 9.6 Cllr Gittins suggested that a Director of Public Health representing the constituent authorities be invited to join the Partnership Board.

**Resolved:**

That Board approves the Transport and Health Policy Position.

**10. Date and Time of Next Meeting**

Thursday March 23 2023  
10.30

The Chair wished everyone a Merry Christmas and Happy New Year.

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<b>Meeting</b>	Transport for North Board
<b>Subject:</b>	Budget and Business Planning 2023/24
<b>Author:</b>	Paul Kelly, Finance Director
<b>Sponsor:</b>	Martin Tugwell, Chief Executive
<b>Meeting Date:</b>	Thursday 23 March 2023

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**1. Purpose of the Report:**

- 1.1 This report sets out Transport for the North's 2023/24 Business Plan and Budget and its associated funding arrangements.

**2. Recommendations:**

**The Board is recommended to:**

- 2.1 **Note and comment** on the draft Business Plan for 2023/24 (included at Appendix 2), and **delegate** the steps required to finalise the Business Plan to the Chair and Chief Executive.
- 2.2 **Approve** the budget for 2023/24 as detailed in section 5.
- 2.3 **Note** the Outturn report included at Appendix 1 in particular the projected closing reserves at 31 March 2023 of £3.7m.
- 2.4 **Approve** the proposed use of reserves of £0.83m in 2023/24.
- 2.5 **Note** the A&G committee reviewed the Annual Treasury Management Strategy.

**3. Background:**

- 3.1 Transport for the North received a funding allocation ("The Funding Letter") from the department on 14 January 2023. This included, for each of the next two years:
- £6.5m to deliver the core statutory duties, which is the same as 2022/23; and
  - £0.71m to enable Transport for the North to support the development of wider STB and LTA capacity and capability.
- 3.2 DfT have indicated the funding received for development of wider STB and LTA capacity and capability should be used to support:
- Development of a Common Analytical Framework;
  - Rolling out EVC tool to other STB's;
  - Develop tools to support LTA's on LTP's;
  - Improving Transport for the North's policy and TAME teams; and
  - Supporting authorities on BSIP's, Business Case and Scheme development.
- 3.3 Transport for the North funding has been granted on a two-year basis. The Funding Letter states that "Future years funding, beyond the period covered by this letter, will take account of the Transport for the North's performance in delivering on these priorities in the next two financial years."
- 3.4 In addition to these allocations Rail North Partnership Grant will continue, subject to indexation of costs. Transport for the North will also continue to receive Rail Administration Grant to resource Rail North Partnership and Strategic Rail activity.

- 3.5 In addition to the above DfT separately confirmed they would like Transport for the North to continue the analytical support to the NPR programme. Staff and support costs of £1.5m have been agreed for each of the next two years costs and contracted costs will be scoped and agreed.
- 3.6 In the Grant Funding Agreement (“GFA”) for 2022/23 DfT confirmed that if the service is not continued beyond 2022/23, it will fund any transition costs relating to these roles. This arrangement is anticipated to be continued within the 2023/24 GFA.
- 3.7 DfT have previously underwritten, and provided funds for, the cost of the offices (rent and share of estimated dilapidations) that had been occupied by the NPR programme team that transitioned to DfT on 1 April 2022.
- 3.8 The medium-term sustainability challenge was aired in the budget approval papers for the 2021/22 and 2022/23 budgets. This issue, which was outside the three-year forecasting window in 2021/22 and 2022/23, now manifest itself in year 3 of our financial forecasting window, i.e., 2025/26. In order to maintain our current capacity and capability and continue to deliver our statutory duties, Transport for the North has assumed a step change in core grant funding from £6.5m per year for the next two-year period to £8.0m per year for each of the following three years.

#### 4. Business Planning

- 4.1 Transport for the North’s statutory function and responsibilities remain unchanged. This serves to emphasise the importance of ensuring that Transport for the North’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 committed to Subnational Transport Bodies and recognises the role they can play in supporting both local and national government.
- 4.2 The key drivers for Transport for the North remain undiminished, namely:
- Realising the **economic potential** of the North – our work on the Northern Powerhouse Independent Economic Review is the first foundation of our work;
  - Enabling **development that is sustainable** for the long term – our Regional Decarbonisation Strategy provides a second foundation for our work; and
  - Ensuring that transport **solutions enable individuals to realise their potential** – our work on Transport Related Social Exclusion is the third foundation.
- 4.3 Explicit to the way forward 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; and
  - Implementation – investing in the capacity and capability required to develop and then accelerate implementation of the Strategy and its Investment Programme.
- 4.4 Taken together, the high-level outcomes and objectives, and the more detailed proposals regarding how this should translate into day-to-day operational

delivery, are being used as the basis for both a reorganisation of Transport for the North's operations and the work programme for 2023/24.

4.5 A key focus for Business Planning is the need to establish a sustainable financial position for the long-term future of Transport for the North.

4.6 A summary of the approach taken to compile the Business Plan and its activities was shared with and welcomed by the Scrutiny Committee.

## **5. 2023/24 Budget**

5.1 Based on Transport for the North's operating and funding environment, a number of budget and planning assumptions were made in order to propose a sustainable cost profile / budget for 2023/24 that would form the basis of future years budgets. Funding and cost assumptions are required for future years to establish a sustainable cost base in our proposed budget year.

5.2 Budget assumptions for 2023/24:

- DfT core funding captured of £7.21m (£0.71m to enable Transport for the North to support the development of wider STB and LTA capacity and capability) as per the January 2023 funding allocation;
- Employee costs to increase in line with existing terms and conditions;
- Cost of living increase assumed at 5% per annum;
- A further 2% of staff costs has been provided to cover the risk of a higher cost of living settlement;
- Office accommodation – the occupancy arrangement for the current Manchester office ceases in December 2023. We are currently finalising the arrangements for accommodation more suited to our ongoing requirements and a better value for money solution. A one-off provision has been provided in the budget to meet the costs of transition out of and into the new premises;
- A one-off provision of £200k plus VAT to mitigate risks that crystallise or opportunities that arise in the year; and
- Rail North Partnership and local contributions to continue at current levels subject to indexation.

5.3 Budget assumptions for 2024/25:

- DfT core funding captured of £7.21m (£0.71m to enable Transport for the North to support the development of wider STB and LTA capacity and capability) as per the January 2023 funding allocation;
- Employee costs to increase in line with existing terms and conditions;
- Cost of living increase assumed at 5% per annum;
- Externally contracted professional services are assumed to continue at the same level as 2023/24, excluding the one-off costs associated with refresh of the STP and with the risk provision noted above;
- An assumed inflationary increase of 3% has been applied to all external costs;
- Assumptions have been limited to business areas that directly affect core funded activities and the use of reserves. Any changes, either increase or curtailment, of NPR TAME services are assumed to be funded in full by DfT. This is consistent with the current GFA and expected to be continued within further GFA's; and
- Rail North Partnership and local contributions to continue at current levels subject to indexation.

5.4 Budget assumptions for 2025/26, 2026/27 and 2027/28:

- In order to maintain our current capacity and capability and continue to deliver our statutory duties, Transport for the North has assumed a step

change in core grant funding from £6.5m per year for 2023/24 and 2024/25 to £8.0m per year for each of the following three years. This does not encompass any incremental funding associated with increased level of activity / service provision identified over the next two years;

- Employee costs to increase in line with existing terms and conditions;
- Cost of living increase assumed at 5% per annum;
- Externally contracted professional services assumed to continue the same level as 2024/25, with an inflationary increase of 3%;
- Assumptions have been limited to business areas that directly affect core funded activities and the use of reserves. Any changes, either increase or curtailment, of NPR TAME services are assumed to be funded in full by DfT. This is consistent with the current GFA and expected to be continued within further GFA's; and
- Rail North Partnership and local contributions to continue at current levels subject to indexation.

5.5 The Business Planning process has now completed, driven by the golden thread that links the Board priorities and departmental objectives. The fully funded budget proposal for the year is £16.12m, comprised as follows:

	<b>Budget £m</b>
<b>Operational:</b>	
Rail & Roads	2.30
Strategy, Policy & Communications	3.33
	<b>5.63</b>
<b>Business Support:</b>	
Leadership	0.40
Finance	0.88
Human Resources & Accommodation	1.07
Information Technology	0.47
	<b>2.81</b>
<b>Sub-total:</b>	<b>8.44</b>
<b>Hosted:</b>	
Rail North Partnership	1.62
NPR Analytical Support	5.86
	7.48
NPR Closure Costs	0.20
<b>Sub-total:</b>	<b>7.68</b>
<b>Total Costs:</b>	<b>16.12</b>

5.6 The 2023/24 budget includes a small amount of slippage relating to 2022/23 core activities of £0.04m and remaining elements of 2022/23 In-Year funding activity (£0.03m), the latter relating to EVCI and Connected Mobility.

Total heads budgeted in 23/24 are shown in the table below:

<b>Budget Headcount</b>	<b>Staff Heads 22/23</b>	<b>Staff Heads 23/24</b>	<b>var</b>
Core	62	68	6
Rail North Partnership	18	18	-
NPR Analytical Support	24	25	1
<b>Total</b>	<b>104</b>	<b>111</b>	<b>7</b>

5.7 6 of the 25 heads in the NPR Analytical Support line are consultant posts and as such these costs are not captured as staff costs.

5.8 The headcount increases by 6 to reflect the additional resource to support the incremental activities in the funding letter detailed in section 3.2. NPR Analytical Support increases by 1, reflecting recharge of a new ICT resource supporting the Azure framework.

### **Operational & Business Infrastructure budgets**

5.9 The 2023/24 core funded budget and its comparison to 2022/23 budget is as follows:

<b>Comparison of Core expenditure</b>	<b>22/23 £m</b>	<b>23/24 £m</b>	<b>Var £m</b>
<b>Operational:</b>			
Rail & Roads	1.92	2.30	0.38
Strategy, Policy & Communications	2.87	3.33	0.46
	<b>4.79</b>	<b>5.63</b>	<b>0.84</b>
<b>Business Support:</b>			
Leadership	0.35	0.40	0.05
Finance	0.82	0.88	0.06
Human Resources & Accommodation	1.06	1.07	0.01
Information Technology	0.39	0.47	0.08
	<b>2.61</b>	<b>2.81</b>	<b>0.20</b>
<b>Total Core (excluding transition)</b>	<b>7.40</b>	<b>8.44</b>	<b>1.04</b>
Transition costs	1.44	-	(1.44)
<b>Total Core (including transition)</b>	<b>8.84</b>	<b>8.44</b>	<b>(0.40)</b>

5.10 Excluding the one-off transition costs in 2022/23, the variance between the two years of £1.04m reflects the incremental activity detailed in section 3.2, staff cost increases, one-off costs associated with the Strategic Transport Plan, and costs associated to moving the office relocation.

5.11 The core funded budgets by cost category are detailed below:

	22/23 Budget	23/24 Budget	var
	£m	£m	£m
<b>Cost breakdown:</b>			
Salaries	5.08	5.54	0.47
Staff Support	0.23	0.25	0.02
Business Infrastructure	0.97	1.17	0.20
External Contracted Costs	1.12	1.47	0.35
<b>Total excluding Transition costs</b>	<b>7.40</b>	<b>8.44</b>	<b>1.04</b>
Transition costs	1.44		(1.44)
<b>Total</b>	<b>8.84</b>	<b>8.44</b>	<b>(0.40)</b>

5.12 As detailed below, this includes additional activity and resources (6 FTE's) associated with delivery of the incremental activity requested in the funding letter and detailed in section 3.2. In addition, the salaries budget includes a provision of 5% for a cost-of-living increase, plus a further 2% to cover the risk of an increased settlement; the latter equates to £0.3m.

5.13 The core funded salaries budget of £5.54m consists of 68 roles, as detailed below.

Budget Core Headcount	Staff Heads 22/23	Staff Heads 23/24	var
Rail & Roads & Legal	20	22	2
Strategy, Policy & Communications	26	30	4
Leadership	2	2	-
Finance	6	6	-
Human Resource & Accommodation	5	5	-
Information Technology	3	3	-
<b>Total</b>	<b>62</b>	<b>68</b>	<b>6</b>

5.14 The additional six FTE's all relate to the incremental activity requested in the funding letter and detailed in section 3.2.

5.15 Business Infrastructure spend of £1.17m represents costs such as office accommodation, software licences, external and internal audit, insurance etc. The 2023/24 budget also includes a one-off provision of £0.15m for costs associated with the office relocation.

5.16 External contracted costs include additional resource for the incremental activity requested in the funding letter and detailed in section 3.2 (£0.28m), plus one-off costs associated with the STP refresh (£0.21m) and the risk provision (£0.24m). Also included is a small, anticipated slippage from 2022/23 of £0.04m.

### Hosted Budgets

#### Rail North Partnership

5.17 The Rail North Partnership budget is shown below:

	22/23 Budget	23/24 Budget	var
	£m	£m	£m
<b>Cost breakdown:</b>			
Salaries	1.45	1.55	0.10
Staff Support	0.08	0.04	(0.04)
Business Infrastructure	0.08	0.04	(0.04)
<b>Total</b>	<b>1.61</b>	<b>1.62</b>	<b>0.01</b>

5.18 This value is on a par with 22/23 and the budget has been shared with, and agreed by, DfT representatives in a similar manner to previous years. The increase in salary costs reflect a provision for a cost-of-living increase whereas reduced staff support costs result from no recruitment fees for new staff. Reduced business infrastructure costs are due to the closure of the Leeds Office.

5.19 The staff budget reflects the following heads:

Budget	22/23	23/24	
Rail North Partnership	Staff	Staff	
Headcount	Heads	Heads	var
Rail North Partnership	15	15	-
TransPennine Route Upgrade	3	3	-
<b>Total</b>	<b>18</b>	<b>18</b>	<b>-</b>

#### **NPR Analytical Support**

5.20 The total estimated budget of £5.86m represents the costs associated to delivering the TAME solution to the NPR programme. It includes:

- £1.5m for staff / resource / support-based costs; and
- £4.4m to deliver the externally procured services required to meet DfT specified service. Commitments against the estimated costs will be specified and agreed in advance for each quarter.

Departmental officials have confirmed the intention to continue the provision of this service.

#### **NPR closure costs**

5.21 The provision of £0.2m represents the accommodation costs for the section of the office that had been occupied by the NPR programme team (underwritten by the DfT) for the period to December 2023, along with a commensurate share of the dilapidation costs associated with the termination of the lease.

## **6. Funding**

Funding	22/23 Budget	23/24 Budget	var
	£m	£m	£m
Core Grant (inc. Centre of Excellence)	6.50	7.21	0.71
In-Year funding (23/24 c/f)	0.34	0.03	(0.31)
Use of Reserves	1.66	0.83	(0.83)

	<b>8.50</b>	<b>8.07</b>	<b>(0.43)</b>
Contract Income	0.04	0.04	0.00
Rail North Grant/Local Contributions	0.30	0.32	0.02
<b>Core Duties</b>	<b>8.84</b>	<b>8.44</b>	<b>(0.40)</b>
<b>Hosted Services</b>			
TDF Rail Modelling	5.66	5.86	0.20
Rail North Partnership Grant	0.96	0.96	0.00
Rail North Grant/Local Contributions	0.35	0.40	0.05
Contract Income	0.29	0.27	(0.03)
NPR Closure Settlement	0.41	0.20	(0.21)
<b>Hosted Services</b>	<b>7.68</b>	<b>7.68</b>	<b>0.01</b>
<b>Total Resource</b>	<b>16.52</b>	<b>16.12</b>	<b>(0.40)</b>

6.2 In addition to the core grant, use of reserves of £0.83m are required to provide a fully funded budget. As mentioned in commentary above, a significant element of this reserve draw is to fund one-off costs (STP2, office relocation, risk etc) that are not anticipated to reoccur in following years.

6.3 The NPR Tame grant of £5.86m is ring fenced and will be reimbursed if expenditure levels are lower than budgeted.

6.4 The NPR closure grant of £0.2m is ring fenced and will be reimbursed if expenditure levels are lower than budgeted.

6.5 Rail operation grants and contracted income are at a similar level to 22/23.

## **7 Medium-Term Financial Strategy and Reserve Strategy**

7.1 Under statute, all local government bodies – including Transport for the North – are required to operate to a locally defined reserves strategy that ensures that the organisation always holds a prudent level of reserves.

7.2 Such reserves enable the organisation to operate with a degree of flexibility and guard against financial shock.

7.3 A prudent reserve strategy is particularly important to Transport for the North as it has few other levers to mitigate financial risk. As previously noted, unlike other partners, Transport for the North cannot access credit for short-term cash flow management and long-term investment, nor can it levy or precept upon a local tax-base to underwrite its operations.

7.4 Transport for the North's approach to managing financial risk therefore has to rest on two pillars:

- a) A prudent risk culture that ensures Transport for the North limits its exposure to financial risk arising from contracting and business operations; and
- b) A prudent reserve strategy that ensures Transport for the North always holds a level of cash at bank to guard against residual financial shock.

Practically, this means that Transport for the North must work in collaboration with DfT and partners when entering into multi-year and high-risk transactions to ensure that the right balance of risk share is achieved.

- 7.5 It also means that Transport for the North's reserve strategy must be managed in conjunction with the use of the annual Core grant allocations. As Core grant is the only discretionary resource Transport for the North holds that can fund expenditure, it follows that financial risk must primarily be managed through this resource.
- 7.6 Following discussions with the DfT when Transport for the North was established as a statutory body, it was agreed that Transport for the North would target a core cash balance of *no less than* £2m to be held as a cash reserve in any given year.
- 7.7 The minimum of £2m was considered sufficient to allow for modest draws to be made in-year to meet un-budgeted opportunities that may arise, whilst also ensuring cash remained at bank to meet both unexpected costs and cash flow fluctuations.
- 7.8 Based on the new operating model, which places more emphasis on investing in retaining Transport for the North's technical capacity and capability, a subsequent reduction in commissioned activity and the challenge of an unindexed grant allocation with a cost base subject to inflationary pressure, the **minimum reserve has been retained at its current levels.**
- 7.9 From year to year, general reserves may be drawn upon in-year, or contributions made from surpluses.
- 7.10 In 2022/23 Transport for the North budgeted to utilise £1.66m in reserves primarily to support transition costs associated with the restructure of Transport for the North due to the transfer of the NPR programme to DfT and the reduced funding allocation.
- 7.11 The actual reserve utilisation for 2022/23 was £0.87m giving a closing general reserve of £3.7m as of 31 March 2023. The main reason for the reduction in reserve utilisation was lower transition costs.
- 7.12 This reserve release is forecast to leave Transport for the North with total Core Grant Reserves of £3.7m by the end of 2022/23. At this level the Core Grant Reserves equate to 51% of current annual Core funding.
- 7.13 As detailed above, Transport for the North is proposing a draw from reserves totalling £0.8m, £0.6m of which relates to one-off activity in 2023/24.
- 7.14 If longer term funding arrangements more closely aligned to our proposed cost base are agreed, and such funds are agreed and remitted in advance, Transport for the North would be able to reassess its reserves strategy, including the required minimum.
- 7.15 This approach to Transport for the North's medium-term financial strategy is predicated on the following approach to programme expenditure:
- Non-core funded activity will be resourced from specific grants; and
  - Activity levels will be tailored to the funding available and any grant restrictions thereon.
- 7.16 The principal variables to manage through the medium-term financial strategy are therefore around the Core grant activity and, in particular, how to align the reserve strategy with business plans to allow key priorities to be resourced whilst managing inflationary pressures.
- 7.17 Transport for the North proposes to draw £0.8m from the General Reserve in financial year 2024/25, based on a brought forward Core Grant Reserve balance of £3.7m. The following table highlights forecast core grant requirements, resource, and the associated requirements for reserve support:

## 7.18 Reserve table

	23/24	24/25	25/26
	Bud	Bud	Bud
Reserves	£m	£m	£m
<b>Total Core Grant Reserve:</b>			
<b>Balance b/f</b>	3.70	2.87	2.33
Inflows:			
Core grant	6.50	6.50	8.00
Centre of Excellence	0.71	0.71	0.71
Other grants	0.40	0.38	0.40
	7.61	7.59	9.11
Outflow	(8.44)	(8.13)	(8.48)
(Draw)/Contribution	(0.83)	(0.54)	0.63
<b>Balance c/f</b>	<b>2.87</b>	<b>2.33</b>	<b>2.96</b>

- 7.19 Future year draws on the reserve may be affected by differences from the assumptions made on pay and price inflation and also any future cost mitigation initiatives.
- 7.20 The core funding allocation of £6.5m for 2022/23 and its continuation for the two-year from 2023/24 to 2024/25 crystallises the medium-term sustainability issue referenced in earlier years budget submissions.
- 7.21 In order to maintain our current capacity and capability and continue to deliver our statutory duties, Transport for the North has assumed a step change in core grant funding from £6.5m per year for the next two-year period to £8.0m per year for each of the following three years.
- 7.22 Any further request for incremental services, which we will discuss and consider with departmental officials, will result in further funding requests. The Executive team will work with the DfT as potential opportunities and solutions are looked at ahead of a future Spending Review.
- 8. Corporate Considerations**
- 9. Financial Implications**
- 9.1 The financial implications are included within the report.
- 10. Resource Implications**
- 10.1 The resource implications are included within the report.
- 11. Legal Implications**
- 11.1 Any legal implications are included within the report.
- 12. Risk Management and Key Issues**
- 12.1 The risk implications are included within the report. Transport for the North will continue to review and update the corporate risk register in line with the funding allocation received, business plan 2023/24 and updated KPI's.
- 13. Environmental Implications**
- 13.1 There are no environmental implications.

**14. *Equality and Diversity***

14.1 There are no equality and diversity matters.

**15. *Consultations***

15.1 No consultation is required.

**16. *Background Papers***

**17. *Appendices***

17.1 Appendix 1 – 2022/23 Financial Forecast Outturn

Appendix 2 – Draft 2023-24 Business Plan

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<b>Meeting:</b>	Transport for North Board
<b>Subject:</b>	Appendix 1: Forecast Financial Outturn for 2022/23
<b>Authors:</b>	Lisa Pitt (Management Accountant)
<b>Sponsor:</b>	Paul Kelly (Finance Director)
<b>Meeting Date:</b>	

<b>1.</b>	<b>Purpose of the Report:</b>																																																																												
1.1	This appendix provides a summary of the forecast financial position of TfN as at the outturn of financial year 2022/23.																																																																												
<b>2.</b>	<b>Executive Summary:</b>																																																																												
2.1	TfN forecasts that over the course of financial year 2022/23 it will incur expenditure of £14.89m against an opening base budget of £16.52m, representing a £1.63m underspend.																																																																												
2.2	Just over half of this underspend (£0.88m) is within Hosted Services, comprising of NPR Analytical Services and Rail North Partnership. These business areas are funded by ring-fenced grants.																																																																												
2.3	The remaining underspend (£0.75m) relates to TfN's operational business areas and the business support function, with just over half representing a saving on transition costs following the restructure this year.																																																																												
<b>3.</b>	<b>Periods 1-10 Financial Performance</b>																																																																												
3.1	TfN's financial performance up to the end of January, measured against the Revised Budget 2 year to date, is detailed below:																																																																												
	<table border="1"> <thead> <tr> <th></th> <th><b>YTD Actuals £m</b></th> <th><b>YTD Forecast 2 £m</b></th> <th><b>variance £m</b></th> </tr> </thead> <tbody> <tr> <td colspan="4"><b>Operational:</b></td> </tr> <tr> <td>Rail &amp; Roads &amp; Legal</td> <td>1.44</td> <td>1.63</td> <td>0.19</td> </tr> <tr> <td>Strategy, Policy &amp; Communications</td> <td>2.05</td> <td>2.23</td> <td>0.19</td> </tr> <tr> <td></td> <td><b>3.48</b></td> <td><b>3.86</b></td> <td><b>0.38</b></td> </tr> <tr> <td colspan="4"><b>Business Support:</b></td> </tr> <tr> <td>Leadership</td> <td>0.28</td> <td>0.29</td> <td>0.01</td> </tr> <tr> <td>Finance</td> <td>0.64</td> <td>0.62</td> <td>(0.02)</td> </tr> <tr> <td>Human Resources &amp; Accommodation</td> <td>0.97</td> <td>1.01</td> <td>0.04</td> </tr> <tr> <td>Information Technology</td> <td>0.32</td> <td>0.31</td> <td>(0.01)</td> </tr> <tr> <td></td> <td><b>2.20</b></td> <td><b>2.22</b></td> <td><b>0.03</b></td> </tr> <tr> <td>Transition costs</td> <td>0.93</td> <td>0.96</td> <td>0.03</td> </tr> <tr> <td><b>Sub-total</b></td> <td><b>6.61</b></td> <td><b>7.05</b></td> <td><b>0.44</b></td> </tr> <tr> <td colspan="4"><b>Hosted:</b></td> </tr> <tr> <td>Rail North Partnership</td> <td>1.15</td> <td>1.22</td> <td>0.07</td> </tr> <tr> <td>NPR Analytical Support</td> <td>4.08</td> <td>4.19</td> <td>0.12</td> </tr> <tr> <td></td> <td><b>5.23</b></td> <td><b>5.41</b></td> <td><b>0.19</b></td> </tr> <tr> <td>NPR Closure Costs</td> <td>0.32</td> <td>0.32</td> <td>(0.00)</td> </tr> <tr> <td><b>Sub-total</b></td> <td><b>5.55</b></td> <td><b>5.73</b></td> <td><b>0.18</b></td> </tr> </tbody> </table>		<b>YTD Actuals £m</b>	<b>YTD Forecast 2 £m</b>	<b>variance £m</b>	<b>Operational:</b>				Rail & Roads & Legal	1.44	1.63	0.19	Strategy, Policy & Communications	2.05	2.23	0.19		<b>3.48</b>	<b>3.86</b>	<b>0.38</b>	<b>Business Support:</b>				Leadership	0.28	0.29	0.01	Finance	0.64	0.62	(0.02)	Human Resources & Accommodation	0.97	1.01	0.04	Information Technology	0.32	0.31	(0.01)		<b>2.20</b>	<b>2.22</b>	<b>0.03</b>	Transition costs	0.93	0.96	0.03	<b>Sub-total</b>	<b>6.61</b>	<b>7.05</b>	<b>0.44</b>	<b>Hosted:</b>				Rail North Partnership	1.15	1.22	0.07	NPR Analytical Support	4.08	4.19	0.12		<b>5.23</b>	<b>5.41</b>	<b>0.19</b>	NPR Closure Costs	0.32	0.32	(0.00)	<b>Sub-total</b>	<b>5.55</b>	<b>5.73</b>	<b>0.18</b>
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	<b>Total Costs</b>	<b>12.16</b>	<b>12.78</b>	<b>0.62</b>
3.2	Most of the YTD underspend in the operational areas relates to savings made from delayed recruitment relating to the recent restructure. Some budgeted activity has been subject to delay with costs being incurred later in the year than originally anticipated. There have been some contract savings (£0.06m) plus a small amount of slippage (£0.04m) is expected into the next financial year.			
<b>4.</b>	<b>Forecast Financial Position to Outturn</b>			
	TfN is constituted, and is required to function, as a standalone statutory entity. As members will be aware, TfN has no revenue raising powers, and is almost entirely funded by grants from DfT. As a result of a reduced funding envelope for 2022/23, TfN undertook a restructure exercise during the year to reshape and reduce the establishment, to ensure that TfN is both capable of delivering its priority areas of activity and affordable in the medium-term. The guiding principle throughout was to focus on retaining (and in some instances increasing) the technical capacity and capability. At the same time, given that TfN moving forward will be a smaller and less complex organisation, the opportunity was taken to reduce support functions.			
4.1	TfN forecasts that it will incur expenditure totalling £14.89m to the end of the financial year 2022/23 as shown in the following table:			
		<b>22/23 Outturn £m</b>	<b>22/23 Budget £m</b>	<b>variance £m</b>
	<b>Operational:</b>			
	Rail & Roads & Legal	1.87	2.02	0.15
	Strategy, Policy & Communications	2.64	2.77	0.13
		4.51	4.78	0.28
	<b>Business Support:</b>			
	Leadership	0.34	0.35	0.01
	Finance	0.79	0.82	0.02
	Human Resources & Accommodation	1.03	1.06	0.02
	Information Technology	0.37	0.39	0.01
		2.54	2.61	0.07
	Transition costs	1.05	1.44	0.40
	<b>Total Operational &amp; Business Support:</b>	<b>8.09</b>	<b>8.84</b>	<b>0.75</b>
	<b>Hosted:</b>			
	Rail North Partnership	1.39	1.60	0.21
	NPR Analytical Support	5.04	5.66	0.62
		6.43	7.27	0.83
	NPR Closure Costs	0.37	0.41	0.04
	<b>Total Hosted:</b>	<b>6.80</b>	<b>7.68</b>	<b>0.88</b>
	<b>Total Costs</b>	<b>14.89</b>	<b>16.52</b>	<b>1.63</b>
4.2	Against the original budget of £16.52m, this represents a shortfall of £1.63m. Just over half is driven by underspend in Hosted Services: Rail North Partnership (£0.21m) and NPR Analytical Support (£0.62m). Operational areas are underspent by £0.28m and transition cost savings contributed a further surplus of £0.40m. Business support functions were slightly underspent by £0.07m.			
4.3	As in the previous year, a budget virement process has operated throughout the year, reallocating underspends and savings to fund new opportunities identified as supportive of the business plan. Of the £0.28m underspend in operational areas, the main element of £0.20m is due to the organisational structure and recruitment delays.			

<b>Rail &amp; Roads &amp; Legal</b>				
4.4		<b>22/23</b>	<b>22/23</b>	
		<b>Outturn</b>	<b>Budget</b>	<b>variance</b>
	<b>Rail &amp; Roads &amp; Legal</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
	Strategic Rail	1.05	1.20	0.15
	Major Roads	0.46	0.41	(0.06)
	Legal & Governance	0.36	0.41	0.05
		<b>1.87</b>	<b>2.02</b>	<b>0.15</b>
4.5	The underspend in Strategic Rail predominantly reflects the savings from recruitment delays.			
<b>Strategy &amp; Policy &amp; Communications</b>				
4.6		<b>22/23</b>	<b>22/23</b>	
		<b>Outturn</b>	<b>Budget</b>	<b>variance</b>
	<b>Strategy &amp; Policy &amp; Communications</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
	Strategy & Policy	2.06	2.16	0.10
	Communications	0.58	0.61	0.03
		<b>2.64</b>	<b>2.77</b>	<b>0.13</b>
4.7	Strategy & Policy shows a budget underspend of £0.1m mainly relating to lower than anticipated spend on professional services.			
<b>Rail North Partnership</b>				
4.8		<b>22/23</b>	<b>22/23</b>	
		<b>Outturn</b>	<b>Budget</b>	<b>variance</b>
	<b>Rail North Partnership</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
	Rail North Partnership	1.24	1.31	0.07
	TransPennine Route Upgrade	0.15	0.29	0.15
		<b>1.39</b>	<b>1.60</b>	<b>0.21</b>
4.9	The Rail North Partnership underspend relates to delays recruiting into vacant positions.			
<b>NPR Analytical Support</b>				
4.10	The programme of analytical support has been developed throughout the year in discussion with the DfT. The programme of work delivered during the year was less than was originally intended and budgeted.			
<b>Business support</b>				
	Business support expenditure is predicted to be marginally under budget.			
<b>5. Funding</b>				
5.1	TfN will resource its forecast expenditure of £14.89m from a mixture of grant, contributions, contracted income and reserves as shown in the following table:			
		<b>22/23</b>	<b>22/23</b>	
		<b>Outturn</b>	<b>Budget</b>	<b>variance</b>
	<b>Funding</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
	Core Grant	6.50	6.50	-
	In-Year funding	0.30	0.34	0.03
	Investment Income	0.15	-	(0.15)
	Use of Reserves	0.80	1.67	0.87
		<b>7.75</b>	<b>8.50</b>	<b>0.75</b>
	Contract Income	0.04	0.04	0.00
	Rail North Grant/Local Contributions	0.30	0.30	0.00
	<b>Core Duties</b>	<b>8.09</b>	<b>8.84</b>	<b>0.75</b>

	<p><b>Hosting Services</b></p> <table border="1"> <tr> <td>NPR Analytical Support</td> <td>5.04</td> <td>5.66</td> <td>0.62</td> </tr> <tr> <td>Rail North Partnership Grant</td> <td>0.90</td> <td>0.96</td> <td>0.06</td> </tr> <tr> <td>Rail North Grant/Local Contributions</td> <td>0.35</td> <td>0.35</td> <td>0.00</td> </tr> <tr> <td>Contract Income</td> <td>0.15</td> <td>0.30</td> <td>0.15</td> </tr> <tr> <td>NPR Closure costs</td> <td>0.37</td> <td>0.41</td> <td>0.04</td> </tr> <tr> <td></td> <td><b>6.80</b></td> <td><b>7.68</b></td> <td><b>0.88</b></td> </tr> <tr> <td><b>Total Resource</b></td> <td><b>14.89</b></td> <td><b>16.52</b></td> <td><b>1.63</b></td> </tr> </table>	NPR Analytical Support	5.04	5.66	0.62	Rail North Partnership Grant	0.90	0.96	0.06	Rail North Grant/Local Contributions	0.35	0.35	0.00	Contract Income	0.15	0.30	0.15	NPR Closure costs	0.37	0.41	0.04		<b>6.80</b>	<b>7.68</b>	<b>0.88</b>	<b>Total Resource</b>	<b>14.89</b>	<b>16.52</b>	<b>1.63</b>	
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5.2	<p>Variances between the planned use of resources compared to forecast outturn mainly reflects the variances in expenditure, however also contributing is investment income which is not budgeted as defined within the Treasury Strategy.</p>																													
5.3	<p>The implications of underspend against grant envelopes varies by funding stream are as follows:</p> <ul style="list-style-type: none"> <li>• NPR Analytical support grant is made available on an annual basis and awarded on a “need” basis with unused allocations being redeployed at the Department’s discretion in-year.</li> <li>• Rail North grant is received in full by TfN each year with unused amount held for future use as grant unapplied.</li> <li>• Core grant is received in full by TfN each year with unused resource flowing through to the Core Grant Reserve.</li> <li>• The 22/23 additional in-year grant will roll over into the next financial year to cover the small slippage in activity.</li> </ul>																													
5.4	<p>The budgeted and actual movements in TfN’s Core reserves in year are as follows with underspends described above:</p> <table border="1"> <thead> <tr> <th></th> <th><b>22/23 Outturn £m</b></th> <th><b>22/23 Budget £m</b></th> <th><b>variance £m</b></th> </tr> </thead> <tbody> <tr> <td><b>Core Grant Reserves</b></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Reserve b/f</td> <td>4.53</td> <td>4.53</td> <td>-</td> </tr> <tr> <td>Draw</td> <td>(0.80)</td> <td>(1.67)</td> <td>(0.87)</td> </tr> <tr> <td>Contribution</td> <td>-</td> <td>-</td> <td>-</td> </tr> <tr> <td><b>Reserve c/f</b></td> <td><b>3.73</b></td> <td><b>2.87</b></td> <td><b>(0.87)</b></td> </tr> </tbody> </table>				<b>22/23 Outturn £m</b>	<b>22/23 Budget £m</b>	<b>variance £m</b>	<b>Core Grant Reserves</b>				Reserve b/f	4.53	4.53	-	Draw	(0.80)	(1.67)	(0.87)	Contribution	-	-	-	<b>Reserve c/f</b>	<b>3.73</b>	<b>2.87</b>	<b>(0.87)</b>			
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5.5	<p>The year-end Core reserve is forecast to be £3.73m, an increase of £0.87m against base position. This is largely due to a savings in transition costs and recruitment delays associated with the restructure.</p>																													

## TRANSPORT FOR THE NORTH – 2023-24 BUSINESS PLAN

### 1. Foreword – TfN Chair Lord McLoughlin

[to follow]

### 2. Vice-Chair's Foreword

[to follow]

### 3. LEP foreword (to follow)

[to follow]

### 4. Transport for the North

Transport for the North (TfN) is the voice of the North of England for transport. We are a statutory body of elected Political and Business leaders from across the North who collectively represent the region's sixteen million citizens and 1.1 million businesses. Complementing the work of existing Local Transport Authorities, and with powers devolved from central Government, our role is to add value by ensuring that funding and strategic decisions about transport for the North are informed by local knowledge, expertise, and requirements.

TfN was established in 2018 with the following general functions:

- To prepare a transport strategy for its area
- To provide advice to the Secretary of State about the exercise of transport functions in relation to its area (whether exercisable by the Secretary of State or others)
- To co-ordinate the carrying out of transport functions in relation to its area that are exercisable by different constituent authorities with a view to improving the effectiveness and efficiency in the carrying out of those functions
- If TfN considers that a transport function in relation to its area would more effectively and efficiently be carried out by TfN to make proposals to the Secretary of State for the transfer of that function to TfN
- To make other proposals to the Secretary of State about the role and functions of TfN

Jointly with DfT, we oversee rail services covering Northern and TransPennine Express contracts as part of the Rail North Partnership. We co-sponsor the Northern Powerhouse Rail (NPR) Programme which TfN co-designed with DfT and Network Rail. We also provide advanced analytical services to DfT in support of NPR business case and scheme development.

## TfN Business Plan – 2023/24

We work closely with Network Rail and contributed to long-term strategic planning for the railways in the North. We are working closely with DfT and the GBR Transition Team on the opportunities for reforming the rail system for both passengers and freight.

We work collaboratively with National Highways to inform and influence the Road Investment Strategy. We ensure that our advice in respect of the Major Road Network complements the operation maintenance and improvement of the Strategic Road Network.

Our pan-Northern role means we are involved in many non-statutory partnerships to ensure we take a “systems approach” to transport planning. Our strategic partnerships, which we continue to maintain and develop to ensure our plans and those of our LTA partners are informed by evidence, include:

- Regional economic strategy and development, through the NP11 and northern local enterprise partnerships (LEPs) who represent the business perspective on the TfN Board. We are supporting regional economic development, the Northern Powerhouse Independent Economic Review (NPIER), decarbonisation, and green growth activities.
- Other pan-Northern bodies including Homes for the North, the Northern Powerhouse Partnership, the Northern Gas Network, and other energy providers. We are represented on the Yorkshire Climate Commission and have close links to bodies with a strategic interest in physical, digital, and spatial planning.
- Our UK wide role as the largest Sub-national Transport Body (STB), including our formal and strategic partnerships with Transport Scotland, Transport Wales and the other STBs across England. We have close links to the National Infrastructure Commission, Rail Industry Association, Logistics UK, and Rail Freight Group.
- Our links to academics and research through the N8 and partnership with the Institute for Transport Studies as part of the Decarbon8 programme, as well as Herriot Watt and Durham Universities on Hydrogen and IPPR North on wider social issues. We established and chair the Northern Transport Academic Forum which brings together research interests to discuss key issues.

### **5. Fit for the Future**

In 2022/23, TfN refocused on our statutory obligations. Reshaping TfN ensured that unlocking the full potential of North remains at the heart of what TfN is about.

This Business Plan reflects the new operating model for TfN, specifically focusing on being:

- 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 – one that is available to all our partners locally, regionally, and nationally as a foundation on which to develop solutions,

## TfN Business Plan – 2023/24

- A strategic thought leader and champion of strategic transport planning – one that ensures the linkages between transport, digital and energy systems are reflected in decision making,
- An enabler of accelerated delivery – applying our capability and capacity in support of our partners as they bring forward solutions for implementation,
- A trusted collaborator – working with partners (nationally and across the North) to maximise the leverage of its own activity to the benefit of our communities and businesses.

TfN's analytical capability is unique amongst Sub-national Transport Bodies. It remains central to TfN's work and is a capability that our partners increasingly look to make use of.

For 2023/24 TfN has been allocated additional funding by the Government to develop this capability further and develop business proposals that will enable our partners and other Sub-national Transport Bodies to draw upon it.

During 2022/23 we transitioned to our new co-sponsorship role on NPR. TfN has put together a new co-sponsorship team utilising existing and newly recruited staff located within the Strategic Rail team. We worked with DfT to develop the agreement that underpins the new relationship and establishing ways of working and reporting progress on NPR.

We have worked with partners on a new engagement strategy to ensure that both TfN and partners continue to have visibility of the relevant workstreams and can use the new co-sponsor agreements to seek to get the best outcome for the North. As part of the new arrangements the TAME team are continuing to provide bespoke technical support to the DfT business case work.

Separately, based on the evidence base underpinning the Strategic Transport Plan, TfN continues to make the case for delivery of NPR in full – the Board's preferred network as advised to the Secretary of State in 2021.

TfN continues to use its role as a Statutory Partner to shape the North of England rail programme. Notable achievements include implementation of the first stage in the strategy for unlocking congestion in Central Manchester (which has a knock-on impact across the North) through a major timetable change in December 2022. In 2023/24 TfN will continue to be an active partner in the Manchester Recovery Task Force to ensure a long-term solution for the congested Castlefield Corridor.

2022/23 has been particularly challenging for the North's rail passengers with Avanti, TPE and Northern passengers all experiencing unacceptable levels of performance. In 2023/24 TfN will continue to use its role in the Rail North Partnership to seek improvements including the development of detailed recovery plans.

Building on the progress made in 2022/23 our Business Planning has been shaped by the need to deliver:

- A Strategic Transport Plan – an outcome focused long-term strategic plan for the development of the North's transport system,
- An Investment Programme – ensuring that the North's strategic investment needs are reflected in the development and delivery of solutions,

- A focus on Implementation – investing in the technical capability and capability that sits within TfN and making that available to our partners to help accelerate delivery on the ground.

### 6. Our Strategic Transport Plan

TfN's core statutory duty is to produce a Strategic Transport Plan on behalf of the North of England. Its purpose is to set out, based on robust evidence, the strategic ambitions for transport, specifically pan-regional infrastructure priorities and issues that are common to many partners where there is efficiency in tackling them regionally. A revised Strategic Transport Plan has been developed during 2022/23 and a statutory consultation process will be held during the summer of 2023. Following the consultation, the plan will be revised and formally adopted by the TfN Board before the end of 2023.

The STP presents a clear vision for the North's transport network, supported by three strategic ambitions:

- a) Transforming economic performance
- b) Rapid decarbonisation of the transport network; and
- c) Significantly reducing transport related social exclusion

The revised STP will be clear about our connectivity requirements between places in the North and between the North and the rest of the UK to deliver the outcomes and objectives of the plan, including the key road, rail and freight connections within TfN's Strategic Development Corridors. It is realistic about the scale of challenge we face to improve connectivity across the North (with strongest focus for TfN on improving connectivity between places and key economic assets), and why the current system is holding back investment.

The vision and strategic ambitions for the North in the STP will be underpinned by a clear set of outcome measures and supporting metrics that will, collectively, guide TfN government and partner authorities in its implementation. The inclusion of clearly defined metrics underpinned by a robust monitoring and evaluation strategy and clear 'golden thread' between activities and outcomes represents a major step forward from the previous STP, including:

- a) Including a "right share" metric that will support efforts to reduce car dependency and create the capacity required to accommodate growth on our public transport networks;
- b) Explicitly recognise the scale of change required in accessibility required to unlock opportunity and reduce social exclusion;
- c) Put in place a long-term ambition to double the share of freight carried by rail and
- d) Adopting the "vision zero" approach to eliminating deaths on our major road network by 2050.

Interim milestones for key metrics will identify the progress required over the next 10 years to deliver on the longer-term outcomes, reported through an annual TfN action plan, which we intend to introduce from 2024.

The STP will support the preparation of the next round of Local Transport Plans, and so with partners we have developed the Policy and Place framework to provide a more robust and transparent demonstration of what needs to be true to achieve the outcomes in STP2 across the different geographies of the North. This innovative approach provides a tool to help ensure the high-level vision and objectives of the plan translates into meaningful outcomes and policies for all parts of the North's economy and society. This will form part of TfN's offer to local transport and combined authorities as part of our new role supporting the development of local transport plans.

### **7. Shaping the Future**

Accompanying TfN's first Strategic Transport Plan was an ambitious Investment Programme which we have used, through Statutory Advice and other collaborative work, to feed into the respective investment processes for rail and road.

We will continue to make advice on the Roads Investment Strategy (RIS3) and the Rail Control Period 7 (CP7) process. In the case of rail, the majority of enhancements are delivered through the DfT's Rail Network Enhancements Programme (RNEP) and we will continue to use our seat at the table through Rail North Partnership to shape and support the programmes. We have supported the business case for central Manchester rail investment through the TAME team and are chairing the DfT's Stakeholder Forum for TransPennine Route Upgrade ensuring that partners have a strong voice in the delivery arrangements and helping ensure that the maximum value of the committed investment is delivered.

Whilst there is a clear need for investment in physical infrastructure on the North's road and rail networks, fares and ticketing (particularly complexity and value for money) are major barriers to travel. In 2023/24 TfN will continue to build on its new Connected Mobility service. An outline strategy was endorsed by the Board in 2022/23 and this is being developed into a full strategy to present to the board in summer 2023.

The core objective of this strategy is to be a catalyst for sharing best practice and common standards, reduce duplication of effort and make the case for more joined up investment through collaboration with partners. Whilst there will be a focus on fares and ticketing (including the roll out of Pay-As-You-Go Ticketing as committed in the IRP), the strategy will extend to other digital initiatives including bus data sharing, demand responsive systems and journey planning. In 2022/23 TfN utilised supplementary funding from the DfT to provide specific support to partner authorities who had identified a need and we plan to build on this under the guide of the Connected Mobility Hub.

We have led the way in publishing the UK's first Electric Vehicle Charging Framework and Evidence Base, using data on travel demand, the rate of and distribution of the uptake of electric vehicles to identify where, when, and how chargepoints will be required to meet demand over the next decade. This provides public and private sector partners with information they can use to plan for the installation of chargepoints and electricity supply infrastructure. In 2023/24 we will support local authority partners work on accessing government funding through the Local Electric Vehicle Infrastructure (LEVI) fund.

## TfN Business Plan – 2023/24

In 2023/24 we will update Transport for the North's Future Travel Scenarios. First developed with input from partners and industry experts in 2019 the scenarios identify a range of plausible futures, impacting on travel demand over the period up to 2050. The scenarios encompass a wide range of change levers (e.g., Spatial planning policy, mobility pricing, societal trends and use of technology). In 2023 we will update the scenarios to reflect the updated Northern Powerhouse Independent Economic Review, changes resulting from the impact of the Covid pandemic, and the increasing emphasis on the need to reduce carbon emissions. This will provide critical underpinning evidence to update the TfN Decarbonisation Strategy and to shape TfN recommendations on transport investment.

In 2020 the UK government made the commitment to end the sale of new petrol and diesel cars and vans by 2030. The electrification of road vehicles means that the exchequer will lose revenues from fuel duty and road tax. (c.£35bn/yr)<sup>1</sup>. Future measures should not solely be about the money, nor should we be considering road pricing alone. TfN is committed to promoting the need to consider all modes of transport when making investment choices and will seek to engage with government and industry partners to help shape the debate on achieving a fair transition to a new approach to paying for how we use our roads and determine how revenue raised is invested in all forms of surface transport.

There is now a substantial pipeline of rail investment schemes through the North of England Programme (funded by the DfT). Whilst these are at various stages of development, and not all are committed, they cover the majority of areas that could be considered bottlenecks or in need of other investment (for example, Central Manchester, West Coast Main Line North, Hope Valley, Sheffield, TransPennine Route Upgrade, Leeds Station Area (including Bradford), East Coast Main Line (North of York), Darlington and Hartlepool).

In parallel with the planned review of rail services, TfN will also review the investment programme against the emerging Strategic Transport Plan and bring forward recommendations to the board where gaps are identified or there are opportunities to speed up or otherwise enhance delivery. Examples of the latter are contained in TfN's Journey Time and reliability/resilience programmes where there are opportunities to add to speed up industry schemes to deliver quick wins that could significantly improve the position for customers in the short-term.

### **8. Implementation through Collaboration**

Implementation of the Strategic Transport Plan outcomes relies on a combination of statutory advice (to the Secretary of State for Transport) and effective collaboration with the delivery partners. Network Rail, National Highways and HS2 are members of the TfN's Board.

TfN works with DfT to oversee delivery of the rail service contracts for Northern and TPE. TfN also inputs into the DfT's rail investment programme, through involvement in industry programmes.

This is the first stage of devolution and a building block for the Rail Reform plans for greater localisation. We will continue to use our roles to shape the

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<sup>1</sup> [Source Office for Budget Responsibility \(obr.uk\)](https://obr.uk), this figure excludes VAT applied at a rate of 20% to fuel.

## TfN Business Plan – 2023/24

development of services and infrastructure and help ensure that the two are integrated as far as possible.

Train services and other outputs are determined through an annual business planning process. TfN's will continue to ensure that its input helps ensure that the North's specific needs and issues are reflected in funding allocations. Given the tight financial situation for rail services we will take a lead on co-ordinating a review of rail services in the North to demonstrate how the available resources can be best deployed to maximise value for money alongside specific social and economic need in line with the Strategic Transport Plan.

Building on the Rail North Partnership, TfN's Board has set out the principles for entering into a new partnership with Great British Railways as part of the Rail Reform agenda. We will develop these principles into a specific proposal and 'case for change' with a view to transitioning to the new set of arrangements in parallel with the formal creation of Great British Railways. The core principles of transparency, accountability, localisation and integration will continue to be at the heart of our proposal which will be developed alongside (and integrated with) other partnerships including between GB Railways and Greater Manchester.

We are working collaboratively with National Highways to provide evidence on the North's requirements for investment in the strategic road network (SRN), inputting to RIS2 Programme delivery and work on shaping recommendations for future RIS investment. This includes development of TfN recommendations for SRN investment and contributing to the strategic and economic dimensions for RIS3 pipeline studies, feedback on emerging SRN Route Strategy documents and support for early stage assessment of the strategic need for interventions.

The STP is about effecting change in the way we plan, develop, and implement solutions with our partners. Delivering the outcomes in the revised STP will require longer term system reform, including:

- The simplification of funding streams, thereby removing cost and inertia from the delivery of investment.
- Greater flexibility in the application of the funding available, to ensure that it is targeted towards the delivery of outcomes that are place-based and user-centred.
- An increase in the total investment made in the North's infrastructure and services.

### **9. Evidence-Based Strategic Thinking**

Our core technical capability and capacity has been developed to make the case for investment in transport in the North of England and the opportunity is now to deploy that capability for the benefit of our partner organisations in our developing role as a regional Centre of Excellence. This includes:

Our advanced analytical framework and TAME team will continue to support the department's work on Northern Powerhouse Rail and the Integrated Rail Plan. TfN will work with our STB partners and DfT to develop products for wider application as part of the Common Analytical Framework.

## TfN Business Plan – 2023/24

Our support for Local Transport Authorities and Combined Authorities to deliver revised local transport plans, including direct support on Quantified Carbon Reduction. TfN will develop new tools and deploy existing assets to support LTAs with their plans.

In 2023/24, TfN will explore and agree with partners how we'll develop the offer to partners on a wider range of transport and economic development activities including business case and scheme development, helping to accelerate investment and reduce development costs.

### **10. Our People and Finances**

Whilst there is no change in TfN's statutory role as a Sub-national Transport Body, the Budget and Business Planning processes required a review of activities to ensure that they are focused on TfN's statutory role and responsibilities and are affordable.

In reshaping and reducing our establishment over the last 12 months the focus has been on ensuring that TfN remains capable of delivering its priority areas of activity. A guiding principle throughout has been to focus on retaining and further strengthening TfN's technical capacity and capability which will be critical as we continue to develop our role.

The need to reshape TfN has been an opportunity to rationalise and simplify our processes and support functions to minimise overheads whilst continuing to meet the requirements of being a statutory body.

Despite these challenges, the North's leaders are committed to their pan-Northern objectives; continued collaboration; and securing a proactive and increased role in decision-making over the North's transport networks, whether through investment priorities or oversight of project delivery.

#### **Business Model**

TfN is funded almost wholly by Government. Our new operating model for TfN, which was successfully introduced during 2022-23, places greater emphasis on investing in TfN's technical capacity and capability. Therefore, our Budget and Business Planning processes have been implemented with a reduced emphasis on commissioned activity.

This Business Plan is based on an establishment for 2023/24 of 111 roles; of which 42 are to provide hosted activities (comprising 18 posts in the Rail North Partnership team and 24 posts within TAME). This modest increase in our establishment (circa 7 roles) is being made to support the delivery of the incremental priorities identified in the funding allocation letter around support for local government partners and other Strategic Transport Bodies. Recruitment of staff moving forward will be on a permanent basis given that this represents a better value for money proposition compared with the continued use of interim or consultant-based resourcing solutions.

## TfN Business Plan – 2023/24

The key factor affecting TfN on a medium-term basis is a cost base that is subject to inflation with an assumed core funding allocation that is not directly inflation linked. Such factors are not unique to TfN and we will work with DfT to establish potential solutions ahead of a future Spending Review.

### Expenditure

In order to deliver the activities set out in the Business Plan, we have total budgeted expenditure for 2023/24 of £16.1m. As a Sub-national Transport Body, we are unable to recover VAT on our purchases of goods and services.

We are subject to the same regulatory environment as local and combined authorities and must discharge our responsibilities as an autonomous body. We must also act in accordance with the Memorandum of Understanding that we have with the DfT.

In 2023/24 expenditure is anticipated to be incurred against the following activities:

Activity	Budget (£m)
<b>Operational Costs</b>	
• Rail and Roads	2.30
• Strategy, Policy and Comms	3.33
	<b>5.63</b>
<b>Business support costs</b>	
• Information technology	0.47
• Finance, procurement and risk	0.87
• Leadership	0.40
• Human resources and accommodation	1.07
	<b>2.81</b>
	<b>8.44</b>
<b>Hosted Services</b>	
Rail North Partnership	1.62
NPR Analytical Support	5.86
NPR Closure Costs	0.20
	<b>7.68</b>
<b>Total Expenditure</b>	<b>16.12</b>

### Funding

Transport for the North received its core funding allocation from the Department for Transport in January 2023. This included a Core funding allocation of £6.5m for each of the next two years and a further £0.71m, for each of the next two years, to support specific DfT initiatives that extract value from work performed

## TfN Business Plan – 2023/24

by TfN to date. Subsequent to this allocation, DfT have reconfirmed the budget to support Rail Operations and the analytical support for the NPR programme.

Organisational operational expenditure consists of those costs incurred in the delivery of the ongoing business of TfN, the infrastructure required of any public body and the supporting functions that enable TfN to deliver upon its programmes of activity and broader aspirations.

The 'hosted' services include Rail North Partnership and those analytical modelling services provided to DfT in support of the NPR outline business case.

TfN will draw from reserves, the majority of which will be utilised to cover one off costs in 2023/24.

The funding that we can draw on during the year to pay for our budgeted expenditure is therefore as follows:

<b>Activity</b>	<b>£ m</b>
<b><i>Core duties</i></b>	
Core Grant	7.21
Rail North Grant/Local Contributions	0.32
Other income	0.08
Use of reserves	0.83
	<b>8.44</b>
<b><i>Hosted Services</i></b>	
NPR Analytical Support	5.86
Rail North Partnership Grant	0.96
Rail North Grant/Local Contributions	0.40
Contract Income	0.28
NPR Closure Costs	0.20
	<b>7.68</b>
<b>Total Resource</b>	<b>16.12</b>

### **Reserves strategy**

All local government bodies – including Transport for the North – are required to operate to a locally defined reserves strategy that ensures the organisation always holds a prudent level of reserves. A prudent reserve strategy is particularly important to us as an organisation as we have few other levers to mitigate financial risk. We cannot access credit for short-term cash flow management or long-term investment, nor can we levy or precept upon a local tax base to underwrite our operations.

As noted above, most of our funding for hosted services can only be drawn down as and when it is required, while most is ringfenced for the purpose for which it has been allocated. This means that our reserve strategy must be managed in conjunction with the use of the annual core grant allocations, as core grant is the only discretionary resource we hold that can fund all expenditure.

We have forecast an opening reserve balance of £3.7m, based on forecast outturn at 31 March 2023.

## TfN Business Plan – 2023/24

Based on the new operating model, which places more emphasis on investing in retaining TfN's technical capacity and capability and the challenge of unindexed grant allocation with a cost base subject to inflationary pressure, our strategy retains the requirement for a minimum reserve of £2m.

### **Value for money**

We recognise the absolute requirement to deliver our programme of works efficiently and effectively. In order to ensure value for money, we have implemented a procurement framework which requires that the procurement of goods or services includes a competitive process that is appropriate to the value and complexity of the services/products and minimises barriers for suppliers to participate in such exercises.

### **Risk management**

We have developed risk management processes through which we identify and address the risks associated with each main area of activity. We have adopted a Risk Management Strategy using industry best practice to create a framework within which risks are identified and evaluated prior to mitigation plans being put in place. Project and corporate risks are monitored regularly - risk is a standing item on the Audit and Governance Committee agenda, and the Corporate Risk Register is provided twice each year to the Transport for the North Board.

### **Our values**

Developed with our employees, our values and behaviours underpin our unique culture and ways of working. They influence how we operate as individuals and as an organisation, creating an agile and dynamic working environment where employees are trusted, valued and invested in.

**We make a difference**

**We do the right thing**

**We are driven to succeed**

**We collaborate**

### **Our core behaviours**

**Cultivate innovation** - Creating new and better ways for the organisation to be successful.

**Ensure accountability** - Holding self and others accountable to achieve results, even under challenging circumstances.

**Collaborate** - Building partnerships and working collaboratively with others to meet shared objectives.

**Instil trust** - Gaining the confidence and trust of others through honesty, integrity and authenticity.

**Financial acumen** - Interpreting and applying understanding of key financial indicators to make better business decisions.

### **A best practice employer**

TeamTfN is made up of the bright minds we attract and retain through continually striving to be a best practice employer. We do this by embedding and celebrating our core values across the organisation, as well as committing to nurturing talent.

## TfN Business Plan – 2023/24

This is demonstrated through numerous initiatives and organisation-wide commitments, for example becoming one of the first full members of the Greater Manchester Good Employment Charter in 2021.

It is also demonstrated through various accreditations including as a Living Wage Employer; a Disability Confident Employer; and a signed-up member of the Chartered Institution of Highways & Transportation's Diversity and Inclusion Charter. This is backed-up in practice by championing our employee voice, for instance via our established Employee Forum, alongside our close collaboration with UNISON as TfN recognised Trade Union; this ensures we retain our reputation as a pull for talent.

### **Flexible/Agile ways of working practice:**

Based entirely on feedback from our leadership team and TeamTfN colleagues our ways of working are all about maintaining the great upsides many of our colleagues experienced from working from home during the recent Covid-19 pandemic, whilst at the same time being able to unite with colleagues for team and collaborative working as well as for more social and informal interaction.

TfN believe that, as long as business needs are being achieved, colleagues should be able to plan where they work from and manage their own working hours.

The year-ahead will, however, require TfN to re-locate its current Head Office accommodation and operations to another location within Manchester City Centre as a result our current lease arrangements coming to an end later this year. It is envisaged that this relocation process will draw out significant cost savings over years to come, whilst ensuring TfN maintains an effective and conducive working space for all colleagues.

### **Health and Safety**

Health and Safety continues to be the cornerstone of TfN's strategy for improving the wellbeing of staff. This area of activity offers an enhanced level of resilience in providing a suitable, fit for purpose facility and associated facilities management advisory and support service.

Our approach fulfils our statutory obligations by effectively providing a framework for securing the wellbeing of our employees and others who could be affected by our actions. The appointment of a 'competent person' combined with a contracted support service offering means that the majority of Health and Safety matters, training programmes for employees and contractors, and proactive risk management, can be effectively managed/delivered flexibly to recognised standards in-house.

This approach provides the right level of engagement across a variety of stakeholders, creating knowledge and awareness of health and safety risks, and encouraging behavioural change through assessments and direct interventions including inspections and investigations, but we must continue to evolve our approach to face fresh challenges or to address existing problems in new ways such as those presented as a result of the recent Covid-19 pandemic.

### **Key Performance Indicators [to follow]**

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<b>Meeting:</b>	Transport for the North Board
<b>Subject:</b>	Strategic Transport Plan - for consultation
<b>Author:</b>	Lucy Jacques, Acting Head of Policy and Strategy
<b>Sponsor:</b>	Tim Foster, Interim Strategy & Programme Director & Katie Day, Strategy, Policy and Communications Director
<b>Meeting Date:</b>	Thursday 23 March 2023

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## **1. Purpose of the Report**

- 1.1 To seek approval to consult on TfN's second Strategic Transport Plan (STP).

## **2. Recommendations**

- 2.1 It is recommended that the Board:

- a) Approves the draft STP for statutory consultation, attached at Appendix 1 and summarised in Section 4.
- b) Notes the arrangements for finalising and publishing the remaining elements of the evidence base set out at Section 5. This includes the independent Integrated Sustainability Appraisal (ISA) undertaken alongside the development of the STP.
- c) Approves arrangements for undertaking the statutory consultation outlined in Section 6.
- d) Notes the proposed approach to communications and engagement, outlined in Section 6.

## **3. Context**

- 3.1 TfN has a statutory duty to produce a STP on behalf of the North of England. Its purpose is to set out, based on robust evidence, the strategic ambitions for transport, specifically pan-regional infrastructure priorities and issues that are common to many partners where there is efficiency in tackling them regionally. The first STP was adopted by the TfN Board in February 2019. A revised Plan has been prepared for the Board's approval. A statutory consultation will follow from May 2023, with a post-consultation version of the STP presented to Board for adoption in December 2023. An independent Integrated Sustainability Appraisal (ISA) is also being prepared and will be published alongside the consultation version of the STP.
- 3.2 The executive has worked closely with partner authorities to ensure this revised STP matches the vision and ambition of the original plan, but also incorporates the very significant work undertaken by TfN since 2019. A series of positions on key issues have been developed over the last two years and agreed with the Board, which underpin the revised STP, including:
- a) The TfN Decarbonisation, Freight and Socially Inclusive Transport Strategies.
  - b) Policy positions covering topics including international connectivity, rural mobility and spatial planning.
  - c) TfN Board positions on critical infrastructure requirements such as Northern Powerhouse Rail and HS2.

In addition, TfN has updated its work on the Northern Powerhouse Independent Economic Review (NPIER) as part of the evidence base underpinning the revised STP.

#### 4. Summary of revised STP

4.1 As previously agreed by the Board, the revised STP has the following overarching narrative:

- Restating that unlocking the economic potential of the North should continue to be a priority for the UK.
- Investment to improve connectivity is fundamental to realising the North's economic potential, reducing social exclusion, and improving quality of life.
- Transformation of the strategic connectivity between the North's cities and towns through the full Northern Powerhouse Rail proposal must be complemented by investment in integrated local transport solutions.

This will require the North and its partners to:

- Move at pace to deliver the investment in infrastructure and services that improves connectivity, particularly so as to meet the requirement to achieve close to zero carbon.
- Harness the opportunities available in a post-pandemic world to change the way we plan for, develop, and deliver transport infrastructure and services.
- Work to align investment in transport with other strategic infrastructure investment to achieve the North's ambition.

4.2 Delivering the outcomes in the revised STP will require longer term system reform, including:

- The simplification of funding streams, thereby removing cost and inertia from the delivery of investment.
- Greater flexibility in the application of the funding available, to ensure that it is targeted towards the delivery of outcomes that are place-based and user-centred.
- An increase in the total investment made in the North's infrastructure and services.

4.3 The TfN Board has previously agreed that STP2 will have a single vision for the North's transport network, supported by three strategic ambitions, which have been supported by partners. The vision is:

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

And the three strategic ambitions are:

- a) Transforming economic performance (as defined by the refreshed NPIER scenarios).
- b) Rapid decarbonisation of the transport network by 2045 (as agreed in the TfN Decarbonisation Strategy adopted by the Board in November 2021); and
- c) Significantly reducing transport related social exclusion (defined in the Inclusive Transport Strategy agreed by the TfN Board in September, and to be published when the revised STP goes to consultation).

4.4 The vision and strategic ambitions for the North are underpinned by a clear set of outcome measures and supporting metrics that will, collectively, guide TfN government and partner authorities in its implementation. As previously agreed with the Board, the inclusion of clearly defined metrics underpinned by a robust monitoring and evaluation strategy and clear "golden thread" between activities and outcomes represents a major step forward from the previous STP, including:

- a) Including a “right share” metric that will support efforts to reduce car dependency and create the capacity required to accommodate growth on our public transport networks;
- b) Explicitly recognise the scale of change required in accessibility required to unlock opportunity and reduce social exclusion;
- c) Put in place a long-term ambition to double the share of freight carried by rail; and
- d) Adopting the “vision zero” approach to eliminating deaths on our major road network by 2050.

Interim milestones for key metrics then identify the progress required over the next 10 years to deliver on the longer-term outcomes, reported through an annual TfN action plan, which we intend to introduce from 2024.

- 4.5 The revised STP is clear about the scale of challenge we face to improve connectivity across the North (with strongest focus for TfN on improving connectivity between places and key economic assets), and why the current system is holding back investment.
- a) What connectivity is required between places in the North, and between the North and the rest of the UK to deliver the outcomes and objectives of the plan, including the key road, rail and freight connections within TfN’s Strategic Development Corridors.
  - b) The importance of the North’s road network (reflecting the continued importance of the network to communities across the North but with an emphasis on the need to choose how the space available is used in order to meet needs to decarbonise, maintain access for freight and encourage more public transport use and active travel).
  - c) The critical role of the rail network in transforming the overall transport system (recognising the need to move beyond the current crisis and take clear steps to create capacity for passenger and freight growth over a sustained period of investment).
  - d) The need to invest in improving local connectivity (majoring on how this helps address the extent to which our current transport system too often acts as a barrier, how this represents an opportunity to decarbonise transport but highlighting the challenges facing LTAs in terms of funding).
  - e) The importance of investing in access to international connectivity (with our ports and airports as key economic assets).
  - f) The need to align investment across our transport system to achieve an integrated, affordable and connected offering (building on TfN’s work on integrated ticketing programme and smart mobility).
- 4.6 Alongside the NPIER, the TfN Future Travel Scenarios (which informed the regional Decarbonisation Strategy) underpin the planning and preparation elements of the revised STP, in particular the need to plan and prepare for growth in our public transport (particularly rail growth).
- 4.7 The STP is intended to support the preparation of local transport plans, and so with partners we have developed the Policy and Place framework to provide a more robust and transparent demonstration of what needs to be true to achieve the outcomes in the revised STP across the different geographies of the North. This innovative approach provides a tool to help ensure the high-level vision and objectives of the plan translates into meaningful outcomes and policies for all parts of the North’s economy and society.
- 4.8 Finally, the Impact section summarises how TfN intends to work with Government, the wider transport industry, infrastructure owners and delivery bodies, and

partner authorities to implement the revised STP. We plan to work through implementation details/delivery arrangements with partners over the spring/summer, to inform future policy and funding conversations with government.

- 4.9 In addition, the Impact section areas also covered the practical actions that TfN will take, including:
- a) TfN's role in supporting and enabling delivery both as a statutory body and through its formal role with the Rail North Partnership and as co-sponsor of NPR.
  - b) How TfN can act as a centre of excellence in strategic transport planning for LTAs, building on the industry leading analytical capability held within TfN and wider expertise in transport planning and business case development.
  - c) Working with partners on a revised investment pipeline.

## **5 Supporting Evidence base/Integrated Sustainability Appraisal**

- 5.1 The remaining elements of the TfN evidence base, which underpin the revised STP, are planned to be published alongside the consultation. This includes work already agreed by the Board, such as the updated Northern Powerhouse Independent Economic Review scenarios, Social Inclusive Transport Strategy ("Connected communities") and the Strategic Rail Report which was approved by the Rail North Committee.
- 5.2 The Socially Inclusive Transport Strategy was agreed by the Board in September and has now been strengthened and revised following the consultation held in 2022 as set out in Appendix 2.
- 5.3 The Strategic Rail Report was agreed by the Rail North Committee on 22<sup>nd</sup> February, since then officers have undertaken some further engagement with Train Operating Companies who were broadly supportive of the work but have asked for the document to further clarify a number of points. The high-level messaging from this report are already contained in the revised STP.
- 5.4 The technical work for the Northern Powerhouse Independent Economic Review has been finalised and the publication is being prepared in close collaboration with the NP11. The conclusions of the work are in revised STP and are unchanged from those reported to Board in December 2023.
- 5.5 TfN officers have also been working with Arup on the independent Integrated Sustainability Appraisal (ISA) that will accompany the STP when published for the consultation, as set out in Appendix 3. This is a legal requirement.

The main conclusions from the first rounds of iterative assessment on revised STP, undertaken across December 2022 and January 2023, are as follows:

- No potential conflicts between ISA and STP objectives.
- Scope for enhancement of both STP headline objectives and the Policy and Place Framework to include further consideration of:
  - Protection for historic environment and landscapes/townscapes.
  - The need for prudent use of natural resources.
  - More explicit reference to opportunities for local nature recovery and Biodiversity Net Gain.
  - The need to highlight the responsibility of delivery partners where measures are outside of TfN influence.

The STP2 has continued to be developed with these recommendations in mind and we have endeavoured to address as many as possible in the version presented to Board. Note a full re-assessment is currently underway on the latest version of the STP2 which will conclude ahead of the consultation version being published.

A Habitat Regulations Assessment (HRA) is running concurrently, with engagement with Natural England. The results of the Stage 1 HRA Screening indicated that a Stage 2 Appropriate Assessment is required. This will be published for consultation alongside the draft STP and ISA Report.

- 5.6 The Monitoring & Evaluation Strategy (Appendix 4) has been worked up in consultation with partners' officers throughout 2022 and sets out how we will monitor and report progress (for example on decarbonisation) against the STP vision and objectives through an annual report and action plan. The action plan will also provide the opportunity to formalise and strengthen the Board's statutory advice to Government and maintaining a focus delivery.
- 5.7 There are a further two documents which will be part of the evidence underpinning the consultation draft, namely the Vision & Objectives, which was previously shared with TfN Board in December and Policy and Place framework (Appendix 5). Both of which have been developed in collaboration with partners throughout 2022 and have already been through extensive TfN governance including TfN Board, Partnership Board, Executive Board and Scrutiny Committee. These documents provide much more detail and context to these aspects of the revised STP and will form a key part of the supporting evidence base for TfN and our partners moving forward, thus ensuring our work remains outcome focused, place based and user centric.

## **6 Consultation strategy and communications/engagement approach**

- 6.1 Subject to the Board's approval, planning is underway for a statutory 12-week consultation process to be undertaken following local election and running through May to August 2023. This timing is necessary in order to enable the Board to be in a position to consider the final draft before the end of the calendar year.
- 6.2 The purpose of the consultation is to seek views and comments on the document, enabling us to refine and improve it ahead of adoption as statutory advice to Government. Equally though, it is an opportunity for early dialogue, ahead of a general election, to inform policy thinking; and it can help local engagement to inform local transport plans.
- 6.3 In preparing for the consultation, it will be important to ensure the suite of consultation materials manage public expectations regarding what is in TfN's sphere of influence and is focused enough to ensure easy engagement, so that means being clear what the STP is (and isn't) and focusing attention to help augment the document ahead of adoption.
- 6.4 This approach will inform our detailed communications and engagement planning, which we will do post-Board as we prepare to launch the consultation.
- 6.5 That planning will include preparing relevant briefing matters (such as core script), presentation tools and other communication aids to help build understanding of the STP (its purpose and its content) to ensure we gather appropriate feedback. This may include infographics, videos and case studies. We would like, as part of adopting the revised STP in due course, to utilise the 'Policy and Place Framework' to create local case studies that help build understanding for communities on what the STP means for them.
- 6.6 We want to continue the regular, two-way engagement that has underpinned the development of the revised STP as we move into the consultation phase. So, the routine meetings we have with partners and other stakeholders, as well as 'piggybacking' on appropriate local/regional/national events, will also be opportunities to discuss and get feedback on the STP.
- 6.7 Partners, including the Scrutiny Committee, have already provided ideas to shape our planning, such as utilising local communications team to reach audiences and

also briefing local members to engage their communities. Importantly we want to reach different groups and audiences that we might not normally engage with – perhaps those impacted by transport related social exclusions for example – to give us a broader perspective. So, drawing on local expertise to reach such groups, and potentially some of TfN’s research channels (such as our new Citizen’s Panel) will inform our planning.

- 6.8 We intend to pose a few key questions in the consultation, as is standard practice in statutory consultations, to target feedback. These will be developed in April.
- 6.9 We will deploy a mixture of methods to engage stakeholders, including:
- A live online virtual consultation room.
  - Virtual and face to face events with key groups.
  - Option for TfN ‘talks’ webinars with specific stakeholder groups and/or on specific STP topics (for example, to enable more detailed exploration of the three strategic ambitions, or underpinning evidence/case for change).
  - Digital media, including TfN website and social media channels.
- 6.10 Due to resources, we are assuming we are planning to hold around three face to face events around the North, depending on local demand, throughout the consultation supplemented by virtual workshops, which could be targeted at specific stakeholder groups as necessary, such as
- Politicians, local and national
  - Local Transport Authorities / Local Enterprise Partnerships / Combined Authorities
  - Chambers / other local business groups
  - Airports / Ports
  - Environmental transport groups.
  - Other interested parties, such as local community groups and other sub-national transport bodies.
- 6.11 We are procuring a consultant to deliver the online consultation tool and help us process / analyse responses. They will also assist TfN’s communication team to deliver our engagement plans. As ever, we will ensure the views of partners are considered throughout and final plans shared as appropriate.
- 6.12 To support us with preparing for the consultation it would be helpful to get some early steers from TfN Board on how members and partners can support that process and views on the planned approach set out above.

## **7. Next steps**

- 7.1 Following the Board meeting, further work will be undertaken on the presentation of the draft Plan prior to consultation launch in mid-May. Officers will continue to prepare for the consultation process during the pre-election period and publication of the remaining evidence base outlined in Section 5 above.
- 7.2 Following the consultation process, the STP will then be revised as necessary and resubmitted to Board for adoption in December 2023. An interim update to Board on the outcome of the consultation and any proposed changes to the STP will be provided in September.

## **8.0 Corporate Considerations**

### ***Financial Implications***

- 8.1 The financial implications related to STP publication and consultation are captured in the 2023/24 budget presented for approval under item 4.

### ***Resource Implications***

- 8.2 The necessary resources to prepare the revised STP to the timeline set out in this report have been identified and agreed, aligned to TfN's Budget & Business Planning Process for FY2023/24.

### ***Legal Implications***

- 8.3 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***

- 8.4 This paper does not require a risk assessment. TfN's Corporate Risk Register includes risks associated with the revised STP.

### ***Environmental Implications***

- 8.5 A full Integrated Sustainability Appraisal (ISA) and Habitat Regulations Assessment are being prepared to accompany the revised STP, supported by external expertise. As noted, the ISA2 Report will be consulted upon alongside the revised STP during 2023.
- 8.6 The draft Vision & Objectives document and Policy and Place Framework were subject to iterative rounds of appraisal during December 2022 and January 2023. Overall, the results of the compatibility assessment indicate that the objectives provide a firm underpinning to help ensure that the sustainability performance of the plan can be maximised.
- 8.7 TfN plan writers made changes to the draft plan directly due to these early ISA2 assessment outcomes flowing from the iterative assessments in December 2022 and as a result both policies and plan objectives scored stronger across the ISA2 framework within the 2023 assessment.
- 8.8 A further re-assessment of the draft STP, as well as a Stage 2 Habitats Regulation Assessment (HRA), is expected to be undertaken during March and early April. The outputs of this later stage of appraisal, as well as the HRA, will inform the main ISA2 report, when it is shared as part of the consultation.

### ***Equality and Diversity***

- 8.9 To accompany the revised STP we have undertaken an Equality Impact Assessment as part of the wider Integrated Sustainability Appraisal (ISA), where possible the findings of these have been addressed in the current draft.

In addition, TfN's Transport Related Social Exclusion workstream 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 revised STP.

### ***Consultations***

- 8.10 As detailed above, the revised STP has been developed with partners, taking on board as necessary their extensive feedback. The statutory consultation is now planned for May, for a 12-week period.

## **9.0 Appendices**

- 9.1 Draft second Strategic Transport Plan, March 2023
- 9.2 Connected communities' consultation outcomes, March 2023
- 9.3 Integrated Sustainability Appraisal 2, Full Board Report, March 2023
- 9.4 Draft Monitoring and Evaluation Strategy

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

- |          |  |
|----------|--|
| a) STP   | <i>Strategic Transport Plan</i>                        |
| b) ISA   | <i>Integrated Sustainability Appraisal</i>             |
| c) HRA   | <i>Habitats Regulation Assessment</i>                  |
| d) NPIER | <i>Northern Powerhouse Independent Economic Review</i> |

# Strategic Transport Plan Draft Report

March 2023



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# 1. Executive Summary

## Our Role and Purpose of this plan

An effective, efficient Northern transport network is a fundamental part of everyday life – connecting people to jobs, health, education, and leisure opportunities, connecting businesses to each other and employees, and allowing the efficient movement of goods and services.

As Transport for the North, we speak with one voice on behalf of the North of England for transport. We are a statutory body made up of elected leaders and business leaders from across the whole of the North, we collectively represent all of the region’s 16 million citizens.

Our role is to advise Government on the priorities for investment in the North’s transport system, informed by our local knowledge, expertise and evidence, and with a particular focus on connecting places across the North. This plan, our second Strategic Transport Plan sets the vision, objectives and the North’s long term strategic transport priorities up to 2050, creating a consistent framework for our work with government, local transport bodies and delivery bodies.

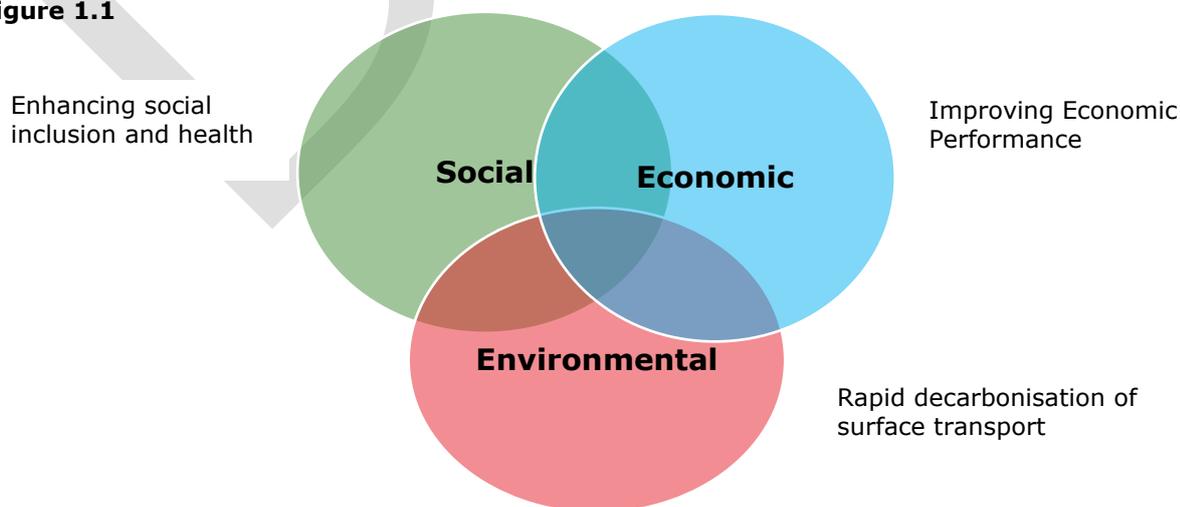
To reflect the North’s diverse people, places, and the scale of the transport challenges we face, we have developed this STP with five key principles in mind: **user-centric, outcome-focused, placed-based** strategy that is underpinned by robust **evidence**, enabled by a **systems approach**, which recognises the need to integrate transport solutions with energy, spatial planning, and digital connectivity.

## Our Vision

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

Our Vision is supported by three clear Strategic Ambitions the North wants to achieve (see figure 1.1).

Figure 1.1



## Draft Strategic Transport Plan

Our strategic ambitions are underpinned by three core TfN strategies that embrace the principles of this plan:

- The **Northern Powerhouse Independent Economic Review (NPIER)** which identifies the economic prize of closing the productivity gap between the North and the UK at £2tn between now and 2050.
- TfN's **Regional Decarbonisation Strategy** which sets the need to achieve near zero carbon emissions by 2045,
- Our **Socially Inclusive Transport Strategy** ("Connected Communities") which builds on our ground breaking work on Transport Related Social Exclusion (TRSE) to remove the risk of TRSE for a million people across the North.

To achieve our vision and strategic ambitions, we need to address these connectivity challenges by creating a transport system in the North that enables:

- Strong, interdependent, and integrated labour markets, working collectively to drive up productivity and growth through agglomeration.
- Fast, frequent, and reliable connections between our economic centres for goods, people, and business; with equally strong outwards facing connections to other parts of the UK and to our international gateways.
- Policy changes that will accelerate the decarbonisation our transport network; as well as reduce car dependency both within and between places.
- Safe, reliable, and accessible public transport networks, both at a pan-regional and local levels, which open access to opportunities for all communities across the North.

Improvements in the transport network need to be considered as part of an overall solution to a complex set of economic, environmental, and social challenges facing the North of England. When goods, services, knowledge, and skills move more freely, greater collaboration and transformational economic growth will follow. The STP identifies three connectivity needs for the North:

- Pan-Northern connectivity, sustainably connecting the economic centres of the North through our seven Strategic Development Corridors and the delivery of the full HS2 and NPR network.
- Connectivity between the North and other parts of the UK, recognising the North's critical role in connecting all parts of the UK not least for moving freight.
- Supporting our member authorities to transform local connectivity within all places of the North, including cities, towns, coastal and rural areas.

Poor road and rail connectivity is holding back the North, an issue exacerbated by current deficient performance of our rail network. The result is a dependency on private transport for many in the North, which acts as a barrier to opportunity and hinders efforts to decarbonise travel. The North's economic and social challenges manifest in lower-than-average wages for workers, which subsequently leads to multiple and adverse consequences such as increased benefit dependency, increased health and social care costs, and lower aspirational motivations.

The way in which businesses and people responded to the pandemic highlighted how the need to travel and the way in which we travel can change rapidly. It showed that there is nothing permanent about our current travel choices. Moreover, the evidence is clear, if we are to achieve national strategic outcomes – like decarbonisation – then we must harness such change

positively such as new emerging technologies which are transforming the future travel demand and choice.

Our STP is clear, we recognise that future transport investment programmes must support the need for better outcomes in transport decarbonisation, inclusivity, biodiversity, and sustainable growth in economic productivity. The shift to this 'decide and provide approach' is essential to ensure an integrated transport network fit for the future.

Our future travel scenarios show how the future travel needs of the North need to be accommodated, particularly in terms of preparing for significant growth in public transport needs and specifically rail growth needed to support growth across the North. This requires integrated solutions across a range of policy areas and sustained investment at a level of place.

### **Our strategic priorities across rail, road, and local connectivity**

Given the scale of these challenges, investment is required to support both pan-Northern connectivity and local transport systems. That investment must recognise:

- Our rail network and wider connections must transform the access to opportunities for millions of people, recognising the need to move beyond the current crisis and take clear steps to create capacity for passenger and freight growth over a sustained period of investment.
- Delivery of the full NPR and HS2 network is an essential part of growing our economy and decarbonising the network. This STP reaffirms TfN's strategic priorities for rail including the need for commitment to our preferred NPR network which includes a new line from Liverpool to Manchester via Warrington, a new line from Manchester to Leeds via central Bradford and significant upgrades to the Hope Valley and East Coast Main Line routes to ensure effective services through to Sheffield, Hull and the North East.
- The critical importance of the North's road network to our economy and supporting our modern society. Roads are a multimodal asset and provide the public space we all use to move around, whether that be on foot by bike, bus, or car, as such they are an essential community asset. We need to choose how the space available is used in order to meet needs to decarbonise, maintain access for freight and encourage active travel and only focus investment where truly needed.
- The importance of local connectivity and multimodal integration in providing door-to-door sustainable transport for people and goods. There is a need invest in improving local connectivity and how this helps address the extent to which our current transport system too often acts as a barrier and how this represents an opportunity to decarbonise transport.
- We need to ensure we maintain and grow an efficient multimodal freight network by improving gaps in connectivity. Delivered holistically, this will allow the economy of the North to be more productive, efficient, and sustainable while at the same time improving the environment, health, and wellbeing.
- Increasing the North's international connectivity to perform at a global stage can attract and facilitate businesses and entrepreneurs to work together and reach customers and suppliers across the North, the UK, and the rest of the world. This will encourage outward and inward overseas trade and investment, which will facilitate economic growth.

### **A place based approach**

The successful delivery of our strategic ambitions and headline objectives can only be achieved through a collective effort nationally, regionally, and locally. This can be achieved through

effective transport planning and ensuring a strong golden thread through the following key policies and implementation at national, regional, and local level.

Our policy and place framework uses TfN's extensive evidence base and expertise to identify what policies might best support different types of places in the North to achieve our collective vision and objectives and ensure that pan-Northern connectivity and local transport systems can be designed in a complementary way to maximise the benefits to passengers.

### Implementation

Since being established in 2018, TfN has established a compelling reputation for clear forward thinking on transport issues, industry-leading technical expertise, local knowledge, and relationships. The implementation of this ambitious and challenging STP will require a concerted sustained effort across the North.

This STP has demonstrated the scale of change needed to deliver the required outcomes the North wants to see, as well as the significant challenges faced by the current state of the transport system. Creating a virtuous circle of investment leading to mode shift for people and goods, more efficient use of road and rail networks, higher public transport patronage, and higher public transport while delivering better outcomes for the North's places, and communities requires a fundamental change in approach.

The evidence base assembled within this STP demonstrates how investment in the North's infrastructure contributes to achieving agreed outcomes on reducing carbon emissions, improving health, and achieving sustainable economic growth. This will require at a minimum alignment of decision making in transport investment with that in energy systems and digital connectivity. TfN's ground-breaking work on EV charging infrastructure demonstrates how we can build strategic partnerships to affect change.

The STP sets clear metrics through which progress on critical issues, such as accessibility, clean air, road safety and performance, can be measured. We are proposing to closely monitor trends in use of public and private transport for passengers and freight using the "right share" approach. We will work with our delivery partners, businesses, the transport industry, and government to support the delivery of schemes, influence policy and ensure over the next parliament we are on track to deliver on our intermediate 2030 targets and long term 2050 objectives.

Tackling the transport challenges in the North will also require considerable reform of the transport system, and while significant progress has been made by the TfN, government and Local transport bodies (LTBs) since 2015, there is more to do.

To achieve the agreed strategic outcomes for the North there is a need for targeted investment in transport, as identified in this STP, combined with complementary policy and investment focused on education, health and on supporting key sectors of the economy. The NPIER demonstrates how a consistent long-term public-sector approach to policy and investment would lock in private sector capital and generate a positive return on government investment through additional tax revenues and lower spending on health interventions and welfare funding by 2050.

To support strategic planning of transport as part of a systems approach, TfN recommends that a five-year regional indicative funding envelope is established, within which statutory advice on infrastructure and service priorities is prepared and which complements simplification of funding at the local level. An indicative five-year funding envelope, accompanied by longer term notional envelopes and built into existing regulatory and statutory processes, would bring significant opportunities to accelerate decision making, reduce uncertainty and avoid duplication of effort at national, regional, and local level.

## 2. About Transport for the North

Transport for the North (TfN) is the voice of the North of England for transport. We are a statutory body of elected leaders and business leaders from across the North, who collectively represent the region's sixteen million citizens and 1.1m businesses. Complementing the work of existing local transport bodies (LTBs), and with powers devolved from central Government, our role is to add value by ensuring that funding and strategic decisions about transport for the North are informed by local knowledge, expertise, and requirements.

### 2.1 Our role as a statutory body

Established in 2018, our statutory role (as set out by Government) requires us to develop and implement a **Strategic Transport Plan (STP)** that communicates pan-Northern priorities to the Secretary of State for Transport and explains how we will act as a statutory partner in delivery of infrastructure and services on behalf of the North's 20 LTBs.

We work at a regional level, focusing on improving strategic connectivity for and within the North. This STP sets out the case and priorities for better connecting the places and economic centres of the North to unlock economic potential, increase opportunity, and decarbonise our travel choices. Our work explicitly recognises that it is the whole 'door-to-door' journey that matters for people and goods. For our transport systems to work efficiently and effectively, it is crucial that pan-Northern road and rail networks are well integrated with local roads and public transport, as well as walking and cycling networks.

While interventions to support local roads, local public transport networks, walking, and cycling will mostly be made at a local level, these can reduce congestion, help decarbonise our communities and enable access to pan-Northern transport networks. This is why we work closely with local transport partners to help create a more integrated, healthy, and resilient overall transport system. We also work nationally with Government, other Sub-national Transport Bodies (STBs), the devolved administrations and North's cross-border authorities to ensure that investment in pan-Northern transport enhances connectivity across the UK.

### 2.2 Our stakeholder partnerships

#### Department for Transport, National Highways and Network Rail

We are a partner of the **Department for Transport (DfT)** and provide statutory advice on strategic infrastructure priorities to the Secretary of State using powers defined under the Local Transport Act 2008. TfN was established with the general functions:

- a) To prepare a transport strategy for its area
- b) To provide advice to the Secretary of State about the exercise of transport functions in relation to its area (whether exercisable by the Secretary of State or others)
- c) To co-ordinate the carrying out of transport functions in relation to its area that are exercisable by different constituent authorities with a view to improving the effectiveness and efficiency in the carrying out of those functions
- d) If TfN considers that a transport function in relation to its area would more effectively and efficiently be carried out by TfN to make proposals to the Secretary of State for the transfer of that function to TfN
- e) To make other proposals to the Secretary of State about the role and functions of TfN

Jointly with DfT, we oversee rail services covering Northern and TransPennine Express contracts as part of the **Rail North Partnership**. We co-sponsor the Northern Powerhouse

## Draft Strategic Transport Plan

Rail (NPR) Programme which TfN co-designed with DfT and Network Rail. We also provide advanced analytical services to DfT in support of NPR business case and scheme development.

We work closely with **Network Rail** and contribute to long-term strategic planning for the railways in the North. Network Rail also participates in the Rail North Partnership, which helps ensure that service and infrastructure development are aligned. We are working closely with Network Rail, DfT and the GBR Transition Team on the opportunities for reforming the rail system for both passengers and freight.

We work collaboratively with **National Highways** to inform and influence the Road Investment Strategy. National Highways is responsible for the effective operation, maintenance, and improvement of the Strategic Road Network in England. Their objectives, performance indicators and targets are reviewed and agreed on a five-year cycle through the development of Road Investment Strategies.

A joint engagement framework and action plan identifies areas for collaboration and ensures that the views and objectives of TfN and National Highways are recognised and considered in the development and delivery of each organisation's respective plans. As Chapter 5 sets out, the approach to the SRN complements that for the Major Road Network.

Our pan-Northern role means we are involved in many non-statutory partnerships to ensure we take a "systems approach" to transport planning. Our strategic partnerships, which we continue to maintain and develop to ensure our plans and those of our LTB partners are informed by evidence, include:

- Regional economic strategy and development, through the NP11 and northern local enterprise partnerships (LEPs) who represent the business perspective on the TfN Board. We are supporting regional economic development, the Northern Powerhouse Independent Economic Review (NPIER), decarbonisation, and green growth activities.
- Other pan-Northern bodies including Homes for the North, the Northern Powerhouse Partnership, the Northern Gas Network, and other energy providers. We are represented on the Yorkshire Climate Commission, and have close links to bodies with a strategic interest in physical, digital, and spatial planning.
- Our UK wide role as the largest Sub-national Transport Body (STB), including our formal and strategic partnerships with Transport Scotland, Transport Wales and the other STBs across England. We have close links to the National Infrastructure Commission, Rail Industry Association, Logistics UK, and Rail Freight Group.
- Our links to academics and research through the N8 and partnership with the Institute for Transport Studies as part of the Decarbon8 programme, as well as Herriot Watt and Durham Universities on Hydrogen and IPPR North on wider social issues. We established and chair the Northern Transport Academic Forum which brings together research interests to discuss key issues.

### 2.3 About the strategic transport plan

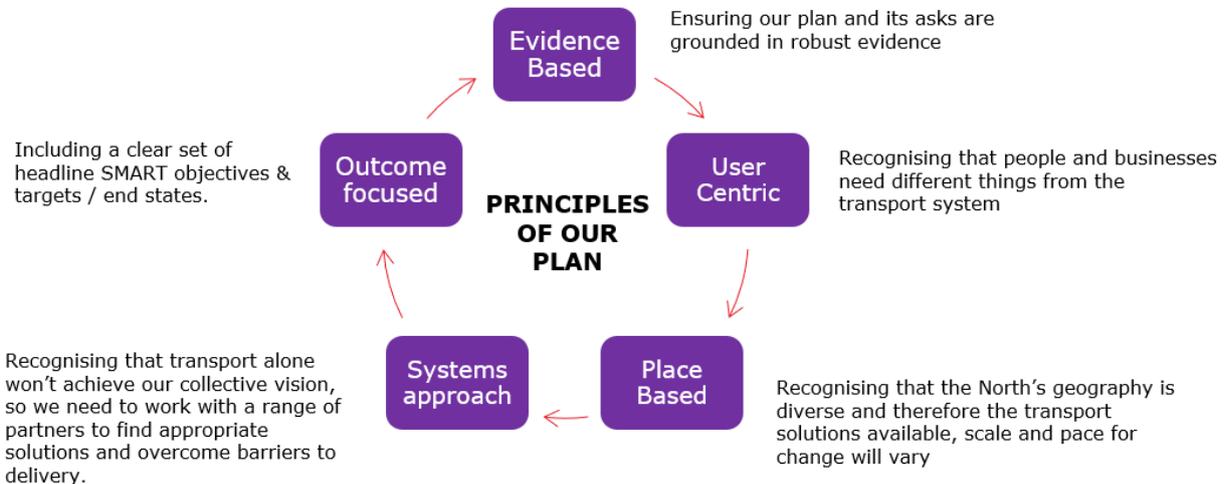
Our STP sets out the opportunities and challenges facing the North of England's economy, people, and communities, and demonstrates how improved transport links can help the North achieve its true potential. The STP recognises the North's diverse and unique people, places, transport infrastructure and business landscape. It sets out how better connecting the key economic centres across the North can transform economic performance, open opportunities for people, businesses, and communities, and facilitate the rapid decarbonisation of our transport network while recognising the impact of our transport choices on the environment.

Investment in the transport network must be considered as part of the solution to a complex set of economic, environmental, and social challenges. This is why we are outcome-focused and place-based in our thinking to ensure that the transport network of 2050 is planned and delivered as part of a coherent ecosystem. Transport can be a catalyst for change in people's lives, bringing opportunity and choice to communities and businesses. Our STP therefore aims

## Draft Strategic Transport Plan

to maximise the opportunities of an integrated, decarbonised, and more productive North by delivering modern, efficient, accessible, and affordable transport network. This STP has been developed in response to that opportunity and is built on five principles:

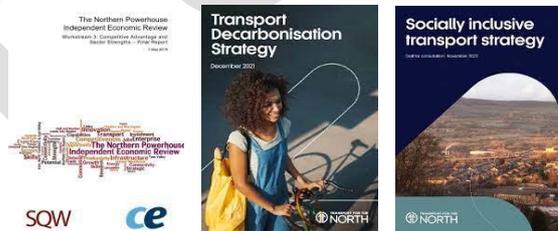
**Figure 2.1 Principles of our plan**



The STP builds on the original vision in the 2015 Northern Transport Strategy and the first Strategic Transport Plan in 2019 of "a thriving North of England, where world class transport supports sustainable economic growth, excellent quality of life and improved opportunities for all" with a renewed focus on decarbonisation and social opportunity. This STP builds on the evidence, analysis, strategy development and policy thinking we have done since that time, which is summarised in figure 2.2 below.

**Figure 2.2: Hierarchy of TfN Strategies, Reports and Policy**

Three "strategies"



Three "mode specific reports" and the Future Travel Scenarios.



Policy positions and evidence



### 3. Our vision and strategic ambitions

#### 3.1 Our vision

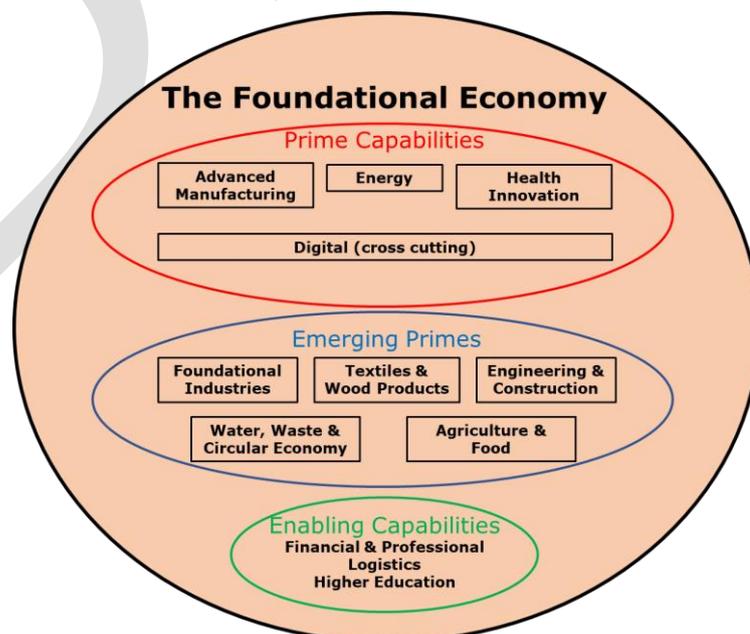
*By 2050 the North of England will have become a thriving, socially inclusive region. Our communities, businesses and places will all benefit from sustainable economic growth, improved health and wellbeing, and access to opportunities for all. This will be achieved through a transformed zero emission,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

Enabling the North to grow its economy, decarbonise its transport networks, and bring prosperity and wellbeing to its communities is a multi-decade project. It requires a clear, long-term, and sustained vision to frame the choices and investment decisions across future political cycles. Our vision and strategic ambitions have been informed by our extensive evidence base, including the 2016 **Northern Powerhouse Independent Economic Review (NPIER)**, which was our first strategic long-term assessment of the North’s economy. This review identified seven key sectoral capabilities in the North that have the potential to support transformational growth through sustained investment in transport connectivity, skills, research and development (R&D), graduate retention, and inward investment.

The NPIER was instrumental in framing the scale of economic opportunity in the first STP. It provides the strategic economic context for this STP, and is embedded in the transport plans and economic strategies across the region.

An update of the NPIER scenarios has been undertaken to support the development of this STP. The new assessment confirms the opportunity from and continued importance of the seven “prime and enabling capabilities” of the North’s economy, as well as emerging and wider sectoral strengths, including engineering and construction, food, and agriculture. The North’s foundational economy is also significant, estimated to currently employ 67% of the North’s workforce and generating 63% of all economic output. The foundational economy describes businesses and organisations that provide essential goods and services, including transport infrastructure, services such as health and social care, and food production.

• **Figure 4.1: The North’s economic capabilities as identified in the NPIER.**



## Draft Strategic Transport Plan

TfN's **Future Travel Scenarios**, which was developed and agreed with our partners, support our adoption of the "decide and provide approach" to long-term strategic planning, building on the NPIER. These scenarios enable a better understanding of the challenges and opportunities ahead and therefore help inform the activities and outcomes needed to meet the vision and strategic ambitions in this STP. For this reason, they are integral part to TfN's decision-making and are used in conjunction with our analytical framework to help shape, test, and refine transport interventions and solutions with our partners.

The scenarios consider plausible future uncertainties from today to 2050, including:

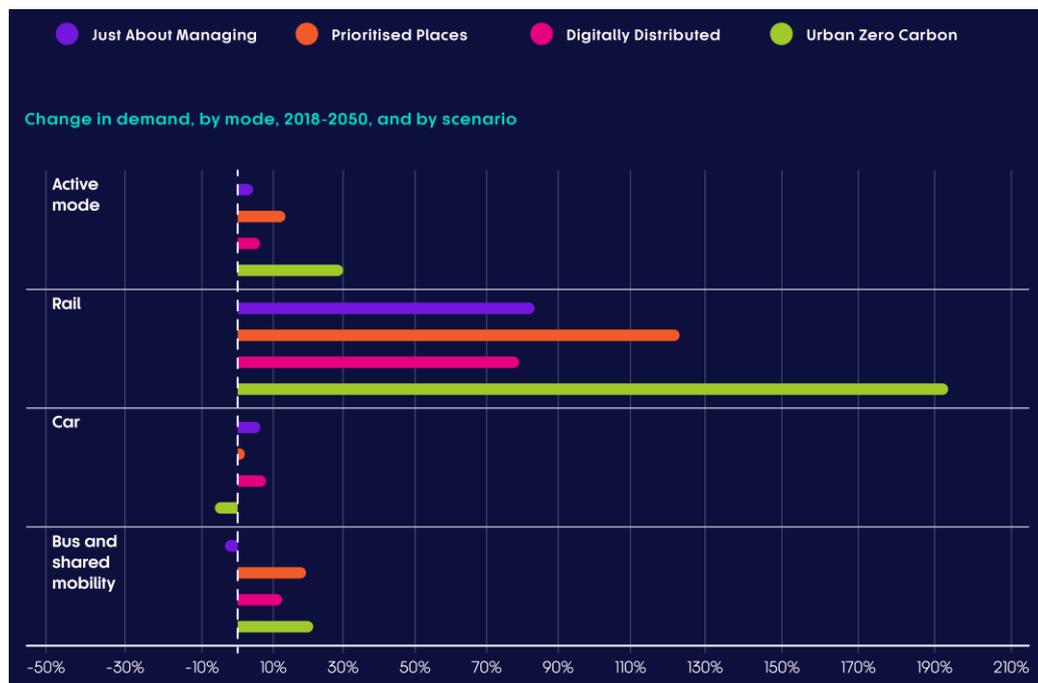


By building an understanding of future uncertainty, we can explore the impact on the future travel patterns of people, businesses, and goods. This, in turn, enables us to test the actions we might take, including potential policy levers. This approach aligns with the Government Office for Science Futures Toolkit<sup>1</sup>.

**Table 3.1: TfN's Four Future Travel Scenarios**

<p><b>Just About Managing</b></p> <p>This scenario sees a state of inertia, although this should not be taken as neutral. It sees a future where people do not alter their behaviours much from today, or give up certain luxuries, although there is a gradual continued trend towards virtual interaction. Economic growth continues at a moderate rate, but it is largely consumption-led and unequal, lacking agility and vulnerable to shocks. This scenario is led by markets, without much increase in political direction, with its biggest driver being economic.</p>	<p><b>Digitally Distributed</b></p> <p>This scenario sees a future where digital and technological advances accelerate, transforming how we work, travel and live. In general, we embrace these technological changes and the move towards a distributed, service-based transport system. Long-term climate change targets are met, but there is slow progress in the short-term due to a general preference for individualised mobility over traditional public transport. This scenario is led by technology, with the biggest drivers being technical advances and a willingness to embrace mobility-as-a-service and shared mobility in the long-term</p>
<p><b>Prioritised Places</b></p> <p>This scenario sees a significant shift in political and economic direction to ensure that no place is left behind. Every area, including cities, towns and rural and coastal areas, has a bespoke local economic strategy, supported by investment in local assets, specialisms and economic and social infrastructure. Community, localism and place-making across the North is applied to build a sense of local identity to improve local economies. There is a focus on work-life balance and social equity within and between places. This scenario is led by a change in priorities, with its biggest driver being the push for a fairer redistribution of economic prosperity</p>	<p><b>Urban Zero Carbon</b></p> <p>This scenario sees a significant shift in public attitudes towards action on climate change, and strong national Government response to meet it. There is a boost to economic productivity to levels consistent with the NPIER, primarily through a combination of urban agglomeration and place-making. Transport users demand and embrace publicly available transit and active travel options, as there is a blurring of the line between 'public' and 'private' with increasing shared mobility systems online. This scenario is led by attitudes to climate action and urban place-making, with the biggest drivers being strong Government policy and trends of urban densification.</p>

Figure 3.1: Change in demand, by mode, across TfN’s Future Travel Scenarios (2018-2050)



The modelling results show the scale of change in how and why we travel that we need to prepare for, especially the need for improved pan-regional connectivity. This includes:

- Preparing for significant increases in rail travel (passenger and freight) between now and 2050 for both passengers and freight.
- Recognising that mode shift from car to rail for inter-urban trips will be essential for both our decarbonisation and growth ambitions. While the car is likely to remain dominant mode for much of the North, particularly for rural communities, we must find the right balance that can work for different communities and places.
- Our freight flows need to grow significantly under all scenarios, reflecting both the opportunity to make greater use of the North’s spare aviation and port capacity, as well as the growth in demand under the NPIER scenarios.
- Consistent with the NPIER, infrastructure, technology and service improvements alone are unlikely to achieve outcomes we need without significant national policy intervention and the right incentives in place to facilitate and encourage behaviour change.
- We need to take a place-based approach to developing solutions. While connectivity can be a major enabler of change, the non-transport policy levers may be more important in certain situations and places.

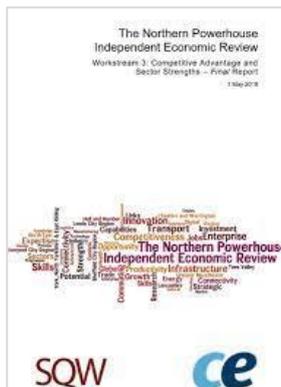
### 3.2 Our strategic ambitions

Our vision is supported by three strategic ambitions for the North:

- Transforming economic performance.
- Rapid decarbonisation of our transport network.
- Enhancing social inclusion and health.

Each ambition is transformational change for the North, requiring a combination of investment, policy change and behavioural shift to be achieved. To be successful, we must develop and agree holistic solutions across policy areas.

### 3.2.1 Strategic ambition: transforming economic performance



The North has a historical productivity gap with the rest of England. The NPIER identified the lack of agglomeration as a key weakness of the North's economy, and identified poor transport connectivity as a key barrier to creating integrated labour markets that can drive sustainable productivity growth. Since 1981, the North's economic value per person (measured as GVA) has been typically 10-15% below the average for the rest of the England, excluding London. The most recent available data reveals that gap remains 10.6% below the rest of England average (outside of London) is more than 20%.

The updated NPIER scenarios align to the work of the 2070 Commission<sup>ii</sup>, which concluded that addressing regional inequality through creating a stronger North benefits the whole UK economy.

The NPIER recognises the fundamental need for transport investment to provide faster passenger and freight connections between the North's economic centres, as well as to other parts of the UK and international gateways, to unlock sustainable economic growth. However, it also highlights a widening of the productivity gap between the North and other parts of the UK since 2016. The challenge has got bigger, but the potential opportunity remains as strong as ever. Alongside a baseline "business as usual" scenario in the updated NPIER, the four other scenarios are:

- a) A net zero scenario with a strong focus on green innovation and growth.
- b) Technology transformation, supporting research and innovation and entrepreneurialism and technology adoption.
- c) Inclusive productivity, interventions to support the health, well-being, and skills of the Northern workforce.
- d) Development supply, designed to boost the supply of commercial property and domestic housing.

When modelled together (in the fully transformational scenario), if adopted, the ambition for the North surpasses the scale of the ambition for GVA growth and job creation in the 2016 work and also the level of productivity by 2050 of the rest of England (excluding London). This would result in an economy in the North that would be £118bn per annum larger by 2050 than current forecasts. We significant additional investment could result in strong economic and fiscal returns to the UK economy and the public purse. The return on investment, excluding the wider societal benefits of achieving net zero, would be around 2.8 times the investment, with additional revenue back to the public purse of around £720bn.

### 3.2.2 Strategic ambition: rapid decarbonisation of surface transport

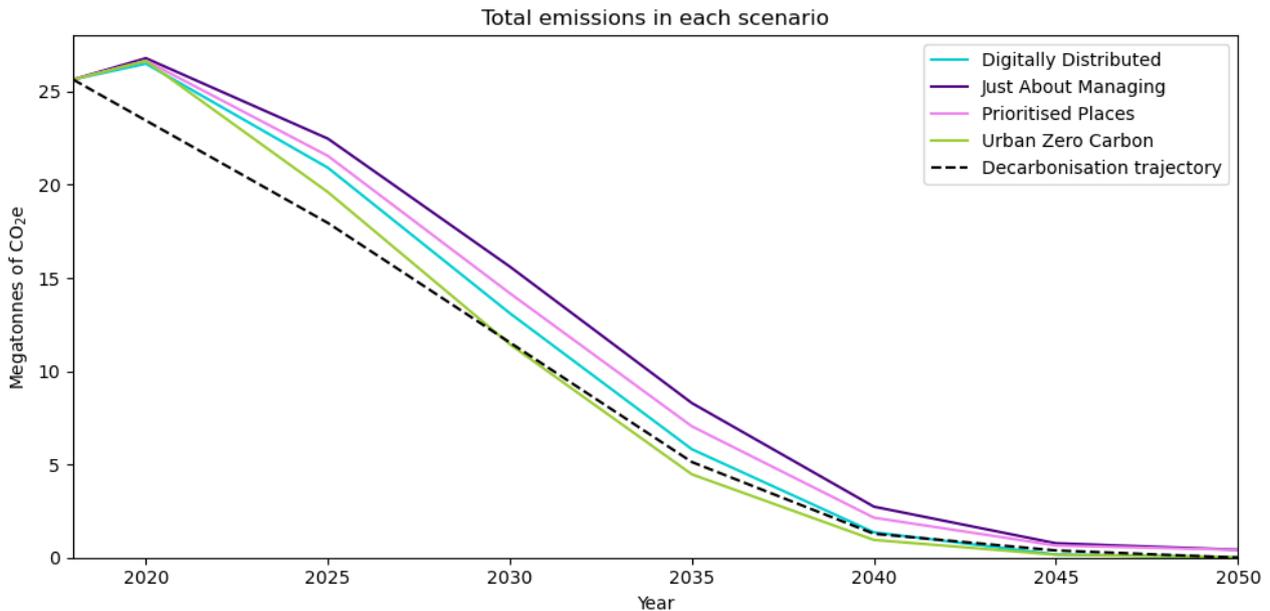


We are committed to a regional near-zero carbon surface transport network by 2045. The North is ambitious in tackling carbon emissions, and wants to go further and faster than Government policy.

The benefits of transport decarbonisation extend far wider than reducing greenhouse gas emissions and the effects of climate change. Decarbonising our transport network can drive clean economic growth, as well as unlocking health, natural capital, and wider social value benefits.

The North’s strategic transport networks, and their connections with more local networks, must adapt to changing demands to deliver on the UK commitment of net zero by 2050. By allowing about 300 mega-tonnes of CO<sub>2</sub>(e) to be emitted by our close-to-zero date of 2045, the North. In moving can maximise the clean growth opportunities that decarbonisation can provide. We have set interim milestones including a 56% reduction in emissions by 2030 and a 96% reduction by 2040. Our projections show that without immediate action to reduce surface transport emissions faster than our current rate, we will exceed our carbon budget from around 2030. The level of commitment that will be needed to achieve our trajectory, in relation to the key areas of transport decarbonisation policy, is highlighted within our decarbonisation strategy<sup>iii</sup>.

**Figure 3.2: Total emissions by scenario compared to the Decarbonisation Trajectory**



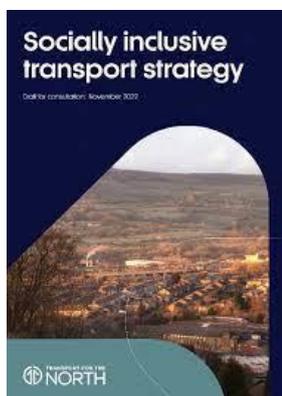
Many of our partner authorities have committed to achieving close to zero or net zero carbon targets prior to 2045. West Yorkshire Combined Authority and Greater Manchester Combined Authority have committed to a 2038 whole economy net zero target; York and North Yorkshire Local Enterprise Partnership by 2034; while Leeds City Council and Blackpool Council have adopted 2030 dates.

Taking a systems approach to decarbonisation means we make best use of existing infrastructure and systems, ensuring the prudent use of natural resources and minimising the embodied carbon in our system. Where new infrastructure is required, it will be important to maximise the re-use and recycling of materials. While the North wants to go further and faster, that must be delivered in a fair way, reducing levels of car dependency and facilitating

modal shift to public and active travel modes. It is why this STP provides a policy framework for interventions that can reduce private vehicle mileage in the context of place, to achieve the societal and environmental outcomes a prosperous North requires.

Furthermore, we must continually reassess how carbon and climate change effects are considered within scheme appraisal to ensure sufficient value is placed on these factors. A zero-carbon transport network must be at the core of public policy making and investment decisions; we want to ensure that new infrastructure is designed to minimise any adverse impacts on the natural, historic, and built environment. It needs to deliver an environmental net gain through aiding local nature recovery, improving our green and blue infrastructure and developing nature-based solutions for reducing emissions and increasing our infrastructure's resilience to the effects of climate change, recognising that access to the natural environment can improve physical and mental health too.

### 3.2.3 Strategic Ambition: enhancing social inclusion and health



This STP must deliver for everyone who lives and works in the North by delivering better access to opportunities, key services, the natural environment, and community life. 3.3 million people in the North of England live in areas in which there is a high risk of transport related social exclusion (TRSE). This is 21% of the population of the North, compared with 16% of the population in the rest of England. These issues have a fundamental effect on everyday life, such as limiting access to good quality work, education, and healthcare services, and by placing excessive time, monetary, and wellbeing costs on people.<sup>iv</sup>

Bringing the North into line with other parts of England will reduce the number of people living in areas at high risk of TRSE by one million and reduce the number of people living in areas with at very high risk of TRSE

by 370,000 by 2050.

Our socially inclusive transport strategy<sup>[1]</sup> has helped us understand the types and levels of transport infrastructure and services that are needed to deliver an inclusive transport system. We need greater investment and faster improvements in areas where there is a high TRSE risk. Our research tells us that high levels of car dependency is the key driver of TRSE in the North. This has been exacerbated by declining bus service provision, which has reduced the travel choices for the most vulnerable people in our communities. This trend has been amplified by the impacts of the COVID-19 pandemic, which has dampened demand for (and therefore the commercial viability of) rural bus services.

The impacts of TRSE include the cost and time entailed in using the transport system, the linked stress and anxiety and how it acts as barrier to jobs, training and healthcare. Together, these impacts can contribute to a vicious cycle of poverty, isolation, and poor access to basic services.

To address TRSE we need to transform the quality, availability, and cost of our local public transport services, alongside the rollout of safe, convenient, and accessible routes for walking, cycling, and wheeling<sup>1</sup> that connect communities to key destinations. A co-ordinated approach is required to ensure strategic and local transport investment programmes are aligned towards this aim, including complementary planning and digital connectivity policies.

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<sup>1</sup> Wheeled mobilities are such as using a manual wheelchair, powered wheelchairs, mobility scooters, and rollators. Wheels for wellbeing, available [here](#).

TRSE is geographically concentrated, reflecting the combination of poor access to key destinations with the transport options available, high levels of inequality of access between transport modes, and high levels of vulnerability to social exclusion among the population. That risk is greatest in rural towns and urban fringes, with 35% of those living in these areas at a high risk of TRSE. Smaller cities and larger towns, outside of the major conurbations, have elevated levels too. Fragmentation, unreliability, and the affordability of public transport are contributory factors, with poor conditions for active travel, meaning these places see more forced car ownership.

Our ambition is to reduce the inequalities entrenched in our current transport system, and to move to a system that delivers for all areas and communities across the North. The place-based approach that underpins this STP is key to reducing TRSE across the North – with a framework of policy and investments required to tackle social exclusion at a local user level.

This means eliminating transport poverty, targeting investment in parts of the North with the greatest need, and enabling modal shift away from car dependency and towards enhanced public transport and active travel options. These enhancements require a combination of improved coverage, frequency, affordability, and reliability, the transformation of car-dominated environments, and ensuring that the system is accessible from end to end. This will deliver sustainable increases in income levels, longer and healthier lives, and higher levels of community integration and wellbeing.

A linked challenge is the need to reduce the health inequalities and poor health outcomes linked to the transport system, which disproportionately impact deprived areas and communities. We want to eliminate harmful levels of nitrogen dioxide pollution on the major roads network, so removing the need for air quality management areas linked to nitrogen and particulate pollution from transport, transforming levels of uptake of active travel, and eliminating deaths and serious injuries on the network. This will address the key drivers of poor health that come from the transport system, delivering relatively greater improved to the deprived areas and communities that are currently most impacted by these negative health externalities. while

### **3.3 Our connectivity priorities**

The North has several strong economic, social, and environmental assets that are inter-linked and inter-dependent, so we need them to work together to realise the opportunity for the North, and the wider UK. Achieving transformational growth that is socially inclusive and meets the legal requirement to decarbonise the economy will require a strong focus on green innovation and growth, technological transformation, labour market participation, wellbeing, and skills.

However, as the evidence outlined in our evidence base shows, our current transport system is holding us back. Poor connectivity is constraining the movement of people, goods, and services around the North and with other parts of the UK. While at a local level, our transport networks do not provide our cities, towns, and rural communities with sufficient access to jobs, health and leisure without owning a private car.

To achieve our vision and strategic ambitions, we need to address these connectivity challenges by creating a transport system in the North that enables:

- Strong interdependent and integrated labour markets, working collectively to drive up productivity and growth through agglomeration.
- Fast, frequent, and reliable connections between our economic centres for goods, people, and business; with equally strong outwards facing connections to other parts of the UK and to our international gateways.

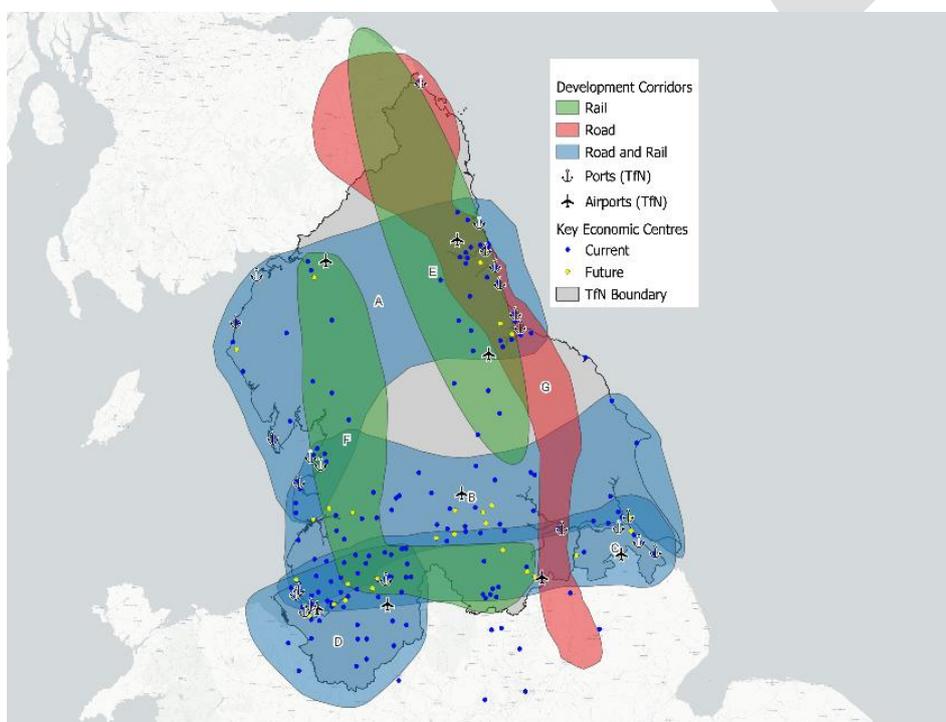
## Draft Strategic Transport Plan

- Policy changes that will accelerate the decarbonisation our transport network; as well as reduce car dependency both within and between places.
- Safe reliable, and accessible public transport networks, both inter-city, intra-city and locally to open access to opportunities for all communities across the North.

TfN has three connectivity priorities:

- Pan-Northern connectivity.
- Connectivity between the North and other parts of the UK.
- Local connectivity within places.

**Connections across the North.** We have identified seven Strategic Development Corridors (SDCs) which connect communities to the key economic assets and clusters in a sustainable manner.



Each corridor represents an area where our evidence identifies investment in transport infrastructure will unlock and enable transformational economic growth – interlinking Local Transport Plans with regional national and international connectivity.

Our SDCs are individually designed to meet the needs of people and businesses from a regional perspective. They present multimodal economic ecosystems

that, with major multimodal transport investment, are best placed to deliver transformational growth, according to our evidence base. This approach means TfN and partners can maximise the benefits of any significant new strategic infrastructure investment, ensuring that the pipeline of transport interventions aligns with national policy, and local transport and spatial plans including housing.

CONSULTATION VERSION INSERT 1: SDC graphic summarising connected areas and assets<sup>v</sup>.

In advising the Secretary of State, TfN will focus on aligning investment using these Corridors.

### **Connections to and through the North with the rest of the UK**

As well as improving pan-Northern and local connectivity, in order to realise the North's economic potential we must also ensure we are performing on the national and global stage, making it easier and more attractive for businesses and entrepreneurs to work together, and reach customers and suppliers across the North, the UK and to the rest of the world.

TfN recognises the importance of our cross-border communities and economic areas, as highlighted through many of our SDCs, which extend into Wales (Cheshire, Warrington and Liverpool), Scotland (with Cumbria and Northumberland), and the Midlands (South Yorkshire, East Riding, Lincolnshire and Greater Manchester). The North is unique in having direct surface and sea connections with all three countries of the UK, as well as providing the conduit for much of the traffic and goods that come from Scotland, Northern Ireland, and north Wales. Tackling key Northern bottlenecks and building capacity for growth can unlock wider benefits for Scotland, Wales, Northern Ireland, the Midlands, and other English regions.

The Union Connectivity Review (UCR) has shown how improved transport connectivity across the UK can support economic growth and quality of life in all parts of the UK. Like our SDCs, the UCR supports a multimodal corridor-based approach for network planning, connecting the major cities, economic regions, airports, and ports across the nation. TfN supports the recommendation of the UCR to create a UK wide multi-modal strategic transport network.

### **Local Connectivity needs**

Our previous STP has outlined the importance of local connectivity and multimodal integration in providing door-to-door sustainable transport for people and goods. There is a need invest in improving local connectivity and how this helps address the extent to which our current transport system too often acts as a barrier and how this represents an opportunity to decarbonise transport.

There is also a clear need for public transport modes to work together in an integrated way that creates a genuinely attractive alternative for car use for a wide range of journeys. The importance of investing in surface access to international connectivity for passengers and freight, recognising our ports and airports as key economic assets and the need to align investment across our transport system to achieve an integrated, affordable, and connected network. That requires a mix of technology, behavioural changes, and mode-shift solutions.

## 4. The case for change

### 4.1 The North today

To successfully plan for our region's future and unlock its full potential, we must first understand how it looks today. The North of England is currently home to over 15.6 million people<sup>vi</sup>, 23.2% of all people in the UK. The North is a hugely diverse region in terms of both in built and natural environments, as well as the types of communities and businesses that are found here. It is home to some of the largest conurbations in the UK, as well as large rural areas, with a mix of communities of diverse backgrounds and circumstances found in both. Diverse places and communities means diversity of transport-related needs, challenges, and opportunities.

The North has outstanding natural assets and physical geography, as well as being home to a wide range of valuable landscapes, townscapes, coastlines, and cultural heritage features. It has five of the UK's 15 national parks, five UNESCO world heritage sites, 170 listed blue flag beaches<sup>vii</sup>, 309 registered parks and gardens, over 5,000 scheduled monuments and nearly 70,000 listed buildings. Large areas of ancient woodland can be found in the North, particularly in Cumbria, the Peak District and North York Moors. The North's cities and historic towns are renowned for their culture, heritage, sport, leisure, and events offer. The North boasts several cities of culture including Liverpool (European Capital of Culture 2008), Hull (UK City of Culture 2017), Eurovision (2023) Leeds (Year of Culture 2023) and Bradford (UK City of Culture 2025).

The Pennines play a defining role in the region's physical and economic geography, creating the dramatic landscapes of our national parks and areas of outstanding natural beauty (AONBs). They also shape the North's polycentric economic structure, its transport networks, and its links to other parts of the UK. The North's towns and cities are almost unique in their size and spatial proximity when compared to concentrations in other countries<sup>viii</sup>. Indeed, the North of England is arguably one of the most polycentric regions in Europe. Further, with the Pennines acting as a geographical barrier to road and rail routes, the region's physical geography splits it into east and west.

#### **CONSULTATION VERSION INSERT 2: GRAPHIC ON PEOPLE AND PLACE PERSONAS**

### 4.2 The North's economy

In 2020, the North contributed almost £368bn Gross Value Added (GVA), equivalent to almost 19%, to the UK economy<sup>ix</sup>. Over the last decade (2010 to 2020) the North's economy has grown by over £83bn GVA, and the region continues to contribute strongly to the UK economy.

The region is home to around 1.1 million businesses<sup>x</sup>, and the number of businesses increased by around 5% or 50,000 in real terms between 2015 and 2021. In that period, the North's growth in total businesses outperformed the rest of the UK.

Employment creation has been strong over the past decade, with around 750,000 jobs added to the economy since 2012, and employment is expected to continue to grow in the coming decades. At present 7.25m people are in employment across the North<sup>xi</sup>. TfN's research on labour markets and connectivity shows the limited access to skilled employment opportunities faced by many Northern graduates, compared to the millions of opportunities within the London and South East labour markets. According to 2021 data, just 37.4% of the North's population are qualified to level four and above, compared to an average of 43.5% across England as a whole. Employment growth may have been strong in recent years in the region,

but many of these jobs are in relatively unproductive and low-wage sectors such as accommodation, food service and hospitality, along with parts of the care sector.

The North’s economic strengths, as captured in the NPIER, are four prime and three enabling capabilities. These are highly productive and highly skilled sectors that with the right investment could deliver stronger growth and even higher productivity.

**Figure 4.1: The prime and enabling capabilities of the North**

Prime capabilities		
<p><b>Manufacturing</b></p> <p>The North has strengths in advanced manufacturing, including through highly productive, automated, and digital manufacturing techniques and processes. There is also a strong presence of automotive manufacturing in the North. These include expertise in textiles, research and design, and metallic and non-metallic production processes.</p>	<p><b>Energy</b></p> <p>More than 40% of England's energy is generated in the North, and in 2015 the North generated 31% of the UK's total renewable energy. The North’s energy strengths include offshore wind, nuclear research and processing, new technologies, including biomass and hydrogen, and electricity distribution. Developing new technologies for energy security, production, distribution, and storage is also crucial.</p>	
<p><b>Health innovation</b></p> <p>The North has a strong health innovation presence, with pioneering clinical research particularly in life sciences, cancer and ageing.</p>	<p><b>Digital</b></p> <p>The North has strengths in cognitive computation, simulation/modelling, financial technology, cyber security, high performance computing, data analytics (big data), and media. Seven of the UK’s 27 key tech clusters are in the North.</p>	
Enabling capabilities		
<p><b>Financial and professional services</b></p> <p>This sector provides key business, legal, insurance and financial services that support the North’s prime capabilities and perform important day-to-day functions which keep the wider economy functioning.</p>	<p><b>Logistics</b></p> <p>Through significant private sector investment and innovation, airports, ports, and wider logistics are delivering a more efficient Northern infrastructure. The North has existing capacity to relieve demand, drive economic growth, and enhance Britain’s international connections and trade links.</p>	<p><b>Education (primarily higher education)</b></p> <p>Research capability and technical expertise that underpins the prime capabilities, provides access to global networks, and provides a supply of skilled labour and export strengths.</p>

This highlights the importance to the North’s economy of its energy sector, particularly supporting green growth through green generation of energy, low carbon technologies and the development of carbon capture and storage solutions.

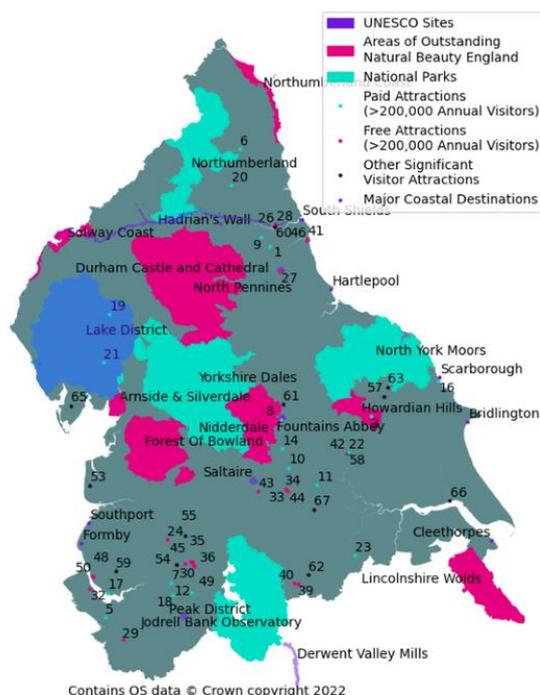
Research and innovation have been integral to the North's economic growth in recent decades. Over 20 universities across the North support research and innovation, as well as collaborate with public and private partners in areas like chemistry, materials, textiles, and process

engineering<sup>xii</sup>. The eight most research-intensive universities in the region collectively employ 116,000 people and attract £1.26bn to the North in annual research funding<sup>xiii</sup>. However, while the North has significant research capability, it lacks a significant regional collaboration hub as seen in other parts of the UK including the South, East, and Midlands<sup>xiv</sup>, which could unlock further economic opportunities.

International connectivity is a key driver for economic growth in the UK and for the North. In 2018, aviation contributed £22 billion to the UK economy while air freight and its supporting businesses contributed £7.2 billion. TfN’s International Connectivity Report<sup>xv</sup> identified that international passenger connectivity contributed £5.5bn towards the North’s GVA. More recently, Visit Britain data from 2019 shows there were four million visits to the North by international visitors, generating expenditure of £2 billion<sup>xvi</sup>. The North’s seaports are also important for international freight connectivity, with further opportunities arising from the newly designated Freeports.

Alongside these prime and enabling capabilities in the North is our visitor economy, recognising the range of cultural, historical, and natural assets we have across our diverse physical landscape. These not only enhance the quality of life for residents in the North, but means the region attracts high levels of visitors. The North’s vibrant and varied visitor economy comprised approximately 39,000 businesses employing approximately 579,000 people in 2019, while also supporting additional businesses and jobs through the supply chain. It attracted 420 million visits in 2019, with visitor spend of £21.05bn, generating a total net GVA contribution to the North’s economy of £12.33bn<sup>xvii</sup>. There are other benefits too, such as improving the recognition and image of the North nationally and internationally, encouraging inward investment, and facilitating improvements to local amenities, urban realm, and transport links which benefit residents and businesses as well as visitors.

**Figure 4-2: The North’s main visitor economy assets**



### 4.3 Economic and social constraints

As highlighted above, the North's economic potential is enormous, and there are opportunities to leverage this potential to address social exclusion and decarbonisation challenges. However, the region is constrained by poor connectivity between its economic centres and many of its cities and towns are too small or isolated to fully take advantage of the positive externalities associated with agglomeration and market opportunities. Agglomeration enables firms to access to a larger and deeper labour force, share inputs, access supply chains and infrastructure, and learn through the exchange of ideas and information. This matters for both city centre-based service sector businesses and in manufacturing clusters. However, if transport connectivity is poor, then these benefits cannot be realised, resulting in lower productivity.

Lower productivity results in lower wages and living standards. The latest pre-pandemic figures (2019 data) show that Gross Disposable Household Income (total income following tax and redistribution measures) in the North was £18,232, or 82.8% of the average for England as a whole. The figure for the North East was almost £1,000 lower, at £17,266.<sup>xviii</sup> This is exacerbated by:

- High levels of poor physical and mental health compared with the rest of England, which contributes to economic inactivity, unemployment, absenteeism among employees, and lower productivity. This can form a vicious cycle, with poor economic outcomes also reinforcing poorer health outcomes.
- Entrenched socioeconomic and demographic inequalities linked to ethnicity, gender, disability, social class, and age. These inequalities, linked to structural factors as well as to discrimination, constrain the ability of many in the North to access high quality education and employment opportunities.

The North's cities, towns, and rural communities are incredibly diverse. The region has an ageing population and some of the youngest cities in Europe; it has some of the most and least economically deprived neighbourhoods in England; and it is home to some of the most ethnically and linguistically diverse towns and cities in the UK.

This diversity is a key strength of the North's societal landscape, but significant inequalities are also present. The 2019 English Indices of Deprivation (IMD) show that the North has significantly higher levels of multiple deprivation than the rest of England – 43% are in the most deprived three deciles, compared with 25% of the rest of England.<sup>xix</sup> Underlying this are relatively worse outcomes in income, education, and employment, the combination of which has accelerated post-industrial decline in many communities across the North.

The underperformance of the north's productivity is closely linked to the poorer outcomes across many indicators including higher levels of poverty, lower skills, poorer health outcomes and life expectancy, and low enterprise rates. Lower wage levels, as well as also significantly lower physical, financial, and pension wealth than the UK average, are holding back investment and spending of private householders too, impacting communities and places across the region.

In parallel, the North's housing stock is amongst the oldest and least efficient in the UK. Poor energy efficiency and poor housing quality contribute to fuel poverty and greater prevalence of respiratory diseases, particularly for children and older people.

The combination of poor housing quality and deprivation in income and employment feeds into the high levels of health deprivation evident in the North. In the 2019 IMD, 54% of areas fell into the most deprived three deciles nationally, compared with 20% of areas in the rest of England. At a local authority level, 18 of the 20 most health deprived local authority districts (LADs) in England are in the North. This reflects the combination of lower overall life

expectancy and healthy life expectancy, greater prevalence of poor mental health, and a greater overall burden of chronic and acute morbidity<sup>xx</sup>.

The health challenge present in the North, and the economic and social factors underlying it, are highly entrenched. Indeed, analysis of health inequalities in the decade since the 2010 Marmot Review highlighted that “*inequalities in life expectancy have increased since 2010, especially for women*”, that “*there are growing regional inequalities in life expectancy*”, and that preventable mortality remains the highest in the poorest areas of the country.<sup>xxi</sup> These impacts are increasingly evident earlier in life, with chronic disease increasingly impacting younger people, forming a vicious cycle of health-related poverty and unemployment. Consistent with this, analysis by the Northern Health Science Alliance estimates that 30% of the productivity gap between the North and the rest of England is caused by poor health, and that poor health is a major contributor to the higher levels of economic inactivity evident in the North.<sup>xxii</sup>

As well as a growing gap between the North and the rest of England, analysis of progress in the 10 years since the Marmot Review highlights growing inequalities within the North. The gap in life expectancy between the different sub-regions of the North has increased, with the most deprived areas of the North East further behind the most deprived areas of the North West and Yorkshire and the Humber in 2016-18 than they were in 2010-12. This is consistent with the broader patterns of inequality within the North, with the North East affected by higher levels of overall deprivation.

#### 4.4 Connectivity constraints

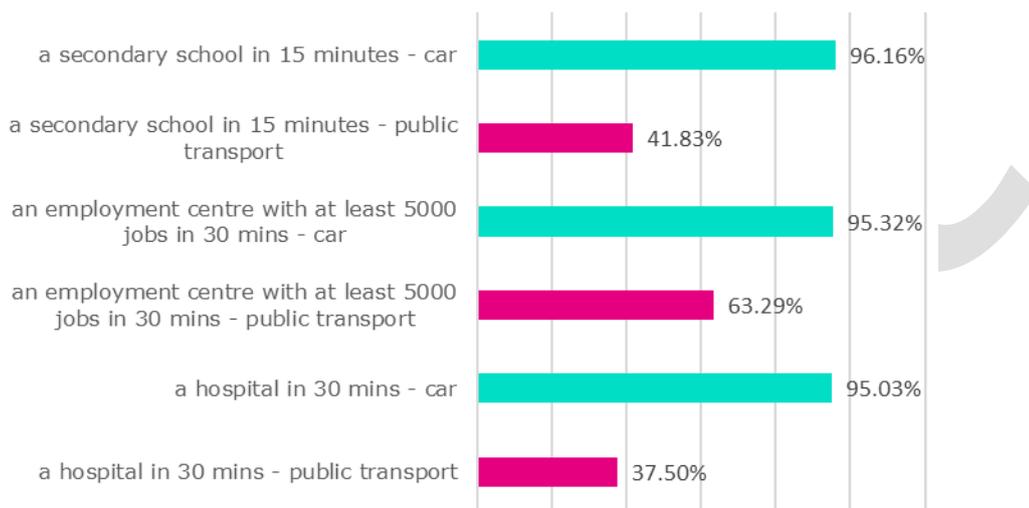
Lifting the region’s economic and social performance is critical to unlock the North’s potential. But the connectivity challenges on our current transport network must be addressed if we are to achieve our 2050 vision. Our centres of economic and social activity are fragmented by poor transport links, compounded by the physical geography which constrains the movement of people, goods, and services around the North and with other parts of the UK. Businesses in the region are also held back by relatively poor inter-city and intra-city connectivity, which restricts access to a wider pool of skilled labour, the frequency and efficiency of business interactions, as well as the movement of goods and services within the North, across the rest of the UK and globally. Together, it prevents the region being a more cohesive functional economic area, which is essential to unlocking its economic potential.

For example, only 27% of the North’s population are able to access 500,000 jobs in under an hour by rail – significantly less than other parts of the UK. Analysis of the current transport networks indicates a significant disconnect between the North’s major centres. For example, Washington in Tyne and Wear is the largest town in the UK without rail access. While 9.8m (58%) of people have access to at least one of the North’s five largest cities or Manchester Airport within an hour by rail, only 7% of people can access a second destination within that time. This reduces the labour pool available to northern employers and limits opportunities for individuals, constraining productivity at a pan-regional level, and with wider consequences for social connections, education and the visitor economy.

Similar problems with connectivity are evident at a more local level. Only 63.3% of the North’s population can access an employment centre (such as a town centre or industrial estate) with at least 5,000 jobs within 30 minutes by public transport, compared to 95.3% by car.<sup>xxiii</sup> Inequalities in car ownership compound this issue– with 38% of those in the lowest income quintile having no access to a car or van, compared with just 15% of those in the middle-income quintile.<sup>xxiv</sup> This means that poor access to jobs by public transport has a disproportionate impact on those on lower incomes, constraining access to secure and high-quality opportunities, and with this the chance for increased incomes and quality of life.

Accessibility to healthcare and other key services to non-employment sites is also often very poor: only 37.5% of the North’s population can access a hospital within 30 minutes by public transport<sup>xxv</sup>. Given the well-established link between poor health, disability, and poverty, and from poverty to car access, this acts as a significant constraint on access to healthcare among populations in need. It is essential that these key services are accessible through the region’s public transport system, and that access should be by both sustainable and affordable means. The current accessibility gap reinforces car dependency and forced car ownership and constrains resilience and choice.

**Figure 4-3: Access to services for North's population% of the population in the North able to access**



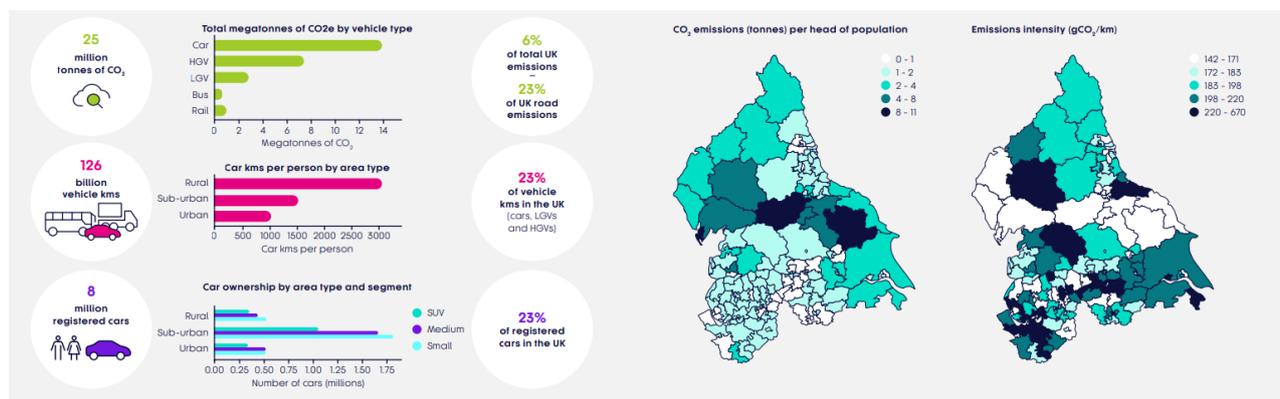
#### 4.5 How do people in the North travel now?

Alongside access to jobs and opportunities, the availability of travel options is a challenge in the North. Around 97% of all personal journeys are made using our roads, amounting to 88% of distance travelled, with 70% of all trips by car, bus and taxi equating to 126 billion vehicle kms per year.<sup>xxvi</sup> This compares unfavourably with other parts of the UK and highlights the constrained nature of the North’s travel markets. For example, the average mode share (by passenger km) for car in England was 89% in 2019 (pre pandemic).

This over reliance on the car, which is driven by a lack of reliable alternatives, has significant implications for carbon emissions. Cars, buses, vans, and HGVs within the North of England accounted for about 25 mega-tonnes (95%) of CO<sub>2</sub> emissions in 2018. Nearly one quarter of the UK’s total emissions from road users fall within the North of England.<sup>xxvii</sup> Over half our road emissions are generated by cars, with 28%, a relatively high proportion compared to the UK, generated by HGVs. Out of the 8 million registered cars in the North in 2018, nearly 25% were large cars or SUVs, generating typically higher emissions<sup>xxviii</sup>. Emissions from bus and rail represent just 5% of emissions, which more closely reflect the national picture.

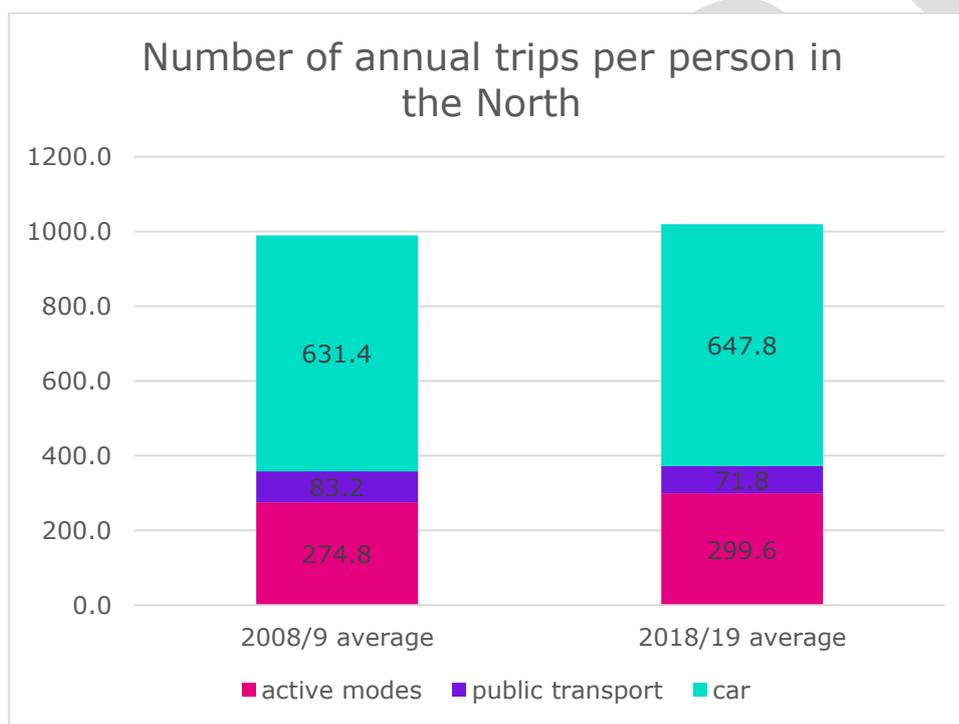
The development and deployment of low carbon technologies, such as electric vehicles and hydrogen fuel cells will significantly reduce emissions from road transport as the low and zero emission share of the vehicle fleet grows. Prior to and during this transition, however, substantial modal shift and management of road vehicle demand will be necessary to reduce emissions in the short to medium term, to stay within our carbon budgets.

Figure 4-4: Surface transport emissions in the North in 2018



Despite the significant proportion of our regional emissions emanating from car use, there has been no evidence of modal shift away from car use over the last decade, as shown in Figure 5-5. In fact, the number of car trips taken per person increased slightly and the number of public transport trips taken per person decreased, driven by the decline in bus patronage.

Figure 4-5: Average by number of annual trips by modal category



Given the underlying socioeconomic and demographic inequalities within the North, it is those on low incomes and in insecure work, those with disabilities and long-term health conditions, and those with caring responsibilities that are most likely to be excluded by issues on the transport system.

Indeed, over half of the areas in major conurbations in the North face high levels of deprivation in income, employment, and education. By contrast, rural towns, villages, and dispersed communities are on average less affected by these multiple aspects of deprivation. But they face a combination of poor transport connectivity, digital exclusion, and social isolation. The fragmentation of local public transport services and reductions in bus services have impacted relatively more rural areas, with many communities lacking viable connectivity.

### Air quality, health, and wellbeing

Air pollution from transport – particularly road transport – is a significant contributor to asthma, diabetes, lung cancer, and dementia. Nitrogen dioxide and PM2.5 pollution is respectively estimated to cause 1.14 million and 1.33 million additional cases of disease across England between 2017 and 2035. Within the North, approximately 5.88 million people live in areas where nitrogen dioxide pollution poses an increased risk of early death. DEFRA estimates from 2019 reveal that background Nitrogen Dioxide concentrations in the North, align with those areas with the highest vehicle mileage and emissions intensity. The vast majority of Air Quality Management Areas in the North (132 out of a total of 138) are in place because of nitrogen dioxide emissions from road transport.

In addition to air pollution, there are a number of other ways in which the transport system impacts the health and wellbeing of people in the North. The following impacts are rigorously measurable across the North of England:

- **Incidents and safety:** Between 2017 and 2021, 2,041 people were killed and 28,519 were seriously injured in road traffic incidents in the North of England. Of those killed or seriously injured, 38.9% were drivers or passengers in cars, 23.7% were pedestrians, 18.2% motorcycle riders or passengers, and 14.5% were cyclists. Together, this represents a significant burden of mortality and morbidity, with a disproportionate impact on those travelling actively. The most common cause of deaths among those walking, wheeling, and cycling is collisions with cars, while nearly 40% of fatalities among car occupants and motorcycle riders are single vehicle incidents.<sup>xxx</sup>
- **Access to healthcare:** Approximately 390,000 people in the North cannot access a GP surgery within 30 minutes by public transport, and approximately 510,000 cannot access a hospital within an hour by public transport. Poor access to healthcare can cause delays in seeking diagnosis and treatment, increases the level of missed healthcare appointments, and limits patient choice.<sup>xxxi</sup>
- **Noise pollution:** Noise pollution has a range of physiological and psychological impacts, and chronic exposure to noise pollution increases the risk of heart disease, high blood pressure, and depression. These effects occur at a relatively low level of noise, with chronic exposure to traffic noise of only 55 decibels robustly linked with increased levels of coronary heart disease and hypertension. This is equivalent to the level of noise from normal conversation or background music. Modelling undertaken for TfN indicates that approximately 2.5 million people in the North are impacted by harmful levels of road traffic noise, the vast majority of whom are in large urban centres. Noise associated with rail is also likely to contribute to poor health,<sup>xxxii</sup> however the impacts are significantly smaller in scale and more diffuse across the North.
- **Physical inactivity:** Physical inactivity is among the largest contributors to mortality, and increases the risk of heart disease, diabetes, musculoskeletal conditions, and cancer.<sup>xxxiii</sup> The combination of poor-quality active travel infrastructure, car-focused urban design, road traffic incidents, perceptions of safety, and high levels of car dependency is a significant limiting factor in levels of physical inactivity<sup>xxxiv</sup>.

### 4.6 Challenges of a changing climate

The final challenge is arguably the most fundamental. The Intergovernmental Panel on Climate Change's (IPCC) Sixth Assessment Report indicates that the Earth's average surface temperature is set to reach 1.5°C-1.6°C above pre-industrial levels by the early 2030s under all its modelling scenarios, and potentially up to 4.4°C by the end of the century under the highest emission scenarios<sup>xxxv</sup>.

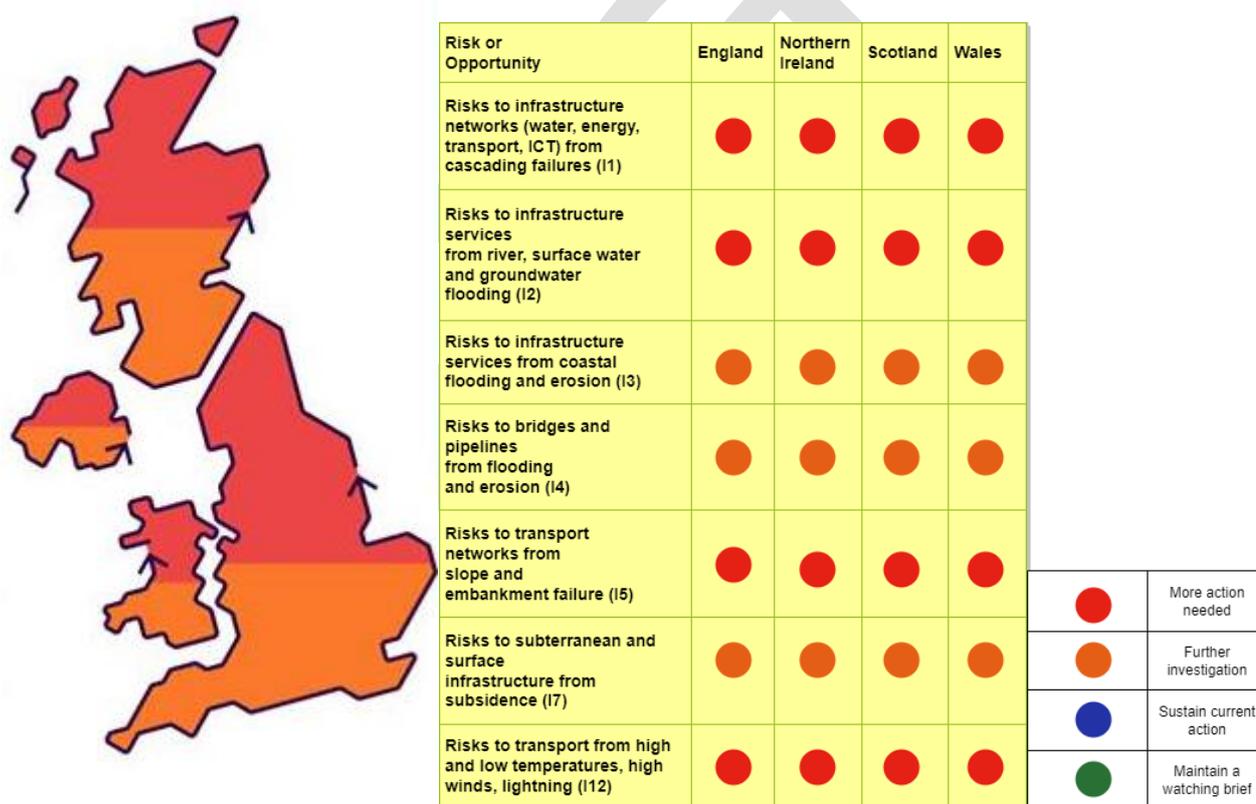
Increased extreme rainfall events, storm surges and rising sea levels lead to impacts on transport infrastructure situated near rivers and along our coasts and estuaries, susceptible to direct flooding as well as ground movements caused by soil saturation and erosion. Major transport disruption associated with these types of effects have already been experienced on

our road and railway networks in recent years, particularly in Cumbria, North Yorkshire, Cheshire West and Chester, and the Yorkshire East Coast.

Equally, extreme weather events, on top of already higher average summer temperatures will see an increase in the number and severity of heatwaves, similar to that experienced across England in the summer of 2022. Increased thermal loading of highway bridges and surfacing can affect their operational structure, while extreme heat can lead to rail buckling and overhead power cable sagging on our rail network. Extreme temperatures could also affect maintenance schedules, with staff being unable to work outdoors.

The world is already seeing extreme weather and climate change cause large economic and societal disruption through impacts upon our built environment, natural resources, markets, and supply chains. The IPCC warn of the danger of multiple climate hazards occurring simultaneously and interacting with non-climatic risks, ‘cascading risks’, compounding the overall effects, and making them increasingly difficult to manage. The latest UK Climate Change Risk Assessment (CCRA3)<sup>xxxvi</sup> highlighted how such risks could affect our transport networks, for example by preventing repair of other critical infrastructure, or, alternatively, failures in energy transmission cascading back into transport failures. Similarly, the Climate Change Committee’s Independent Assessment of UK Climate Risk (2021)<sup>xxxvii</sup>, developed for the UK’s third Climate change Risk Assessment (CCRA3) starkly outlines the risk to transport infrastructure within England as a whole (Figure 5-6), with all identified risks urgently requiring increased levels of investigation and action to start reducing those risks.

**Figure 4-6 Action Needed to Address Risks to Transport Infrastructure from Climate Change**



While the North’s unique environmental and heritage context while posing challenges for both the operation of existing transport systems and the development of new infrastructure, it also provides the opportunity for deploying robust nature-based solutions to combat the effects of climate change. Such opportunities could also have local economic, health, and wellbeing benefits for local nature recovery.

### **Local Nature Recovery and Nature Based Solutions**

The North's natural places are not only vital for our wildlife but also the health and wellbeing of our communities. They provide an opportunity to learn about nature, take part in sport and recreation, or simply relax. 20% of the North's land area<sup>xxxviii</sup> is covered by national parks, and the region has a large number of protected landscapes including six Areas of Outstanding National Beauty (AONBs), as well as <sup>xxxix</sup>~~[OBJ]~~. There are also a range of sites of nature conservation value designated at local authority and community level, including local nature reserves.

Although the North covers only a quarter of the total land area of England, it accounts for 70% of all wetland areas, 71% of all moor and heathland, 28% of all forests and 49% of all water courses (rivers and streams)<sup>xl</sup>.

The North's peat bogs (which comprise 88% of England's peatland) help moderate our climate by storing away vast amounts of greenhouse gases, while those same bogs, along with our forests, wetlands, and green spaces, play a vital role in improving our resilience against the worst effects of climate change: attenuating flood waters, providing soil stability and shade.

Therefore, it is unsurprising that, alongside the global climate crisis – and critically interlinked with it – there is a global ecological crisis. The North of England is no exception to this global phenomenon and the Environment Act 2021 gives it greater policy focus. The level of environmental protection enshrined within the Act is relevant to our transport system, such as setting a requirement for achieving biodiversity net gain when developing new transport infrastructure, and the need to utilise existing practices and transport estate to help build a nature recovery network across the country.

Regional initiatives such as Nature North<sup>xli</sup>, the Northern Forest<sup>xlii</sup>, Great North Bog<sup>xliii</sup>, and Wild Ingleborough<sup>xliv</sup> are already creating new green jobs, enhancing our resilience to climate change, improving the quality of our water, supporting our wildlife and the mental and physical wellbeing of our communities. A step change is now needed in the way we utilise and maintain the significant amount of green and blue infrastructure with the transport estate, with the aim of not just mitigating harm, but also boosting our region's natural capital and create linkages between our partners' local nature recovery areas.

Change is also required to ensure greater levels of access to nature for all, across the North, and to reduce inequalities in access to nature. The same decline and fragmentation of local bus services in rural areas and urban fringes that is a key cause of transport-related social exclusion is also relevant to access to national parks and other green spaces. Income inequalities linked to car ownership means that these declines have particularly impacted on the ability of those on low incomes to access nature, further reinforcing health and wellbeing inequalities linked to income.

## 5. Our strategy for the North’s transport system

Unlocking the economic, social, and environmental opportunities requires a sustainable, inter-connected transport system. The North’s transport system today is characterised in too many instances by poor reliability and low frequency of public transport services, severe congestion, unreliable journey times on key parts of the strategic and major road networks, and poor conditions for active travel in car-dominated environments.

### 5.1 Our strategy for rail

TfN’s  
Strategic  
Rail  
Report

An efficient and reliable rail network across the North is fundamental for connecting people to jobs, health, education, and leisure opportunities, connecting businesses to each other and employees, and allowing the sustainable movement of goods and materials.

Prior to the Covid-19 pandemic, the rail system in the North accommodated more than 200 million rail trips per annum, accounting for 1.1% of all trips in the North, and around 7.4% by distance travelled, emphasising the importance of rail to longer distance travel. Over the past 20 years, the number of rail passengers travelling entirely within the North has grown at a rate of 6.3% per year (over 2% higher than the national growth rate of 4.2%), with the number of passengers increasing three-fold in this time.<sup>xiv</sup>

Rail should be the fastest, most reliable, and most sustainable option for many inter-urban journeys to carry significant numbers of people directly into city centres and economic clusters, and over longer distances. Rail is often the mode of choice for higher-skilled workers, who make seven times as many long-distance rail trips than other occupations<sup>xlvi</sup>, and younger people (some of whom travel double the distance by rail compared to any other group)<sup>xlvii</sup>. But it is also important in accessing social, employment and education opportunities, as well the key destinations across the North which drive the visitor economy.

Rail demand has recovered strongly in the North<sup>xlviii</sup> with capacity and overcrowding already returning to many services. The composition and timing of rail journeys in the North has changed too, with fewer commuters and greater use of off-peak and leisure travel.<sup>xlix</sup> The consequences of this change has meant a reduction in demand during the traditional morning and late afternoon peaks, and an increase in the relative importance of weekend rail travel, rising from 16% of the total in 2019 to 21% in 2022.<sup>1</sup> Rail commuter travel has shifted towards Tuesdays to Thursdays, reflecting the increase in hybrid flexible working<sup>ii</sup>.

Current indicators for train frequency, rail journey times, performance, and physical accessibility at stations across the North are unsatisfactory and acting as a significant barrier to our meeting our economic, social, and environmental ambitions.

Capacity constraints impact on the potential for more frequent services, and on the viability of new services to areas not currently served. They also affect the resilience and reliability of existing services, particularly on crucial east-west links and at critical station hubs. On both the East and West Coast Main Lines, without additional investment in improving capacity, there is limited scope for growth in passenger or freight services, particularly once the need to accommodate HS2 services is considered.

Connectivity between the North's centres, in terms of passenger service frequencies, direct linkages, and journey times is too often poor, extending the perceived distance between centres and acting as a barrier to travel<sup>iii</sup>. Services in the North are typically hourly and usually a 2 to 3 car train. Meanwhile, only four in ten of stations in the North (where frequent services would be feasible) are served by at least 2 trains per hour in each direction.<sup>iiii</sup>

Performance (defined by the proportion of trains arriving on time) has been historically poor and now declined to unacceptable levels which has led to wider economic consequences for the North. In early 2020, all but one of the 8 Train Operating Companies (TOCs) operating in the North (locally managed Merseyrail being the exception) had a lower “on time” percentage than all but one of the 15 TOCs operating outside TfN’s geography. Delays, cancellations, overcrowding and poor on-board facilities add to the challenges faced by passengers.

Poor performance is a deterrent to rail use, for both existing rail users and potential users and is causing modal shift from rail that may be hard to recover, compromising rail’s ability to support growth in the North.

Rail station accessibility is also a concern for passengers and a constraint to growth. Data gathered by Northern in 2017 had indicated that out of 543 stations at which their services call, 46 had no step-free access at all to any part of the station, while a further 210 enjoyed only partial step-free access<sup>liv</sup>. TfN’s assessment of 600 stations’ facilities concluded that:

- Only 288 (exactly 48%) had adequate step-free access to all areas, and the proportion of fully accessible stations is lower still.
- 77 (13%) have level access by ramps and lifts to all areas.
- 225 (38%) have adequate physically accessible waiting shelters.
- 521 (87%) have a fully adequate level of lighting.
- 497 (83%) have customer information systems showing departing trains (needed by customers with hearing impairments).
- 463 (77%) have a public address system (needed by customers with visual impairments).

Accessibility is also a significant deterrent for non-users, with investment required to make the North’s railway network fully inclusive. Network Rail’s “Access for All”<sup>lv</sup> is a DfT-funded programme aiming to provide an obstacle free and accessible route onto and between train station platforms. With further funding there is an opportunity to make faster progress.

### Our strategic priorities

The North requires a fit-for-purpose network with strong North–South and East–West connections acting as the backbone of a high-quality, reliable, resilient, and equitable passenger network, capable of supporting the future growth of rail patronage, but which also provides the critical capacity and capability to adapt to modern freight requirements. That means:

- **Better connectivity:** Including frequency and journey time improvements, combined with better integration of different rail services and between rail and other transport modes, which bring the North’s economic assets and neighbouring regions closer together.
- **More capacity:** A 7-day railway providing the required services and capacity to meet existing and future passenger, recognising the demand shift in use for leisure, as well as freight demand.
- **Improved customer experience:** A passenger network that is easy to navigate, accessible and predictable, with consistent and integrated fares and information available before and throughout journeys.
- **Greater opportunity for freight:** A network with improved reliability and punctuality, and the capacity, capability, and flexibility to meet the fast-paced changing needs of the industry.
- **Supportive of communities:** A railway that delivers upon the social fabric needs of the of the communities it serves, providing integrated and seamless journey opportunities,

addressing transport related social exclusion and enhancing public realm to create dynamic and attractive places.

- **Cost-effectiveness:** An equitable, inclusive, and affordable railway for all stakeholders, maintaining and enhancing the North's railway without compromising the quality of the service.
- **Integrated:** our rail network must be seamlessly integrated into our region's wider public transport and active travel networks, facilitating sustainable multimodal door-to-door journeys. We also want integration of fares and ticketing, as well as timetabling, with multimodal hubs providing a crucial role in enabling connectivity.
- **Sustainable:** Equally important is enhancing rail's wider role in society and reflecting our global responsibilities, including the reduction of greenhouse gas emissions, the transition to sustainable energy sources and reducing the pollution caused by transport activities. Rail produces significantly less emissions than car travel, producing around 28% of the emissions of a car for a single traveller, and lower if electric trains are used.<sup>lvi</sup> so electrification of the North's rail network is **critical**.
- **Accessible:** TfN has developed minimum and desirable standards for station facilities as part of the *Northern England Station Enhancements Programme*. This includes requirements for multimodal and integrated access to stations as gateways such as bus interchanges, walking and cycling routes, cycle and car parking, and taxi ranks. Our ambition is to make all stations accessible and in line with our required standards by 2050.

To achieve the changes required, three major programmes need to be delivered:

- **Trans-pennine Route Upgrade (TRU)**, being delivered now, will deliver faster, greener, and more reliable journeys, enhance passenger experience, capacity and accessibility, and crucially, unlock pan-Northern freight enabling intermodal container trains to cross the Pennines more efficiently, significantly reducing journey times and costs.
- **High Speed 2 (HS2)** in full, will provide transformational journeys, with a major uplift in seating capacity, better connecting local and regional markets, and release capacity on other routes for freight and passenger trains.
- **Northern Powerhouse Rail (NPR)** in full, ensures that the major cities of the North are connected to each other, and to Manchester Airport with fast frequent services through a combination of new lines and significant upgrades.

Together, HS2, TRU and NPR are fundamental to delivering our vision of a thriving North of England, where world class transport supports sustainable economic growth, facilitating the connections between key economic centres, and creating the interconnected labour markets required to fully develop the North's most productive sectors, opening up access to new opportunities for millions and creating a viable alternative to private transport for longer distance journeys.

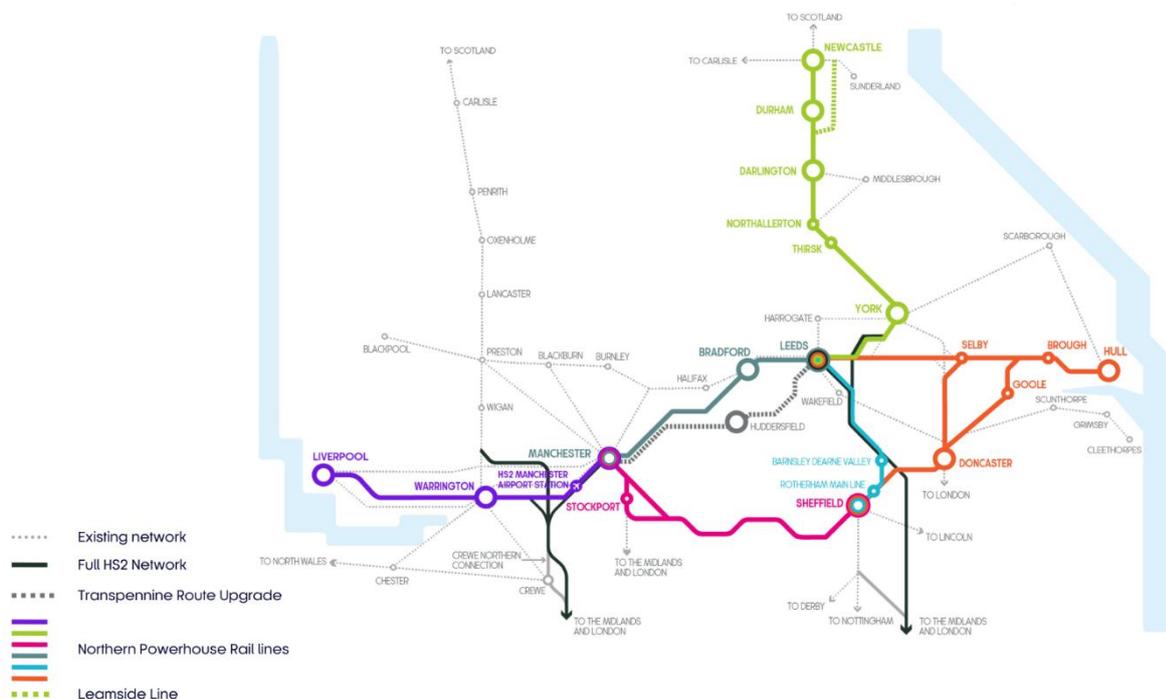
The TfN preferred NPR network is the agreed vision of the North and comprises:

- A new line to be constructed from Liverpool to Manchester via the centre of Warrington and Manchester Airport.
- 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.

## Draft Strategic Transport Plan

- A combination of new lines (including the new station at Leeds), significant upgrades, and new stations at Rotherham and Barnsley Dearne Valley, to improve the network between Sheffield and Leeds.
- Significant upgrades and electrification of the rail lines from Leeds and Sheffield to Hull.
- Significant upgrades of the East Coast Main Line from Leeds to Newcastle (via York and Darlington) and restoration of the Leamside Line (providing an alternative route from the ECML south of Durham into Newcastle).

**Figure 5.1: Northern Powerhouse Rail: TfN Preferred Network**



The full HS2 project including links to Leeds and York and to the West Coast Main Line to serve Lancashire and Cumbria, alongside the TfN preferred Northern Powerhouse Rail network, combined, they are the foundation of driving real change across the whole of the North.

TfN welcomes the commitments set out by Government in the Integrated Rail Plan and see those as the foundation on which to build the delivery of NPR and HS2 in full. TfN will work with government, using the adoptive pipeline approach set out in the Integrated Rail Plan to do this.

Reaping the full benefits of TRU, HS2, and NPR will require upgrades to existing rail infrastructure which is not directly on these routes; in particular, a significant capacity enhancement is required on the East Coast Main Line north of York, which forms part of the extended routes served by all three major programmes. This route is vital for connecting the North East and Tees Valley areas to the North West and West Midlands as well as Yorkshire and the South East, so TfN and Transport North East have already funded development work on enhancing capacity in this area.

A clear pipeline of network interventions is required to realise our ambitions for rail across the North. Alongside the major schemes, there is urgent need for investment in current capacity reliability and resilience – including the need for electrification of passenger and freight services – as part of a rolling programme of work through the next decade.

This needs to include the schemes that will flow from the Integrated Rail Plan (including HS2 services to Leeds and Sheffield), and delivery of major schemes in hand, such as Transpennine Route Upgrade, as well as those investments needed to accommodate the growth and increase the capability of the North's rail network. TfN will continue to champion the case for this overall plan with industry partners and DfT ahead of the formation of Great British Railways. This must be informed with a shared understanding of how rail services will evolve in coming years, ideally with a 'single version of the truth', as well as to improve the accessibility, connectivity, and user experience of our region's stations. TfN will support industry in developing this, including through its extensive evidence base and continuing to act as broker for partners' priorities where necessary.

### **CONSULTATION VERSION GRAPHIC: Schematic map of North rail priorities**

We also recognise that transformation of passenger experience requires reform alongside investment, and are working closely with both Network Rail and Great British Railways Transition Team to bring greater visibility and accountability through regional business units. We will continue to advocate strongly for "double devolution" with decisions made at City Region or other local area level where appropriate.

## **5.2 Investing in our road network**



As set out in our Major Roads Report, our highways and roads are at the heart of our communities, made up of a combination of footpaths, cycle ways and roads, enabling our residents and business to go about their daily lives.

As every journey involves a road at some point, roads need to be reliable, resilient, safe, be conducive to active travel options and reduce their environmental impact.

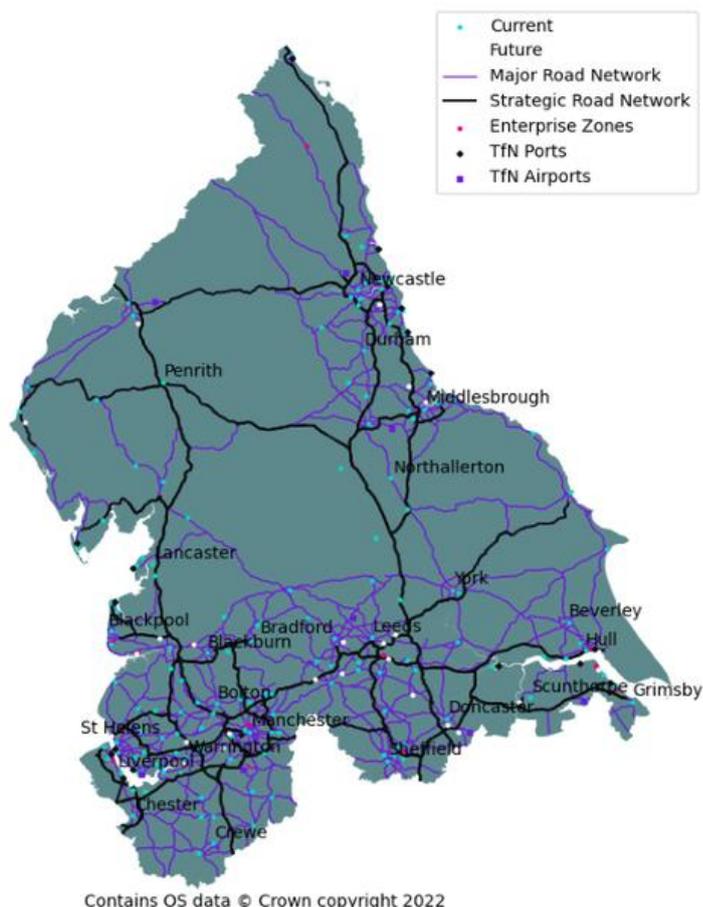
The Major Road Network for the North (MRN)<sup>lvii</sup> consists of the region's most economically important roads, and accounts for approximately 7% of the roads in the region. The Strategic Road Network (SRN) of motorways and significant 'A' roads, operated by National Highways makes up 2% of these roads, with the remainder comprising of 'A' roads managed by local authorities. 69% of all distance driven takes place on the MRN<sup>lviii</sup>.

On the road network, traffic growth and reliance on a few key strategic routes is placing increasing strain on journey time reliability, particularly on sections of the M1, A1, A19, M62 and M6. However, there are hotspots with poor journey time reliability across the network, with impacts on freight, travel to work and the visitor and leisure economy. Around a third of the North's roads experienced poor journey time reliability for at least one hour during weekday peak times (34.8% for weekday morning peak and 33.8% for weekday evening peak). With 83% of sections of the Network experiencing poor journey time reliability for at least one hour at the weekend.<sup>lix</sup> This has knock-on impacts for all users, including freight traffic and on bus users due to its impact on the reliability of bus services.<sup>lx</sup>

Poor road connectivity is also an issue in some areas of the North, for example, even outside of peak times communities in West Cumbria, parts of East Lancashire and East Yorkshire suffer from relatively slow and unreliable transport connections to the core road and rail networks.

Latest traffic flows are now at around 96% of pre-pandemic levels, with HGV and LGV freight flows now at around 102% of 2019 levels<sup>lxi</sup>. The pandemic accelerated the existing growth in road freight traffic, with much of this attributed to the increasing number of National Distribution Centres (NDC) and Regional Distribution Centres (RDC) in line with the increase in online retailing and the move towards next-day delivery of a wide variety of goods.

Figure 5.2: Map of the North's Major Roads



Wider challenges for the major road network include:

- The **urgent requirement to decarbonise our transport system**, with road transport responsible for the vast majority of transport related carbon emissions. In 2018, cars were responsible for 14.46 megatonnes (Mt) of CO<sub>2</sub> equivalent greenhouse gas emissions in the North, HGVs 7.21 Mt and LGVs 2.71 Mt, compared to just 0.63 Mt for bus and 0.77 for rail.<sup>lxii</sup> Planning for future road investment, including the approach to business case appraisal, must be aligned with policy commitments to achieve close to net zero carbon emissions and based on evidence such as used for the DfT's Transport Decarbonisation Strategy and TfN's Transport Decarbonisation Strategy.
- The **need to improve safety, reliability and resilience for all travel modes** using the MRN and wider road network. The cost of road traffic on the UK economy has been estimated at 1.6% of GDP or £31.9 billion per year, including through increased collision risk, noise, local air pollution, trip suppression and reduced accessibility.<sup>lxiii</sup> In 2021, 2,634 car occupants, 892 cyclists and 1,396 pedestrians were killed or seriously injured on the North's road network. These harms fall disproportionately on vulnerable road users – particularly those travelling actively – and in the vast majority of cases involved collisions between or with vehicles.<sup>lxiv</sup>
- The UK is seeing a **growing number of electric vehicles (EVs) on the road**, with EV's accounting for more than one in four new car registrations in August 2022. However, both the pace of transition to EV and availability of charging infrastructure is lagging other parts of the UK. Current data indicates the North has an average of 35 installed public charging

devices per 100,000 of population, well below the UK average of 52 devices per 100,000 population<sup>lxv</sup>. Our assessment is that 162,000 charging points will be required by 2030, and 177,000 by 2050.

- The **importance of maintaining and renewing existing highway assets**, ensuring our roads are safe and resilient, in particular adapting to the impacts of climate change which will be essential in mitigating for increased frequency and severity of severe weather events.. The Environment Agency estimated the UK-cost of the 2015-16 floods alone as £121 million for rail and £220 million for road<sup>lxvi</sup> and National Highways highlights the need to prepare for increased risks of erosion, floods, embankment failure, and temperature damage.<sup>lxvii</sup>

To achieve our 2050 vision, we need TfN's MRN to act as a seamless network of roads, enabling safe, reliable, and resilient multimodal journeys. We want better outcomes for communities living alongside major roads, biodiversity gains and faster action towards achieving a fair transition to near net zero for transport. That means:

- **Enabling sustainable growth** in key employment and housing growth sites. Supporting agglomeration economies by providing rapid and reliable journeys to bring people and businesses closer together.
- **Enabling efficient journeys** across multiple transport modes, contributing to improving access to opportunities for all citizens of the North. Our strategy recognises that in car and wider technologies offer huge opportunities for improving the customer experience, for better integration across transport networks and for more efficient and effective management of our transport networks.
- **Encouraging and facilitating mode shift** to sustainable modes, reducing traffic flows, relieving congestion and reducing car dependency to unlock social benefits. This could include increasing provision for and giving priority to pedestrians, cyclists and public transport encouraging more sustainable travel behaviours.
- **Enabling international connectivity** through providing good access to airports, ports and associated economic clusters.
- **Being resilient and adaptive** to mitigate for severe weather events, improving network resilience.
- **Delivering substantial improvements in safety** for all travel modes using the network. TfN commits to a vision for zero deaths and serious injuries on the major and strategic roads networks in the North by 2050, and to reducing the disproportionate impacts of road danger on older and younger people, people with disabilities, and people living in deprived communities. Prioritising improvements in road safety, particularly in severely congested and rural areas, will be key for increasing active travel uptake.
- **Enabling the rapid transition from internal combustion engine** to low and zero emission vehicles. The North's Road and Energy networks are critical key enablers in meeting our net zero carbon transport targets. The growth of clean energy opportunities in the North will contribute to increasing efficiency, reliability, and resilience of the road network. Consequently, we will support the decarbonisation of road transport by providing intelligence and supporting collaboration towards the roll-out of Electric Vehicle (EV) charging infrastructure.
- **Delivering net gains in biodiversity, improving air quality, lessen noise impacts, and reduce the severance effects** of heavily trafficked major roads, recognising that the transition from ICE to low and zero emission vehicles, alongside other improvements will also contribute to inclusivity, health, and access to opportunities through improved air quality, physical health, and mobility levels.

Future investment in the MRN should therefore be considered as part of a 'whole journey' and 'total network' approach to improving transport outcomes, encompassing all travel modes, and integrating local and strategic highway planning. This would open opportunities to optimise the

benefits of investment through shared ownership of a locality-based strategy, delivering complementary policies and investment. This will ensure that investment in new road capacity is targeted only where the evidence shows it is essential, for example enabling access to new employment and housing growth sites, improving safety and resilience and/or providing vital transport links for industries and businesses dependent on good road connectivity.

While there may still be instances where we need to invest in additional highway capacity to realise our economic ambitions for the North, those economic ambitions primarily need to be achieved through changing the way we use our highways – especially as we look to accelerate decarbonisation.

### 5.3 Freight and international connectivity



Our Freight and Logistics Strategy explains the sector's importance to the North's economy, with our transport network playing a vital enabling role for our industries and businesses, particularly those in our prime economic sectors of advanced manufacturing and health innovation. Our international connectivity policy position then articulates the economic opportunity of connecting our ports and airports sustainably into our transport network.

Today, over 33% of goods enter through the Northern ports and airports, while 25% of national freight starts in the North, with the same proportion of journeys ending in the North. By 2050 the sector could be worth over £30bn and employ more than 500,000 people, providing the backbone for economic growth and decarbonisation across a range of industries and sectors.<sup>lxviii</sup>

The North of England's freight transport network encompasses rail, road, inland waterways, sea and airport infrastructure, in addition to a significant volume of warehousing. Combined, the North boasts a wealth of freight assets that underpin our region's strong multimodal freight capabilities and provides increasingly important capacity at a national level.

Airports in the North serve a range of destinations both domestically and internationally, with Manchester Airport being the busiest outside of London, based on passenger numbers. Manchester Airport is well connected by European carriers serving Europe, as well as various long haul operators serving locations including America, the Middle East and Asia. Commercial air services to Europe and other parts of the UK also operate from a network of airports across the North, including Newcastle, Liverpool, Leeds Bradford, Teesside International, and Humberside International. Both Newcastle (Emirates) and Liverpool (Lufthansa) also support interchange to key international hubs, facilitating global connectivity for passengers and freight. Several airports in the North also support access to offshore energy infrastructure in both the North and Irish Seas, including at Humberside International and Blackpool.

The major Northern ports serving Hull and Humber, Teesport/Hartlepool and Port of Tyne provide global connectivity. The largest UK port by tonnage is Port of Immingham which is well served by highway and rail links but is constrained by access onto the East Coast Mainline.

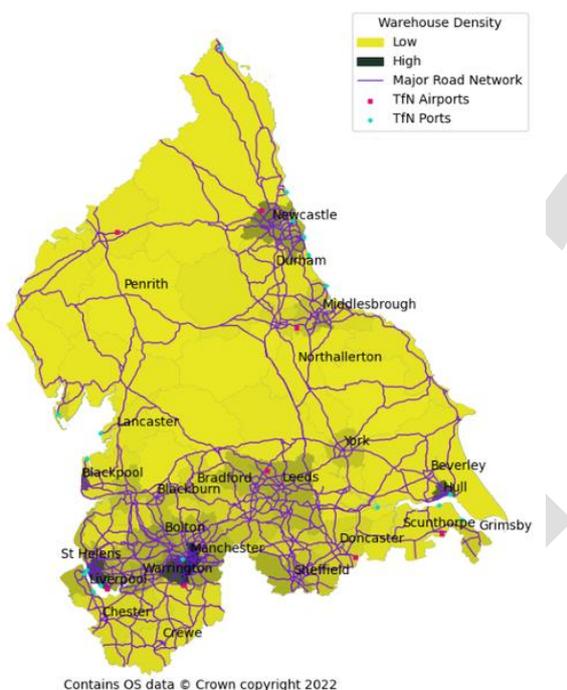
Recent expansion of the Port of Liverpool means the North can serve calls from larger post-Panamax vessels which has increased freight volumes, while also maintaining connectivity with Northern Ireland, Ireland and the Isle of Man. Peel Ports, who run the Port of Liverpool, have

recently made acquisitions in the area, expanding their reach into Ellesmere Port which can offer additional bespoke cargo solutions which reduces road mileage in cargo transport.

The North has a network of inland waterways, from which the Manchester Ship Canal and the Aire and Calder navigation are the areas of most opportunity. Proposals to expand these operations are being explored. Manchester Ship Canal offers opportunity to reduce the reliance on road-based transport from Merseyside and the Wirral into Manchester. The Aire and Calder offers the opportunity to move bulk and aggregates from the Humber Port complex into Leeds. Investment along the Aire and Calder would ensure the bridges are tall enough for Euro 2 barges to transport containers on the navigation.

Highways play a critical role in moving goods, with road transport by far the dominant mode for the movement of freight with an 87% mode share by tonne km by road in 2016.<sup>lxix</sup> The North is also an important hub for rail freight, with 56% of UK rail freight passing to, from, or within the North.<sup>lxx</sup> There are some branch lines in the North of England which are specifically used for the movement of goods, such as to the Port of Immingham or Swinden Quarry, North Yorkshire.

**Figure 5.3: TfN Ports, Airports and Warehouse Density**



### Issues and opportunities for our freight network

Despite these extensive assets being available, many are not being fully utilised and therefore our region’s economic, environmental, and social potential is being constrained. This is due to:

- a lack of joined up infrastructure – particularly in rail connectivity where gaps in gauge clearance, track capacity or electrification are limiting timely and direct freight journeys. This presents challenge because most rail freight runs on lines where passenger and freight services run together.
- There are bottlenecks in the network, particularly through Manchester, the West Coast Main Line between Crewe and Weaver Junction, the West Coast mainline north of Golborne,<sup>lxxi</sup> the East Coast mainline two track section through Durham, and the Midland Mainline through Sheffield. These are already heavily congested passenger service routes, leading to limited freight paths and delays in services.

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- 80% of road freight in the North is domestic traffic, most of which is short haul (making it difficult to justify the use of rail on commercial or efficiency grounds), which places a heavy burden the strategic road network<sup>lxxii</sup>;

Access to ports and airports by rail is constrained by limited capacity for passenger and freight services. For example, having more rail paths available on the East Coast mainline would open more opportunities to transport freight by rail allowing ships to make ports of call in the North and using rail to access the national markets. Improved rail access could see the East Coast ports reduce the pressure on the Southern Ports and the Channel Tunnel.

As both air and sea born freight and passenger journeys are currently carbon intensive, our decarbonisation strategy identifies the important balance between the growth and opportunity for Northern development and production of alternative fuels, with requirement to reduce air, noise and vibration pollution associated with their activities. In addition, rail freight moved by diesel trains currently produces 76% lower CO2 emissions<sup>lxxiii</sup> than road freight, so encouraging mode shift by alleviating bottlenecks and improving price competitiveness would bring large decarbonisation benefits.

Increasing the North's international connectivity to perform at a global stage can attract and facilitate businesses and entrepreneurs to work together and reach customers and suppliers across the North, the UK, and the rest of the world. This will encourage outward and inward overseas trade and investment, which will facilitate economic growth.

TfN supports better utilisation of the existing unused runway capacity at Northern airports to cater for growth as part of a national strategy for rebalancing use of existing capacity. TfN also recognises that increases in aviation demand need to be accommodated within a national cap on demand growth of 25% by 2050. A predominantly technology led approach to reducing aviation emissions (as per national governments current policy) is unlikely to deliver material emissions reductions prior to 2035 and introduces a significant level of risk to aviation decarbonisation should those technological options not fully deliver.

To maximise the impacts of our freight and logistics sector in delivering sustainable economic growth we require an efficient and integrated multimodal freight network, directly linked to our ports, international gateway and well-connected warehousing and consolidation sites. We also need investment in rail freight, both capacity and capability, which will support economic growth, create capacity on routes to ports and strategic rail freight interchanges and remove HGVs from our region's roads.

Our strategic priorities are:

- Developing port to port zero-carbon multimodal corridors, with a focus on maximising the economic potential of freeport status to ports and their hinterlands, as well as the potential to produce and use green fuels in our ports including HGVs, rail and maritime.
- Improving the multimodal North-South and East-West connectivity across the North, particularly focused on rail. This means increased electrification (including infill) and gauge clearance of the network, including the full delivery of the Trans-pennine Route Upgrade and the development of rail alternative freight priority routes as well as investment from freight operating companies.
- Optimising the efficient flow of goods on our road networks through improved flow of traffic supported by technology as well as decarbonise road haulage through increased usage of zero carbon and low emission fuels;
- Supporting effective spatial planning, development and benefits mapping of well-connected warehousing, freight consolidation and local distribution networks consolidation sites.
- Reducing the impact of air pollution and noise from freight movements on the health of local communities, working with local transport bodies to develop multi modal hubs.
- Maximising the utilisation of our rail and inland waterway networks, improving multimodal connectivity and local distribution hubs to improve efficiency, and encouraging modal shift from road to rail/water, to support decarbonisation and improved air quality.

## 5.4 Local Connectivity



TfN defines local connectivity as ***“the way in which people and freight move around a localised area across all modes of transport.”***

Local connectivity includes bus, light rail, and active travel modes, integrated via multi-modal hubs and connected mobility (smart travel) technology, designed to deliver sustainable and integrated door-to-door journeys to match user needs. A place-based approach is especially important when developing strategic transport interventions at a local scale.

Opportunities for improving local connectivity is driven by each place’s context, location, and scale linking social, education, health, and economic amenities brings differing challenges across neighbourhoods, towns, cities and rural communities. All these places have similar objectives to ensure areas maximise the destinations people can reach in a reasonable amount of time at modest speeds, via all modes. Moving beyond urban areas, car dependency increases as people and places are further apart.

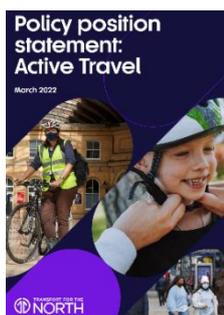
Buses account for the majority of public transport journeys across the North of England<sup>lxxiv</sup>. Buses are the foundation of our public transport network, providing accessible, affordable, and sustainable access to jobs, learning and local services. A fast, frequent, and integrated bus network is vital to the North’s economic success. Buses also play a key role in reducing social isolation and catalysing social mobility in rural communities, alongside supporting low income, young/old and disabled passengers.

However, too often bus journeys can be confusing for users, acting as a barrier to usage. Passengers often require multiple tickets, even on the same routes, as operators do not accept each other’s ticketing products or facilitate cross local authority boundary trips. Timetables are not integrated, particularly with the wider rail network, leaving gaps in services, elongated journey times.

Increasing traffic congestion has made bus services slower, journey times unreliable and more expensive for operators to run. Compounded by a reduction in patronage following Covid-19, there has been a significant reduction in the North’s bus network coverage, as less routes can operate on a purely commercial basis. This is of most significance for rural and sparsely populated areas who often have no viable public transport alternative.

A safe and inclusive transport network is also a fundamental requirement, determining how people use and perceive the transport network, especially when encouraging more people to feel confident to switch to using sustainable active modes. However, many of our areas are starting from a low base when implementing active travel schemes. This includes a lack of consistent cycle facilities at public transport hubs and a lack of consistent rules for taking bikes on trains/trams and between different operators. This combination often means that active travel infrastructure does not offer the safe, direct, accessible, and consistent journey experience users require.

Our strategic priorities are then to work with our partners on the following issues:



**Active travel** should be a natural choice for shorter journeys up to five miles, particularly for trips to and from public transport interchanges to integrate with public transport for longer journeys. Safe, accessible, and consistent cycle and walking routes to transport links and central hubs, together with regular joining points, as well as having safe and secure lockers for bicycles, or allowing bikes on public transport where possible. This ensures a seamless travel experience for the passenger throughout their whole journey. Active travel can play a key role in the physical health and mental wellbeing of our communities, while also delivering on the wider agenda to decarbonise the North's transport networks.

Utilising our analytical framework and evidence base, we will work with Active Travel England and Government to promote and unlock sustained investments, which enhance the provision, accessibility, and safety of active modes to deliver modal shift. This will enable Local Transport Authority partners, who have responsibility for local transport strategies and their delivery, to implement more ambitious and longer-term schemes.

**Buses present the quickest, easiest, and most effective way to enact radical changes to our public transport system.** Bus routes can be rapidly reconfigured to match user travel patterns, support sustainable access to new housing / employment developments. Demand responsive services can dynamically fill network gaps to meet user needs outside of traditional operating hours and across rural communities, while reallocation of existing road space for bus priority can unlock significant time savings and user benefits. Many partner authorities, particularly in Mayoral Combined Authority areas are taking the first steps towards greater control of their bus networks.

**TfN will support an accelerated transition to a fully zero-emission bus network** that is essential to meet national Government, TfN and Partners decarbonisation targets. Buses provide the fastest and most significant opportunity to decarbonise road transportation.

TfN will support local partners to identify and invest in opportunities for **multimodal hubs** (including bus park and rides, interchanges and car clubs), supporting efforts to increase the number of multimodal journeys in the North. Well located and designed hubs can be critical in enabling sustainable trips across the North, transforming and revitalising communities through supporting increased density and mixed-use development, and enhancing the attractiveness of public and active transport trips across all parts of the North.

**Integrated and smart ticketing is key to encouraging sustainable travel.** Transport for the North's **Connected Mobility Hub** is providing Local transport bodies with additional specialist capacity in developing and deploying digital and ticketing initiatives at a local level. The hub supports our primarily non-Mayoral Combined Authority Partners in delivering on their ticketing, digital and fares improvements outlined in local Bus Service Improvement Plans. The current pilot will provide support for at least 5 key connected mobility workstreams/projects in up to 5 transport authority areas, including the development of new Multi-Operator Ticketing arrangements and facilitating greater access to and use of Bus Open Data.

**Flexible and integrated multi-operator, multimodal and cross border ticketing is an essential requirement, making public transport easier and simpler to use.** Ensuring our bus network is fast, frequent, reliable, affordable, and seamlessly integrated within the North's Public and active transport networks can provide an attractive and viable alternative to using a private car. This must include proactively supporting the development of simpler fare structures for passengers by being the catalyst for fares reform across the North of England, as well as exploring the viability of demand responsive transport versus the viability of traditional bus services in both rural and urban communities.

**Finally we will work to ensure that rural communities are well connected to places and opportunities across the North.** In rural areas. TfN will collaborate with DfT and other STBs and local partners to explore reducing car dependency, enhance access to opportunities

and understand funding requirements for strengthening the public transport offer in rural areas. We are collating best practice to assist partners to identify schemes and support innovative interventions.

### 5.5 A place based approach

This STP is clear that the successful delivery of our strategic ambitions and headline objectives can only be achieved through a collective effort nationally, regionally, and locally. This can be achieved through effective transport planning and ensuring a strong golden thread through the following key policies.

- Nationally through government policy, regulation, and legislation
- Regionally through our Strategic Transport Plan (STP); and
- Locally through Local Transport Plans (LTPs).

As TfN, our role is to present the collective priorities and ambitions for the North at a strategic level with a specific focus on pan-Northern connectivity. However, for the North to thrive, we require efficient, high-quality local connectivity to create an inter-connected, decarbonised strategic transport network for the entire region.

We need to undertake a place based approach to strategic transport planning. Recognising that the policy priorities for a rural and dispersed area will be significantly different from a large conurbation and that not just TfN but also our partners, through their own LTPs, must represent a multitude of places with different transport challenges.

Our nine distinct place types across the North provide a framework that can be used by our local transport authority partners as evidence to inform their own LTP process. Ultimately, within this policy context, the North's local transport bodies through their own local transport plans will make a final assessment as to what the right mix of policies are for any given area.

For local connectivity, there is a need to balance major infrastructure and long-term investments in road and rail, with local decisions around streets, junctions, stations and service patterns. Therefore, our focus for local connectivity considers all modes of transport across all place typologies, building on existing TfN workstreams in this space, as well as identifying relevant policy gaps in TfN's evidence base as areas for further research.

#### **CONSULTATION VERSION INSERT: GRAPHIC ON PEOPLE AND PLACE FRAMEWORK**

Our place-based approach can help to create more liveable communities, facilitating greater opportunities for decarbonisation, and improving health and wellbeing for all. Aligning spatial and transport planning, such as by providing better accessibility to services, is critical to achieving those outcomes.

If we are to harness the opportunities available in a post-pandemic world, we also need to change the way we plan for, develop, and deliver transport infrastructure and services. While transport investment can be a catalyst for change, it is not sufficient alone and alignment with investment in other areas of public policy is needed including skills, housing and place making.

We have an enabling role in spatial planning by providing the wider infrastructure context, as to ensure pan-Northern connectivity and support cross-boundary development, within which Local Plans can be prepared. Our innovative analytical tools are rapidly opening up new areas of collaboration with the energy, housing and planning sectors. The opportunity now is to align our spatial plans to ensure they unlock new housing, work and leisure sites that is active and public transport focused.

This STP reinforces our key role in working across sectors to promote the clean growth opportunities from developing and producing alternative low carbon fuels and emerging low

carbon technologies. This includes partnering with our energy distribution networks and industry to understand the feasibility and infrastructure requirements to create a viable low carbon refuelling network for both light and heavy-duty transport uses. This is demonstrated through our Electric Vehicle Charging Infrastructure framework and data tool, as well as our ongoing work to visualise a pipeline supplied northern hydrogen refuelling network for heavy duty transport uses.

Our Spatial Planning framework provides a mechanism for Partners to consider the transport objectives of the STP within their own spatial plans and development strategies. TfN can partners by supporting a 'bottom-up' assessment of the development impacts on neighbouring local planning authorities and the level of accessibility of the proposed development via all transport modes. Through using our analytical framework, we can help align strategic planning outcomes and integration opportunities to deliver our combined economic, social and environmental vision, as outlined in the case study below.

### **Electric Vehicle Charging Infrastructure (ECVI) – triple access planning in action.**

Reducing the environmental impact of road transport is critical if we are to meet UK legal requirements for decarbonisation. Our regions roads are by far the largest transport emitter of carbon emissions (23% of UK road emissions; 6% of total UK emissions)<sup>lxxv</sup>.

One of the key solutions to reach transport decarbonisation targets will be the uptake of Electric Vehicles (EVs), supported by a rapid rollout of EV Charging Infrastructure (EVCI), which are more suited in specific places. Our EV Charging Infrastructure Framework<sup>lxxvi</sup> sets out the scale and pace of enabling charging infrastructure deployment required across our region to support a rapid and consistent transition to electric vehicles, which supports our regional decarbonisation trajectory.

Working with the private sector to target the required investment we can help support the case for EV charging investment and deliver the density and coverage of charge points to meet user needs.

Our whole network, whole systems approach provides the means to make better assessments regarding the many social and spatial considerations associated with EV charging infrastructure. That is why we have made our EVCI Framework openly available and will continue working collaboratively with public and private stakeholders, across transport, energy, and spatial sectors to unlock delivery and investment right across the region.

Our innovative analytical and modelling capabilities continue to develop, and we will continue to enhance outputs available from the EVCI Framework which contribute meaningfully to a fair and inclusive decarbonisation of transport.

However, the transport planning system in the UK often struggles to meet these challenges, taking a siloed approach to funding, with limited opportunities for places to plan and take coordinated action as part of a systems approach. At the heart of this challenge is an over centralisation of decision making and investment processes, and a constrained view of future growth. TfN and other bodies such as the National Infrastructure Commission have taken a longer term, holistic view of future connectivity requirements to present a long-term view of what is required.

## **5.6 Conclusion**

To delivery our vision, we need our transport systems, whether national, regional, or local to work efficiently and effectively together. It is crucial that pan-Northern road and rail networks are seamlessly integrated with our local roads and public transport systems; that spatial

planning supports effective multimodal hubs, as well as walking and cycling networks. Fares must be integrated, smart, affordable, and simple to understand.

While interventions to support local roads, local public modes, walking, and cycling are primarily the responsibility of our local transport bodies, they are important enablers to reduce congestion, encourage shift to sustainable modes and are essential in creating a more integrated, healthy, and resilient overall transport system. As such, they are vital to achieving our collective ambitions and decarbonisation outcomes.

Given the scale of these challenges, investment is required to support both pan-Northern connectivity and local transport systems. That investment must recognise:

- Our rail network and wider connections must transform the access to opportunities for millions of people, recognising the need to move beyond the current crisis and take clear steps to create capacity for passenger and freight growth over a sustained period of investment.
- The critical importance of the North's road network to our economy and supporting our modern society. Roads are a multimodal asset and provide the public space we all use to move around, whether that be on foot by bike, bus, or car, as such they are an essential community asset. We need to choose how the space available is used in order to meet needs to decarbonise, maintain access for freight and encourage active travel.
- The importance of local connectivity and multimodal integration in providing door-to-door sustainable transport for people and goods. There is a need invest in improving local connectivity and how this helps address the extent to which our current transport system too often acts as a barrier and how this represents an opportunity to decarbonise transport.

There is also a clear need for public transport modes to work together in an integrated way that creates a genuinely attractive alternative for car use for a wide range of journeys. The importance of investing in surface access to international connectivity for passengers and freight, recognising our ports and airports as key economic assets and the need to align investment across our transport system to achieve an integrated, affordable, and connected network. That requires a mix of technology, behavioural changes, and mode-shift solutions.

To avoid the risk of increase in private vehicle mileage, we need to focus on reducing the need for motorised travel and support for a higher proportion of travel by public transport. This will support our transport objectives of reducing congestion, increase operational efficiency, and improve air quality and health.

Following the lead of other transport bodies in the UK, we are proposing a "right share" metric that will support efforts to reduce car dependency and create the capacity required to accommodate growth on our public transport networks, so that:

- The share of trips made by public transport increases to 15% by 2050 (currently 7%)
- The share of trips made by active modes increases to 36% by 2050 (currently 27%)
- There is zero overall regional increase in private car vehicle mileage on the North's road network to 2045, against a baseline of 78.2 billion in 2018.
- Double the share of freight (measured as tonne km) carried by rail from 8.5% to 17% by 2050.

Through our evidence base and analytical tools, TfN will provide support to our local authority Partners in the preparation of their Local Transport Plans and defining the 'right mix' of modal targets for their different places. Our Clean Mobility Vision and Quantified Carbon Reduction workstreams will help to identify those interventions most likely to reduce vehicle mileage for different places and the intensity of interventions required.

## 6. Action and impact framework

This STP has demonstrated the scale of change needed to deliver the required outcomes the North wants to see, as well as the significant challenges faced by the current state of the transport system. The implementation of this ambitious and challenging STP will require a concerted sustained effort across the region. This will require the North and its partners to:

- **Move at pace to secure and deliver the investment** in infrastructure and services that improves connectivity, particularly to meet the requirement to achieve net-zero carbon.
- Harness the opportunities available in a post-pandemic world **to change the way we plan for, develop, and deliver transport infrastructure** and services.
- Work to **align investment in transport with other strategic infrastructure** investment to achieve the North's ambition.

### Action and Impact framework

Since being established in 2018, TfN has established a strong reputation for clear forward thinking on transport issues, industry-leading technical expertise, local knowledge, and relationships that allow us 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** – one that is available to all our partners locally, regionally, and nationally as a foundation on which to develop solutions.
- A **strategic thought leader** and champion of strategic transport planning – one that ensures the linkages between transport, digital and energy systems are reflected in decision making.
- An **enabler of accelerated delivery** – applying our capability and capacity in support of our partners as they bring forward solutions for implementation.
- A **trusted collaborator** – working with partners (nationally and across the North) in order to maximise the leverage of its own activity to the benefit of our communities and businesses.

As a statutory body a key role for us is to make evidence-based recommendations to government on funding, sequencing, and implementation of transport investment. To support that we will introduce a series of processes that will enable a holistic approach to providing regular progress updates and reporting on the impact of this STP to the TfN Board. We will also ensure the assessments feed in to other TfN processes, such as the annual business plan.

As TfN we will work with our delivery partners, businesses, the transport industry, and government to support the delivery of schemes, influence policy and ensure over the next parliament we are on track to deliver on our intermediate 2030 targets and long term 2050 objectives.

Our **Policy Action and Implementation Plan**, brings together several processes at TfN to ensure that the objectives, measures of success, and KPIs in this STP are assessed in terms of their impact at a local and pan-Northern level, as well as responding to new and emerging policy areas. There are three component parts.

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- **TfN Policy Development Framework** – a mechanism for us to assess what further policy development and evidence generation should be taken forward.
- **TfN Monitoring and Evaluation (M&E) framework** – consists of the series of headline, core, and supplementary metrics developed in collaboration with partners that can be used to monitor the effectiveness of this STP.
- **Annual action plan and KPIs** – built into business planning processes from FY 23/24, the addition of an annual action plan will more clearly articulate how we are performing against our headline and core objectives as well as setting out what we have done as an organisation to support delivery of our vision.

All these processes will provide an additional layer of robustness to our policy making and will help us identify any problem areas where we may be underperforming. This will be particularly important when considering the short- and medium- term targets established earlier in this document. As such, we may need to work with our Board to reconsider our approach to ensure we are doing everything we can do deliver on our collective vision. A real example of this could be the provision of adequate electric vehicle charge points across the North to meet national governments 2025 ambitions.

### Monitoring and Evaluation

One of the key principles of this STP is to be outcome focused, TfN's Monitoring and Evaluation Framework provides us a mechanism to do just that. Consisting of a series of headline, core, and supplementary metrics, developed in collaboration with our partners, TfN will monitor the effectiveness of this plan reporting against the M&E framework on an annual basis. These metrics are split into the following categories:

- **Headline objectives (20 metrics)** - ambitious, long term and transformative and linked to targets and trajectories. These represent the highest profile, public facing objectives that will drive TfN's strategic focus.
- **Core metrics (56 metrics)**- provide key evidence required to monitor the road and rail networks in the short to medium term and will form a fundamental part of monitoring STP2. Here a 'good is' target is usually sufficient rather than specific targets
- **Supplementary metrics (20 metrics)** - provide supporting evidence to understand the wider context of the transport system and wider context.

For each ambition there are several sub-themes which together represent relevant aspects of the objective and an overview of the best current available metrics. TfN's metrics are designed to complement and inform KPIs of delivery bodies such as National Highways and Network Rail and partner authority Local Transport Plan objectives.

It is important to note that these are ambitious pan-Northern targets or end states which clearly align to the outcomes the North wants to see delivered as set out throughout this Plan. However, given the unique geographic and social differences across parts of the North not all these targets will translate down to a local level. As set out earlier in this plan, partners own local transport plans will set their own priorities which may see some of our partners committing to go further and faster than these pan-Northern targets whereas in other parts of the North the full suite of targets may not be applicable. We also recognise that not all the targets fall within TfN's direct control, as such it will require buy in at the national and local level to help deliver progress against the metrics.

The table below provides a summary of the headline (2050) and interim (2030) objectives included as part of STP2. A more detailed version of this list can be found in the TfN Monitoring and Evaluation Strategy.

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**Table 6.1: STP ambitions and supporting metrics**

STP Ambition	Medium term pan-Northern target (2030)	Long term pan-Northern target (2050)	Baseline (year)
Transforming economic performance	Begin to close the productivity gap between the North and the average for the rest of England excluding London	Close the productivity gap between the North and the average for the rest of England excluding London by 2050	11% (2019)
		37% of the North's population can access 500,000 jobs by rail within 60 minutes by 2050	27% (2018)
	68% of the North's population can access an employment centre with at least 5,000 jobs by public transport within 30 minutes by 2030	75% of the North's population can access an employment centre with at least 5,000 jobs by public transport within 30 minutes by 2050	63% (2019)
	Improve overall journey time reliability compared to 2019 levels; primarily achieved through a strong emphasis on encouraging modal shift to public transport, rail and active travel.	Reduce the proportion of the Major Road Network experiencing excessively unreliable journey times during the weekday peak to 2050 <sup>160</sup>	34.8% morning peak, 33.8% evening peak (annual average) (2019)
		Reduce the proportion of the Major Road Network experiencing excessively unreliable journey times during the weekend to 2050 <sup>161</sup>	83% of paths experienced at least an hour of highly poor journey time reliability (annual average) (2019)
Decarbonising surface transport	56% reduction, to 11 million tonnes by 2030	Reduce total northern surface transport CO2 emissions to near zero by 2045	25 million tonnes (2018)
	Share of trips made by public transport increases to 10% by 2030 (Rail to 2%, Bus to 8%)	Share of trips made by public transport increases to 15% by 2050 (Rail to 3%, Bus to 12%)	Rail: 1.5%, bus and coach: 5.5% (2018 and 2019 average)
	Share of trips made by active modes increases to 33% by 2030	Share of trips made by active modes increases to 36% by 2050	Active modes: 29% (2018 and 2019 average)
	Zero overall regional increase in private car vehicle mileage to 2030	Zero overall regional increase in private car vehicle mileage on the North's road network to 2045 compared to 2018 <sup>162</sup>	Private car vehicle mileage: 78.2 billion km (2018)
	Overall increase in rail freight mode share.	Double rail's share of freight carried to 17% by 2050, measured as tonne km	8.5% (2018)
	Uptake of public EV charging points at scale and pace across the North to support TfN's regional decarbonisation trajectory to 2045, increasing to at least 123,500 by 2030	Uptake of public EV charging points at scale and pace across the North to support TfN's regional decarbonisation trajectory to 2045, increasing to at least 123,500 by 2030	6,400 (2022)

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	All new major transport infrastructure development to aid local nature recovery by achieving 10% biodiversity net gain, for projects gaining approval from 2025 (in line with the Environment Act 2021)	All new major transport infrastructure development to aid local nature recovery by achieving 10% biodiversity net gain, for projects gaining approval from 2025 (in line with the Environment Act 2021)	
Enhancing social inclusion and health	Public Performance Measure (PPM) of at least 91.2% for both TransPennine Express and Northern by 2028, returning to levels last seen prior to 2018		TransPennine Express: 87.2% (July - September 2022 annual moving average)  Northern: 84.0% (July - September 2022 annual moving average)
	Reduce the number of people in the North living in areas with a 'high' risk of TRSE by 200,000 by 2030	Reduce the number of people in the North living in areas with a 'high' risk of TRSE by 1,000,000 by 2050	3.31 million (2019)
	Reduce the number of people in the North living in areas with a 'highest' risk of TRSE by 74,000 by 2030	Reduce the number of people in the North living in areas with a 'highest' risk of TRSE by 370,000 by 2050	0.81 million (2019)
	Local and national road investment continues to deliver road safety improvements, including through the Safer Roads Fund, and supported by targets such as National Highways target reduction of at least 50% by the end of 2025 against the 2005-09 average baseline.	Vision zero: reduce the number of people killed and seriously injured in traffic incidents to zero by 2050	6,429 (2018/2019 average)
	Physical station improvements continue to be delivered as part of Network Rail's Access for All programme. By 2030, there is a plan in place to deliver the step change in physical station accessibility the North needs to meet 2050 targets.	All rail stations in the North to meet TfN's desired accessibility standards by 2050	54% (2021)
	Reduction in AQMAs in the North through improved air pollution levels.	Eliminate the need for Air Quality Management Areas in the North announced due to NO2 or PM10 to zero by 2045 by bringing air quality within legal limits	AQMAs in the North due to NO2 or PM10: 132 (2022)
	Reduction in Nitrogen Dioxide exposure across the MRN network <sup>1</sup> in the North.	Reduce to zero the proportion of the North's Major Road Network by length that exceed WHO Nitrogen Dioxide exposure limits by 2045.	57% (2019)

### Interim milestones – opportunities for early progress

While the STP is set out to plan for the coming decades, requiring fundamental reform and investment which will take years to design, deliver and implement, it also recognises the significant changes we need to see in the coming years including:

The opportunity to make significant progress on local transport networks, restoring services and rebuilding the confidence of the travelling public in buses and trains. This should include the development of active travel networks as part of transforming local transport networks. Through rail reform there is the opportunity to transform how services are run for the benefit of passengers.

Our decarbonisation strategy already recognises the need for urgent progress towards near net zero, and there is significant progress that can be made in supporting fleet transition for passenger cars and Light Goods Vehicles (LGVs) and HGVs through providing adequate electric vehicle and hydrogen charging infrastructure.

Rail reliability improvements, including TRU and Hope Valley, possible to make further progress on electrification for passengers and freight. During this period, further progress on HS2 and NPR will also be possible, and while full delivery is likely to take into the 2040s, initial upgrades could be delivered by the early 2030s. We can also expect places can start to benefit from the anticipation and certainty that NPR will be delivered – something that Birmingham is already benefitting from the anticipated arrival of HS2.

This is important as it further reinforces the case that if the North is to achieve an integrated transport system fit for the future, then we need investment not just for strategic pan-Northern schemes that derive benefits in the long term but also funding to support local connectivity which will help us deliver the outcomes this STP seeks in the short – medium term. Actions have to be complementary and be planned in such a way that we have an integrated transport network.

### Our Action Plan

A realistic plan needs to recognise what is practical in the short term, while laying the foundations for future investment and reform of the system. We will therefore follow a three-stage approach in the coming years.

- Maximising the impact of committed investment in the North with a focus on capacity, resilience, and reliability, and support the growth of travel markets crucial for economic, social and environmental transformation. At local level, we will be a positive catalyst for change, supporting authority partners with their ambitious plans for local transport networks and place making.
- Communicating clear road and rail investment and policy priorities for the next two funding periods within the existing funding envelopes that can accelerate transformation in the 2020s.
- Setting out and agreeing with Government the wider roadmap for securing the longer-term investment needed at pan-regional level, while putting forward positive proposals for reform of transport planning and funding in the North, including further devolution of decision making and accountability.

Consequently, there are some key actions for us as TfN to undertake to support the delivery of this STP.

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**Table 6.2: TfN Required Actions**

Policy Area	We will...
<b>Decarbonisation</b>	<ul style="list-style-type: none"> <li>• Emphasise and embed the importance of maintenance and adaptations to climate change on existing networks as well as for new schemes.</li> <li>• Continue the 'whole network, whole system' approach as set out in the EVCI Framework to foster partnerships and solutions to ensure charging infrastructure is planned and delivered in an efficient and cohesive manner across transport, energy, and spatial sectors.</li> </ul>
<b>Transport Related Social Exclusion</b>	<ul style="list-style-type: none"> <li>• Work with partners to ensure that investment in the major roads, rail, and local public transport networks deliver reductions in transport-related social exclusion</li> </ul>
<b>Rail</b>	<ul style="list-style-type: none"> <li>• Work with Government and industry partners to secure full delivery of the preferred Northern Powerhouse Rail and HS2 networks, and completion of the Transpennine Route Upgrade, building on the committed investment in the Government's Integrated Rail Plan.</li> </ul>
	<ul style="list-style-type: none"> <li>• TfN will work with industry and DfT to secure a common set of service development proposals against which a pipeline of infrastructure investment can be more coherently developed to ensure an effective and joined-up approach across these schemes and programmes.</li> </ul>
	<ul style="list-style-type: none"> <li>• Actively work with partners to bring all stations in the North up to minimum suggested standards as quickly as possible and meeting desirable standards by 2050.</li> </ul>
	<ul style="list-style-type: none"> <li>• Use the Rail North Partnership to rebuild the confidence of rail passengers in the Norths rail services, promote further strong growth in patronage and ensure the next generation of passenger service contracts can meet the needs of the Norths communities and businesses.</li> </ul>
<b>Roads</b>	<ul style="list-style-type: none"> <li>• Work with National Highways to future proof and decarbonise the strategic and major road networks for new technologies (i.e., EV, Hydrogen and Digital communications) and maximise opportunities for freight and improved infrastructure for public transport and active travel.</li> </ul>
<b>Freight and Logistics</b>	<ul style="list-style-type: none"> <li>• Utilise our Northern Freight Growth forecast to collaborate with delivery partners to ensure that our MRN, rail network, ports and airports provide the required capacity and capability to support existing and future freight demand, as set out in our Freight and Logistics Strategy.</li> </ul>
<b>Connected Mobility</b>	<ul style="list-style-type: none"> <li>• Support partners in ticketing, digital and fares improvements by supporting analysis for reform fare structures, creation of government systems for multi-operator ticketing, integration of open data sources, and defining new zonal fare structures.</li> <li>• Continue to work on a new 'Digital Mobility Hub' pilot with a clear focus on improving rural mobility, exploring the viability of demand responsible transport versus the viability of traditional bus services</li> </ul>

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<b>Local Connectivity</b>	<ul style="list-style-type: none"> <li>Utilise our extensive pan-Northern evidence base to provide localised evidence to Partners to support the planning and delivery of local transport plans that improve social outcomes, inclusion, equality, and decarbonisation.</li> <li>Proactively work with Active Travel England, DfT and Local Authority Partners to secure investment to enhance the provision, accessibility, and safety of active modes to deliver modal shift.</li> </ul>
<b>Buses</b>	<ul style="list-style-type: none"> <li>Support partners to improve bus journey times, frequency and reliability, by making use of any powers included in the Bus Services Act 2017 through the implementation of Bus Service Improvement Plans, using our analytical capabilities to deliver bespoke support to different typologies.</li> <li>Explore opportunities to develop a targeted policy position that collates evidence on and considers what is required to encourage bus travel across the North.</li> </ul>
<b>International Connectivity</b>	<ul style="list-style-type: none"> <li>Proactively influence Government to encourage a greater use of the North's airport capacity, within a national aviation carbon budget approach consistent with CCC recommendations.</li> <li>Continue to work with ports, through the Northern Ports Association to ensure that the benefits of Short Sea Shipping routes and the deep-water berthing opportunities continue to see growth and are continually acknowledged at both the regional and national levels.</li> </ul>

### Delivering our Connectivity needs sustainably

In delivering transport interventions, we proactively encourage delivery authorities to avoid and mitigate any significant local environmental or social effects in line with the principles set out within the Government's planning guidance and ensuring consistency with the Green House Gas trajectory required to achieve net zero. The new strategic infrastructure investment required within the Strategic Delivery Corridors also provides opportunities to enhance our wider environment, improving local air and water quality, reducing noise, enhancing those parts of our transport infrastructure that form part of our historic environment and responding to the requirement to achieve Biodiversity Net Gain. Delivery agencies have already set targets for achieving Biodiversity Net Gain and effective implementation will promote sustainable infrastructure development. Our linear transport infrastructure, both existing and proposed can play a vital part in supporting and enhancing our Partners Local Nature Recovery Strategies and in complementing our decarbonisation ambitions through the development of nature-based solutions for climate change mitigation and increased infrastructure resilience, for example, through working with local stakeholders to support Nature North's 'Green Northern Connections' investable proposition<sup>lxxvii</sup>.

The amount of embodied carbon associated with the construction and maintenance of transport infrastructure needs to be an important consideration within scheme appraisal and developing techniques and materials to minimise it will need to be a key area of action for delivery authorities.

Our participation in a DecarboN8 study into embodied emissions associated with the multimodal corridors proposed within our SDCs<sup>lxxviii</sup>, demonstrated the difficulty and resource intensiveness of calculating the likely embodied carbon footprint of major infrastructure developments at a conceptual level of design or when the scheduled design and construction of the infrastructure is many years or decades in the future. For this reason, we have yet to undertake a strategic

embodied carbon footprint analysis of our SDCs, however, this remains an important component of our Decarbonisation Strategy and we will consider how this is most effectively considered as part of any future analysis of TfN's Investment Programme.

Delivery authorities have the core responsibility for working towards low and ultimately zero carbon scheme delivery. National Highways (NH) have adopted a 2040 net zero for maintenance and construction emissions target<sup>lxxxix</sup> and were accredited with Publicly Available Specification (PAS) 2080 'Carbon Management in Infrastructure' in December 2022. As part of these commitments, NH has published net zero road maps for materials (concrete, steel, and asphalt) and a 'Low Carbon Opportunities' register for low carbon material and delivery options, along with their applicability to the Strategic Road Network and commercial viability. The register will be linked with NH's innovation projects and supplier carbon returns to form a best practice repository that suppliers can both input to and learn from.

While there will be a need for new infrastructure and new services, delivery authorities and service providers will also need to consider how to minimise the use of natural resources for construction and maintenance activities, achieving these policy priorities, where possible, through the re-use and upgrading of existing infrastructure and vehicles, alongside using recycled materials and reducing fuel usage.

As TfN, we will work with delivery authorities, facilitating knowledge and best practice, and continue to raise embodied infrastructure carbon as a core issue with Government.

### **Reform required to deliver a systems approach**

Tackling the transport challenges in the North will also require considerable reform of the transport system, and while significant progress has been made by the TfN, government and LTBs since 2015, there is more to do. Recognising that transport alone will not achieve our collective vision, we need to work with a range of partners to find appropriate solutions and overcome barriers to delivery.

To meet Government policy priorities, transport investment, must therefore be grounded in delivery of strategic objectives and outcomes and not predicated on more easily monetised Benefit Cost Ratio (BCR) calculations based on a narrow 'predict and provide' model of how to adapt to traffic growth. To achieve this there is an urgent need for the simplification of funding streams, thereby removing cost and inertia from the delivery of investment, as well as greater flexibility in the application of the funding available, to ensure that it is targeted towards the delivery of outcomes. The evidence base assembled within this STP demonstrates how investment in the North's infrastructure contributes to achieving agreed outcomes on reducing carbon emissions, improving health, and achieving sustainable economic growth. This will require at a minimum alignment of decision making in transport investment with that in energy systems and digital connectivity.

Further, the emerging results from the modelling of economic scenarios to refresh the Northern Powerhouse Independent Economic Review (NPIER) indicate that to fully achieve the potential of the North investment in other areas of public sector policy (including education, health services and R&D) needs to be aligned with investment in infrastructure.

TfN's economic modelling of the NPIER shows that in the transformational growth scenario, the Government's investment would be recovered through additional tax revenues from higher growth in the North, and lower spending on health intervention and welfare funding by 2050. The scenarios also detail how private sector investment would be incentivised by a consistent long-term public-sector approach to policy and investment.

Fundamentally, to achieve the agreed strategic outcomes for the North there is a need for targeted investment in transport, as identified in this STP, combined with complementary policy and investment focused on education, health and on supporting key sectors of the economy.

As set out in our Northern Transport Charter (NTC), it is clear there is consensus across the North of England about what is required to create a long-term funding settlement and pipeline for the North of England, based on three **fundamental building blocks**:

- The ability to put together long-term multimodal investment pipelines and integrate with mode specific delivery programmes.
- Funding arrangements that can look across modes and take a programme approach to with certainty about the longer term.
- An investment and decision-making framework that works for the North.

The NTC identified the need for an appraisal system that works for the North. Investment in the North of England (and other regions) has been constrained by a government appraisal and decision-making process that fails to reflect the wider economic, social, and environmental objectives which TfN was established to deliver.

Since the NTC was published in 2020, government has revised the Green Book to put strategic objectives at the heart of decision making and place greater weight on wider evidence within appraisal. While this represents a positive, significant shift in approach, we have yet to see the new Green Book translate into investment decision-making. A bespoke Northern approach is still required to ensure that the full environmental, economic, and social benefits of transport investment are reflected in decision making.

We have now built the “Northern Appraisal Framework” (NAF) envisaged in the NTC. Our unique tools and models fully represent the economic and environmental benefits from investing in the North’s economy including mechanisms to better represent social and distributional impacts of transport investment. Critically the NAF provides us and government with the capability to undertake the weighted, multi criteria approach envisaged in the Northern Transport Charter, and to deploy the Northern Appraisal Framework systematically across the transport appraisal process, business case development, assurance frameworks and scheme prioritisation. This is fundamental to TfN’s core focus of establishing a new and different approach to investment decision making and delivering better outcomes.

Change will take time to realise but is urgent – driven fundamentally by the legal obligation to decarbonise our transport network. A realistic plan needs to recognise what is practical in the short term (including the likely constraints on spending in the next Parliament), while laying the foundations for further investment and reform of the system. We will therefore follow a three-stage approach in the coming years.

- Maximising the impact of committed investment in the North with a focus on capacity, resilience, and reliability, and support the growth of travel markets crucial for economic, social, and environmental transformation. At local level, we will be a positive catalyst for supporting Local transport bodies in their ambitious plans for local transport networks and place making.
- Communicating clear road and rail investment and policy priorities for the next two funding periods within the existing funding envelopes that can accelerate transformation in the 2020s.
- Setting out and agreeing with Government the wider roadmap for securing the longer-term investment needed at pan-regional level, including the completion of the full NPR/HS2 rail network, and while putting forward positive proposals for reform of transport planning and funding in the North, including further devolution of decision making and accountability.

This activity will ensure we can accelerate and bring forward the critical investment and policy changes needed to deliver the intermediate targets and metrics in the vision and objectives section of the STP. Through our short- and medium-term activities to start investment flowing, we can then start to see the foundations of market growth and increased patronage and

revenues, mode shift and decarbonisation consistent with the ultimate delivery of our 2050 outcomes.

### The need for system reform

To conclude, the evidence presented throughout this STP makes it clear that reform of the system is required if we are to deliver an integrated transport system fit for the future.

To achieve this there is an urgent need for the simplification of funding for local and regional transport. If we are to deliver governments legal net zero commitments or to address the challenges of social exclusion within the North, we need to be able to policy makers across disciplines together to find innovative solutions, pooling expertise, and funding streams to deliver meaningful change at scale and pace. The NIC have recommended the need for greater certainty and implication of local government budgets including local transport bodies. A five year settlement for LTBs would remove cost and inertia from the delivery of investment, as well as greater flexibility in the application of the funding available, to ensure that it is targeted towards the delivery of outcomes.

TfN also recommends that **a five-year indicative funding envelope** for pan regional and nationally significant transport infrastructure should be established, within which statutory advice on infrastructure and service priorities is prepared. Regional funding envelopes should then be linked directly to the advice of the National Infrastructure Commission in the National Infrastructure Assessment. This would provide a mechanism to updating our investment programme, ensuring it reflects the vision and strategic ambitions set out within this STP.

An indicative five-year funding envelope, accompanied by longer term notional envelopes and built into existing regulatory and statutory processes, would bring significant opportunities to accelerate decision making, reduce uncertainty, and avoid duplication of effort at national, regional, and local level. This will:

- Enable TfN to make clear recommendations to government about the long-term capital and revenue requirements of the North, all with a clearer line of sight back to the relevant government funding streams. This would complement wider approaches to local and third-party contributions to infrastructure funding, with TfN working with the private sector to maximise the leverage achievable through public sector investment.
- Allow TfN to promote a programmatic whole network approach to considering options for future transport investment and to support wider long-term planning of energy, digital and housing needs.
- From an industry perspective, increase certainty and confidence in a sustainable pipeline, reducing costs, attracting talent and skills, and speeding up delivery.
- Perhaps most importantly, it would enable our LTBs and wider authorities to plan and deliver effective place-based solutions, moving away from the expensive, multiple competitive bidding processes frequently identified as a barrier to change.

The North is not prefixed to the mechanism of what a regional five-year funding settlement would look like, rather we commit to continuing to work with government and our local partners to make the case for devolved/combined funding points that break down the silos that act as a barrier to delivery of our outcomes. Recognising that to deliver different outcomes we need the mechanism, funding, and powers to do things differently.

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<sup>i</sup> The Futures Toolkit, Government Office for Science, available [here](#)

<sup>ii</sup> 2070 Commission 'Make No Little Plans', 2020, available [here](#)

- iii Baseline projections have been updated since the publication of TfN's Decarbonisation Strategy (2021) to reflect a greater level of understanding around aspects such as biofuel emission reduction efficiency and changes in the highway traffic model used in our modelling of carbon. These updates have only resulted in slight changes to the emissions profiles. Our future baseline projections will be further revisited ahead of our next planned Decarbonisation Strategy Update in 2025.
- iv Transport-related social exclusion in the North of England, TfN, available [here](#)
- v Strategic Development Corridors, TfN, available [here](#)
- vi Estimates of the population for the UK, England and Wales, Scotland and Northern Ireland: Mid-2020: 2020 local authority boundaries. Office for National Statistics, available [here](#).
- vii Blue Flag, Best Beaches, available [here](#)
- viii 'Urban population by city size indicator' available [here](#).
- ix Regional gross value added (balanced) by industry: all ITL regions, ONS available [here](#).
- x Business Population Estimates 2021, October 2021, BEIS, available [here](#)
- xi Labour Force Survey, February 2023, ONS, available [here](#).
- xii Research and Innovation in the North of England, Cambridge Econometrics (2020), available from the TfN website.
- xiii The Power of 8: Knowledge, Innovation and Growth for the North, N8 2016
- xiv Research and Innovation in the North of England, 2022, TfN
- xv Independent International Connectivity Commission Report, available [here](#).
- xvi Visit Britain, Inbound nation, region, county data.
- xvii Atkins and The Leisure Consultancy (2021) Visitor Economy and Transport in the North of England, available [here](#)
- xviii Office for National Statistics, Regional gross disposable household income statistics, available [here](#)
- xix The English Indices of Deprivation 2019, DHCLG, available [here](#).
- xx The English Indices of Deprivation 2019, DHCLG, available [here](#).
- xxi Fair Society, Healthy Lives (The Marmot Review), Michael Marmot, et al., available [here](#)
- xxii Getting better? Health and the Labour Market, the Institute for Public Policy Research, available [here](#).
- xxiii TfN analysis of DfT Journey Time Statistics (2019), available [here](#)
- xxiv This refers to the average for England. NTS0703, DfT, available [here](#)
- xxv To be confirmed
- xxvi TfN analysis of DfT National Travel Survey data, available [here](#), (2018 and 2019 results combined)
- xxvii Transport for the North, 'Transport Decarbonisation Strategy' (2021), available [here](#)
- xxviii Based on TfN internal analysis in support of the published Transport Decarbonisation Strategy in December 2021, available [here](#)
- xxix TfN Decarbonisation Strategy 2021
- xxx Reported road casualties Great Britain: Road user risk, 2021 data, DfT, available [here](#)
- xxxi Are differences in travel time or distance to healthcare for adults in global north countries associated with an impact on health outcomes? A systematic review, Kelly et al, available [here](#)
- xxxii Evidence for environmental noise effects on health for the United Kingdom, Clark, C., Crumpler, C., and Notley, H., available [here](#).
- xxxiii Physical activity, World Health Organisation, available [here](#)

- xxxiv Evidence from the Active Lives Survey indicates that the majority of adults in the North do not undertake more than one active travel trip per month. Incorporating physical activity into everyday life – particularly through walking, cycling, and wheeling for transport – is an effective and well-evidenced public health intervention.
- xxxv Climate Change 2021, The Physical Science Basis: Summary for Policymakers, Working Group contribution to the Sixth Assessment Report of the IPCC, available [here](#)
- xxxvi The third UK Climate Change Risk Assessment Evidence Report 2022, available [here](#)
- xxxvii Briefing Transport, CCRA3, available [here](#).
- xxxviii A plan for nature in the north of England: Natural Assets North final report | IPPR North, available [here](#)
- xxxix Natural England (2022a) *Designated Sites View*, available [here](#)
- xl Cole B, King S, Ogutu B, Palmer D, Smith G and Balzter H (2015) ‘Corine Land Cover 2012 for the UK, Jersey and Guernsey’, dataset, NERC Environmental Information Data Centre. available [here](#)
- xli See <https://www.naturenorth.org.uk/>, specifically the business case available [here](#)
- xlii See <https://thenorthernforest.org.uk/>
- xliii See <https://greatnorthbog.org.uk/>
- xliv See <https://www.wildingleborough.com/>
- xlv DfT Regional passenger journeys (e.g., tables 1555, 1590, 1560) time period 1998/9 - 2018/19.
- xlvi Steer Davies Gleave (2018) User Insight into Pan-Northern Travel. <https://transportforthenorth.com/wp-content/uploads/User-Insight-in-to-Pan-Northern-Travel-Report-min.pdf>
- xlvii Steer Davies Gleave (2018) User Insight into Pan-Northern Travel. <https://transportforthenorth.com/wp-content/uploads/User-Insight-in-to-Pan-Northern-Travel-Report-min.pdf>
- xlviii TfN analysis of Network Rail passenger entries and exits data,
- xlx Transport Focus, *National Rail Passenger Survey: Technical Report*, Spring 2020 (Wave 42), Version 8, July 2020, p. 73
- <sup>1</sup> Great British Railways Transition Team, *Periodic Rail Industry Market Report: Period 8 (16th October to 12th November 2022)*, 28th Nov. 2022, p. 17
- li Network Rail Footfall Statistics
- lii In May 2022, only 26% of long-distance services achieved average timetabled journey speeds of at least 80mph and 22% of inter-urban service achieved and average of 60mph.
- liii TfN analysis of MOIRA timetable data (May 2022 timetable), excluding Knottingley to Goole, Settle-Carlisle and Bentham lines north of Long Preston, Middlesbrough to Whitby and Grimsby – Barton-on-Humber.
- liv Reference to be added.
- lv Access for All, Network rail, available [here](#).
- lvi TfN analysis using NoCarb mode,
- lvii Major Roads Report, TfN, available [here](#)
- lviii TfN Major Roads Report 2022.
- lix TfN analysis of mobile phone network data from the TfN Major Road Network (including the Strategic Road Network,) from BT / Atkins, using National Highways' threshold of 0.75 congestion efficiency compared to free flow. This means a journey that would take 30 minutes at free flow (the most reliable hour of the day for journey times) would take 40 minutes. This analysis uses an annual average for each direction on each highway segment.
- lx Confederation for Passenger Transport, ‘The impact of congestion on bus passengers’ Professor David Begg 2016, available [here](#)

- <sup>lxi</sup> Reference to be added.
- <sup>lxii</sup> Transport for the North, 'Transport Decarbonisation Strategy' 2021, available [here](#)
- <sup>lxiii</sup> Ancias, Jones et al., 'The cost of the wider impacts of road traffic on local communities: 1.6% of Great Britain's GDP, *Transportation Research Part A: Policy and Practice* vol. 163 (2022).
- <sup>lxiv</sup> DfT Road Accidents and Safety Statistics (2021)
- <sup>lxv</sup> Electric Vehicle Charging Device Statistics, available [here](#)
- <sup>lxvi</sup> Environment Agency, 'Estimating the economic costs of the 2015 to 2016 winter floods' (2018)
- <sup>lxvii</sup> National Highways, 'Preparing for climate change on the strategic road network - third adaptation report under the Climate Change Act' (2022)
- <sup>lxviii</sup> Freight and Logistics Strategy, TfN, available [here](#)
- <sup>lxix</sup> Great Britain Freight Model, MDS Transmodal
- <sup>lxx</sup> Great Britain Freight Model, cited in TfN Freight and Logistics Strategy
- <sup>lxxi</sup> TfN Freight and Logistics Strategy
- <sup>lxxii</sup> Freight and Logistics Strategy, TfN, available [here](#)
- <sup>lxxiii</sup> 'Rail Freight: Delivering for Britain', Rail Delivery Group (2019)
- <sup>lxxiv</sup> TfN's analysis of the National Travel Survey.
- <sup>lxxv</sup> Transport Decarbonisation Strategy, TfN, available [here](#)
- <sup>lxxvi</sup> Electric Vehicle Charging Infrastructure Framework, TfN, available [here](#)
- <sup>lxxvii</sup> Green Northern Connections, Nature North, available [here](#)
- <sup>lxxviii</sup> Everything Counts, Decarbon8, available [here](#)
- <sup>lxxix</sup> Net Zero Highways, National Highways, available [here](#)



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# Connecting Communities Strategy | Consultation summary



April 2023



## **Why we consulted**

Connecting Communities defines a regional vision for reducing transport-related social exclusion, and delivering a more effective, equal, and inclusive transport system for the diverse areas and populations of the North. Transport for the North (TfN) developed this strategy following an in-depth process of primary and secondary research, and through engagement with Local Authorities and other regional partners.

Following Board approval in December 2022, we consulted on the draft of this strategy. This was to ensure that the strategy fully and accurately reflects the social inclusion challenge evident in the North, that it meets the needs of different populations and areas, and that it provides a compelling vision for achieving progress on this issue. The consultation covered all elements of the strategy, including the vision and objectives, the transport policy agenda, TfN's role, and a framework of policy impacts and outcomes.

## **The consultation process**

Our consultation was open for responses from TfN's partners, from third sector and charity organisations, from universities and academics, and from members of the public. Responses were collected via email and an online survey.<sup>1</sup> The consultation was publicised via our existing mailing lists of key transport stakeholders, via our social media channels, and via the All Points North newsletter. Stakeholders, including community and charity groups working with populations at risk of social exclusion, were also encouraged to share the consultation among their clients, users, and members.

The consultation invited qualitative comments on each section of the strategy, along with a small number of demographic questions. All eligible qualitative responses were analysed using the following approach:

1. Thematic coding: A theme was identified for each part of each response, and a label (or 'code') was assigned to each part.
2. Identification of key themes: The codes for all responses were grouped and refined to identify the key themes evident across a number of responses.
3. Identification of actions: Changes to the strategy and areas for improvement and clarification were identified for each key theme.
4. Responding to actions: Each action was reviewed and responded to, with actions being either fully, partially, or not implemented in the final document. This decision was informed by compatibility with our evidence base, TfN's role as a sub-national transport body, and the balance of comments received in the consultation.

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<sup>1</sup> Responses were also invited via post, but no responses postal were received.

## Summary of responses

Total number of responses: 123 (including partially completed responses)

Number of responses providing qualitative comments: 41

Qualitative response by type:

Organisations (including Local Authorities)	21
Members of the public	20

### Changes identified: 154

This includes direct requests for changes in the strategy, and themes in the consultation responses which were otherwise not fully reflected in the strategy.

### Changes fully implemented: 97

All aspects of the change were implemented.

Example: *"Historically, methods for appraising transport schemes have prioritised journey time savings and economic benefits, over social inclusion impacts, as highlighted as a challenge here. TfN could plan a role in advocating for change in appraisal techniques and approaches to prioritise schemes that reduce TRSE and decarbonise transport, even where those schemes don't deliver more conventional travel time savings for private car."*

Response: The action on TfN's analytical framework has been expanded to include advocating for improvements in appraisal assumptions.

### Changes partly implemented: 32

Most but not all aspects of the change were implemented. Most commonly, this was due to the change requested already being partly present in the draft strategy, but requiring further emphasis or clarification.

Example: *"Principle 5 regarding the introduction and use of technology in public transport should be inclusive of those with limited or no access to the internet and to banking services both at the point of use and in the provision of information – this principle could be expanded beyond public transport, to recognise that technology introduced for shared mobility and other innovations should be available to everyone."*

Response: There is a specific challenge around public transport information and ticketing, and this finding came through in the research more so than for other elements of the transport system. However, the point in the policy impact and outcome framework on the relevance of technological barriers in other modes has been made more explicit.

### Changes not implemented: 25

The change was not implemented. In most cases this was due to the policy or theme highlighted already being present in the Strategy. In a minority of cases changes were requested that contradicted the evidence base underlying the strategy, or which were outside the scope of the strategy or TfN's role as a sub-national transport body.

Example: *"TSRE needs to be communicated in clearer words, which allude to environmental issues relating to transport choice. For example, instead of "TSRE", "Transport Related Social and Environmental Exclusion" might be used, or, for short, "Transport Environment" exclusion."*

Response: Changing the language in this way would mean the strategy does not align with the wider literature and policy context, or with the research that we have conducted. Environmental factors are already highlighted across the policy impact and outcome framework, and in the introduction to the Strategy.

## **Key themes and our responses**

Through our analytical process, we identified the following key themes from the qualitative consultation comments:

### Clarify the link between social inclusion and decarbonisation:

Responses stated the need to clarify and give greater detail on the link between the social inclusion challenge evident in the North and the need to decarbonise the transport system. This included recommendations that the central ambition of the strategy explicitly reference the context of decarbonisation. In response to this, we made the need for a fair and just transition explicit in the introduction, and made this commitment one of the four key principles that defines our ambition for the transport system in 2050.

*Example: "Decarbonisation and delivering a just transition could be highlighted in the vision and should perhaps be an underpinning principle for addressing TRSE. Without this explicit recognition there is a risk that opportunities to ensure that action to reduce transport emissions may not address TRSE, and in fact could mean increased costs that may have a negative impact on social inclusion."*

Response: The draft strategy already included some commentary on the links between social inclusion and transport decarbonisation. However, recognising these comments, a point has now been added in the introduction on the opportunity posed by the decarbonisation of the transport system, and the link to decarbonisation is now one of the four defining principles of our ambition for 2050. Alongside this, the refresh of TfN's decarbonisation strategy will also integrate these inclusion considerations.

### Clarify and expand on how the strategy applies to rural areas:

Responses highlighted that there are significant differences between the experience and concentration of TRSE in major urban centres and in rural communities, and several stated that these differences had not been sufficiently represented in the strategy. In response to this, we added a section explaining how TRSE can impact different area types, and highlighted findings from our data analysis that shows that rural towns and fringes have on average the highest level of risk of TRSE. We also reviewed the policy impact and outcome framework to ensure that it was equally applicable to urban and rural areas, and made several changes to reflect this.

*Example: "The Strategy captures the issues facing disadvantaged urban communities and their needs and challenges, however its approach to rural areas requires further development. There is little resilience in many rural communities for significant life changes such as redundancy or new health conditions. This creates a particular vulnerability to social exclusion for people in these areas."*

Response: A section has been added showing the different nature of TRSE for different area types, including the point on resilience in rural areas. Additional data sources have also been added, showing that rural towns and rural-urban fringes areas have the highest average risk of TRSE of any area type.

### Improve the central ambition for reducing TRSE:

Responses stated that the central target of the strategy was not sufficiently well defined, that it was difficult to interpret, and that the timescale and scope of change was not sufficiently clear. This included requests for further information on the underlying data

used to develop our ambition. In response to this, we clarified the time period and nature of the change expected, and the key principles on which this is based. This is now expressed in population terms rather than percentage terms, and reflects differences in the composition of area types between the North and the rest of England.

Example: *"The inclusion of targets for the level and/or rate of TRSE reduction would strengthen the strategy. Are TfN looking to eliminate TRSE from the North of England? And if not, what level of TRSE will be acceptable? Which people and places will be left to bear that burden and why? What alternatives can they be offered?"*

Response: The ambition section has been re-written to give a more precise timescale, with the change in the size of population and end date now more clearly specified. Alongside this, we have added the four principles which define the basis of this ambition for significantly reducing the population at high risk of TRSE by 2050.

#### Explain and clarify technical elements within the strategy:

Responses stated that some of the key concepts in the strategy were not sufficiently explained, and that the specific aspects of the evidence base underlying the strategy were not always directly cited. This included suggestions that it was difficult to read some aspects of the strategy as a standalone document, without having also read the research report. In response to this, we expanded the introduction and explanation of our data tool, cited key aspects of the evidence in our research publications, and clarified the core ambition for reducing the levels of TRSE in the North by 2050.

Example: *"The methodology used to account for risk of TRSE could create generalisations. There are many examples of isolated communities in urban areas where the areas overall have good public transport links, but communities are in fact poorly connected."*

Response: The nature and function of the data tool has been clarified in the measurement and metrics section of the strategy. This includes the clarification that TRSE can still affect individuals in areas where the risk is low, and that not all forms of TRSE are geographically concentrated. Alongside this, citations to research publications have been added.

#### Expand the policy impact and outcome framework:

Responses provided a diverse set of recommendations for clarifying and expanding elements of the policy impact and outcome framework. This included clarifications on how technological change can impact some people with disabilities, providing more detail on the role of affordability as a contributor to TRSE, including references to car sharing and mobility as a service technology, and clarifying the broader context of changes required to implement the measures in this framework. In response to this, we added several outcomes in this framework, and reviewed this framework to minimise duplication across the public transport, active travel, and road transport elements.

Example: *"Through the innovative use of new technology, changes in the use of personal transport – for example, Mobility as a Service (MAAS) – could support greater social inclusion in a cost-effective manner."*

Response: RT5 in the policy impact and outcome framework now explicitly includes the potential for addressing TRSE through new technologies, alongside changes in public transport and active travel provision. Detail has also been added on the capacity of different population groups to adopt these technologies, to ensure this reflects other consultation responses.

#### Highlight the role and contribution of community organisations:

Responses stated that the role of community transport organisations, community rail organisations, and other third sector transport stakeholders had not been included in the draft strategy. These comments highlighted that many of community groups work directly

with populations impacted by TRSE, and that resolving TRSE is closely related to their organisation aims. In response to this, we expanded the policy impact and outcome framework to include transport stakeholders from the community sector, both in their own right and through their capacity to complement the public transport system.

Example: *"We would welcome and encourage that the role of grassroots groups and the community sector, including community rail, be recognised in the strategy."*

Response: PT12 has been added to the policy impact and outcome framework to highlight the need to integrate and enable the community sector, alongside conventional public transport provision and improvements in active travel.

#### Add metrics and monitoring to the policy impact and outcome framework:

Responses stated the need for metrics in the policy impact and outcome framework, in order that progress towards the ambition of the strategy can be measured. In response to this, we added metrics for all elements of the policy impact and outcome framework or, where a metric is not currently available, highlighted what needs to be developed to enable measurement and monitoring. Alongside this, we have committed to developing an evidence-based trajectory for the rate of change required to achieve our ambition for significantly reducing TRSE by 2050. Where possible, this will also include interim targets on elements of the policy impact and outcome framework.

Example: *"None of the impacts and outcomes at the end have tangible measurable improvement targets, nor dates by which to achieve them."*

Response: The central ambition of the strategy has been clarified and expanded, and metrics have been added to the policy impact and outcome framework. At present, we are not able to specify targets for each metric, but will develop this by the next strategy refresh, drawing on research and data actions set out in the Strategy.

#### Expand the set of actions for TfN:

Responses recommended a set of additional actions for TfN to take, including conducting further research and data analysis around under-developed aspects of the evidence base. Alongside this, several recommendations were provided on the nuances and details of the actions in the draft strategy. In response to this, we have added additional actions to research the impacts of the COVID-19 pandemic and current cost of living pressures on TRSE, and have clarified requested details of the existing actions. This includes developing estimates of the level and nature of investment required to achieve our ambition for 2050.

Example: *"To be as effective and influential as possible, a checklist should be clearly based on robust and recent evidence to support challenge questions and any quantification/scoring that might be considered as part of the checklist. Case studies and examples of best and poor practice (to be avoided) would also be useful in making the checklist as useful as possible to local and combined authorities."*

Response: This action has been expanded to reflect the need for case study evidence and efforts to highlight best practice from the UK and elsewhere.

### **Next steps**

The strategy has now been fully revised based on the comments gathered through consultation, and has been reviewed to ensure consistency and to remove any duplication of evidence and actions. The strategy will now be published, and we will deliver on the actions set out for 2023/24 and 2024/25.

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## 1. Introduction

Ove Arup and Partners (Arup) was appointed in 2022 to complete the Integrated Sustainability Appraisal (ISA2) of the second Strategic Transport Plan (STP2) for Transport for the North (TfN). The ISA2 is the second iteration of the ISA, following on from the Integrated Sustainability Assessment 1 completed by Atkins and adopted in 2019.

The ISA2 aim is to promote sustainable development, health and equality, social, environment and economic considerations within the STP2. Work on the ISA2 and STP2 is being run in parallel, allowing the integration of ISA2 recommendations to be included into the development of the STP2.

The ISA2 meets the legal requirements and scope of:

- Strategic Environmental Assessment (SEA) in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 (SI 2004/ 1633, “2004 Regulations” as amended).
- Sustainability Appraisal (SA) (as required by section 19 (5) of the Planning and Compulsory Purchase Act 2004).
- Equality Impact Assessment (EqIA) (as required by section 149 of the Equality Act 2010, as amended).
- Health Impact Assessment (HIA) (as outlined by national government policy).
- Stage 1 and Stage 2 Habitat Regulations Assessment (HRA), as required under Regulation 48 of the Conservation (Natural Habitats, &c.) Regulations 1994 (SI 1994/ 2716, “1994 Regulations”, as amended).

Each of the assessments broadly follow a similar approach with screening, setting the baseline context, identifying where there are impacts on defined relevant topic areas, evaluating the effects in relation to those impacts and making recommendations for mitigation where needed.

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By undertaking this approach, it will ensure that the STP2 comprehensively considers environmental, societal, economic and health effects during the development of the plan, strengthening the future policies. The geographical scope of the ISA2 is defined by the TfN geography.

The Integrated Appraisal process is set out across five stages:

**Table 1: Stages of the Integrated Appraisal process**

Stage	Work Completed or to be Completed
<p><b>Stage A</b> – This scoping stage is to set the context for the assessment with: a review of relevant plans, programmes and strategies; collection, analysis and summarisation of current and future baseline data; identification of key issues and opportunities for the North; refinement of ISA objectives; preparation of the scoping report and consultation with statutory bodies and relevant organisations.</p>	<p>Completed Stage in November 2022. The Scoping Report outlines the review, analysis, ISA2 Framework and stakeholder consultation. The Scoping Report is appended to this update. The Scoping Report has been updated following consultation with partner organisations, with amendments to comments recieved shown in the Scoping Report’s Appendix F.</p>
<p><b>Stage B</b> – This assessment stage is to consider the proposed policy options and assess their effects, using the framework developed in stage A including assessing the vision and objectives of the Plan and reasonable alternatives, identifying mitigation measures, explaining why the preferred policy options were taken and to propose monitoring measures for the policies.</p>	<p>We are part way through this stage, with the appraisal complete on the plan’s vision and objectives and on the first version of the draft STP2. We will complete a second appraisal of the updated draft plan in March 2023. The first appraisal completed in December 2022 is appended to this update.</p>

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<p><b>Stage C</b> – This reporting stage involved preparing the IA report which explains Stage B.</p>	<p>We will complete this stage ahead of the consultation of the STP2 to summarise the results from Stage B of the Integrated Appraisal process.</p>
<p><b>Stage D</b> – This consultation stage involves consulting of the proposed Plan (STP2) and associated IA, with feedback from the consultation considered and appropriately actioned.</p>	<p>We will complete this stage during and following the planned consultation on the STP2 later this year.</p>
<p><b>Stage E</b> – The Post-Adoption stage will involve the creation of the Post Adoption Statement following the adoption of the Plan.</p>	<p>We will complete this stage once the STP2 has been adopted by TfN. A short post-adoption statement will be written outlining monitoring indicators</p>

## 2. Scoping

Baseline analysis has been undertaken to inform the appraisal of the STP2. International, European, National, Regional and relevant local documents have been reviewed in addition to the analysis of the current and likely future social, economic and environmental characteristics (if current trends continue) of the North. This is to create a summary of the key sustainability issues and opportunities for the North. This has been undertaken because in order to assess the potential implications of the STP2 across the North on a range of aspects, it is necessary to create a baseline against which predicted effects can be assessed. This information is outlined within the Scoping Report.

The Scoping Report has been shared with partner organisations and the Statutory Environmental Bodies (SEBs) for comment as part of a required 5-week consultation period. Their feedback has been considered and amendments made to both the baselining information and the ISA2 Objectives. Changes made to the Scoping Report from partner organisations and the SEBs will be included and

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explained within Appendix F of the Scoping Report appendices. The Scoping Report and its appendices will themselves be appended to the ISA Report issued for consultation.

16 ISA2 Objectives were developed to reflect the sustainability challenges and opportunities specific to the STP2 geographical area explored within the baselining research, and where appropriate derived from sustainability objectives established in other relevant strategies and plans. The ISA2 Objectives are outlined here:

**Table 2: ISA2 Objectives**

<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
1	Reduce greenhouse gas emissions from surface transport in the North	Will the STP2... <ul style="list-style-type: none"> <li>• Encourage a reduction in private car vehicle mileage?</li> <li>• Encourage a greater proportion of passenger and freight movement by lower carbon modes?</li> <li>• Support more sustainable travel choices through enhanced public transport availability, convenience, accessibility and affordability?</li> <li>• Promote a wider choice of passenger travel through quality integrated facilities and services, walking and cycling improvements, demand management, network management, travel planning and intelligent transport systems?</li> <li>• Encourage greater carbon efficiency in the movement of goods and people?</li> </ul>	Climate Change and Energy Transport

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
		<ul style="list-style-type: none"> <li>• Encourage use of innovative new low and zero carbon transport technologies?</li> <li>• Encourage use of the transport estate for low carbon energy generation?</li> <li>• Support the minimisation of dependence upon the private car?</li> <li>• Consider the specific transport needs of rural communities?</li> <li>• Encourage the prioritisation of Climate Change mitigation and adaptation?</li> </ul>	
2	Minimise embedded emissions from the development of new transport infrastructure and the maintenance of existing infrastructure	Will the STP2... <ul style="list-style-type: none"> <li>• Support a reduction in embedded and construction carbon within the North’s infrastructure investment programmes?</li> <li>• Encourage the use of the transport estate for low carbon energy generation and investable offsetting schemes for hard to abate sectors (e.g. aviation)?</li> <li>• Encourage the use of innovative low carbon construction materials and techniques?</li> </ul>	Climate Change and Energy Transport
3	Protect and enhance the biodiversity,	Will the STP2... <ul style="list-style-type: none"> <li>• 'Avoid direct or indirect significant adverse effects on designated habitats and protected</li> </ul>	Biodiversity

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
	geodiversity and the green infrastructure network	species, including through transport related vibration, air and noise pollution? <ul style="list-style-type: none"> <li>• Promote good design, in relation to major transport infrastructure, to maximise ecological connectivity and to secure an overall Biodiversity Net Gain, Environmental Net Gain and Natural Capital enhancement for the North?</li> <li>• Encourage the protection and creation of nature-based carbon sinks within and alongside the transport estate?</li> <li>• Support the development of Local Nature Recovery Strategies?</li> </ul>	
4	Conserve and enhance internationally designated environment sites  <i>HRA Macro-Objective</i>	Will the STP2... <ul style="list-style-type: none"> <li>• Affect international sites designated for nature conservation identified as part of the HRA screening process (including positive and negative effects)?</li> </ul>	Biodiversity

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
5	Protect and enhance local air quality	<p>Will the STP2...</p> <ul style="list-style-type: none"> <li>• Support the minimisation of emissions of air pollutants and enhancement of air quality particularly in areas with low air quality (e.g. AQMAs) and where this pollution disproportionately affects vulnerable populations?</li> <li>• Support an improvement in air quality through reduced traffic levels and congestion, and enabling modal shift away from private car use?</li> </ul>	Air Quality
6	Increase resilience of the transport network to extreme weather events and a changing climate	<p>Will the STP2...</p> <ul style="list-style-type: none"> <li>• Increase the understanding of our transport system's vulnerability to climate change effects?</li> <li>• Promote an increase in the resilience of the transport network to extreme weather events and a changing climate through nature-based solutions?</li> <li>• Encourage adaptive management and design to respond to uncertainties in climatic effects and scheme requirements</li> </ul>	Climate Change and Energy Transport

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
7	Protect and enhance the blue infrastructure network including inland and coastal water environments	Will the STP2... <ul style="list-style-type: none"> <li>• Support the protection of the quality of inland and coastal surface water and groundwater resources?</li> <li>• Support the use of Nature-based solutions to protect aquatic habitats?</li> </ul>	Water Resources, Flooding and Water Quality
8	Protect and conserve soil and remediate and avoid land contamination	Will the STP2... <ul style="list-style-type: none"> <li>• Encourage construction on previously developed land / minimise use of greenfield?</li> <li>• Support the prevention of disturbance, harm, contamination, or permanent loss (irreversible) of the most highly productive agricultural soils?</li> <li>• Support the remediation of contamination land?</li> <li>• Encourage the protection of peatlands?</li> </ul>	Land Use, Soils and Agriculture
9	Support the conservation and enhancement of the quality and	Will the STP2... <ul style="list-style-type: none"> <li>• Support the conservation, protection and enhancement of the region's cultural and designated / non-designated historic assets</li> </ul>	Cultural Heritage

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
	distinctiveness of historic assets, industrial and cultural heritage and their settings	<p>(e.g. locally important buildings, archaeological remains, World Heritage Sites, Scheduled Monuments, Listed Buildings and structures, registered Parks and Gardens, Registered Battlefields and Conservation Areas), their integrity and their settings?</p> <ul style="list-style-type: none"> <li>• Support the improvement of access to historic / culturally important sites by sustainable transport modes?</li> <li>• Support the appropriate management elements of the transport infrastructure which are designated heritage assets?</li> </ul>	
10	Protect and enhance the character and quality of landscapes and townscapes	<p>Will the STP2...</p> <ul style="list-style-type: none"> <li>• Encourage design, construction, repair and maintenance of transport infrastructure (and associated green / blue infrastructure) that respects and enhances the landscape character and townscapes of the north of England?</li> </ul>	Landscape and Townscape
11	Promote the prudent use of natural resources, minimise the production of	<p>Will the STP2...</p> <ul style="list-style-type: none"> <li>• Help to enable new / upgraded infrastructure to be resource efficient (materials, energy, water, sustainable procurement etc) in construction and operation?</li> </ul>	Natural Resources and Waste

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
	waste and support the re-use and recycling of materials	<ul style="list-style-type: none"> <li>• Promote sustainable waste management practices?</li> <li>• Encourage the use of recycled or secondary materials?</li> <li>• Promote the use of local suppliers and locally produced materials in construction?</li> <li>• Support a reduction in fuel use by encouraging the use of more sustainable modes of transport?</li> </ul>	
12	Enhance long term economic prosperity and promote a clean and green economic transformation	<p>Will the STP2...</p> <ul style="list-style-type: none"> <li>• Support delivery of better and more sustainable connections (passengers and freight) between the North's cities, with other regions and internationally and between regions and counties within the North?</li> <li>• Support the improvement in the reliability and resilience of the North's strategic road and rail networks?</li> <li>• Support the improvement of overall journey times (passengers and freight), travel convenience and reliability?</li> </ul>	Employment and Economics

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
		<ul style="list-style-type: none"> <li>• Promote local requirements to guide investments to connect to regional and national networks?</li> <li>• Encourage the optimisation of potential economic outcomes for the North from decarbonisation of transport? (e.g. alternative fuels or propulsion technologies)</li> <li>• Contribute to establishing an effective transport network that increases investment?</li> <li>• Support improved availability and accessibility to good quality employment and skills development opportunities?</li> <li>• Support economic activities in rural areas?</li> <li>• Help reduce the GVA per capita gap between the Northern economy and the rest of England?</li> <li>• Help improve labour market participation, productivity and reduce inactivity across the region?</li> <li>• Promote a modal shift to active travel through high-quality green infrastructure to improve people’s mental and physical health?</li> </ul>	

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
13	Coordinate land use and strategic transport planning across the region	Will the STP2... <ul style="list-style-type: none"> <li>• Support the development of compact, higher density mixed use development coordinated with transport infrastructure?</li> <li>• Support the development of connected communities?</li> <li>• Support housing and employment development in areas that are or will be served by public and active rail transport?</li> </ul>	Land Use, Soils and Agriculture
14	Promote greater equality of opportunity for all citizens and reduce Transport Related Social Exclusion (TRSE), particularly for the North's most vulnerable groups.  <i>EqIA Macro-Objective</i>	EqIA Sub-Objectives: <ul style="list-style-type: none"> <li>• Improve extent and quality of public travel and active travel connections to services, facilities and amenities</li> <li>• Improve affordability of transport</li> <li>• Reduce severance</li> </ul>	Population (inc. equality, accessibility and community safety)

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<b>No.</b>	<b>ISA2 Objective</b>	<b>Assessment Criteria</b>	<b>ISA Topic(s)</b>
15	Improve the health and wellbeing for all citizens and reduce inequalities in health  <i>HIA Macro-Objective</i>	HIA Sub-Objectives: <ul style="list-style-type: none"> <li>• Improve accessibility to services and facilities that improve health outcomes</li> <li>• Reduce transport related vibration, air and noise pollution</li> <li>• Improve road safety and reduce the number of accidents and other incidents</li> <li>• Improve actual and perceived safety and security issues</li> </ul>	Human Health and Healthcare  Population
16	Promote community safety and reduce crime and the fear of crime for all citizens  <i>HIA Macro-Objective</i>	HIA Sub-Objectives: <ul style="list-style-type: none"> <li>• Improve accessibility to services and facilities that improve health outcomes</li> <li>• Reduce transport related vibration, air and noise pollution</li> <li>• Improve road safety and reduce the number of accidents and other incidents</li> <li>• Improve actual and perceived safety and security issues</li> </ul>	Population

### 3. Methodology

The draft STP2 plan is halfway through a programme of iterative assessment against the ISA2 Objectives with consideration given to the existing and future baseline conditions, issues and trends relevant to each objective as explored within the Scoping Report, in order to understand the extent

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to which the policies and positions included within the STP2 are likely to contribute towards the achievement of the ISA2 objectives. This is part of Stage B of the Integrated Assessment process.

To allow for the identification of different levels of effects when assessing the STP’s proposals, a scoring system is used to differentiate in terms of magnitude and significance of effects. This scoring system is widely used in Integrated Appraisals. The draft plan has been appraised using the assessment criteria outlined below against the ISA2 Objectives, considering the potential impact and effects of implementing the draft plan on the plan area against each of the 16 ISA2 Objectives.

This scoring system seeks to capture both the nature and the scale of predicted effects arising from the measures set out in the STP2. Alongside the overall summary rating (colour and symbol), the ISA2 seeks to identify the nature of the effects of the STP2 on the ISA2 objectives according to the level of detail required by the SEA Directive. This means determining, where possible, whether each effect will be a primary or secondary effect; whether it will lead to cumulative or synergistic effects when considered alongside other plans, policies and programmes; whether the effect will be short, medium or long-term in duration; and whether the effect will be permanent or temporary.

Terms		Effects					Assessment	
		Mag	Scale	Dur	T/P	Cert	Scale	Category
Mag	Magnitude	✓✓	Local	ST-MT	Temp	Low	+++	Large beneficial
Scale	Geographical Extent	✓	Loc-Reg	ST-LT	Perm	Med	++	Moderate beneficial
Dur	Duration	-	Reg-Nat	MT-LT		High	+	Slight beneficial
T/P	Temporary/Permanent	?		ST			0	Neutral
Cert	Certainty	X		MT			-	Slight adverse
ST	Short Term	XX		LT			--	Moderate adverse
MT	Medium Term						---	Strong adverse
LT	Long Term						?	Uncertain
Sm	Summary assessment						+/-	Combination of beneficial and adverse

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## **4. Appraisal Findings**

The draft STP2's draft Objectives and Policy and Place Framework were subject to iterative rounds of appraisal during December 2022 and January 2023. Overall, the assessment process demonstrated that the draft STP2 Objectives and Policy and Place Framework policies performed well against the ISA2 Objectives.

TfN plan writers considered the ISA2 assessment outcomes and amended the draft STP2 accordingly. Changes have been made to the draft plan directly due to the ISA2 assessment outcomes, following the iterative assessments in December 2022 and January 2023, and as a result both policies and plan objectives scored stronger across the ISA2 framework within the 2023 assessment.

### **4.1 STP2 Objectives Appraisal**

The iterative assessment process highlighted areas where the STP2 Objectives performed well and areas where the Objectives could be enhanced and strengthened. To enhance the plan objectives across the ISA2 objectives, the following recommendations were suggested for plan writers to consider:

- STP2 objectives could make explicit reference to sustainable economic growth, cognisant of the climate crisis and the need to utilise resources (for example land management, fossil and alternative fuels and existing infrastructure) efficiently and effectively to adapt and mitigate the effects of climate change
- STP2 objectives could make explicit reference to optimising opportunities to enhance the natural (such as green and blue infrastructure, landscapes and biodiversity) and historic environments (such as heritage assets and townscapes).

Following the iterative assessment process and updates to the plan by TfN, there were no STP2 objectives scored with a 'Potential conflict' against the ISA2 objectives. It was also found that all ISA2 Objectives found to be scored at least once as 'Broadly compatible' across the STP2 plan objectives. The results of the compatibility assessment indicate that the revised STP2 Objectives provide a firm underpinning to help ensure that the sustainability performance of the plan can be

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maximised, therefore, no further areas of specific focus and consideration were given to TfN due to the strengthened text within the STP2’s objectives.

#### 4.2 STP2 Policy and Place Framework Appraisal

The iterative assessment process highlighted areas where the plan performed well and areas where the plan could be enhanced and strengthened. Assessment scoring ranged from +++ (large beneficial) or ++ (moderate beneficial) across 8 of the 16 objectives, and + (slight beneficial) across a further 6 for the draft policies. Table 3 outlines the overarching themes found against each STP2 objective across the Policy and Place Framework policies.

To enhance the STP2 policies across the ISA2 objectives, the following overarching enhancement points have been suggested for plan writers to consider, in addition to the policy specific enhancement:

- Policy could make explicit reference to the natural environment. This is included within elements of the draft plan however could be strengthened within policy wording.
- The policy could make explicit reference to supporting the conservation and enhancement of the historic environment which forms part of the transport infrastructure network.
- Policy could make explicit reference to the more prudent use of natural resources, such as the re-use of existing infrastructure, using recycled materials, and reducing fuel usage.

**Table 3: Policy and Place Policies Assessment 2023 Mitigation Summary**

ISA2 Objective	Mitigation and enhancement and Enhancement	Summary of Scoring*
1. Reduce Greenhouse gas emissions from surface transport in the North	Policy could make explicit reference to Climate Change Mitigation and Enhancement and adaptation	+++

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<p>2. Minimise embedded emissions from the development of new transport infrastructure and the maintenance of existing infrastructure</p>	<p>Policy could make explicit reference to encouraging low carbon construction materials and techniques for new infrastructure and prioritising existing infrastructure to minimise embedded carbon emissions.</p>	<p>++</p>
<p>3. Protect and enhance the biodiversity, geodiversity and the green infrastructure network</p>	<p>The plan could make an explicit references to reducing greenhouse gas emissions due to the benefits of reducing vibration, air and noise pollution on the natural environment and to promoting good design to maximise the ecological connectivity potential along the infrastructure network.</p>	<p>+</p>
<p>4. Conserve and enhance internationally designated environment sites</p>	<p>Policy could make more explicit reference to protecting the natural environment, particularly internationally designated environment sites.</p>	<p>+</p>
<p>5. Protect and enhance local air quality</p>	<p>Policy could make an explicit reference to protecting and enhancing local air quality, particularly where pollution</p>	<p>+++</p>

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	disproportionately affects vulnerable populations.	
6. Increase resilience of the transport network to extreme weather events and a changing climate	Policy could make an explicit reference to increasing the resilience of the transport network to a changing climate, including extreme weather events.	++
7. Protect and enhance the blue infrastructure network including inland and coastal water environments	The plan could make an explicit reference to reducing pollution from the public transportation and active travel network to benefit the natural environment, including protecting the surrounding blue infrastructure network.	0/?
8. Protect and conserve soil and remediate and avoid land contamination	The policy could make an explicit reference to supporting the conservation and remediation of land utilised as part of the transport infrastructure network.	0/?
9. Support the conservation and enhancement of the quality and distinctiveness of historic assets, industrial and cultural heritage and their settings	The policy could make an explicit reference to supporting the conservation and enhancement of the historic environment which forms part of the public infrastructure network.	+/?

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<p>10. Protect and enhance the character and quality of landscapes and townscapes</p>	<p>Policy could make an explicit reference to encouraging design of transport infrastructure that protects and enhances the character of surrounding areas.</p>	<p>+/?</p>
<p>11. Promote the prudent use of natural resources, minimise the production of waste and support the re-use and recycling of materials</p>	<p>Policy could make explicit reference to encouraging the more prudent use of natural resources and ensuring that new and upgraded infrastructure is resource efficient in construction and operation.</p>	<p>+</p>
<p>12. Enhance long term economic prosperity and promote a clean and green economic transformation</p>	<p>Policy could make an explicit reference to supporting economic activities and productivity across the region, helping reduce disparities between the northern economy and the rest of England.</p>	<p>++</p>
<p>13. Coordinate land use and strategic transport planning across the region</p>	<p>Policy could make explicit reference to connected communities and supporting housing and employment development in areas served by public or active transport modes.</p>	<p>++</p>

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<p>14. Promote greater equality of opportunity for all citizens and reduce Transport Related Social Exclusion (TRSE) particularly for the North’s most vulnerable groups</p>	<p>Policy could make an explicit reference to supporting improved access to essential services, particularly for areas at high risk of TRSE.</p> <p>Policy could make an explicit reference to supporting the provision of services that are financially accessible and promoting the use of technology in reducing transport costs, such as smart cards.</p> <p>Policy could make an explicit reference to improving the public realm and reducing road vehicle behaviours that affect accessibility for active transport users, reducing severance for areas at high risk of TRSE.</p>	<p>++</p>
<p>15. Improve the health and wellbeing for all citizens and reduce inequalities in health</p>	<p>Policy could make explicit reference to access of open space, nature and recreational activities or enabling better access to services and facilities that improve health outcomes.</p>	<p>++</p>

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<p>16. Promote community safety and reduce crime and the fear of crime for all citizens</p>	<p>Policy could make explicit reference to improving road safety for all users, including reducing accidents involving wildlife, as a result of reduced car dominance on the road.</p> <p>Policy could make explicit reference to actual and perceived safety and security issues when striving to achieve more sustainable travel modes.</p>	<p>++</p>
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\*Summary of scoring is an average, median score given to all STP2 policies assessed across the ISA2 objective referenced. Individual policy scores may differ. This summary score is to give an indication to TfN plan writers. The colour coding of the scoring is the same as the assessment scores used for the policies assessment.

## 5. Next Steps

Following the completion of Stage A and the first iterative appraisals of the draft plan in December and January 2023, we will complete a re-assessment of the revised draft plan in March 2023 (completing Stage B). We will do this to understand the implications on the ISA2 following the amendments made to the draft plan following engagement with partner organisations, wider stakeholder engagement, internal reviews and the mitigation and engagement recommendations given from our first iterative assessments. This appraisal will be conducted within the same approach and methodology used for the first appraisal of the draft plan for consistency.

The outputs of the second appraisal will be part of the main ISA2 report, which will be shared later this year as part of the STP2’s consultation in Summer 2023 (completing Stage C). The final two stages of the appraisal process will continue to run in parallel to the STP2’s timeline, with the STP2 consultation forming Stage D and the post-adoption statement (Stage E) being completed once TfN adopt the STP2.

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# Monitoring and Evaluation Strategy

March 2023



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## 1. Executive Summary

TfN’s Monitoring and Evaluation Strategy is a key component of Transport for the North’s STP2 (Strategic Transport Plan 2), linked to the Annual Action Plan and Performance Measures elements of the STP2 hierarchy below.



The Strategic Transport Plan sets out a common vision and a set of objectives for the transformation of the North’s transport system. A robust, Green Book compliant approach to Monitoring and Evaluation ensures that the implementation of the STP remains evidence-based and outcome focused.

The purpose of the strategy is to monitor the North’s progress towards the ambitions of the STP. In addition, it is intended to provide evidence on the progress TfN is making towards achieving its ambitions.

The approach set out in this strategy recognises that the delivery of these ambitions is a collective effort involving national government, local transport authorities, delivery agencies and the private sector.

### **Monitoring and Evaluation Framework**

TfN’s Monitoring and Evaluation Framework consists of a series of headline, core, and supplementary metrics developed in collaboration with partners that can be used to monitor the STP. To ensure transparency and consistency TfN will publish a dashboard containing these metrics, allowing TfN to track progress over time.

The headline metrics are of the highest strategic importance and define the vision of the STP, with a strong theory of change linking to TfN-promoted

interventions and policies. Core and supplementary metrics provide additional intelligence on progress and challenges across the North's transport network.

### **TfN Annual Action Plan**

The second pillar of the Monitoring and Evaluation Strategy is the TfN Annual Action Plan, which will be published annually. This will include three elements:

- A review of progress towards STP objectives based on headline, core, and supplementary metrics
- An overview of TfN's contribution over the previous year towards these objectives
- TfN's plans for the upcoming year as set out in the Business Plan, linked to KPIs

This will allow TfN to monitor progress of its own programme of work in a proportionate way, given the challenges of quantifying TfN's own contribution towards the objectives as a Strategic Transport Body.

### **Internal Review Processes**

Robust and proportionate internal processes are being put in place at a project, directorate, and organisational level. These will ensure a flow of information between levels and a golden thread throughout what TfN does, in accordance with Green Book guidance. This will in turn feed into the TfN Annual Action Plan.

### **External collaboration**

This strategy also sets out some of the challenges partner organisations have reported facing in effective Monitoring and Evaluation and proposes some ways in which TfN can help promote collaboration across the North to address these issues.

## **2. Monitoring and Evaluation in a TfN context**

This aim of this strategy is to embed the ROAMEF (rationale, objectives, appraisal, monitoring, evaluation, and feedback) cycle of evidence-based policy making as set out in the HM Treasury Green Book. Taking this approach will ensure that monitoring data, and intelligence from the TfN Analytical Framework and wider research, is considered within policy design and implementation. This will help embed a culture of learning both at a strategic level and in project delivery.

It is also clear that many of the approaches applied elsewhere to Monitoring and Evaluation in transport need to be modified to suit a sub-national transport body such as TfN. This strategy therefore sets out a bespoke approach developed specifically for TfN.

## 2.1 Monitoring

“Monitoring seeks to check progress against planned targets and can be defined as the formal reporting and evidencing that spend and outputs are successfully delivered, and milestones met” (Department for Transport, 2013).

For TfN, monitoring relates to the assessment of progress towards the targets and milestones set out in the TfN Business Plan and the STP.

## 2.2 Evaluation

“Evaluation is a systematic assessment of the design, implementation, and outcomes of an intervention. It involves understanding how an intervention is being, or has been, implemented and what effects it has, for whom and why.” (HM Treasury, 2020: 15).

Evaluation at TfN is about embedding a culture of learning in the way that projects, strategies, and policies are designed and reviewed. In most cases this will not necessitate full evaluation plans given the scale at which TfN operates.

## 2.3 The challenges of monitoring and evaluation for TfN

TfN faces several challenges and constraints in rigorously monitoring and evaluating its activities and impacts, which have shaped the development of the approach set out in this document.

Challenge	Response
<b>TfN’s current remit:</b> TfN has a unique status as a statutory sub-national transport body in the UK context with few comparators internationally. Consequently, much of the growing methodological literature and best practice on M&E in the transport sector is not directly transferable to TfN.	TfN has developed a bespoke approach to M&E which applies the spirit of existing national guidance, rather than applying approaches that have been developed within a very different context.
<b>Scope of TfN’s work:</b> TfN’s role covers areas around strategy, policy and research that are not conventionally subject to monitoring and evaluation in transport.	TfN’s proposed role in monitoring and evaluation is proportionate TfN strategic scope. TfN is not proposing to take a lead role in evaluating transport interventions led by delivery bodies and will instead focus on monitoring the delivery of the Strategic Transport Plan agreed collectively by the North’s leaders and activities undertaken to support its delivery.

<b>Potential future changes to TfN’s scope:</b> There may be further changes to TfN scope and the strategic direction of transport in the North that affects that impacts that need to be measured.	The approach set out around the Annual Action Plan is flexible enough to respond to change.
<b>Attribution:</b> The attribution of change to the specific activities undertaken by an organisation is a key challenge of evaluation, and one which is particularly present in the case of TfN given its status as a sub-national transport body.	Rather than seeking to directly quantify the scale of TfN’s impacts on STP objectives, TfN has used logic mapping to identify impact pathways. This approach provides TfN with a more realistic assessment of how it contributes to its stated objectives.
<b>Complex impact pathways:</b> As well as improvements to the transport system, the four objectives set out in TfN’s Strategic Transport Plan span the economic, environmental and societal domains. The aspects of the STP objectives which occur in these domains have multiple and complex determinants.	TfN has sought to capture complex determinants even where change attribution is challenging. In areas such as social exclusion, Health and Wellbeing and decarbonisation, TfN has undertaken research and analysis to strengthen TfN’s understanding of these areas.

### 3. Development of the TfN Monitoring and Evaluation Strategy

TfN has undertaken several phases of work to inform the proposed approach to Monitoring and Evaluation presented in this Strategy. All phases of development were shaped by internal and external input from TfN’s partners.

3.1. Phases 1, 2 and 3 focussed on the development of the TfN Monitoring and Evaluation Framework, which is a set of metrics for monitoring progress towards STP objectives. The impacts are areas that Transport for the North can expect to influence through the interventions and policies that it promotes.

This development was framed around the headline ambitions of the TfN’s Strategic Transport Plan (STP). For STP2 (2024) these ambitions were as follows:

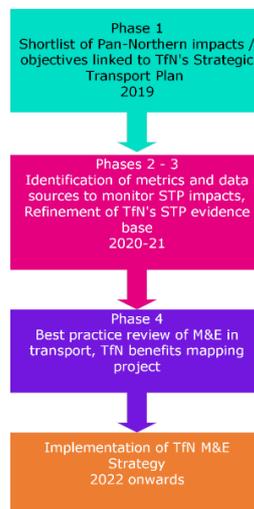
- Rapid decarbonisation of surface transport
- Reducing transport related social exclusion
- Transforming economic performance

These metrics have been split into three groups to provide an appropriate balance between strategic clarity on the North’s collective ambitions and more detailed monitoring.

3.3. Phase 4 consisted of:

- Benefits mapping workshops with officers from across TfN, identifying where TfN’s work contributes to the STP impacts identified in Phase 1.
- A review of best practice across monitoring and evaluation in transport, including initial discussions with other sub-national transport bodies.
- A set of recommendations on how to operationalise monitoring and evaluation across TfN, informing the approach proposed in this strategy.

The diagram below presents the development of TfN’s M&E work programme.



3.4. The implementation of the M&E Strategy will be an iterative process and informed by prior experience.

## 4. Objectives and Principles

These objectives and principles reflect the context and challenges set out in Section 2 and should inform the implementation of the processes set out in Section 5.

### Objectives

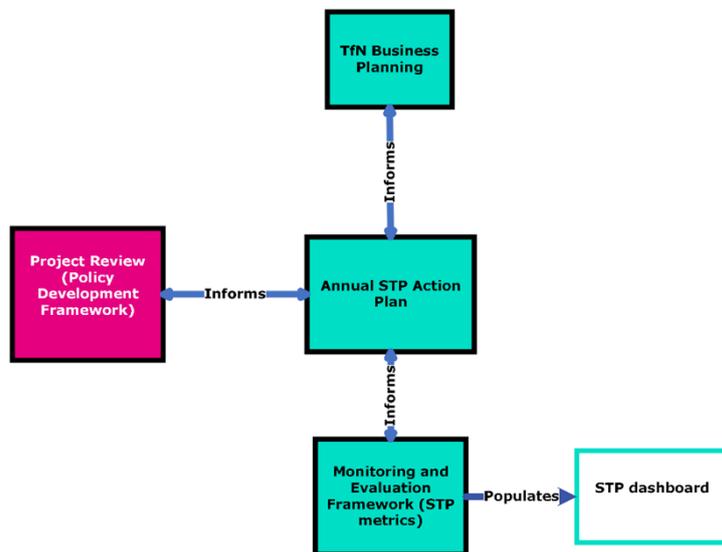
- Rigorously measure progress towards the objectives of the TfN’s Strategic Transport Plan, taking a multi-modal and cross-cutting approach.
- Enable outcome-focussed, evidence-based decision making at TfN across project, directorate, and organisational levels based on the ‘ROAMEF’ cycle with a high level of coherence between these three levels.

Principle	Explanation
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<b>Adaptability</b>	TfN’s approach to M&E should be driven by these principles and objectives rather than rigid processes. This will ensure TfN can identify new opportunities to collaborate, scale up and evolve along with TfN’s organisational evolution.
<b>Transparency</b>	Any findings should be transparent to TfN’s partners, to stakeholders, and to the public to the maximum extent possible given commercial and legal restrictions.
<b>Collaboration</b>	TfN’s M&E approach should draw on relevant expertise outside of the organisation and should be open to external input and review.
<b>Methodological rigour</b>	TfN’s approach to M&E should reflect best practice in evaluating transport interventions and comparable sub-national transport bodies and should evolve with developments in this evidence base in the UK and elsewhere.
<b>Proportionality</b>	TfN’s Monitoring and Evaluation activity should be proportionate to the resources available, seeking both to add value and demonstrate value by providing new insights.

## 5. TfN’s approach to M&E

The diagram below provides a summary of how the processes described below fit together to constitute a single coherent approach.



### 5.1. Project Level Actions

#### Action 1: Project Review

At a project level, TfN will:

- Ensure that project objectives are SMART (Specific, Measurable, Achievable, Realistic and Time-bound) and that success can be reviewed.
- Ensure a clear theory of change linking project outputs and objectives.
- Establish alignment between STP objectives and Business Plan KPIs

All project objectives will be linked to one or more of TfN’s STP objectives, and one or more of the pillars of TfN’s Operating Model, as set out in TfN’s second Strategic Transport Plan, to strengthen links with TfN’s ‘golden thread’:

- 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** – one that is available to all our partners locally, regionally, and nationally as a foundation on which to develop solutions
- A **strategic thought leader** and champion of strategic transport planning – one that ensures the linkages between transport, digital and energy systems are reflected in decision making
- An **enabler of accelerated delivery** – applying our capability and capacity in support of our partners as they bring forward solutions for implementation
- A **trusted collaborator** – working with partners (nationally and across the North) in order to maximise the leverage of its own activity to the benefit of our communities and businesses.

## 5.2. Organisational Level Actions

### **Action 2: utilise evidence from Monitoring and Evaluation evidence to inform Business Planning**

Each Winter, TfN will undertake a review of existing workstreams and projects to inform prioritisation in the following financial year. This should encompass a review of the links between TfN’s current work programme, and the golden thread set in the STP and Business Plan. This will inform internal planning activities and should be framed around the following questions:

Key question	Explanation
How has the existing work plan progressed to date? What new activities need to be in scope?	Light touch review of KPIs in the Business Plan, plus any additional BAU (Business as Usual) activities

How do existing and emerging activities link to the TfN golden thread?	Ensuring robust links to the TfN golden thread and the STP and the Business Plan
What were the key barriers to progress on key outcomes and how can these be overcome?	This provides an opportunity to reflect on key lessons learnt
Were there any major unplanned successes over the past year?	An opportunity to highlight any unexpected successes and innovations that may not be captured elsewhere, focussing on the concrete, external impact of TfN's work

### Action 3: Monitoring and Evaluation Framework

The Monitoring and Evaluation Framework contains the key metrics required to monitor progress towards STP objectives. **Action 3** recognises the ongoing work required to keep the Monitoring and Evaluation Framework up to date and ensure it is actively utilised.

The M&E Officer will undertake a light-touch review of the M&E Framework every year to ensure it reflects the latest data available data to TfN and continues to reflect TfN's strategic priorities.

This will include:

- Ensuring the dashboard is populated with the latest available data.
- Resolving any issues with data availability and prioritise within TfN's analytical work programme. If resources prove to be a constraint, headline metrics should take the highest priority.
- Adapting any changes in the scope of TfN's work or user feedback.
- Responding to improvements in data quality and availability.

Any changes will need to meet the following criteria:

<b>Forward consistency</b>	Metrics can be monitored continuously, with a reliable (and ideally annual) data release schedule.
<b>Backward consistency</b>	Data points are available that are comparable to existing baselines for other metrics.
<b>Transparency</b>	If possible, metrics will be developed using data that can be shared externally.
<b>Strategic alignment</b>	Any new metrics are clearly aligned to TfN's STP objectives.

<b>Proportionality</b>	New metrics increase the overall coherence of the M&E Framework.
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TfN will also develop and publish a dashboard containing the agreed STP-related metrics as set out in the Monitoring and Evaluation Framework. This will provide a transparent view of progress against STP objectives.

This will initially be an internal tool, but external publication should also be explored.

TfN will continue to collaborate with Partners to strengthen alignment where this is appropriate and remains consistent with the level of ambition of the Strategic Transport Plan.

#### **Action 4 - TfN Annual Action Plan**

TfN will publish an TfN Action Plan annually to review progress towards the vision and objectives set out in the Strategic Transport Plan, allowing TfN and partners to respond and to adapt dynamically to changing circumstances. This will be published each year in Spring and will encompass the following elements:

- **A quantitative review of progress towards STP objectives.**  
This will allow TfN to take a systems approach to monitoring the North's progress, recognising that there are complex synergies and trade-offs between them.
- **A review of TfN's work programme over the previous year and its contribution to achieving the STP objectives.**  
This will be based on internal review processes set out above and will provide transparency to the North's partners and the wider public on TfN's own actions taken in support of the STP.
- **A set of commitments for the following year based on KPIs in the Business Plan.**  
This will set out how TfN will work with partners to accelerate progress towards agreed STP objectives.

### 5.3. Wider Knowledge-sharing

During Monitoring and Evaluation Phase 4, TfN made links with other Sub-National Transport Bodies and Local Transport Authorities to discuss challenges and opportunities around Monitoring and Evaluation. DfT's Local Major Scheme Meta-Evaluation (June 2022) also highlights some of these challenges. Key examples are listed in this table.

<b>Local Transport Authority challenges</b>	<b>Sub-National Transport Body challenges</b>
Limited internal resource, knowledge and capacity	
Challenges raising the profile of M&E and ensuring it is considered at an early stage in project and strategy development.	
Monitoring and Evaluation processes need be flexible and proportionate in response to organisational evolution but consistent enough to build understanding and capacity	
Challenges accessing data required to monitor and evaluate schemes, and timing data collection with scheme milestones	Novel approaches to M&E are required that correspond to remit and scope of work
Methodological challenges monitoring and evaluating schemes, particularly attribution of change, including: <ul style="list-style-type: none"> <li>➤ Using forecasts</li> <li>➤ Counterfactuals and comparators</li> <li>➤ Setting consistent scheme objectives</li> <li>➤ Applying Theory of Change</li> <li>➤ Capturing wider economic impacts and CO2 impacts</li> </ul>	

Where possible, TfN will seek opportunities to collaborate with partners to help overcome these challenges. Key areas of potential highlighted in the Monitoring and Evaluation Phase 4 report are:

<b>Opportunities for TfN to add value</b>	
<b>Applying the principles of DfT (Department for Transport) guidance on Theory of Change logic mapping</b>	This is an area that continues to present practical and methodological challenges for partners. As TfN and partners both develop their own approaches to logic mapping, there may be further opportunities to share lessons learnt.

<b>Resolving shared challenges around data collection and analysis</b>	<p>The continued development of the M&amp;E Framework is likely to highlight additional areas where:</p> <ul style="list-style-type: none"> <li>i) TfN tools can be shared with Local Transport Authorities to support their own work monitoring local transport networks or in building business cases.</li> <li>ii) TfN can work with Local Transport Authorities to build the case for more data sharing or data collection at a national level.</li> </ul> <p>Where these opportunities emerge, TfN will facilitate discussion through existing governance groups, particularly AAG (Analytical Advisory Group).</p>
<b>Collaboration on future DfT guidance updates</b>	<p>Where DfT undertakes future consultations on Monitoring and Evaluation guidance updates, Transport for the North could raise the profile of these among Local Transport Authorities and facilitate discussion to generate high quality feedback for consideration by DfT.</p>
<b>Sharing best practice and lessons learned</b>	<p>Prior engagement with partner officers involved in M&amp;E highlighted interest in learning from successes in other authorities. So far this has been facilitated through existing channels, such as the TfN Rural Mobility Working Group and the Northern Evidence Academic Forum, but could be expanded.</p>

## 6. Monitoring and Evaluation Framework metrics

The objectives and metrics in the Monitoring and Evaluation Framework are each associated with one of the strategic ambitions.

- Rapid decarbonisation of surface transport
- Reducing transport related social exclusion
- Transforming economic performance

Many of the metrics are complemented by sub-metrics. For example, “Mode shift of trips from car to public transport and active travel (trips)” is associated with a series of sub-metrics (number of trips for each transport mode and number of trips as a proportion of total trips).

These metrics are intended to compliment and inform KPIs of delivery bodies such as National Highways and Network Rail and Local Transport Plan objectives. For example, the National Highways KPI to “decrease The number of people killed or seriously injured on the SRN by at least 50% by the end of 2025” can support Vision Zero by 2050.

The metrics in the Monitoring and Evaluation Framework are divided into the following categories:

<b>Headline metrics</b>	These are the high-level, long term strategic objectives linked to concrete targets and trajectories which define the vision of the STP, with strong theory of change linking to TfN-promoted interventions and policies
<b>Core metrics</b>	These metrics provide the key evidence required to monitor the North’s transport system in the short to medium term and will form a fundamental part of monitoring the STP. They must be methodologically robust, allowing TfN to track the data. However, a 'good is' target may be sufficient, targeting sustained improvement in all areas, rather than specific targets and trajectories.
<b>Supplementary metrics</b>	These metrics provide supporting evidence to understand the wider context of the transport system. The Theory of Change between TfN's own work and these metrics is not as robust and monitoring these is a lower strategic priority.

## Reporting

Reporting on these metrics at a high level will be undertaken as part of the Annual Action Plan. This will include a summary of data linked to the headline objectives, and a breakdown of which core metrics are moving in a positive or negative direction compared to the base year.

	<b>Headline objectives</b>	<b>Core metrics</b>	<b>Core sub-metrics</b>
<b>Decarbonising the North's transport system</b>	7	18	66
<b>Transforming the North's economy</b>	5	15	24
<b>Reducing transport related social exclusion</b>	8	25	79
<b>Total</b>	20	58	169

## Base years

Each of the metrics in the M&E Framework is associated with a base year, providing a baseline data point. This will provide a point of comparison for future TfN Annual Action Plans. The base year of choice depend on two considerations.

- **Data availability** often the most recently available data is used, but this is data is from up to 4-5 years ago. This applies to outputs that use TfN modelling and TfN’s Transport Related Social Exclusion analysis.
- **The impact of the COVID-19 pandemic.** In some cases, the impact of the pandemic on travel demand has meant that the most recently available data is misleading, so a pre-COVID-19 baseline has been selected. This includes travel modal share and air pollution.

In other cases, such as the roll-out of electric vehicles, electric vehicle charging points, or infrastructure related metrics, more recent data were used.

The table below provides a summary of which base years were used for each set of metrics.

Base year	Headline	Core
2017	0	1
2018,19,20	18	32
2021,22	2	23

## 7. Metrics - decarbonisation of surface transport

### Headline Objectives

Impact	Objective / Target	Baseline	Date of baseline
Eliminate surface transport CO2 emissions	Near zero surface transport emissions in the North by 2045	25 million tonnes	2018
Modal shift to public transport and active travel	Share of trips made by public transport increases to 15%	Public transport: 7%	2018 and 2019 average
	Bus and shared mobility: 12%, rail: 3%	Rail: 1.5%, bus and coach: 5.5%	

	Share of trips made by active modes increases to 36%	Active modes: 29%	
	Share of trips made by active modes increases to 20% in rural areas and 50% in urban areas (based on Active Travel England target)		
Modal shift to public transport and active travel	Zero overall regional increase in private car vehicle mileage on the North's road network to 2045 compared to 2018	78.2 billion km	2019
Freight modal shift to rail	Double rail's share of freight carried in terms of tonne kms to 17% by 2050	8.5%	2018
Accelerate the roll-out of EV charging points	Uptake of public EV charging points at scale and pace across the North to support TfN's regional decarbonisation trajectory to 2045, first increasing to 29,600 by 2025 and 123,500 by 2030	>6,400	2022
Improve biodiversity around the North's transport network	All new major transport infrastructure development to aid local nature recovery by achieving 10% biodiversity net gain, for projects gaining approval from 2025 (in line with the Environment Act 2021)		

### Core metrics

Metric	Metric details (if applicable)	Baseline	Date of baseline	Good is
Increase the share of rail network that is electrified in the North		35.3%	2022	Increase

Reduced rail cancellations due to severe weather	TPE and Northern - percentage of cancellations	10.3%	2021/22	Decrease
	TPE and Northern - total	3,697		
Increased vehicle occupancy	Average	1.53	2018/19	Increase
	Commuter trips	1.15		
Population in the North at a high risk of mortality due to pollutants linked to transport	NO2	5,880,000	2019	Decrease
	PM2.5	5,640,000		
	PM10	5,858,000		
Proportion of paths on the Major Road network (SRN plus local major roads) exposed to pollutant levels above WHO recommended levels	NO2	75.4%	2019	Decrease
	PM2.5	97.8%	2019	
Accelerated uptake of electric vehicles	% of licensed cars and vans that are battery electric in the North	1.5%	Q3 2022	Increase
	Number of battery electric vehicles in the North	125,720	Q3 2022	Neutral
	% of licensed cars and vans that are ultra-low emission in the North	2.5%	Q3 2022	Increase
Uptake of EV charging points	Number of en-route public rapid charge points	1450	2022	Increase to 26,00 by 2025

	Number of public non-rapid charge points	4950	2022	Increase to 48,000 by 2025	
Mode shift of trips from car to public transport and active travel	Ratio of car trips to trips of any other modes	1.7	average across 2018 and 2019	Decrease	
	Average number of annual trips per person by car: driver	424		Decrease	
	Average proportion of annual trips taken by car: driver	41.6%			
	Average number of annual trips per person by car: passenger	224			
	Average proportion of annual trips taken by car: passenger	22.0%			
	Average number of annual trips per person by rail	16			Increase
	Average proportion of trips per person by rail	1.5%			
	Average number of annual trips per person by bus & coach	56			
	Average proportion of annual trips per person by bus & coach	5.5%			
	Average number of annual trips per person: walking	284			

	Average proportion of annual trips per person: walking	27.9%		
	Average number of annual trips per person by cycle	15		
	Average proportion of annual trips per person by cycle	1.5%		
Mode shift of commuting trip from car to public transport and active travel	Proportion of commuters who use the car as their main mode of commuting	75.7%	average across 2018 and 2019	Decrease
	Proportion of commuters who use rail (trains and light rail) as their main mode of commuting	3.8%		Increase
	Proportion of commuters who use buses and coaches as their main mode of commuting	7.0%		
	Proportion of commuters who use walking as their main mode of commuting	9.4%		
	Proportion of commuters who use cycling (including e-bikes) as their main mode of commuting	2.5%		
Mode shift of travel miles from car to public	Ratio of car miles to miles of all other modes	5.2	average across 2018 and 2019	Decrease

transport and active travel	Average number of annual miles per person by car: driver	3131		Decrease			
	Average proportion of annual miles per person by car: driver	54.9%			Decrease		
	Average number of annual miles per person by car: passenger	1659.2				Decrease	
	Average proportion of annual miles per person by car: passenger	29.1%					Decrease
	Average number of miles per person by rail	456.0					
	Average proportion of annual miles per person by rail	8.0%		Increase			
	Average number of annual miles per person by bus & coach	239.2			Increase		
	Average proportion of annual miles per person by bus & coach	4.2%				Increase	
	Average number of annual miles per person by walk	173.5					Increase
	Average proportion of annual miles per person by walk	3%					

	Average number of annual miles per person by cycle	45.4		
	Average proportion of annual miles per person by cycle	0.8%		
Reduced vehicle kms on minor roads	Total vehicle kms on minor roads	26.5 billion	2019	Decrease
	% of vehicle kms on minor roads	33.9%		
Modal shift from road to rail	Total HGV tonnage carried within the North	301 Mt	2019	Neutral
	total HGV tonnage carried within and through the North	488 Mt		Neutral
	Percentage of GB HGV tonnage carried at least partially within the North	32.0%		Neutral
Proportion of adults using active modes for travel at least three days per week	Walking for travel	19.7%	2018/2019	Increase
	Cycling for travel	2.1%	2018/2019	Increase
Reduced greenhouse gas emissions by mode	Cars	14.46 Mt	2018	Decrease
	HGVs	7.21 Mt		
	LGVs	2.71 Mt		
	Bus	0.63 Mt		
	Rail	0.77 Mt		
Reduced greenhouse gas emissions by vehicle segment	Large, SUVs, executive	4.91Mt	2018	Decrease
	Medium	5.01 Mt		
	Small and mini	4.54 Mt		
Reduced greenhouse gas	Rural	6.86 Mt	2018	Decrease
	Suburban	14.26 Mt		

emissions by area type	Urban	3.26 Mt		
Reduced transport greenhouse gas emissions per capita		1.62 tonnes / year	2018	Decrease
Reduced greenhouse gas emissions per km	Cars	141.70 g/km	2018	Decrease
	HGV	662.48 g/km		
	LGV	LGV: 212.92 g /km		

## 8. Metrics - Transforming the North's economy

### Headline objectives

Impact	Objective / Target	Baseline	Date of baseline
Improved economic productivity	Close the productivity gap between the North and the average for the rest of England excluding London by 2050	11%	2019
Integrating the North's labour market	37% of the North's population can access 500,000 jobs by rail within 60 minutes by 2050	27%	2018

Integrating the North's labour market	75% of the North's population can access an employment centre with at least 5,000 jobs by public transport within 30 minutes by 2050	63.4% (95.3% by car)	2019
Improved journey time reliability of the road network	Reduce the proportion of the Major Road Network (including the Strategic Road Network and locally maintained major roads) experiencing excessively unreliable journey times during weekday peak times to 2050	34.8% morning peak, 33.8% evening peak (annual average)	2019
Improved journey time reliability of the road network	Reduce the proportion of the Major Road Network (including the Strategic Road Network and locally maintained major roads) experiencing excessively unreliable journey times during the weekend to 2050	83% of paths experienced at least an hour of highly poor journey time reliability (annual average)	2019

**Core metrics**

Metric	Metric details (if applicable)	Baseline	Date of baseline	Good is
Increased resilience of the road network	total full or partial road closure events on the SRN	18,496	2019	Decrease
	total events leading to full closure of at least one carriageway or slipway on the SRN	707		
Increased resilience of the road network	reasons for full road / carriageway closure on the SRN	road closure: 52.5%, suicide / attempted suicide: 15%, breakdown 14.6%	2019	Neutral
Increased overall reported road user satisfaction (on the SRN)	Overall Satisfaction	70%	April 2021 – April 2022	Increase
	Journey time	67%		
	Management of roadworks	45%		
	Surface quality	71%		
	Feeling safe	79%		
	Information (Permanent signs)	80%		

	Information (Electronic signs)	70%		
Proportion of residents able to access at least 2 or more airports within 90 minutes by rail		14.5%	2018	Increase
Proportion of residents able to access 16+ key visitor attractions by rail		29.8%	2018	Increase
Proportion of residents within 90 minutes of a National Park by rail		46.5%	2018	Increase
Proportion of businesses able to access 10,000 other businesses within 60 minutes travel time by rail		51.2%	2018	Increase
Increased proportion of the North's eligible rail network (by track length) served by at least 2tph in		71.6%	May 2022 timetable	Increase

each direction				
Increased proportion of stations on eligible lines in the North served by a minimum of 2tph in each direction		41.2%		Increase
Increased proportion of stations on eligible lines in the North served by at least 1tph in each direction		76.7%		Increase
Increase rail passenger numbers	rail journeys within the North	170.7 million journeys	2019/20	Increase above pre-COVID 19 levels and continue to increase. Range of 287 million - 472 million depending on Future Travel Scenario by 2050.
	rail journeys between North and other regions	49.9 million journeys	2019/20	Increase

Increase rail passenger at the busiest rail hubs	top 10 stations for entries and exits: all operators	148.0 million	2019/20	Increase above pre-COVID 19 levels and continue to increase
Increase rail passenger numbers across the network	Entries and exits at least busy half of northern stations (289 stations)	16.2 million	2019/20	Increase above pre-COVID 19 levels and continue to increase
The five major ports (Grimsby and Immingham, Hull, Port of Tyne, Teesport, Port of Liverpool) to be served by rail with W12 gauge clearance		Immingham, Grimsby and Teesport are already served by W12 clearance (NR Freight Network Study)	2022	Increase - upgrades to include Port of Tyne and Port of Liverpool
Increased line speeds	Proportion of long-distance services achieving average journey speeds of at least 80mph	26%	May 2022 timetable	Increase towards desirable minimum standards
	Proportion of inter-urban services achieving journey times of at least 60 mph	22%		
	Proportion of local services achieving journey times of at least 40mph	9%		

Increase bus passenger numbers	total journeys	805 million	2019/20	Increase
	total concessionary journeys	297 million	2019/20	Increase
Improved digital connectivity	% of premises able to receive gigabit-capable broadband	66%	Mar-22	Increase to 100%
	% outdoor 4G coverage to all operators	92.60%		Increase, and level up rural areas

## 9. Metrics - Reducing Transport Related Social Exclusion and Health

### Headline objectives

Impact	Objective / Target	Baseline	Date of baseline
Improve the performance of the rail network	Public Performance Measure (PPM) of at least 91.2% for both Transpennine Express and Northern by 2028, returning to levels last seen prior to 2018: Transpennine Express	87.2%	July - September 2022 (annual moving average)
	Public Performance Measure (PPM) of at least 91.2% for both Transpennine Express and Northern by 2028, returning to levels last seen prior to 2018: Northern	84.0%	July - September 2022 (annual moving average)

Reduce the number of people at risk of transport related social exclusion	Reduce the number of people in the North living in areas with a high risk of TRSE by 1,000,000 by 2050	3.31 million	2019
	Reduce the number of people in the North living in areas with a highest risk of TRSE by 370,000 by 2050	0.81 million	
Improved safety of the transport network	Vision zero: reduce the number of people killed and seriously injured in traffic incidents across the North's road network to zero by 2050	6,429	2018-19 average
Improved physical accessibility of the transport network	All stations in the North to meet TfN's desired accessibility standards by 2050	54%	2021
Reduce population exposure to air pollution	Eliminate the need for Air Quality Management Areas in the North announced due to NO2 or PM10 to zero by 2045 by bringing air quality within legal limits	132	2022
Reduction in Nitrogen Dioxide exposure across the MRN network in the North.	Reduce to zero the proportion of the North's Major Road Network by length that exceed WHO Nitrogen Dioxide exposure limits by 2045	57%	2019

## Core metrics

Metric	Metric details	Baseline	Date of baseline	Good is
Percentage of postcodes within 700m of a public transport access point		90.40%	2022	Increase
Percentage of postcodes within 2km of a railway station		43.50%	2022	Increase
Improved accessibility to employment by public transport	Average travel time to nearest employment centre	29.3 minutes	2019	Increase
	Proportion of users within 45 minutes of at least 7 medium employment centres	34.4%		
	Proportion of the population that can access an employment centre with at least 5,000 jobs by public transport within 30 minutes	63.4%		
Improved connectivity to hospitals by public transport / walk	Proportion within 30 minutes of a hospital by public transport	37.5%	2019	Increase

	Average journey time to the nearest hospital by public transport	36.9 minutes		
Improved connectivity to education facilities by public transport	Proportion within 30 minutes of an FE college by public transport	84.90%	2019	Increase
	Proportion within 15 minutes of a secondary school by public transport	41.80%		
	Average journey time to an FE college by public transport	21.7 minutes		
Improved connectivity to basic services by public transport	Average travel time to nearest town centre by public transport	20.6 minutes	2019	Increase
Lower proportion of the population affected by transport related social exclusion	Eliminate the gap of population at high risk of TRSE for the North's sub-regions compared to the rest of the North by 2050: North East	10.2% (272,000 people)	2019	Decrease
	Eliminate the gap of population at high risk of TRSE for the North's sub-regions compared to the rest of the North by 2050: Yorkshire and Humber	0.5% (26,500 people)	2019	Decrease
Affordable transport	Bus and coach fares - RPI change over 12 months, ONS (whole of UK)	8.6%	2021	Neutral

	Rail fares - RPI change over 12 month, ONS (whole of UK)	2.7%	2021	Neutral
Affordable transport	Petrol and diesel - RPI change over 12 months, ONS (whole of UK)	14.5%	2021	Neutral
	Electricity - RPI change over 12 months, ONS (whole of UK)	6.6%	2021	Neutral
Reduced noise pollution from transport	% of population in urban areas exposed to day time road noise of 65dB or more	6.6%	2017	Decrease
	% of population in urban areas exposed to night time road noise of 55dB or more:	7.9%		
	The % of population in urban areas exposed to daytime rail noise of 65dB or more	0.4%		
	The % of population in urban areas exposed to night-time rail noise of 55dB or more	0.6%		
Overall satisfaction	Northern	85%	April-Sept 2022	Increase
	TPE	86%		
Satisfaction with punctuality / reliability	Northern	82%	July - Dec 2022	
	TPE	76%		
Satisfaction with value for money	Northern	76%	July - Dec 2022	
	TPE	65%		

Satisfaction with cleanliness	Northern	61%	July - Dec 2022		
	TPE	60%			
Satisfaction with frequency of services	Northern	76%	July - Dec 2022		
	TPE	77%			
Satisfaction with information during the journey	Northern	61%	July - Dec 2022		
	TPE	64%			
Satisfaction with level of crowding	Northern	72%	July - Dec 2022		
	TPE	67%			
Reduced overcrowding on the rail network	Proportion of passengers standing at key northern rail hubs (Leeds, Liverpool, Manchester, Newcastle, Sheffield): AM peak hour	16%	2019		Minimise compared to pre-COVID baseline
	Proportion of passengers standing at key northern rail hubs, PM peak hour	11.8%			
	Passengers in excess of capacity (PiXC) at key northern rail hubs - AM peak hour	2.4%			
	Passengers in excess of capacity (PiXC) at key northern rail hubs - PM peak hour	1.4%			
Improved rail punctuality (within 59 seconds) - passenger	Northern	76.2%	2019/20	Increase	
	TPE	62.2%			

	Avanti West Coast	39.6%	2019/20	Increase
	Cross Country	47.0%		
	LNER	45.2%		
	Hull Trains	41.6%		
Improved rail punctuality (time to 3 minutes) - passenger	Northern	76.2%	2019/20	Increase
	TPE	62.2%		
	Avanti West Coast	60.7%		
	Cross Country	69.0%		
	LNER	63.4%		
	Hull Trains	65.1%		
Reduced rail reduced cancellations (cancellation score)	Northern	4.1%	2019/20	Decrease
	TPE	7.8%		
	Avanti West Coast	2.9%		
	Cross Country	3.6%		
	LNER	3.1%		
	Hull Trains	2.1%		
Proportion of services arriving in economic centres prior to 7am on weekdays and 9 am on Sundays	before 7am on weekdays	78.5%	May 2022 timetable	Increase
	before 9am on Sundays	53.9%		
Improved station facilities	Progress towards TfN acceptable standards	54.0%	2021	Increase

	Progress towards TfN minimum standards	64.0%		
	Progress towards desirable standards on step free access	72.0%		
Reduction in population affected by transport related social exclusion	Proportion of the North's population at high risk of TRSE	21.3%	2019	Decrease
	Proportion of the North's population at very high risk of TRSE	5.2%		
	Proportion of the North's population at high risk of health TRSE	19.7%		
	Excess population at high risk of health TRSE, accounting for different area types	614,734		
	Proportion of the North's population at high risk of employment TRSE	22.4%		
	Excess population vulnerable to employment TRSE, accounting for different area types	616,103		
	Proportion of the North's population at high risk of education TRSE	22.1%		

	Excess population vulnerable to education TRSE, accounting for different area types	1,469,374		
	Proportion of the North's population at high risk of services TRSE	28.9%		
	Excess population vulnerable to services TRSE, accounting for different area types	1,578,220		
Reduction in road collisions and casualties	Fatal and serious incidents, North (unadjusted)	5,791	2018-19 average	Decrease
	Total 'minor' road incidents, North	20,252		
	Number of car occupants killed and seriously injured, North	2,483		
	Number of cyclists killed and seriously injured, North	868		
	Number of pedestrians killed and seriously injured, North	1,622		
	Number of minor road casualties in the North	28,366		

Reduce population exposure to air pollution from transport	Reduce to zero the number of paths on the North's Major Road Network that exceed WHO Nitrogen Dioxide exposure limits by 2045	76%	2019	Decrease
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## 10 - Supplementary Metrics

Metric	Metric details	Baseline	Date of baseline	Good is
Increased GVA per capita in the North of England	GVA per capita	£24,441	2019	Increase
	Total GVA in the North	£379 billion	2019	Increase
	Ratio to GVA per capita in England	0.735	2019	Increase
	Ratio to GVA per capita in England excluding London	0.89		Increase
Population of the North	Total population	15.5 million	2021	Neutral
	10-year change in population	4.10%	2021	Neutral
	Working age population	62.3%	2020	Neutral
Business population in the North	All registered businesses	1,096,025	2021	Increase
	Registered businesses per 1000 people	33		Increase
	Turnover per Employee - registered businesses	150,310		Increase
	Proportion of population with at	37.4%	2021	Increase

	least Level 4 qualifications			
	Gap between proportion with level 4 qualifications in the North compared to England average	5.2%	2021	Decrease
Proportion of graduates born in the North living in their region of birth 10 years after graduation		68.8%	2018/19	Increase
Reduced deprivation	Proportion of LSOAs in the north of England in the most deprived IMD decile	20.4%	2019	Decrease
	Proportion of LSOAs in the north of England in the most deprived IMD Income decile	18.9%		Decrease
	Proportion of LSOAs in the North of England in the most deprived IMD Income Affecting Children decile	17.2%		Decrease
Increased household income	GDHI per capita in the North of England	£18,232.24	2019	Increase
	GDHI per capita in the North as a ratio of GDHI per capita in England	0.828		Increase

Public spending	Public sector expenditure per capita	£16,225	2021	Neutral
	Public sector revenue per capita	£9,547		Neutral
Increased employment	Unemployment rate in the North of England	4.5%	Q2 2022	Decrease
	Employment rate in the North of England	73.6%		Increase
	Economic inactivity rate in the North of England	22.9%		Increase
	Total jobs in the North	7.84 million	Jun-22	Increase
Business investment in R&D	Business investment in R&D per capita as % of England average	53.60%	2019	Increase
	Total business investment in R&D in the North	£3.47 billion		Increase
	Business investment in R&D per capita in the North	£224		Increase
Gross fixed capital formation (experimental)	Total gross fixed capital formation in the North	£73.4 billion	2019	Increase
	Gross fixed capital formation in the North per capita	£4,734		Increase
	Gross fixed capital formation in the North per capita as a percentage of England average	76.5%		Increase
Goods exports from northern sea ports	Good tonne exports from northern seaports (tonnes)	50,330,000	2021	Increase

	good tonne exports from northern seaports as proportion of England total	56.30%		Neutral
Increase in new housing availability	Total annual housing starts	42,190	2021/22	Increase
	Total annual housing completions	44,480	2021/22	Increase
Increased Foreign Direct Investment in the North	FDI projects in the North as a proportion of England total	24%	2021-22	Neutral
	Number of inward FDI projects in the North	320		Increase
	Number of jobs created by FDI projects in the North as proportion of England total	27.0%		Increase
	Number of jobs created by FDI projects in the North	15,061		Increase
Improved visitor economy in the North	Number of visits to the North by domestic visitors	27.7 million	2019	Increase
	Total spend in the North by domestic visitors	£5.2 billion		Increase
	Number of visits to the North by international visitors	5.0 million	2019	Increase
	Total spend in the North by international visitors	£2.6 billion		Increase

Increased use of public transport to access visitor destinations	The proportion of tourism day visits over three hours taken by bus & coach	8.7%	2018-2019 average	Increase
	The proportion of tourism day visits over three hours taken by train	9.98%	2018-2019 average	Increase
Increase in goods exports	Total goods exports	£56.5 billion	2021	Increase
	Total goods exports as proportion of England total	25%	2021	Increase
	Total goods imports	£88.1 billion	2021	Neutral
Increase in service exports	Total service exports	£39.9 billion	2019	Increase
	Total service exports as proportion of England total	14.9%	2019	Neutral
Property prices: North	North East	£164,395	Aug-22	Neutral
	North West	£219,030	Aug-22	Neutral
	Yorkshire and Humber	£212,313	Aug-22	Neutral
Median private rents	North East	£525 pcm	2021/22	Neutral
	North West	£635 pcm	2021/22	Neutral
	Yorkshire and Humber	£610 pcm	2021/22	Neutral

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# STP2 - Policy and Place Framework

March 2023



## 1. Commuter Towns

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### Description

Commuter Towns are typically smaller towns and suburbs which neighbour Large Conurbations, with strong economic and commuting linkages to these large cities. Commuter towns are frequently located adjacent to 'Transformational Places' and share similar characteristics, including a skilled workforce, high levels of longer-distance commuting (>10km), and above average employment and productivity.

These areas have the highest percentage of individuals with Level 4 qualifications and above (40.1%, compared to a Northern average of 33.1%) and the lowest share of people working within their residential local authority (51%, compared to a Northern average of 61%). Employment levels are high, with 40% in full-time work – greater than any other place type – and the proportion working in professional occupations) greater than the Northern average.

*Examples: Areas across Lancashire (Preston, Burnley, Blackburn), North Yorkshire (Harrogate, Northallerton, Scarborough), parts of the East Riding of Yorkshire (Howden, Driffield), Warrington, Congleton, and Crewe.*

### Key role of transport

Commuting Towns are highly reliant on transport infrastructure to provide accessibility to employment opportunities across the North, including strong linkages to neighbouring Large Conurbations and strategic employment sites. Commuter towns also have a good share of local essential and leisure journeys, that may be articulated in multi-trip chains with commuting trips. Car usage is particularly common for local and commuting trips due to the absence of viable and cost-effective public transport and longer distances between housing and employment locations. Some commuter towns, such as Warrington, may generate a large amount of outbound commuting trips, but also inward commuting trips from surrounding towns that need to be accommodated for by the transport system.

The following policies are set out to make commuter towns less car-dependent places through improving sustainable travel options and reducing travel distances, for all types of trips. This will enable improved sustainable accessibility to opportunities, whilst boosting local economies and businesses through reduced travel costs and journey times. Improved transport infrastructure can also improve job matching between job vacancies and skilled workers who best match skill requirements, by enhancing connectivity of skilled labour supply to areas that need it.

### Policies: *what needs to be true?*

#### **1. Delivering reliable multi-modal hub and spoke transport options will provide sustainable and low carbon access to opportunities to and from Commuter Towns.**

**1.1** Deploying a hub and spoke model that operates outside peak hours and seven days a week, with express services connecting commuter towns to their neighbouring large conurbations, will encourage modal shift away from private car for commuting trips. Local spinal services, or Demand Responsive Transport (DRT), should be implemented to connect to bus and/or rail stations.

**1.2** Where available, rail services should be at least two trains per hour, and bus services should have a higher frequency to enable good inbound connections, as well as connectivity to Large Conurbations. Timetables and ticketing should align with local services provided, including supporting the leisure and night-time economies.

**1.3** Reliable journey planning tools, linked to viable and integrated ticketing products, that work across boundaries to support the hub and spoke model, should be implemented. This requires GPS management and could possibly require funding. Delay-repay fare guarantees for buses would provide confidence to commuters looking to switch from private car, and can be introduced in new franchise agreements. Fares should be affordable, equitable and cost-effective in comparison to private vehicles.

**1.4** Existing rail and bus stations should be enhanced, and investment in new multi-modal mobility hubs should bring together existing and proposed public transport options, active travel, cycle parking, electric vehicle charging and car or lift share facilities. New hubs should be designed for mixed use, including drop and collect facilities for parcels, remote working hubs and new community uses.

**2. For short and often multistage journeys within Commuter Towns active travel and reliable bus services should be the natural choice.**

**2.1** Delivering Local Cycling and Walking Infrastructure Plans (LCWIPs) will deliver attractive and localised walking and cycling infrastructure that is accessible to all users. In addition to traditional active travel interventions, this may include measures that support use of e-bikes and micro-mobility.

**2.2** Many commuter towns may be in areas which struggle to finance bus services and would benefit from funding of their Bus Service Improvement Plans and other external funding. Reliable bus services should provide the necessary connectivity with essential services, such as healthcare, and educational establishments, with residential areas and multi-modal hubs, to provide sustainable transport options and multi-trip chain travel.

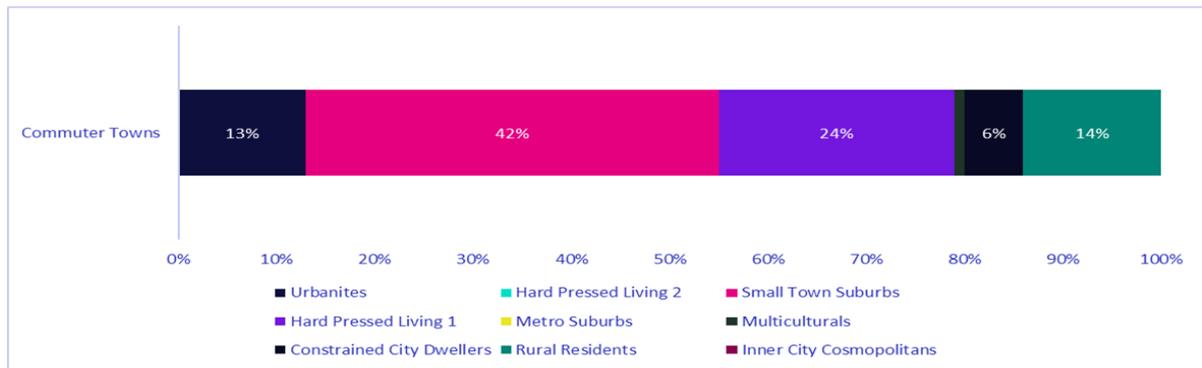
**3. A holistic approach to spatial and transport planning should seek to reduce car dependency in Commuter Towns.**

**3.1** Road space should be reallocated to support bus and active travel priority measures, ensuring that buses and active travel are not the weak link in transport networks, ensuring safety and connectivity to encourage modal shift.

**3.2** New developments should not lock in car dependency, and options to decouple parking provision from housing development supported by lift share schemes should be considered, complemented by good active travel infrastructure that connects to multi-modal hubs to town centres.

**3.3** Explore the potential for developing new green and blue infrastructure, enhancing biodiversity and creating a valuable community asset.

### What impact might these policies have on the North's people?



Commuter Towns feature a mix of people types, with Small Town Suburbs (42%) and Hard Pressed Living 1 (24%) being predominant. Small Town Suburbs travel further distances overall than almost any other segment, travel some of the longest distances to work, and are highly car dependent.

This segment would benefit from faster and cheaper public transport options for commuting as an alternative to the car. Improved public transport services and active travel infrastructure would also benefit those in Small Town Suburbs and Hard Pressed Living 1 who do not commute to neighbouring cities, by improving connectivity to local employment opportunities and facilitating essential and leisure journeys, particularly for those who have low qualifications and/or do not own a car.

## 2. Large Conurbations

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### Description

Large Conurbations contain 51% of the North's population. They have a faster rate of population growth (2.0% compared to a Northern average of 1.5% between 2012 and 2017) and a more youthful population. Levels of skills are also above the Northern average. Large conurbations can also be places of great variation, and often face challenges around deprivation and poverty. They benefit significantly from economic agglomeration and generate greater productivity than the Northern average.

*Examples: Major cities including Manchester, Leeds and Bradford, Liverpool, Newcastle upon Tyne, and Sheffield.*

### Key role of transport

Large Conurbations increase their public transport demand closer to the city centre, as population density increases. As such, there are many public transport and active travel trips within cities, and a fair share of private vehicle usage in nearby towns, between other towns and to-and-from the city centre. Large Conurbations are also the areas which often face the most acute air and noise quality issues, particularly around arterial routes, and the Strategic and Major Road Networks. Therefore, policies which support viable sustainable transport options and improved connectivity within them should be the priority in Large Conurbations.

Key market failures facing large conurbations pertain to the need to support agglomeration – greater effective density within large conurbations - reflecting their density of economic activity and opportunity to support future productivity growth. However, increased population and employment density can place further pressure on the transport network, and other services, constraining future development. This creates the potential for new infrastructure investment to unlock land for development.

Our Large Conurbations should be attractive, lively, and exciting places that people want to spend time in, drawing in visitors from across the North to work, shop and socialise. Policies to encourage sustainable transport are critical to supporting economic growth and ensuring equitable development. Improved public transport will allow the implementation of demand management policies that can provide short and medium term increases in modal shift, away from private car use. Densification can also support reducing travel distances in urban areas.

Businesses in urban locations often cite difficulties they have in negotiating congested transport networks, or situations where disruptions have impacted business operations. Within urban locations, interventions which promote increased reliability and efficiency across the transport network, as well as shorter travel distances are most likely to benefit businesses in these areas.

### Policies: *what needs to be true?*

#### **1. Public transport must be integrated (ticketing, operations, infrastructure, and information) reliable, accessible, and inclusive for all users.**

**1.1** Bus services are the backbone of public transport networks in Large Conurbations, and franchising powers given to Combined Authorities offer the opportunity to provide affordable city-wide services and connectivity to other transport provision. For other authorities, enhanced partnerships also create the potential for a more strategic approach to managing bus networks. Large Conurbations should focus on diversifying or enhancing their bus services, particularly in orbital journeys that connect nearby towns

without travelling through the urban core and direct journeys in currently urban transport deprived areas. Bus infrastructure and services must enable easy access and swift transfers to rail and mass transit provision, through inclusive design.

**1.2** Rapid transit should be an important part of the core transport network. Bus Rapid Transit (BRT), trams and other light rail-based modes provide additional capacity and connectivity and help to relieve congested road networks. Bus services should complement rapid transit services.

**1.3** Introducing delay-repay assurances for different modes will further encourage people to shift to public transport. Capped fares will help achieve affordability and reduce the risk of transport related social exclusion.

**1.4** Large Conurbations are perfectly located to maximise the benefits of multi-modal enhanced journey planning, to enable the services to function as a single, cohesive network. Integrated digital management systems can feed into journey planning tools should be implemented for providing a more reliable information base for users to make their travel choices.

**1.5** Large Conurbations play a key role as a transport hub for wider connectivity on local and national networks. National and local strategic plans should be aligned to prioritise sustainable travel. Full integration of stations and their services with the local transport network needs to cater for passing travellers for maximisation of the role of transport hubs.

## **2. Spatial and transport planning must work symbiotically for sustainable, inclusive growth.**

**2.1** The densification of our urban areas can help to unlock agglomeration benefits and drive productivity growth across the North. As such, embedding new development within transport infrastructure will ensure both the success of new developments and increase the commercial viability of public transport. This would provide greater accessibility to populations without access to private car, especially for developments out of the urban core. Interventions can range in scale from station gateway developments to more localised measures such as integration with active travel networks.

**2.2** Densification will also allow implementation of 15-minute cities and active neighbourhoods to provide basic services within a travel distance of 15 minutes by active travel and/or public transport, whilst simultaneously reducing instances of community severance. This will also reduce trip lengths which is key to meeting carbon targets.

**2.3** City and town centres should look to gradually re-allocate parking spaces in favour of additional cycle storage, wider pavements, and outdoor seating areas for use by local businesses, or aiming for pedestrianisation where appropriate with an inclusive design focus. Through improving public realm and associated placemaking, and providing high-quality and safe infrastructure for cycling, this will prioritise the movement of sustainable transport users encouraging modal shift and making large conurbations more attractive for businesses and residents. Placemaking and public realm upgrade should also consider exploring the potential for developing new green and blue infrastructure to enhance biodiversity and create valuable community assets within urban areas. This also extends to protecting, enhancing, and improving access to historical assets and townscapes, which form part of the transport infrastructure network such as stations and viaducts.

**3. Managing private vehicle demand and encouraging modal shift through providing attractive and sustainable alternatives to car travel is key to achieve cities where car dependency is reduced.**

**3.1** Changes to local parking development policies can be explored to reduce private vehicle usage, however, this will vary from area to area. Some alternatives are reducing or removing minimum parking space requirements for new developments, work parking levies, reallocating road space, and increasing the cost of parking in city centres. This should be complemented by consolidation of parking in out of city Park and Ride sites, where suitable, to avoid private vehicles travelling into city centres.

**3.2** Congestion charging and Clean Air Zones are opportunities that should be considered to manage private vehicle trips and reduce emissions in city centres. There are also opportunities to consider demand management schemes as part of this, which may require support and development at a national level.

**4. Decarbonising transport fleets is key for achieving national decarbonisation targets.**

**4.1** A key policy for large conurbations must be to decarbonise the bus and rail networks. Where there is high patronage and availability of infrastructure, there is a strong case to procure electric and hydrogen-fuelled vehicles and units to deliver a more sustainable solution. For buses, Zero Emission Bus Regional Areas (ZEBRA) funding has helped accelerate this in eight Local Transport Authorities (LTA) areas in the North, and there is an opportunity to further build on this.

**4.2** All authorities should have an Electric Vehicle (EV) charging infrastructure strategy. Major EV charging facilities should mostly be focused on park and ride sites, multi-modal hubs and off-street parking sites, with on-street parking reserved for freight access.

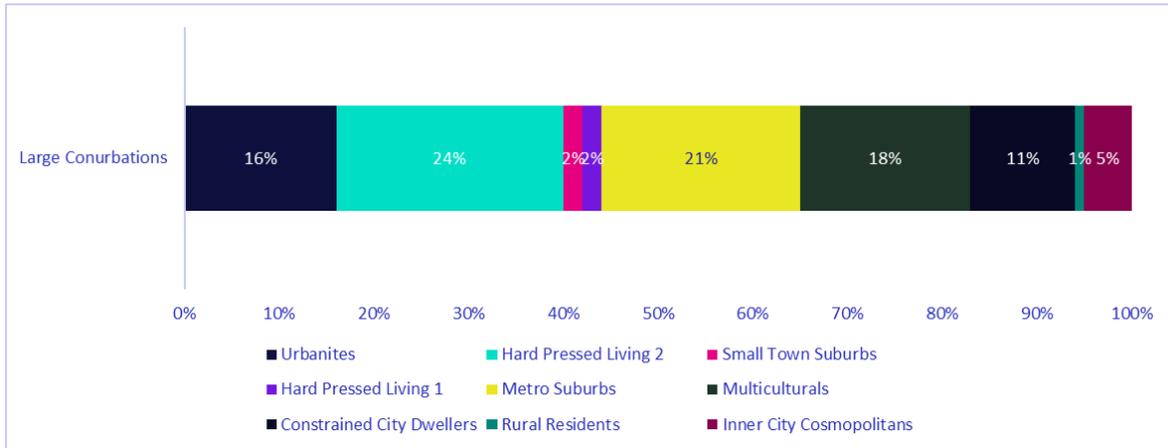
**4.3** The volume and concentration of people and businesses in Large Conurbations generates demand for high volumes of personal (food distribution, e-commerce, servicing) and retail goods. Last-mile delivery priority should be focused on utilising zero-emission vehicles and/or e-cargo bikes.

**5. Most freight and logistics movements in city centres can be avoided with more sustainable solutions to consolidate trips.**

**5.1** Solutions for freight and logistics should consider consolidation of freight on the peripheries of urban centres linked into the strategic freight corridors, prior to last-mile delivery, to minimise freight and goods trips into dense urban cores. In parallel, drop and collect facilities should be provided where population density warrants it, to reduce high volumes of multiple deliveries.

**5.2** Micro-consolidation hubs have great potential in this typology as there is high residential and commercial density that can attract users. This can be serviced by low-emission vehicles or e-cargo bikes.

**What impact might these policies have on the North’s people?**



Reflecting the fact Large Conurbations contain 51% of the North’s population, this place type has one of the most diverse arrays of people segments. Policies which support viable sustainable travel options and improved connectivity in Large Conurbations will therefore benefit a wide range of people segments (including Hard Pressed Living 2, Metro Suburbs, Multiculturals, and Urbanites, among others) by connecting them to employment and education opportunities and facilitating essential and leisure journeys, while reducing congestion, air pollution and noise. Large Conurbations are home to high shares of Multiculturals, Constrained City Dwellers and Inner City Cosmopolitans – segments which have the lowest car ownership (around 50%) and rely heavily on public transport and active travel.

### 3. Rural Villages and Dispersed

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#### Description

Rural Villages and Dispersed areas are rural districts geographically isolated from cities and towns. They have a slightly higher than average percentage of employment in tourism and an above average percentage of employment in advanced manufacturing and traditional industries. As would be expected, given their isolation, they have above average numbers of people commuting over 20km to work and over double the average percentage of people working at or from home. Their geographic size is reflected in their population density which is by far the lowest in the North and is growing at a rate below the Northern average. They have a large percentage of people aged over 65 (25%) and a below average percentage of people aged between 18 and 35.

*Examples: These areas are mostly found interspersed with Visitor Destinations, although they can also be found in sporadic locations including directly north of Liverpool, North Lincolnshire, West Lancashire, and surrounding Carlisle.*

#### Key role of transport

Rural Villages and Dispersed locations are generally characterised by long distances, poor accessibility, and high levels of car dependence which difficult implementation and encouragement of more sustainable travel modes. The 'right share' for this typology will be different to the pan-Northern target set in the STP's Vision & Objectives, as private vehicle is still likely to prevail on the modal share.

Rural Villages need to become places with a wider range of transport options as they have typically not been well-served by transport. This needs to be addressed through spatial, transport and digital solutions. Community based transport will play a key role in connecting rural villages and dispersed with their commuting and leisure needs, and with the existing transport infrastructure, for access to wider services and amenities. Recognising the high private vehicle usage, policy aims should look to make private vehicle travel more sustainable, for example by switching to electric vehicles and community-led car clubs.

While residents of these areas are typically among the least at risk of transport related social exclusion, TfN's research makes clear that the minority without access to a car experience a higher risk. Consequently, network planning cannot ignore the needs of those without access to a private car.

#### Policies: *what needs to be true?*

##### **1. Transport should be at the heart of communities, providing more than just connectivity.**

**1.1** Investing and restoring scheduled bus services as forms of social infrastructure will help to address potential social exclusion and car dependency. They are likely to require consistent subsidy or funding to be viable. The challenge to develop a cost-effective service can also be addressed through smaller and less-energy consuming vehicles. Some places in this typology might have strong connections to market towns that should be supported with scheduled bus services.

**1.2.** Multi-modal hubs should focus on stations that provide travel options with connectivity for longer journeys and provide Park and Ride opportunities. These hubs should be well-integrated with active travel and scheduled bus services for short local trips, linking with the strategic long-distance trips via road and rail. Rural multi-modal hubs should provide a community asset that can be used to bring together a range of

additional services such as health care, leisure opportunities, and click and collect facilities, to minimise first and last mile freight movements and encourage community use of the space by enhancing public spaces.

**1.3** Demand responsive transport models have the potential to overcome commercial viability challenges and have already been successfully introduced in some areas as an affordable transport option. They need to be available 7 days a week and feed into multi-modal hubs.

**1.4** Community led car clubs should be encouraged, particularly for those areas where people increasingly work from home, or do not have access to a private vehicle. Car clubs can be located within village centres and will facilitate longer, less frequent journeys.

**1.5** Implementation of new travel opportunities must simultaneously address the reliability and resilience of the road network, as often places in this typology have one road access making accessibility vulnerable to infrastructure fails.

## **2. A holistic systems-based approach is a fundamental foundation of facilitating sustainable growth to produce social-led outcomes.**

**2.1** Public transport provision may be limited in rural areas and policies need to provide affordable alternative for those without access to a private car.

**2.2** Enhancements in the coverage, reliability, and connection speeds of 5G and super-fast broadband networks should be at the heart of policy making. Digital connectivity is a foundation of delivering sustainable economic growth, reducing demand for journeys through greater opportunity for remote working and unlocking digitally connected demand responsive bus and logistics trips.

**2.3** Where appropriate, implementing co-working spaces at multi-modal hubs, for enhanced digital connectivity, should be encouraged. This will promote benefits for businesses and the community, as well as reduce the need for longer-distance travel and its environmental impacts.

**2.4** There is a need to promote a non-fossil fuelled energy network to promote uptake of zero-emission vehicles. There might be opportunities in certain places in this typology to work together with energy masterplanning and industry, which paired with public transport and spatial planning, can significantly impact decarbonisation. This can also be supported and implemented at mobility hubs.

## **3. Equitable transition to Zero-Emission Vehicles**

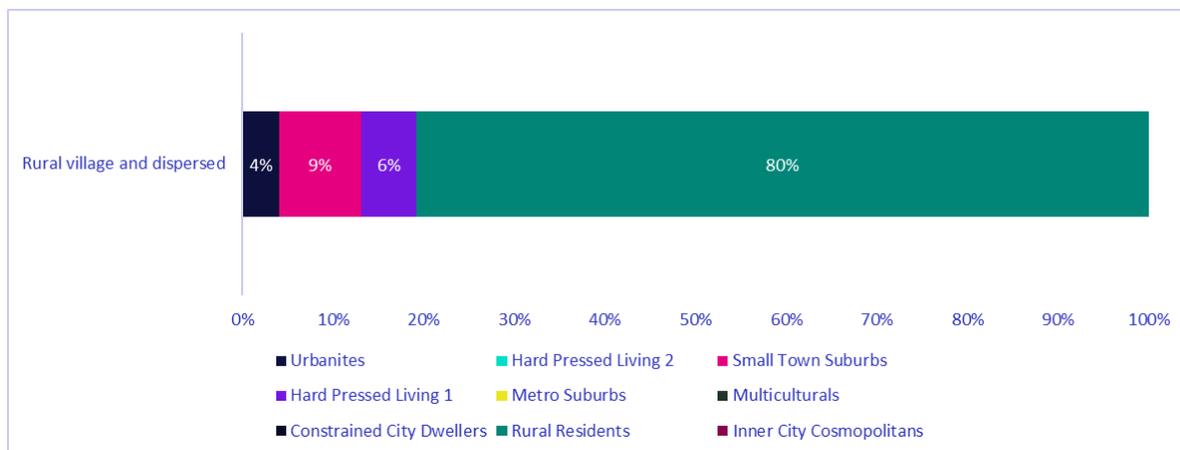
**3.1** Given the importance of agriculture, freight and agricultural machinery will remain significant traffic segment in these areas, so the use of zero emissions vehicles should be encouraged and can be supported through the location of hydrogen and biofuel supply sites. Low-emissions vehicles plug-in grant should be promoted for vans and trucks. Further support from government would need to be pursued to support the shift in other agricultural vehicles, which may reflect a challenging transition.

**3.2** The increased uptake of transitional fuels, EV charging, and the use of drop off and collect facilities at multi-modal hubs that minimises the need for first and last mile deliveries should contribute to decarbonisation. Ensure the delivery of charging and refuelling infrastructure development that is sensitive to the often unique natural and historic environments in these places.

## **4. Ensuring modal shift for new provision through behavioural change.**

**4.1** As the private vehicle modal share in this typology is high and the population tends to be older, they are likely to need behavioural nudges to uptake new travel options whilst also encouraging public transport patronage where available. Active awareness campaigns, training, and fare incentives should be considered for car clubs, DRT, and scheduled bus services.

**What impact might these policies have on the North’s people?**



Rural Village and Dispersed is the most concentrated place type in terms of the variety of people segments present, with Rural Residents accounting for 80% of the population. Rural Residents travel greater distances than any other segment and are the most car-dependent, with 89% of overall distance travelled by this segment attributed to car travel. A focus on the transition to electric vehicles and community-led car clubs will provide more sustainable options for Rural Residents who travel by car, particularly for commuting purposes, while more extensive and reliable public transport connectivity, DRT, and community-based transport services will provide more options for everyone, encouraging modal shift, and providing significant economic and social benefits for Rural Residents without access to a private car.

## 4. Rural Town and Fringe

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### Description

Rural Town and Fringe include rural areas (outside of a town with a population of less than 10,000 people) that are within closer proximity to nearby towns and cities. Unlike Visitor Destinations, Rural Town and Fringe areas rely less on the tourism sector for employment, with a broader mix across sectors, and an average unemployment rate. They have above an above average number of people employed in public sector occupations. Reflecting their rural geography, they have particularly low population densities compared to the more urban typologies, and a more elderly population, with fewer people aged between 18 and 35 and a greater number of people aged 65 and over compared to the Northern average. Their population growth tends to be below the Northern average.

*Examples: Selby, North Lincolnshire, Hambleton, Hartford, areas near Hull, and areas along the west coast of Cumbria.*

### Key role of transport

Low population densities pose a challenge to connecting residents to economic and social opportunities. An ageing population is likely to travel less, by all modes, due to physical accessibility and health issues. Consequently, there is a high amount of the population living at high risk of Transport Related Social Exclusion (TRSE). Levels of local transport services, particularly bus services, have declined in the last decade, leading to increased car dependency and severance due to major road infrastructure contributing to the risk for TRSE.

Fundamentally, Rural Town and Fringe areas should have enhanced accessibility to opportunities such as jobs, healthcare, and education, particularly healthcare due to the increasing ageing population. In many cases, these places are close to other towns and cities. Therefore, they could benefit from improved transport connectivity through demand responsive bus services and integration to urban services. These may need to be publicly funded to maintain the levels of services needed, to support sustainable transport options to deliver net zero in these areas.

Transport has the potential to improve the health of rural communities, through encouragement of active travel primarily for leisure trips rather than commuting given the distances between key centres. Walking and cycling infrastructure should be designed inclusively, particularly considering the ageing population, as car usage decreases dramatically for these groups. Making roads and pavements safer for active travellers needs to be a priority, particularly when considering that across the North, with retired people making an average of 19.5% of their journeys on foot.

### Policies: *what needs to be true?*

**1. There should be a wiseset of travel options, centred around public transport services and infrastructure that enhance accessibility to opportunities and key services, particularly healthcare, integrating rural towns and fringe with nearby towns and urban areas.**

**1.1** Scheduled bus services in rural areas, and accompanying infrastructure, need to be protected and where possible restored to provide access to key services and opportunities. This can prevent and reduce the high risk of TRSE. Services should provide attractive links to and from local centres, and to transport hubs that provide longer connectivity, and run 7 days a week. Real-time service information is particularly important in these locations given the relatively low service frequencies. Services are

likely to require subsidy to be viable, with strategies set out in Bus Service Improvement Plans and Local Travel Plans. Working with parish councils could further unlock opportunities for co-ordinating better public transport networks.

**1.2** For rural communities, the introduction of multi-modal hubs can enhance the attractiveness of public transport services and integrate sustainable journeys. Facilities at multi-modal hubs, such as click and collect lockers, community hubs, public health facilities, and learning amenities can also reduce vehicle trips. Park and Ride hubs, either bus and/or rail based can consolidate demand, underpinning more frequent services for commuting travellers into nearby towns and cities, as well as for leisure and social travel needs.

**1.3** Demand Responsive Transport (DRT) with smaller and more efficient vehicles can integrate dispersed communities with existing transport networks in urban areas via multi-modal hubs – creating sustainable door-to-door journeys. This typology is likely to have more demand for DRT than Rural Villages and Dispersed which makes it an optimal starting point for these services. To support the successful application of DRT and maximise access to information and timetabling, digital infrastructure (5G and super-fast broadband) must be enhanced and reliable, to enable users to access the required apps to utilise the system. DRT should feed into multi-modal hubs and core scheduled services.

**1.4** Bus services can be complemented with car clubs and travel reward schemes to further reduce car dependency. Car clubs can be located within rural town centres within easy walking distance and will facilitate longer, but less frequent journeys. Businesses in rural areas are less likely to have car-dependency reduction policies in place, consequently, there should be targeted support to introduce them.

## **2. Active Travel should be promoted for shorter journeys through carrying out road safety enhancements where required**

**2.1** Active travel provision is a viable option for rural towns given the possibility of short distance journeys to the PT network or leisure activities which can be enhanced. New infrastructure and share schemes should be implemented and complemented with store and charge e-bike and e-scooters at multimodal hubs. This will help overcome longer distances and challenging topographies and incorporate active travel in multimodal trips for work, study, and longer leisure trips, in line with the Local Cycling and Walking Infrastructure Plans (LCWIP)

**2.2** Safe provisions for pedestrians, cyclists and equestrians on rural 'B' and 'C' roads must be provided. Traffic calming measures to reduce speeds should be implemented alongside junction design enhancements, with crossing times accounting for ageing populations and ensuring that strategic roads do not prevent pedestrians accessing key services. This will also address the severance effect of rural roads, supporting business growth. Improving and implementing street lighting will also contribute to pedestrian, cyclist, and equestrian safety.

## **3. Equitable transition to Zero-Emission Vehicles**

**3.1** Even with improved public transport provision, it is still likely that there will be a high proportion of private vehicle trips in rural areas, where communities are likely to need the most support for switching to zero-emission vehicles. Local authorities should prioritise funding EV charging infrastructure in rural towns, villages and dispersed places, particularly around multimodal hubs to facilitate linked sustainable journeys. Promotion of electric car clubs can be an alternative for lower-income population to ensure inclusive decarbonisation.

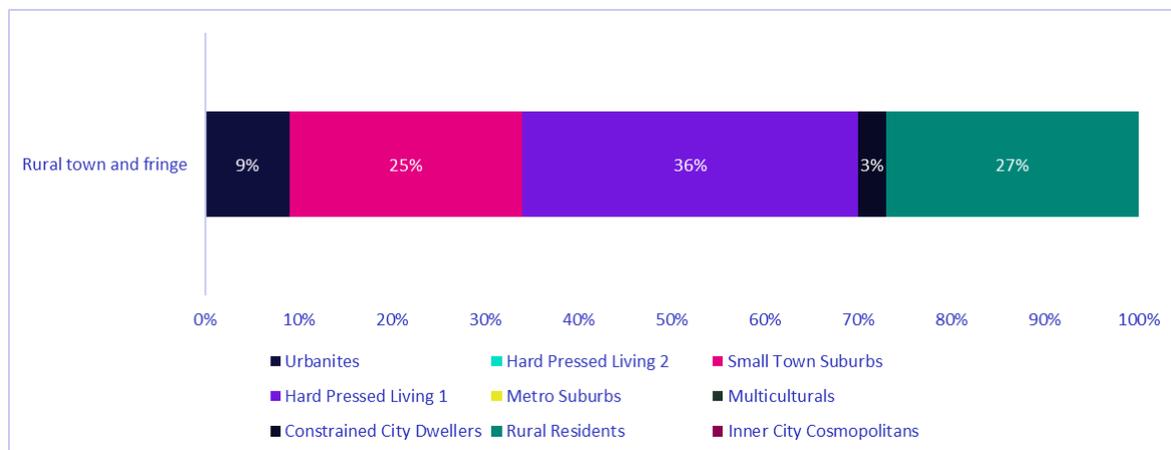
**3.2** Given many rural businesses are reliant on their own vehicles for deliveries and trade, incentives need to be provided to support the decarbonisation of these fleets. Low-emissions vehicles plug-in grant should be promoted for vans and trucks. Delivery of EV charging infrastructure and hydrogen refuelling stations should be supported with adequate grid infrastructure improvements.

**4. Ensuring modal shift for new provision through behavioural change.**

**4.1** As the private vehicle modal share in this typology is high and the population tends to be older, they are likely to need behavioural nudges to uptake new travel options. Active awareness campaigns, training and fare incentives should be considered for car clubs, DRT, public transport, and active travel.

**4.2** Implementation of new travel opportunities must simultaneously address the reliability and resilience of the road network, as often places in this typology have one road access making accessibility vulnerable to infrastructure failures.

**What impact might these policies have on the North’s people?**



Rural Town and Fringe place type has a more diverse mix of people segments than Rural Village and Dispersed, including Hard Pressed Living 1 (36%), Rural Residents (27%) as well as Small Town Suburbs (25%). These people segments are highly car-dependent, with a high risk of TRSE for those experiencing forced car ownership due to a lack of viable travel alternatives, and for those without access to a private car. For each of these segments, increasing the range of viable travel options, centred around public transport services and active travel, will provide more sustainable access to a greater range of employment, education and leisure opportunities and key services such as healthcare, both locally and in neighbouring towns and cities.

## 5. Transformational Places

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### Description

Transformational Places have a wide geographic spread across the North and are more varied than any other place typology. They can be characterised as particularly dynamic and successful local economies, with productivity and employment growth above the national average, but also in some instances face a variety of economic and transport constraints, and market failures. In several examples, these places are reliant on a small number of high value employers as key drivers for the local economy.

They have relatively high percentages of people with Level 4 or above qualifications (36.8%), high GVA growth and, compared to Large Conurbations, low population densities. They have seen a large growth in the number of people employed within advanced manufacturing, and more than double the Northern average of the proportion employed within Knowledge Intensive Business Services (KIBS) sectors. Reflecting their dynamic economies, these areas have the lowest unemployment rate of any place type.

*Examples: York, Cheshire East, Redcar & Cleveland, West Cumbria, and South Ribble.*

### Key role of transport

Due to the variation within Transformational Places are more varied than any other place typology, and several represent dynamic and successful local economies whilst other places face a variety of economic and transport constraints, and market failures.

Given their often semi-rural and dispersed geography, Transformational Places are highly reliant on their transport infrastructure. Infrastructure must facilitate sustainable and flexible commuting flows to key employment sites and neighbouring Large Conurbations, as well as catering for high levels of logistics delivery trips due to low population densities. Ensuring that transport connectivity is sufficient to continue to attract investment remains a key issue of many Transformational Places and their economic sectors, particularly improving links to international gateways for export-related firms in advanced manufacturing.

Transformational Places provide a significant opportunity for rapid transport decarbonisation. Transport policy should be focused to reduce car dependency, particularly for new residential and industrial sites, through planning policy that builds active travel and public transport into the fabric of communities. Given the high levels of GVA and high car ownership, policies are required to improve the coverage, frequencies, and operating hours of public transport increase the convenience and attractiveness of public transport, relative to private car use. At the same time, with higher economic outputs, there is a greater propensity for early adoption to electric vehicles, with associated consideration for supporting this transition with adequate charging infrastructure.

### Policies: *what needs to be true?*

#### **1. Local public transport should be designed to fit with employment patterns in key sectors and prioritised for medium and long-distance journeys, whilst shorter journeys are prioritised for active travel.**

**1.1** Due to high levels of car ownership associated with workers in knowledge intensive jobs, there is a need to prioritise modal shift from private car to public transport. Public transport must be integrated, reliable, accessible, and inclusive. Integrated ticketing with larger conurbation mass transit networks is required to support those in KIBS jobs to

access centralised offices directly via public transport. For large centres of employment, such as Sellafield, timetables should be aligned with working patterns.

**1.2** Ticketing must be smart and flexible, ensuring value for money for non-5-day commuters, as well as those working outside of conventional working times. Furthermore, due to high levels of flexi commuting, existing bus and rail stations should be adapted to act as integrated multi-modal hubs with inclusive design. Information and journey planning tools should complement the integrated transport system for users to make their travel choices.

**1.3** Multi-modal mobility hubs should be situated in accessible locations to unlock the potential for Park and Ride connectivity, with appropriate EV charging point capacity. They should be complemented with providing opportunities for consolidated parcel drop off/pick up, cycle parking, electric bike/e-scooter charging facilities and other amenities. Transformational Places attract residents and leisure visitors, which provides an opportunity to upgrade public realm around multi-modal hubs.

**1.4** Buses must be of a high quality, with wi-fi and charging facilities, with express services to neighbouring conurbations. Continuity of services outside of the peaks will increase patronage, particularly for non-commuting trips, but may require subsidies due to market failure. They can be complemented with incentives programmes for use of bus services with local employers.

**1.5.** Transformational Places should ensure that there are alternatives to car to access out of town employment centres, including industrial sites, which could include bespoke shuttle services to industrial parks that work as Demand Responsive Transport. Service patterns should be designed to fit with work shifts. Given highly skilled workers at these sites are likely to commute over longer distances, these should be integrated with medium distance rail services. Strategic road connectivity will remain vital to support employment opportunities and growing economies, with a focus on retaining existing infrastructure and reducing private car dependency.

**1.6** Rail services must be reliable, frequent, and consistent, such as 2 trains per hour every day of the week, to provide strategic rail connectivity to support dynamic and growing economies. Timetables should be interconnected with the local bus and DRT networks. Opportunities to develop new stations, re-open stations close to growing settlements or large employment sites, should be explored, along with the extension of mass transit systems using tram and/or tram-train technology.

## **2. Targeted spatial planning policies and transit orientated development can support the rapid decarbonisation of the transport network**

**2.1** Short distance trips should result in a high mode share of active travel usage. As Transformational Places are attractive places to live and visit for leisure and recreation, reallocation of road space away from private cars to public realm and active travel infrastructure can both encourage modal shift and attract further footfall. This can boost local business and economies.

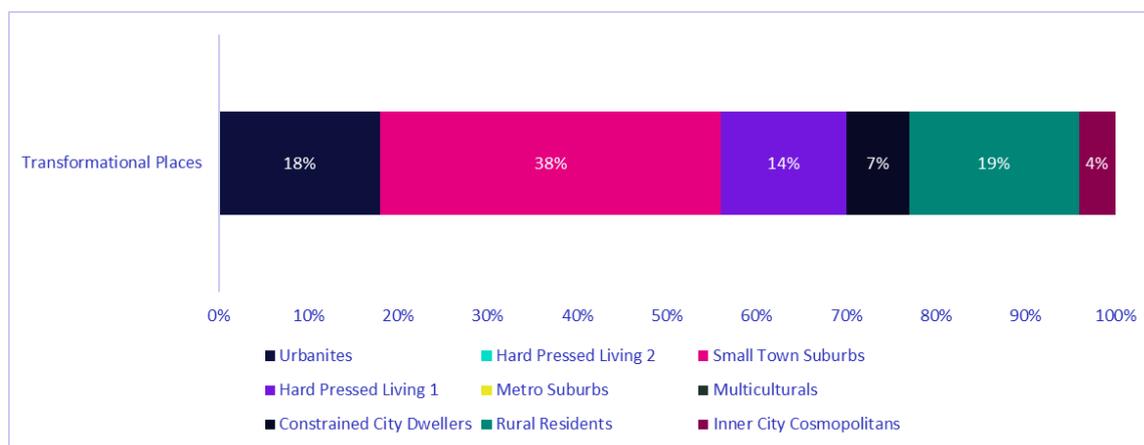
**2.2** New residential and commercial developments should be built with EV charging points as standard and be prioritised where active travel and public transport cannot compete. They should be designed in a manner to actively promote sustainable travel options by building active travel infrastructure into the fabric of communities. Safe, accessible, and well-lit access to public transport must be mandated in the planning process. Community EV car clubs, potentially funded by developer contributions, will further incentivise the take up of car-lite development.

### 3. Consolidating and decarbonising the logistics networks

**3.1** The nature of Transformational Places’ successful dynamic economies and low population densities results in large volumes of home delivery and freight trips. This must be underpinned by an efficient, reliable and carbon zero freight and logistics network. First-last mile deliveries should be provided by zero emission vehicles, with trips minimised through coordinated dynamic information systems consolidating loads from periphery consolidation centres.

**3.2** To support continued inward investment in advanced manufacturing, consolidation centres should be situated adjacent to the strategic rail or road network with direct access to key gateway ports and airports for exports to international markets; with innovation in digital and technological advances, helping to reduce unnecessary trips by shortening supply chains.

#### What impact might these policies have on the North’s people?



Reflecting their variety and wide geographic spread across the North, Transformational Places are home to a varied mix of suburban and rural people segments, including Small Town Suburbs (38%), Rural Residents (19%), Urbanites (18%) and Hard Pressed Living 1 (14%). Most of these segments are highly car-dependent and would benefit from opportunities to take up electric vehicles and/or car clubs to make their journeys more sustainable, particularly for commuting purposes. Better public transport options are also needed to encourage greater use of rail and bus for commuting – Urbanites for example already demonstrate comparatively high use of rail for commuting. For segments such as Hard Pressed Living 1, which have lower levels of qualifications, and travel shorter distances, improvements in transport infrastructure would improve access to economic and education opportunities, particularly with improved access to locally significant employment sites in isolated locations.

## 6. Other Urban

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### Description

Other Urban areas have the second highest population density of all the typologies across the North, with lower population growth of 1.0% compared to the Northern average of 1.5%. They are distinguished from Industrial Places by having a low number of people working in traditional industries (3.4%) and a high number of people working in the Public Sector (38.7%), similar to Towns within Metropolitan Counties. Like Industrial Places and Towns within Metropolitan Counties, Other Urban areas have a low percentage of people with level four qualifications or above, a small percentage of people working in KIBS and have an above average unemployment rate (though not quite as high as industrial areas).

Effectively, they represent a more geographically focussed version of Towns within Metropolitan Counties, with a similar employment breakdown, but are more geographically isolated and further from the Larger Conurbations.

*Examples: Near or within smaller cities and larger towns like Carlisle, Workington, Whitehaven, Ellesmere Port and Middlesbrough*

### Key role of transport

The approach for these communities will depend on whether they are part of major metropolitan areas, for example Middlesbrough, or individual areas, for example Carlisle. The former may present opportunities to better integrate the area into a city region's mass transit system or zonal area, with the latter lending itself well to active travel and rail connectivity. Their location away from Large Conurbations presents an opportunity to support long-distance journeys with strategic rail and transforming stations into multi-modal transport hubs. Furthermore, there are more opportunities to unlock land development. Encouraging the role of rail needs to be balanced with local regeneration policies to avoid unnecessary outbound long-distance travel and encourage local trips.

Other Urban areas are significant contributors to the Northern economy, and transport can help support growth and decarbonisation challenges. The high relative population density in Other Urban areas provide the market demand to drive the uptake of sustainable travel patterns, whilst also strengthening the case for urban regeneration. This typology is comparatively well served by rail and has the second highest number of rail journeys. Consequently, the focus should be on reducing private vehicle travel and maximising and complementing the existing rail network.

There is above average risk of social exclusion and car dependency in these areas, and private vehicles often offer the only means of access to key destinations. This supports the case for complementing the existing rail network with affordable public transport provision and active travel infrastructure in order to effectively reduce social exclusion.

### Policies: *what needs to be true?*

#### **1. Maximising and filling the gaps in the existing public transport and active travel networks to support more sustainable travel patterns**

**1.1** Strategic rail connectivity should support both outbound and inbound commuting, as well as providing connectivity to encourage inbound investment. Train operators and Local Transport Authorities must focus on strengthening cross-boundary and cross-border integration and ticketing.

**1.2** Implementing radial and orbital local bus services can support full origin-destination public transport trips, particularly supporting access for areas currently identified as transport deprived, reducing the fragmentation associated with hub and spoke service delivery common in these areas. Supporting the affordability of bus services is necessary to reduce risk of TRSE, underpinned by integrated fares across mode and operators. Maintaining road infrastructure also remains key in supporting scheduled bus services to improve strategic connectivity and unlock potential development sites for employment and residential uses.

**1.3** Multi-modal hubs at rail stations can bring together integrated interchange between local transport services and active travel modes, furthermore, places in this typology such as Darlington and Carlisle, can provide wider strategic rail connectivity to the North. Multimodal hubs should also consider enhancing public realm and providing community and commercial spaces, as there is considerable redundant space at rail stations across the North. This will support local economies and regeneration initiatives, as well as supporting the reduction of TRSE. These hubs should also consider Park and Ride, and pick-up and drop-off provisions, where reasonable, and provide access to the wider major road network.

**1.4** E-bikes and cycling could play in providing a zero-carbon option for the first and last mile of people's journeys, making cycling a viable option for a wider group of people. This can be complemented with cycling training and incentives.

**1.5** Other Urban areas are often associated with a limited number of key organisations who employ a disproportionately large share of the working age population in an area, such as large industrial sites, hospitals, universities, and colleges. Local Authorities should work with large employers to develop effective sustainable travel plans, including consideration of Demand Responsive Travel (DRT) services outside of traditional public transport operating times, sustainable travel reward schemes, formalised car sharing programmes and workplace parking levies (with proceeds invested back into facilitating sustainable travel to work).

**1.6** There are opportunities for demand management through spatial planning and 20-minute neighbourhoods in Other Urban areas. This includes through encouraging more local services to be based in suburbs, including those close to transport hubs, targeting densification on public transport corridors, and restricting parking.

## **2. Targeted spatial planning policies for active travel and public spaces will result in regeneration of Urban Centres**

**2.1** The delivery of high-quality public realm and upgraded active travel infrastructure is supported by relatively high densities and combined with improved public transport. This can support regeneration priorities, and increase footfall into these urban centres. Improvements should prioritise the quality of space and functional active travel infrastructure connecting to transport hubs. Reducing pavement parking, improving pedestrian crossings, and reallocating space away from road users to active travel users and e-cargo bikes will contribute to local regeneration and address severance. Furthermore, improving lighting and foliage can also improve perceived safety. This will establish Other Urban places as destinations and attractive places to live, work and visit.

**2.2** The commercial centres of market towns, particularly those with seasonal tourism, should consider revised parking controls to re-allocate parking spaces (permanently or seasonally) for use as wider pavements, additional cycle storage and/or additional trading space and outdoor seating for use by local businesses. An increase in cost of on-street parking compared to off-street parking in city and town centres has the potential to free up tradeable space but also reduce cruising by private vehicles, albeit appropriate

considerations will need to be made for mobility impaired so as not to further exacerbate transport related social exclusion. Further travel demand management can be enforced through work parking levies.

**2.3** Explore the potential for developing new green and blue infrastructure, enhancing biodiversity, and creating a valuable community asset as well as protecting, enhancing and improving access to historical assets and townscapes, which form part of the transport infrastructure network such as stations and viaducts.

**3. Freight and logistics movements inside urban centres need to be addressed with more sustainable solutions.**

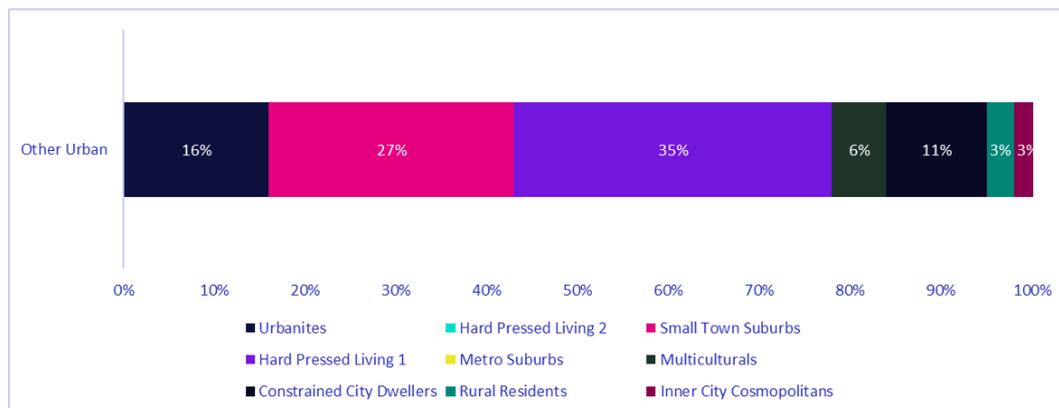
**3.1** Other Urban areas typically contain (or are near to) strategic road and rail corridors. Therefore, focus should be on developing the network to support economic efficiency, reliability of goods movement, and a greater resilience of the freight network. This includes repurposing brownfield sites to support lorry parks, refuelling, warehousing, and consolidation centres, for reducing overall travel distances. This will additionally boost employment and drive the levelling up agenda.

**3.2** To ensure efficiencies in deliveries and minimise conflict with active travel modes, adequate kerbside provision should be available as appropriate and managed/coordinated using dynamic information systems.

**3.3** Drop and collect facilities should be provided to support residents and businesses, linked to the development of multi-modal hubs and/or district centres to minimise home deliveries. First-last mile connectivity for freight should be by EV vans and e-cargo bikes; the use of the latter can be consolidated with the drop and collect facilities in denser areas.

**3.4** There will likely be a higher requirement for LGV and HGV charging or refuelling in these areas, to support goods and services movements. Consequently, integration of rapid electric charging should be implemented on-route in these areas, to ensure a whole network coverage of EVs.

**What impact might these policies have on the North’s people?**



In common with Towns within Metropolitan Counties, Other Urban areas have a mix of predominantly suburban-based, car-dependent people segments, including Hard Pressed Living 1 (35%), Small Town Suburbs (27%) and Urbanites (16%), and share somewhat similar economic challenges to Towns within Metropolitan Counties and Industrial Places. Policies to complement the existing rail network in Other Urban areas with affordable public transport provision and active travel infrastructure will provide better and more sustainable connectivity to economic and social opportunities for residents and improve their quality of life, particularly when coupled with other urban regeneration initiatives.

## 7. Visitor Destinations

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### Description

While all parts of the North have key visitor destinations or attractions, our definition of Visitor Destinations is focused on rural destinations and towns that attract large numbers of seasonal tourists each year. They tend to be within and surrounding National Parks and Areas of Outstanding Natural Beauty, or areas of historical significance and some coastal resorts. These areas have relatively low levels of population growth, low population density and a comparatively elderly population, with an above-average proportion of over-65s and a below average proportion of people aged between 18-35 compared to the Northern average, which are characteristically similar to rural areas. Of all the place typologies, Visitor Destinations are defined by having the highest proportion of people employed in the tourist sector (26.2%), including large numbers working in sectors such as food and accommodation.

*Examples: Areas near or in National Parks, Northumberland, Cumbria, Blackpool, and Whitby.*

### Key role of transport

Visitor destinations tend to experience seasonal demand which requires a careful consideration for the transport infrastructure and modal splits in these areas. Consequently, there are two different but equally significant user groups: tourists and local population. Policies must accommodate the seasonal demand of tourists whilst also supporting the needs of the local population, particularly addressing the above average risk for Transport Related Social Exclusion.

Visitor centres are attractive places for tourists, and its important the impacts are mitigated for local residents. Therefore, policies should concentrate on preserving both the natural and built environment which generate tourism demand, as well as enhancing local transport provision and encourage local regeneration to benefit residents. Visitor centres often offer significant employment opportunities with labour shortages in some key sectors. Improved transport links to surrounding areas can support skilled workers in accessing these.

Due to high car dependency and low density, we must recognise that the 'right share' for this typology will be different to the pan northern target set in the Visions and Objectives chapter, including different splits between tourists and the local population. However, the policies are aiming to encourage tourists to arrive to Visitor Destinations by public transport.

### Policies: *what needs to be true?*

#### **1. An improved transport provision that provides sustainable travel options to meet the seasonal demand of visitors and workers linked to the tourism industry.**

**1.1** Rail provision in Visitor Destinations can support viable alternatives to car travel, as well as provide onward connectivity into wider national parks and areas of natural beauty. A leisure focused service should be prioritised, 7 days a week and outside commuting peak hours, alongside commuter services if relevant to the specific place, connecting the North's visitor centres to our main metropolitan areas' large conurbations, via other more urbanised place typologies. Trains must provide spacious luggage storage for travel bags and leisure equipment (i.e., cycles, paddle boards, etc). They should provide a less costly, reliable, and more comfortable experience, in comparison to the car, to encourage modal shift to rail for leisure travelling.

**1.2** Developing regional hubs on mainline railways and run subsidised buses to tourist attractions and worker areas from these hubs is key. Local authorities can work with train and bus operators to deliver a tourist-industry friendly offer and timetable, complemented with reliable information systems, for example Settle to Carlisle rail, Hadrian's Wall country bus, the Dales Bus in North Yorkshire, or the Cat Bells shuttlebus in the Lake District. Leisure cross-modal ticketing could increase public transport provision uptake.

**1.3** Co-ordination between tour operators and transport operators can aid to ensure end-to-end provision of shared transport options, particularly for more isolated tourist areas, with multimodal hubs equipped with organised tour drop and collect facilities. This will need to be complemented with an overall improvement of coach access through enhancing roads for bigger vehicles, parking facilities with charging for electric coaches and kerbside/stops provision that allow drop-off/pick-up. This includes focused leisure ticketing, and the provision of journey planning tools in a standard language to encourage visitors in using local networks. Journey planning can be approached through one booking system where different transport providers can provide different parts of the trip.

**1.4** It is still likely that, even with an enhanced rail service, tourists will be driving into Visitor Centres, therefore a shift from diesel-fuel to EV and more sustainable modes needs to be encouraged. Park and Ride sites on the edge of protected parking zones, equipped with sufficient electric vehicle charging infrastructure can help accelerate decarbonisation for long distance trips. E-bike and e-scooter hire will allow enhanced accessibility for longer last-mile trips.

**1.5** Freight flows will remain significant in these areas all year round. The use of zero emissions vehicles should be encouraged and can be supported through EV charging and cargo e-bikes, particularly for shorter distance journeys. The use of drop off and collect facilities at multi modal hubs should minimise the need for first and last mile deliveries. Niche remote tourist accommodations could potentially be supported by drone deliveries, reducing congestion on the ground network, and improving speed of delivery.

## **2. Encouraging sustainable first and last visitor mile trips whilst preserving the natural environment and the historic and cultural assets of visitor destinations.**

**2.1** Multi-modal hubs in these areas should be established, bringing together bus, DRT, car/lift share, park and ride facilities and e-bike hire/charging which will help reduce the private vehicle trips within the main attraction centres to avoid congestion and negative environmental and social externalities. Scheduled bus and rail services are critical in serving these hubs and inducing demand for these hubs to also bring together a range of additional services such as health facilities, tourism information centres and upgraded public realm to encourage community use of the space. All of which will increase footfall to support local economies and add to placemaking aspirations which in turn support the reduction of TRSE. They should include extensive slow EV chargers (recognising many vehicles will be left for multiple hours and the likely constraints on grid capacity).

**2.2** Considering that the active travel share is likely to be lower than the pan-northern target currently set, there is a lot of potential for leisure cycling, walking and e-bikes for short distance trips within visitor destinations. Appropriate routes should be identifying to support leisure trips and complemented with wayfinding, and e-bike and bike hire facilities.

**2.3** Demand responsive travel options (e.g., minibuses with ability to carry pets and bulky equipment) will be important. Given the extreme numbers who may arrive in-

season, the extra capacity that could be afforded on transport networks by autonomous travel should also be considered, with on-demand driverless pods recently trialled in the Lake District. DRT services importantly can support local communities, utilising demand from tourists to provide services where scheduled bus services currently miss.

**2.4** Seasonal parking bans should be considered to condense demand to multimodal hubs, potentially with Temporary Park and Ride locations on the edge of controlled zones during busy tourist periods. This will reduce environmental impacts whilst retain access for residents and businesses and increase footfall within village centres to maximise economic potential.

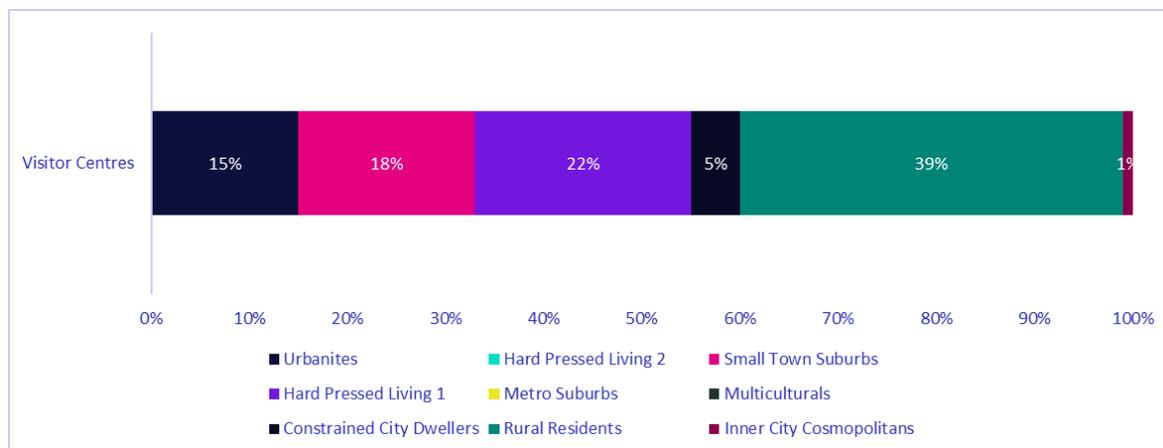
**3. Safer roads and footpaths for all users combined with better path finding**

**3.1** It is also important to consider limiting vehicle speeds and improving lighting on routes where active travel is being promoted, as well as improvements to road junctions where B and C roads meet the MRN, with crossing times accounting for the both the needs of an ageing population as well as supporting the needs of other road users including active travel (walking, hiking, and cycling).

**3.2** Footpaths and Green Routes are essential transport active travel infrastructure. Improvements to signage, wayfinding, and integration of long-distance footpaths into travel planning apps can help drive sustainable active travel usage.

**3.3** Reliability and resilience of the road network needs to be improved alongside safety enhancements, as often places in this typology have limited road access making accessibility vulnerable to infrastructure fails.

**What impact might these policies have on the North’s people?**



In keeping with their predominantly rural character, the most common people segment in Visitor Destinations is Rural Residents (39%), but they also have notable shares of Hard Pressed Living 1 (22%), Small Town Suburbs (18%) and Urbanites (15%). The benefits that these groups of residents could derive from the above policies will therefore be varied, but most will enjoy a better quality of life from the reduction in congestion and negative environmental and social externalities arising from tourist visits. Better transport connectivity within Visitor Destinations and to neighbouring towns and cities will offer broader and more sustainable access to employment and social opportunities, whether locally or further afield, to all segments, with particularly beneficial impacts for the segments with lower qualification levels such as Hard Pressed Living 1.

## 8. Towns within Metropolitan Counties

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### Description

Towns within Metropolitan Counties share characteristics with Large Conurbations and Industrial Places, reflected in their geographic distribution. They are prominent around Leeds, Manchester, and Sheffield, where they can be found intermingled with Industrial Places and adjacent to large Conurbations, and surrounding Liverpool and Newcastle upon Tyne. Only a low percentage of people work in traditional industries (3.4% compared to 25.4% in Industrial Places) and a high percentage of people work in the public sector (35.7% compared to 19.8%). They also have a low rate of growth in employment within advanced manufacturing (15.9% compared to 52.3% in industrial areas).

*Examples: Keighley, Barnsley, parts of Kirklees and Calderdale, Southport, and Doncaster.*

### Key role of transport

Towns within Metropolitan Counties face a similar set of challenges around both attracting business investment and improving skills as Industrial Places. Due to the major roads near and in Towns within Metropolitan Counties, there is severance and negative environmental externalities. There is a strong case for improving their town centres to attract more business investment, increasing job opportunities.

Due to their proximity to Large Conurbations and high percentage of people commuting, there is an opportunity for connectivity to large urban centres (with stronger employment markets) to support labour supply effects and address the risk of TRSE linked to basic services access in these areas. Many towns in these areas already benefit from well-used railway stations. This needs to be balanced with local regeneration and improvement of town centres to avoid excessive amounts of commuting in peak hours and encourage more local trips, hence, the first policy focuses on 15/20-minute neighbourhoods. To further local regeneration in the future, densification should be a long-term goal.

### Policies: *what needs to be true?*

#### **1. Creating 15/20-minute neighbourhoods with good public transport connectivity by working together with spatial planning.**

**1.1** Investment in housing and office developments with good active travel infrastructure and reducing car-dependency in existing housing sites is key for creating 15/20-minute neighbourhoods. This should be complemented by road space reallocation to active travel infrastructure on local roads; reduction of pavement parking and improvement of junction safety to minimise severance between communities; and complementary planning policies to encourage access to essential services within close proximity of residential areas.

**1.2** Towns within metropolitan counties are typically well served by rail or are located near a large conurbation well served by rail. Rail services into large conurbation should be frequent and reliable to facilitate accessibility to jobs, as there is high unemployment. For Towns within metropolitan counties with limited rail connectivity, or no possibility to improve the frequency (i.e., outside of peak commuter hours) 'hub and spoke' bus services should be implemented to provide the necessary accessibility to jobs and basic services, including linking to stations.

**1.3** 15/20-minute neighbourhoods should be complemented with multimodal hubs where feeder bus services that link with rail stations are provided and/or for hub and spoke

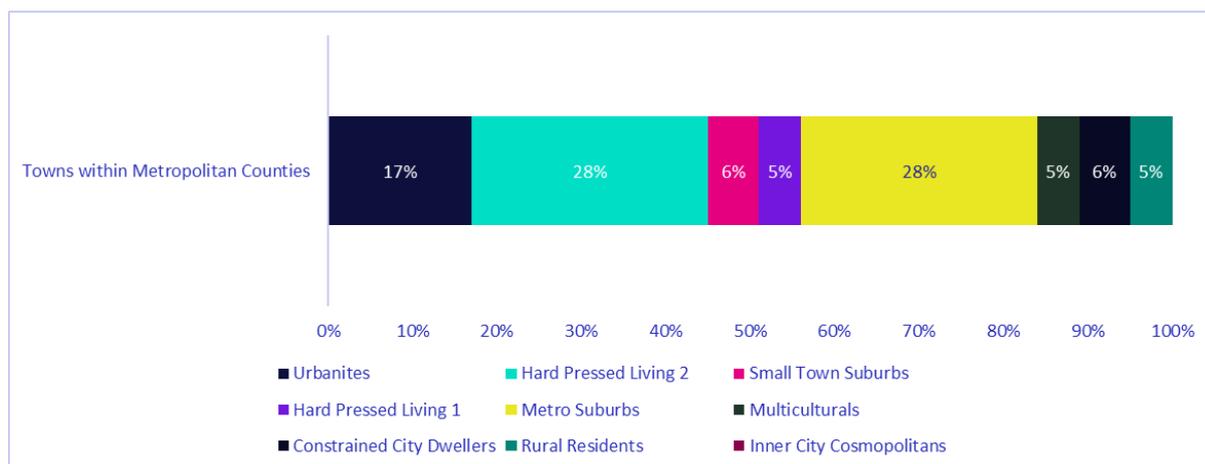
services. Multimodal hubs can also support new commercial, leisure and social uses as increased footfall is attracted to these hubs, supporting wider regeneration opportunities for the area (including essential community services and remote working hubs), coupled with increased public realm and active travel linkage.

**2. More efficient bus services and active travel upgrades can sow the seeds for future densification.**

**2.1** In these areas of lower population density, more efficient bus services can provide an effective transport solution for many, particularly for those without access to cars. This includes the use of demand-responsive bus services which can be linked with effective shared mobility and travel reward schemes, although any digital accessibility requirements will need to cater for all age brackets effectively. In areas of particularly low density, DRT schemes can support sustainable regeneration and growth until the quantum of people can support a scheduled service.

**2.2** Given the need for regeneration and driving footfall into local centres, twinned with proximity to large conurbations, active travel/public realm links to transport hubs can provide access to the wider regional transport area.

**What impact might these policies have on the North’s people?**



Towns within Metropolitan Counties is predominantly comprised of suburban-based people segments which are closer to Large Conurbations, including Metro Suburbs (28%), Hard Pressed Living 2 (28%) and to a lesser extent also Urbanites (17%). Among these segments there is a comparatively high prevalence of commuting to neighbouring city centres, and improved rail and bus connectivity to these employment centres would provide residents sustainable access to a potentially wider range of economic opportunities and facilitate better skills matching. At the same time, investment in local public transport and active travel infrastructure would support local regeneration, providing more economic opportunities locally as an alternative to commuting to nearby cities (particularly benefitting groups such as Hard Pressed Living 2 who tend to travel shorter distances to work) and supporting essential and social journeys in the local area for all segments.

## 9. Industrial Places

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### Description

Industrial Places are areas where employment is focused around 'traditional' industries, with typically lower levels of productivity and higher levels of economic inactivity and unemployment. Typically located surrounding Large Conurbations such as Liverpool, Manchester, and Sheffield, together with other large urban areas such as Hull and Carlisle. Industrial areas have a higher percentage of people employed in traditional industries than any other typology (25.4% compared to a northern average of 8.1%), together with the highest percentage of people employed in advanced manufacturing and the highest growth of employment in this area (52.3% compared to a northern average of 32.8%). Despite this, they also have the highest unemployment rate (at 5.7%) and the second lowest percentage of people with Level 4 skills or above (29.3%, Northern average 33.11%).

*Examples: Colne, Areas of Barnsley and Calderdale, County Durham, Gateshead, Hyndburn, and Doncaster.*

### Key role of transport

Industrial Places face several challenges around encouraging inward business investment, particularly in their potential strengths in advanced manufacturing and encouraging greater labour market participation. Improved connectivity to employment centres and regenerating neighbourhoods is required to both attract investment where existing accessibility is poor (provided other, complementary investment is made in skills and training), and support labour supply effects where they better connect regions to areas with high employment densities and job vacancies.

These types of places generate significant volumes of business and freight traffic, largely due to a greater proportion of employment within the manufacturing, logistics and distribution sectors which rely on the highway network.

Tackling transport related social exclusion is a priority in this typology as 40.7% of the population lives in high-risk areas. This requires significant investment in local public transport to employment centres, education, and health services, including out of town locations. Public transport should operate sufficiently within evenings and weekends, enabling access to work with irregular hours, including shift work. This will ensure everyone, including non-car users and vulnerable groups, are able to access opportunities, which will have economic as well as social and wellbeing benefits.

### Policies: *what needs to be true?*

#### **1. Creating 15/20-minute neighbourhoods by improving sustainable transport connectivity increasing spatial proximity and enhancing digital connectivity.**

**1.1** Investment in housing and office developments with active travel facilities and improved local connectivity is key for creating 15/20-minute and liveable neighbourhoods. This should be complemented by road space reallocation to active travel infrastructure in local road, reduction of pavement parking and improvement of junction safety to minimise severance between communities and facilitate modal shift to active travel.

**1.2** Industrial Places are typically well served by rail or are located near a large conurbation well served by rail. Rail services into large conurbations should be frequent and reliable to facilitate accessibility to opportunities and reduce TRSE. For Industrial Places with limited rail connectivity, or no possibility to improve the frequency (i.e.,

outside of peak commuter hours) 'hub and spoke' bus services should be implemented to provide the necessary accessibility to main employment areas and basic services. Public transport frequencies and timetables should be in line with peak times related to local industry. Seamless transfer with reliable information is expected at interchange options to encourage multimodal trips.

**1.3** 15/20-minute neighbourhoods should be complemented with multimodal hubs where feeder bus services that connect them to rail stations and/or hub and spoke services. Multi modal hubs can also support new commercial, leisure and social uses to create local centres or support district centres as increased footfall is attracted to these hubs, supporting wider regeneration opportunities for the area (focusing on essential community services and remote working hubs for improved digital connectivity), coupled with upgraded public realm infrastructure, and enhanced active travel linkage.

## **2. Supporting industries' freight necessities and transition to more sustainable patterns**

**2.1** Industrial places typically contain (or are near) strategic road and rail corridors, which therefore should be developed to support economic efficiency, reliability of goods movement and a greater resilience of the freight network. Industrial places also provide opportunities to support freight and logistics with the safeguarding and prioritisation of land to support freight activities such as lorry parks, refuelling, warehousing, and distribution centres, all of which can boost employment.

**2.2** Focus for shifting to rail freight can reduce negative externalities of the Strategic Road Network (SRN) and support employment. Existing Strategic Rail Freight Interchanges, such as Tees, Selby, Wakefield, Ditton and Doncaster should be supported and enhanced. The switch to rail freight will help managing negative externalities of road freight transport. Opportunities for opening unused existing rail should be explored. There is a need for appropriate gauge clearance (W12) on the network to support the movement of deep sea and short sea shipping containers to grow the market for freight from port to port and inland terminals.

**2.3** Electric Vehicle Charging Infrastructure should be implemented near the Major Road Network and consolidation centres to support main industrial employers' switch to Electric Vehicles and help further reduce the negative externalities of freight transport. This can be further complemented with e-cargo bikes where appropriate.

**2.4** The transport network should be prepared to ensure the development of hydrogen and alternative fuels, as some of these industries are developing in these areas. For example, hydrogen could play in the North East and North West, and transport will be both a major customer and a supplier in this industry. There are several hydrogen fuel producers also located within these areas of the North.

## **3. Working with the main employers and industrial/business parks for more sustainable travel patterns**

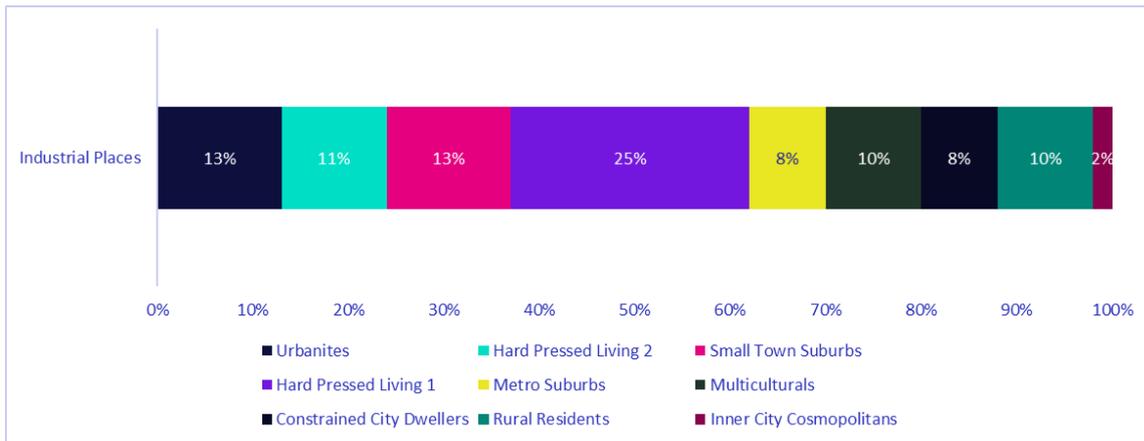
**3.1** Industrial Places are often associated with one or two key organisations or with employment/industrial developments that employ a disproportionately large share of the working age population in the area. Local authorities should work with these employers to develop effective sustainable travel plans, including consideration of sustainable travel reward schemes, formalised car sharing schemes, and workplace parking levies (with proceeds invested back into facilitating sustainable travel schemes). I.e., Nottingham's workplace parking levy has funded the purchase of 15 electric buses, an expansion of the tram network, a station renovation, and grants for employers to support sustainable transport options.

**3.2** Workplace provision of alternative shared transport options (i.e., coaches picking up from district centres or multimodal hubs) can be implemented through local authorities and employers’ co-ordination.

**4. Protecting, enhancing and improving access to historical assets and townscapes as part of the transport infrastructure network.**

**4.1** Explore the potential for developing new green and blue infrastructure, enhancing biodiversity, and creating a valuable community asset as well as protecting, enhancing and improving access to historical assets and townscapes, which form part of the transport infrastructure network such as stations and viaducts.

**What impact might these policies have on the North’s people?**



Industrial Places is the most diverse place type in terms of people segments represented, with a quarter of the population accounted for by the Hard Pressed Living 1 segment, and the remainder split relatively evenly across the other segments. This means that the potential benefits from transport improvements will vary depending on each segment’s socio-economic characteristics and proximity to economic and social opportunities, however given that over 50% of the population in Industrial Places are in the more economically deprived people segments, these groups would benefit from better accessibility to employment and education opportunities locally and to nearby larger employment centres, coupled with policies intended to encourage local economic regeneration. Investment in sustainable, reliable, and affordable local transport connectivity will also help reduce transport-related social exclusion which many of these segments are at a high risk from.

## Transport for the North

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<b>Meeting:</b>	Transport for the North Board
<b>Subject:</b>	Road Investment Strategy (RIS) Recommendations
<b>Author:</b>	Owen Wilson, Head of Major Roads
<b>Sponsor:</b>	Darren Oldham, Director Rail and Road
<b>Meeting Date:</b>	Thursday 23 March 2023

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**1. Purpose of the Report:**

- 1.1 To provide an update on Transport for the North's work to develop recommendations for investment in the Strategic Road Network (SRN) and seek comments from the Board on recommendations for the future RIS programme.

The report seeks specific feedback on:

- a) Key messages to National Highways and Department for Transport on the RIS Programme;
- b) The emerging list of location-based priorities on the SRN;
- c) Plans for further work on influencing preparation of the RIS Programme, including formal feedback on National Highways SRN Initial Report, Route Strategy reports and 'Connecting the Country' vision, expected to be published soon; and
- d) Plans to respond to consultation on the updated National Networks National Policy Statement (NNPS).

**2. Recommendations:**

- 2.1 Board is asked to:

- a) Endorse Transport for the North's approach to preparing recommendations for RIS as set out in this report;
- b) Note comments from Scrutiny committee, reflected in this report;
- c) Delegate responsibility to the Board Chair and Vice Chair for signing-off Transport for the North's response to public consultation on the National Highways SRN Initial Report, Route Strategy reports and 'Connecting the Country' vision; and
- d) Delegate responsibility to the Board Chair and Vice Chair for signing-off Transport for the North's response to public consultation on the NNPS.

**3. Main Issues:**

- 3.1 The Department for Transport (DfT) has set out six strategic objectives that it expects to underpin the next RIS (2025-2030). These are:

- Improving safety for all;
- Network performance to meet customer needs;
- Improved environmental outcomes;
- Growing the economy;
- Managing and planning the SRN for the future; and
- A technology-enabled and enabling network.

- 3.2 Transport for the North has been working collaboratively with National Highways to provide evidence on the North's requirements for investment in our strategic roads. Transport for the North has provided input into the development of the draft SRN Initial Report and NH Route Strategy reports. Both documents had

been expected to be published and consulted upon in autumn 2022; at time of writing, the reports are still to be published.

- 3.3 Current advice is that National Highways will publish a suite of documents for public consultation in Spring 2023, including the SRN Initial Report, Route Strategy reports and a new strategic document 'Connecting the Country', setting out a long-term vision to 2050, on the role of the SRN. Public consultation will last eight weeks, and it is proposed Transport for the North engages with Local Authority Officers through the Executive Board in developing and agreeing a response. Board Members might also wish to consider the option of holding a consultation call to discuss the response.
- 3.4 Funding for new interventions in the RIS3 period is likely to be severely constrained by the limits that apply to public sector funding more generally. Budget pressures are also arising from delay and cost inflation impacting on the current RIS Programme (RIS2).
- 3.5 For RIS2 schemes in the North still to progress through statutory planning, there is a significant risk that Government will review their funding alongside emerging priorities identified in RIS3. Consideration of RIS2 schemes is not in scope of the work described in this report, however partners' views on RIS2 schemes still within the development stages will be a necessary part of Transport for the North recommendations to Government.
- 3.6 The Government launched 12-week consultation on an updated National Networks National Policy Statement on 14 March 2023, this sets out a framework for new major road, rail, and rail freight schemes, which incorporates latest environmental standards. Deadline for response 6 June 2023.

#### **Proposed key messages in recommendations on the RIS**

- 3.7 Transport for the North's recent submission to the House of Commons Transport Select Committee included a suggestion that the National Highways Licence should be amended to reflect the statutory role of Transport for the North, and place a requirement placed on National Highways to formally seek the views of Transport for the North and to then report on how that advice has been reflected in RIS3. Transport for the North has been invited to attend the Committee to discuss its submission on 29 March 2023.
- 3.8 Transport for the North's submission to the Select Committee emphasised that early and ongoing engagement, collaboration and transparency in decision making with the key regional and local partners is vitally important; this should as a minimum include Transport for the North, Mayoral and Combined Authorities and Local Transport Authorities.
- 3.9 The SRN operates as part of the wider transport network and there is a need to ensure that the objectives set for RIS3 are grounded in the agreed outcomes for the North as set out in the statutory Strategic Transport Plan.
- 3.10 It takes significant time (10 or more years) for new technologies and major infrastructure to impact at scale. As the Transport for the North evidence base highlights, rapid concerted action is required now to reduce carbon emissions and to maximise the efficient use of the existing transport system. Investment on the SRN should therefore first seek to optimise the function of the existing road network as an important community asset, delivering safe and reliable journeys for road users, and making the most of opportunities to reduce carbon emissions, minimise severance, improve air quality and biodiversity.
- 3.11 Alternative options to new road capacity should be thoroughly considered as part of early options appraisal work. This should include appraisal of policies and investment which would reduce the need for travel by car, LGV or HGV, and go

beyond a basic assessment of a 'do minimum or business as usual' appraisal of the potential for planned investment in public transport and/or active travel to reduce vehicle trips on the SRN. Collaborative engagement with Transport for the North and with Local Transport Authorities continues to be critical to fully appraising all options to support greater use of more sustainable travel modes.

- 3.12 With the phasing out of internal combustion engines and full-scale adoption of in vehicle digital communications, the next RIS period will see a transformational shift in the nature of vehicles on our roads. Investment on the SRN and wider network will need to keep pace with demand for electric vehicle chargepoints, hydrogen re-fuelling and support improved digital connectivity on our roads. This in turn emphasises the importance of aligning investment in energy systems in order to realise desired outcomes for the North's transport system.
- 3.13 National Highways are working on developing an Active Travel Strategy, SRN investment should include an evidence-based focus on reducing severance impacts of the network, providing high quality road crossings and safe routes linked integrated with local active travel networks, for example developed through Local Walking and Infrastructure Plans (LCWIPs). Similarly, the SRN has a role in supporting local and national bus services, improved facilities for bus, for example bus priority at junctions should form a future part of RIS investment.
- 3.14 Eighty eight percent (88%) of freight movements are by road, with two thirds of freight miles taking place on the SRN. Appropriate facilities for HGV parking are critical to supporting the road haulage sector, improving driver safety and overnight security of freight loads. Transport for the North supports the need for increased provision of good quality, secure HGV parking, and recommend that National Highways work with partners including the private sector to improve freight parking facilities.
- 3.15 The DfT is due to publish new Local Transport Plan guidance in 2023. In planning for RIS3 National Highways will need to engage with Local Transport Authorities in considering the role of the SRN in supporting local transport plans and targets, with for example the monitoring and reduction in transport related carbon emissions, a new duty placed on local transport authorities.
- 3.16 To meet policy priorities, transport investment, including through the RIS Programme, must be grounded in the delivery of the strategic objectives and outcomes identified in the Strategic Transport Plan, and not predicated on more easily monetised Benefit Cost Ratio (BCR) calculations, particularly when based on a narrow 'predict and provide' model of how to adapt to traffic growth.
- 3.17 Investment in new road capacity for motorised traffic is still required, particularly to improve safety and resilience but capacity enhancements should only be taken forward where there is compelling evidence that options for reducing traffic levels have been fully considered and increased road capacity is required to deliver economic and social benefits. For example, the dualling of the A66 (A1(M) at Scotch Corner to junction 40 of the M6 at Penrith) is a primary example of a fundamental strategic need to provide a safer, more reliable, and resilient east-west route connecting Yorkshire and the Northeast to Cumbria and the West Coast of Scotland.
- 3.18 Plans for new road capacity should be accompanied by complementary policies to mitigate for unintended growth in 'induced' traffic. For example, where new road infrastructure is supporting growth in new housing and/or jobs the design of that infrastructure should seek to reduce the need for car-based travel. In most cases the Local Transport Authority will have the primary role in delivering complementary plans and policies, underlining the need for a collaborative approach and shared responsibility for meeting outcomes.

- 3.19 There is an opportunity for National Highways to build on lessons gained from the RIS2 Programme, and to work with Transport for the North and local partners to re-scope the approach to identifying and appraising potential solutions. Key to this would be to collaboratively agree a shared view on an integrated 'place-based' strategy, one that encompasses options for complementary policy, technology, and infrastructure interventions. For example, potential solutions on a rural part of the SRN, where good connectivity to more remote economic centres is a priority, could be very different to options on a heavily congested part of the urban network.
- 3.20 Government has recently indicated that funding for enhancements in the RIS3 period (2025-2030), will be highly constrained. It is essential that where there is a need for National Highways and DfT to consider the implications of cost pressures that have consequences for future investment periods, there is an effective mechanism for seeking the formal views of Transport for the North prior to a decision being made. This is particularly important where a reassessment of the scope of proposed works might enable a more efficient approach that represents better value for money once the wider benefits to local communities are considered.

### **Summary of approach to assessing SRN 'Levels of Service'**

- 3.21 Evidence from the Strategic Development Corridor (SDC) studies, which underpinned the 2019 Investment Programme, plus work on sequencing interventions agreed by Transport for the North Board in 2020 formed the basis of work on identifying locations on the SRN for assessment.
- 3.22 The SDC studies included extensive engagement with Transport for the North partners on the development of strategic objectives, the completion of 'Options Appraisal reports,' shortlisting and modelling of proposed transport schemes and completion of Strategic Programme Outline Business Cases<sup>1</sup> for each SDC corridor, available on Transport for the North's website.
- 3.23 The SDC studies focused on improving transport connectivity within seven strategic corridors across the North. Identifying the long-term programme of rail and road interventions needed to underpin the North's ambition for transformational Economic growth.
- 3.24 Building on the previous work and utilising the following evidence, the analysis is focused on identifying where the SRN is performing poorly and/or where there are substantial issues which need to be addressed by 2033:
- Transport for the North commissioned mobile phone data;
  - Transport for the North's Northern Highway Assignment Model (NoHAM);
  - Transport for the North's Development Log (jobs & housing);
  - Transport Related Social Exclusion (TRSE) evidence; and
  - Nationally available data on air quality, noise and safety.
- 3.25 The assessment is based on baseline performance (2018 & 2019 data) and outputs from NoHAM for 2033. See Appendix 2 for an overview of the metrics and data source for each level of service indicator.
- 3.26 The 2033 assessment has been completed for two future scenarios, Transport for the North's Urban Zero Carbon (UzC) scenario and the National Trip End Matrix (NTEM) scenario published by DfT.<sup>2</sup>

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<sup>1</sup> SDC Strategic Programme Outline Business Cases available here: <https://transportforthenorth.com/strategic-development-corridors/#:~:text=The%20corridor%20links%20advanced%20manufacturing,of%20the%20Government's%20Industrial%20Strategy.>

<sup>2</sup> NTEM shows a similar level of traffic growth to Transport for the North's 'Just About Managing' (JAM) scenario.

- 3.27 The Transport for the North future scenarios<sup>3</sup> were developed through collaboration with Transport for the North partners and identify four plausible future states based on a plausible mix of policy actions, societal and technological changes. The UZC scenario assumes the most national and local policy activity to reduce traffic levels, resulting in a lower overall road vehicle km growth up to 2050, than the 15% advised by the Climate Change Committee 6<sup>th</sup> Carbon Budget.
- 3.28 Use of the scenarios enables testing for uncertain future circumstances. For example, considering whether policy actions such as greater investment in active travel and public transport, a focus on compact urban rather than dispersed development combined with traffic demand management, mitigate for the need for new road capacity. It is important to note that the assessment of alternate scenarios provides a high-level indication and would need to be looked at in further detail should work on appraising options for specific SRN locations be taken forward.

### Level of Service

- 3.29 The assessment considers 'Levels of Service' across environmental, economic and social outcomes, summarised in figure 1.

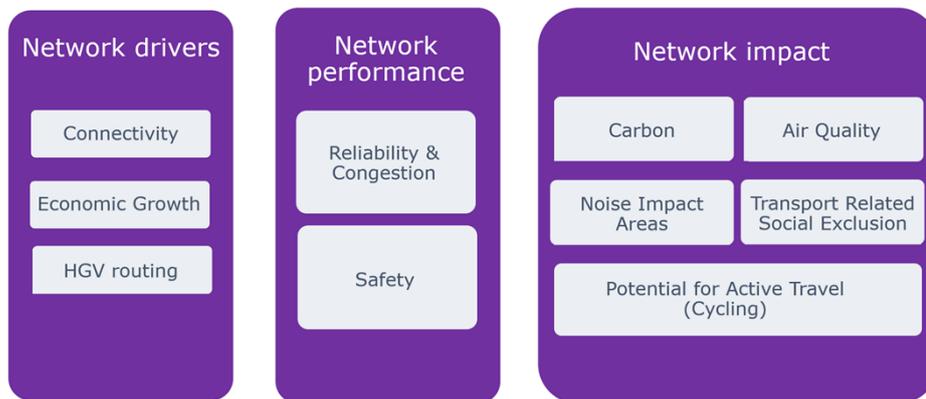


Figure 1 –Level of Service Indicators.

- 3.30 'Level of service' performance has been assessed using baseline evidence and 2033 data measures for the two future states (NTEM and UZC). The relative level of service performance has been categorised based upon an assessment across all the indicator measures, as shown in decreasing order below:
- Substantial number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and social outcome measures;
  - Significant number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and social outcome measures; and
  - Some 'level of service' measures identified as performing poorly or presenting a substantial issue.
- 3.31 The identification and categorisation of locations does not replace the need for detailed location specific options appraisal, or pre-judge potential solutions. For example, a road capacity enhancement, traffic management measure such as speed reductions and /or an increased focus on encouraging a shift to non-car transport modes. However, it does point to the need for National Highways to

<sup>3</sup> Transport for the North Transport for the North Future Travel Scenarios report 2020  
<https://transportforthenorth.com/future-travel-scenarios/>

work with Transport for the North and Local Authority partners on delivering improvements to the performance of the SRN at those locations.

- 3.32 The categorisation should be used as a guide as to where there are performance issues. Consideration of what type of intervention and on timescales for delivery must take account of the type of location (e.g., rural or urban), scale of a potential solution, alignment with regional and local strategies and local input on the need for and support for an intervention.

### **Deliverability and Affordability**

- 3.33 The sequencing work completed in 2020 considered deliverability and affordability of potential road schemes<sup>4</sup>. This has been used to consider the relative deliverability and affordability of potential new road infrastructure, but at this early stage of assessment should not be viewed as a preferred option.
- 3.34 The deliverability and affordability measures provide an initial view of the earliest likelihood an infrastructure scheme could be delivered. Appendix 2 outlines the levels of service findings for each location and gives an initial recommendation on timescales for work on delivering an intervention.
- 3.35 The Secretary of States written statement on 9 March 2023 places considerable uncertainty on the likelihood of available funding for the RIS3 programme, including investment on roads in the North. Transport for the North to reach a considered position on final recommendations the RIS programme it is essential that Government shares information on future funding for the RIS programme.

### **Not currently in scope**

- 3.36 The level of service measures do not include an assessment of embodied carbon associated with new infrastructure or the potential growth in induced motorised road traffic resulting from road capacity enhancements. Transport for the North has developed the analytical tools to complete a user carbon assessment of a proposed programme or programmes of transport interventions and can undertake this work when the level of RIS funding and therefore potential scale of any programme becomes clearer. An assessment of embodied carbon would need to take place at the options appraisal stage for proposed schemes, and it is now a requirement that all substantial transport schemes complete a whole life carbon assessment in accordance with PAS2080<sup>5</sup>.
- 3.37 Appraisal of a programme of RIS interventions. This is work Transport for the North could complete, following feedback and agreement on a proposed programme or programmes, and which would include an assessment of the impact on user carbon emissions and the socio-economic distributional impact of benefits. A clear indication of the RIS funding would be required to ensure further work is of most value.
- 3.38 This work does not include a consideration of RIS2 schemes still to be delivered.
- 3.39 Scrutiny Committee considered an earlier draft of this report on 2 March 2023; comments from Scrutiny were:
- a) Roads should be made more bus friendly if we are to achieve modal shift;
  - b) Roads are vitally important for freight, even with plans to put more freight on rail, we need to invest in improving road freight infrastructure;
  - c) Refuelling points will be needed on the network – hydrogen and Electric Vehicle Charge Points for all vehicle types;

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<sup>4</sup> Transport for the North Transport for the North commissioned WSP and Costain to review costs estimates and appraise technical challenges in delivering proposed interventions. The Qualitative Sequencing report provides an explanation of the approach taken, Transport for the North Transport for the North Board July 2020.

<sup>5</sup> PAS 2080 'carbon management in infrastructure' is a global specification for managing whole-life carbon in infrastructure.

- d) Speed restrictions should be considered to improve traffic flows;
- e) Transport for the North should avoid the narrative being viewed as anti-car, rural areas are particularly reliant on good road connectivity; and
- f) Poor air quality is a major issue, more needs to be done to reduce nitrous oxide and particulate pollution from vehicles.

#### **4. Corporate Considerations**

##### ***Financial Implications***

4.1 There are no financial implications from this report.

##### ***Resource Implications***

4.2 The Major Roads and Strategy Team will continue to engage with DfT and National Highways on the RIS Programme and undertake work to further develop Transport for the North's evidence base underpinning recommendations for the RIS.

##### ***Legal Implications***

4.3 There are no apparent significant legal implications other than referred to in this report.

##### ***Risk Management and Key Issues***

4.4 There are no risk implications resulting from this report.

##### ***Environmental Implications***

4.5 This report details proposed recommendations to National Highways and the DfT on the RIS Programme and does not constitute a plan or programme in its own right. It therefore, does not set the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for Strategic Environmental Assessment (SEA) or Environmental Impact Assessment (EIA). All proposed infrastructure developments will be subject to screening for the need for EIA by the relevant development authority as part of the design development and consenting process.

4.6 Transport for the North's appraisal of strategic options has included consideration of user carbon, air quality, noise and safety. Further consideration of the impacts of induced traffic and also embodied carbon, are recommended through further appraisal.

##### ***Equality and Diversity***

4.7 There are no specific implications.

##### ***Consultations***

4.8 Executive Board has been consulted on Transport for the North's proposed recommendations.

#### **5. Background Papers**

5.1 Strategic Development Corridor Studies.

5.2 Qualitative Sequencing Report, July 2020.

#### **6. Appendices**

6.1 Appendix 1 - Level of service metrics and data sources.

6.2 Appendix 2 – Summary of initial recommendations for SRN interventions

<b>Glossary of terms, abbreviations and acronyms used.</b>
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a) <i>SRN – Strategic Road Network</i>
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**Glossary of terms, abbreviations and acronyms used.**

- b) *NoHAM – Northern Highway Assignment Model*
- c) *UZC – Urban Zero Carbon Future Scenario*
- d) *JAM – Just About Managing Future Scenario*
- e) *NTEM – National Trip End Matrix*
- f) *RIS – Road Investment Strategy*
- g) *DfT – Department for Transport*

## Appendix 1 – Level of Service Measures

### Network drivers

Level of service	Description	Assessment	Baseline TfN	Forecast TfN
Connectivity	Relative levels of connectivity to jobs by car – ranked.	The number of jobs that can be accessed in a 60-minute round trip (30 minutes to work in the morning peak plus 30 minutes to home in the evening peak)	NoHAM Base model skims and NorMITs TMS jobs data	NoHAM future year skims and <u>NorMITs</u> FTS jobs data
Socio-economic	Relative levels of Transport Related Social Exclusion	Based on ranking of LSOAs using TfN TRSE statistics, based on a combination of IMD and transport accessibility data.	Transport Related Social Exclusion (TRSE) analysis	N/A
Economic growth	Relative levels of planned housing and jobs growth.	Information available in the forecast housing and employment uncertainty logs for 2030.	N/A	Change in number of houses and jobs between Base and 2033 using TfN D-Log – <i>pending Legal approval for sharing</i>
HGV routing	HGV flows – relative role of the road in supporting HGV freight movements.	Identify where there are high levels of HGV traffic, including where on roads that are not typically expected to support high levels of heavy vehicle usage.	Magnitude of HGV flows in 2018 Base NoHAM (scaled by absolute vehicle volume).	Magnitude of NoHAM HGV flows in DM NTEM and UZC (scaled by absolute vehicle volume).

## Network performance

Level of service	Description	Assessment	Baseline TfN	Forecast TfN
Journey Time Reliability	Whether there are Journey time reliability issues – weekday peaks periods weekends	Mobile Network Data (2019) Congestion Efficiency - Median AM and PM speeds as a percentage of free-flow speeds (03.00-04.00), constrained to speed limit.  Base NoHAM V/C	Mobile Network Data comparison of AM and PM median speed with the 'off-peak' free-flow median speed.  Base NoHAM V/C percentage AM and PM.	N/A  Percentage point change in NoHAM Link V/C%. Baseline model compared to NTEM and UZC for AM and PM.
Safety	There are hotspots on the network with higher-than-average accident rates	STATS-19 Accident Data joined to the model network and an accident rate has been calculated for each level of severity (fatal, serious and slight).	<u>EuroRAP</u> (European Road Assessment Programme).	N/A

Network resilience would also be of interest for this pillar but information on this is limited.

## Network impact

Level of service	Description	Assessment	Baseline TfN	Forecast TfN
Carbon	Impact of the network on carbon emissions	Kg CO2 per veh km.  Potential to run NoCarb later for an agreed portfolio of interventions.	Calculate NoHAM link emissions from Base Year 12-hour flow.	Calculate NoHAM link emission from DM NTEM and UZC. 12 hour or AM/PM.
Air Quality Management Area (AQMA) & NO2 / PM2.5 data	Where AQMA areas are associated with the SRN. Modelled data on NO2 and PM2.5 levels	AQMA & NO2/PM2.5 data mapped against road links.	Outputs generated from national datasets <sup>1</sup>	N/A
Noise Impact Areas	Where NIA designated zones are associated with the SRN	Noise Important Areas were mapped and rationalised with road links.	Outputs generated from national datasets	N/A
Socio-economic	Relative levels of Transport Related Social Exclusion	Based on ranking of LSOAs using TfN TRSE statistics, based on a combination of IMD and transport accessibility data.	Transport Related Social Exclusion (TRSE) analysis	N/A
Potential for Active Travel	Based on % of residents able to access a major employer within 30 mins	Based on % of residents able to access a major employer within 30 mins, using DfT travel time data and data on location of employment	Potential for cycling to work	N/A



**Table 1: Recommendation that interventions are taken forward for development and delivery in RIS3 period (2025-2030)**

Ref	Intervention location	LTA	Network Performance / Network Drivers / Network Impact	Assessment based on strategic alignment & Level of Service Indicators	Deliverability Assessment (High level qualitative assessment based on initial view of potential infrastructure options)	Cost estimate (Low <£50M; Medium £50M-£200M; High £200M to £500M; V. High > £500M)	Potential RIS delivery timescale (1) (Programme level interdependencies will need to be considered as plans develop further)
40	A194(M) Whitemare Pool Junction Improvements	Transport North East	Journey time reliability issues High housing growth NIA, Medium / High TRSE	B	Good	Low	3
41 / 27	A19 Seaton Burn & Moor Farm Junction Improvements (NH intervention name: A19 North of Newcastle)	Transport North East	Journey time reliability issues - particularly at weekends, V/C high & significant increase in V/C shown in NoHAM model High Jobs & housing growth No Network Impacts	B	High	Medium	3
43	A19-A193 Howdon interchange signalisation	Transport North East	Limited data available - small scheme improving access to Port of Tyne	B	Good	Low	3
62	M65 Junctions 2 to 6 improvements	Lancashire	Poor Journey time reliability, high V/C High Jobs & housing growth NIA	B	Good	Medium / High	3
123	A595 optimisation including Egremont Junctions	Cumbria	Journey time reliability issues and high V/C Housing growth & Jobs growth Poor Connectivity	B	High	Low	3 & 4
130	A590 route optimisation M6 to Barrow	Cumbria	Journey time reliability and resilience issues Jobs growth Poor Connectivity	B	High	Low / Medium	3 & 4
157	A15 junctions (A63 to M180)	East Riding of Yorkshire	High V/C Housing & jobs growth NIA	B	High	Low	3
89 / 19	Manchester North West Quadrant Improvements Package including and M62 to A57 Junction Link Road	Transport for Greater Manchester	Journey time reliability issues and high V/C Very High Jobs & housing growth AQMA & NIA and High TRSE	A	Substantial complex issues to address	High/Medium	Packaged interventions in 3 & 4 - developed as part of urban SRN Strategy for Greater Manchester
197	M60/M67 Denton Island improvements	Transport for Greater Manchester	High Co2 per vkm, Medium / High risk of TRSE	A	Some external factors to address	Medium	3 - developed as part of urban SRN Strategy for Greater Manchester
212	M1 Leeds Eastern Gateway	West Yorkshire	Journey time reliability issues. Significantly increased V/C in NTEM High housing growth, Jobs growth High Co2 per vkm	B	Good	Medium	3 - developed as part of urban SRN Strategy for Leeds

248	M6 Junctions 16 to 19 corridor improvements (RIS3 focus on M6 J17)	Cheshire East	Journey time reliability issues and high V/C High Jobs & housing growth NIA, limited potential for active travel	A	Good	Medium	M6 J17 improvement to support jobs & housing growth
268	A64 Hopgrove	North Yorkshire	Significant Jobs & housing growth Significant Jobs & housing growth	A	Good	High	3
630	Chester & Cheshire West M53J10	Cheshire West & Chester	Poor Journey time reliability High housing growth, Highest level of TRSE and poor access to active travel	B	Good	Low	3
57	A69 De-Trunking / A689 Trunking to improve the route function	Cumbria	Proposal to de-trunk Warwick Bridge section of A69 and designate A689 as part of the SRN; waiting on decision from DfT	B	High	Low	3
44	A19/A1056 Killingworth junction	Transport North East	Journey time reliability issues at weekends High housing growth Medium / High TRSE	C	High	Low	3
93	A174 Greystones Roundabout Improvements	Tees Valley	Journey time reliability data indicates satisfactory level of performance in base year High jobs growth, Housing growth Highest risk of TRSE, Poor active travel accessibility to jobs	B	High	Low	3
96	Tees Dock Road Roundabout Improvements	Tees Valley	Journey time reliability data indicates satisfactory level of performance in base year High jobs growth, Housing growth Highest risk of TRSE, Poor active travel accessibility to jobs	B	High	Low	3
122	A595 Bigrigg Bypass	Cumbria	Journey time reliability issues and high V/C Housing growth & Jobs growth Poor Connectivity	B	Good	Low	3
147	A66 Darlington to Teesport capacity improvements	TVCA	Poor Journey time reliability, high V/C Housing and jobs data missing NIA & High TRSE	B	Good	Medium	3
191	M66 Improvements	Lancashire	Poor Journey time reliability, High Jobs & housing growth NIA	A	Some significant and complex issues to address	Medium	3
219	M62 Junction 24a	West Yorkshire	Journey time reliability issues at weekends Housing & jobs growth AQMA & NIA, High Co2 per vkm	B	Good	Low	3
610	A628 / A616 corrdor improvements including potential Hollingworth-Tintwistle Bypass	Transport for Greater Manchester	High V/C , Medium risk road Poor connectivity, high housing growth, jobs growth V. High Co2 per KM, AQMA, NIA, High TRSE	A	Significant and complex issues to address	Medium / High	Packaged interventions in 3 & 4 - focusing on safety, reliability & resilience

**Table 2: Recommendation that current development work progresses as part of a pipeline of RIS4 interventions**

Ref	Intervention location	LTA	Network Performance / Network Drivers / Network Impact	Assessment based on strategic alignment & Level of Service Indicators	Deliverability Assessment (High level qualitative assessment based on initial view of potential infrastructure options)	Cost estimate (Low <£50M; Medium £50M-£200M; High £200M to £500M; V. High > £500M)	Potential RIS delivery timescale (1) (Programme level interdependencies will need to be considered as plans develop further)
269	A1 Doncaster-Darrington	South Yorkshire	High V/C Significant Jobs & housing growth AQMA & NIA	A	Substantial complex issues to address	Very High	4
442	New Tees Crossing	Tees Valley	Journey time reliability issues and high V/C High Jobs & housing growth No substantial network impact issues	B	Substantial complex issues to address	High / Very High	4 - developed as part of urban SRN Strategy for Tees Valley
271	Further improvements on A595	Cumbria	Journey time reliability issues Poor Connectivity , jobs growth Highest risk of TRSE	B	Significant and complex issues to address	High	4
123	A595 optimisation	Cumbria	Journey time reliability issues and high V/C Housing growth & Jobs growth Poor Connectivity	B	High	Low	3 & 4
N/a	Smart Motorway programme in RIS3 Pipeline	N/a	N/a	Locations across the Motorway network	Decision on future of Smart Motorways waiting on outcome of safety review	High	4

**Table 3: Recommendation that further consideration is given on options for improving network performance at these locations**

Ref	Intervention location	LTA	Network Performance / Network Drivers / Network Impact	Assessment based on strategic alignment & Level of Service Indicators	Deliverability Assessment (High level qualitative assessment based on initial view of potential infrastructure options)	Cost estimate (Low <£50M; Medium £50M-£200M; High £200M to £500M; V. High > £500M)	Potential RIS delivery timescale (1) (Programme level interdependencies will need to be considered as plans develop further)
270	M1 Junction 35A to 39 Sheffield to Wakefield Extra Capacity	West Yorkshire	Journey time reliability issues High housing growth, Jobs growth AQMA & NIA, TRSE Medium/High	A	Significant and complex issues to address	High	4
34	M6 Junction 26 to 32 Improvements	Lancashire	Journey time reliability issues and high V/C Significant Housing & jobs growth High Co2 per KM, AQMA, NIA	A	Proposed Smart Motorway - decision on future of Smart Motorways waiting on outcome of safety review	High	4
42	A19 junction and on-line improvements between Killingworth interchange and Coast Road/Silverlink interchange	Transport North East	Journey time reliability issues at weekends and increased V/C in NTEM scenario High housing growth NIA	B	High	Medium	4
58	A69 route improvement, climbing lanes and targeted junction improvements (including the B6351 Hexham west junction)	Cumbria / Transport North East	Journey time reliability data indicates satisfactory level of performance in base year High housing growth, Jobs growth High Co2 per vkm, poor active travel accessibility to jobs	B	Some significant and complex issues to address	Medium /High	4
61	M62 Junctions 5 to 10	Liverpool City Region	Poor Journey time reliability High Jobs & housing growth AQMA & NIA	A	Proposed Smart Motorway - decision on future of Smart Motorways waiting on outcome of safety review	High	4
75	M62 Junctions 32 to 30 westbound capacity improvements	West Yorkshire	Journey time reliability issues High housing growth NIA, High Co2 per vkm	B	Good (interdependencies with plans for Lofthouse Interchange)	Medium	4
97	M57 Junctions 4 and 5	Liverpool City Region	Indication of some journey time reliability issues and high V/C High housing growth, Jobs growth NIA	B	Good	Medium	4

98	Switch Island (M57/M58/A5036)	Liverpool City Region	Poor Journey time reliability, safety rated as medium Significant Housing & jobs growth NIA & High TRSE	A	Significant and complex issues to address	High	4
122	A595 Route optimisation	Cumbria	Journey time reliability issues and high V/C Housing growth & Jobs growth Poor Connectivity	B	Good	Low	4
128	A66 Scales/Troutbeck climbing lanes	Cumbria	Journey time reliability data indicates satisfactory level of performance in base year Some housing growth No substantial network impact issues	C	Significant issues to address	Low	4
176	A550 Chester Box Route Enhancements	Cheshire West & Chester	Poor Journey time reliability High housing growth Noise Impact Area	B	Some significant and complex issues to address including consideration of impact of Welsh Roads Review	Medium	4 , Need to consider implications of the pause on Welsh Government investment in roads, including Deesside crossing.
192	M60/M56 interchange improvements	Transport for Greater Manchester	Journey time reliability issues. Significantly increased V/C in NTEM Housing & jobs growth AQMA & NIA	B	Some significant and complex issues to address	High	4
214	M1 Online Improvements Junction 43 to Hook Moor	West Yorkshire	Journey time reliability issues at weekends Very High Jobs & housing growth	B	Some significant and complex issues to address	High	4
253	M56 Chester Box Improvements (Smart Motorway J11-14)	Cheshire West & Chester	Poor Journey time reliability, high V/C High housing growth NIA & High TRSE	B	Proposed Smart Motorway - decision on future of smart motorways waiting on outcome of safety review	High	4
266	A663 Broadway / M60 Junctions 21 Upgrade	Transport for Greater Manchester	Journey time reliability issues at weekends Housing & jobs growth AQMA & NIA	B	Significant and complex issues to address	Low	4
267	M1/M62 Lofthouse Interchange	West Yorkshire	Poor Journey time reliability, high V/C Housing growth NIA & TRSE Medium/High	B	Significant and complex issues to address	Medium / High	4
423	Darlington Northern Link Road	Tees Valley		B	Significant and complex issues to address	High	4
28 & 62	Colne Bypass	Lancashire	Poor Journey time reliability at weekends and high V/C Housing and jobs data missing, Poor Connectivity AQMA & NIA, High TRSE	B	Significant and complex issues to address	Medium / High	4

Locations within each Table (1-3) are sorted by the reference number within each category , this refers to TfN's Intervention Log - and has no other meaning.

(1) Delivery timescales are based on the potential for an intervention to be delivered within the five year RIS period, this does not take into account interdependencies between schemes within a specific corridor or area.

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Categories	
A	Substantial number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and
B	Significant number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and
C	Some 'level of service' measures identified as performing poorly or presenting a substantial issue.

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<b>Meeting:</b>	Transport for the North Board
<b>Subject:</b>	Northern Powerhouse Rail Co-Sponsorship
<b>Author:</b>	Jonathan Brown, Strategic Rail Lead
<b>Sponsor:</b>	Darren Oldham, Rail and Roads Director
<b>Meeting Date:</b>	Thursday 23 March 2023

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**1. Purpose of the Report:**

- 1.1 This report provides an update on the governance arrangements associated with Northern Powerhouse Rail and asks the Board to endorse the NPR co-sponsorship Memorandum of Understanding which formalises Transport for the North's role on the programme following publication of the Integrated Rail Plan.

**2. Recommendations:**

- 2.1 That the Board endorses the NPR co-sponsorship Memorandum of Understanding.

**3. Main Issues:**

- 3.1 Northern Powerhouse Rail (NPR) is a major programme to improve rail connectivity between main centres of the North through a combination of new routes and significant upgrades to existing rail routes. Development work on NPR was jointly led by Transport for the North and the Department for Transport (DfT) over a number of years operating as co-clients.
- 3.2 The Transport for the North Board agreed its preferred NPR network (NPR 'in full') in early 2021 and provided advice to the Secretary of State for Transport.
- 3.3 The Government published its Integrated Rail Plan (IRP) in November 2021 setting out plans for rail in the North and Midlands. The IRP proposed an NPR network which is less extensive than the Transport for the North preferred network. It does, however, form a core which could be developed to a more extensive network over time. Indeed, the IRP sets out the principle of an 'adaptive pipeline': a reflection of the reality that major infrastructure projects evolve over the period of their development. By engaging in the co-sponsorship arrangement Transport for the North can continue to make the case for 'NPR in full,' whilst ensuring that the views of its partners continue to shape delivery of the funds allocated by Government through the IRP.
- 3.4 In this way it is possible for Transport for the North to continue to make the case for improved connectivity to Bradford and Hull, between Sheffield and Manchester and between Sheffield and Leeds. The latter is linked to the Leeds Area Study which has yet to commence. Transport for the North, with partners, continues to press the Department on the urgency of publishing the Terms of Reference for the Study, and once published, of taking forward the work at pace.
- 3.5 The evidence base underpinning the draft Strategic Transport Plan restates the need to fully complete NPR and HS2 as originally planned to achieve the maximum economic benefit to the North (and by extension to the UK). In this context it is important to note that the NPR co-sponsorship Memorandum of Understanding (referred to subsequently as the sponsorship agreement) provides for Transport for the North to conduct work looking at additional corridors – the 'adaptive pipeline approach.' Transport for the North has employed a small number of additional staff who are working alongside DfT colleagues to ensure

that the committed IRP schemes are optimised, and partners are kept involved and informed throughout their detailed development.

- 3.6 DfT became sole client for NPR on 1 April 2022 and several posts were transferred from Transport for the North to DfT to support this. The arrangements for co-sponsorship of NPR were agreed by the Transport for the North Board in March 2022. To formalise these, a sponsorship agreement has been jointly developed by Transport for the North and the DfT and is attached as Appendix 1. This agreement has recently been endorsed by Ministers and was presented to the Transport for the North Scrutiny Committee on 2 March 2023.
- 3.7 The senior governance is provided by the NPR Sponsor Board. The Board is comprised of three named representatives from each of Transport for the North and DfT, supported by Network Rail and HS2 Limited with other supporting attendees. The Sponsor Board is accountable for ensuring that the work is governed effectively and delivers the objectives that meet identified needs. Transport for the North has indicated its intention that its three named attendees will include a senior partner officer representative, mirroring the officer-led Rail North Partnership Board which oversees the Northern and TransPennine Express rail contracts.
- 3.8 The Sponsor Board's direct responsibility is oversight of the core NPR network as defined in the IRP, essentially between Liverpool and York via Manchester and Leeds. Delivery of NPR is however reliant on other programmes in particular HS2, Transpennine Route Upgrade and the East Coast Main Line Enhancements Programme. These programmes, referred to as "Dependencies" in the agreement are outside of the co-sponsorship remit with integration managed by the DfT. Whilst this means there is not direct Transport for the North involvement with the Programme Boards for these individual elements, the Sponsor Board does give Transport for the North the opportunity to raise issues or concerns that arise from these 'Dependencies.' In addition, it is important to note that the arrangements in the sponsorship agreement do not restrict the ability of the Transport for the North Board to provide statutory advice to the Secretary of State.
- 3.9 The Sponsor Board meets quarterly and three such meetings have been held to date. These have operated under the model set out in the sponsorship agreement albeit before it has been formally ratified through both Transport for the North and DfT governance. The views of Transport for the North Partner authorities on key issues have been sought prior to meetings of the Sponsor Board and fed in via Transport for the North representatives, with feedback provided to Partners after the meeting. In the last year, the level of partner, and Transport for the North, involvement in NPR has been limited, a reflection of the stage at which the development work is currently at and the change in roles. However, as work on the Business Case moves forward the level of engagement will increase noticeably limited as the NPR programme transitions into delivery. Transport for the North has additional resources (provided because of the sponsorship agreement) and will be working with DfT to support effective engagement.
- 3.10 The Board is asked to endorse the sponsorship agreement to maximise Transport for the North's influence on NPR with the framework of the committed IRP scheme. The sponsor agreement is important in formalising Transport for the North's future role on NPR. It defines the way that the Sponsorship process will operate. In effect, the agreement sets out the minimum expectations for the process.
- 3.11 The Secretary of State for Transport made a Written Statement on 9 March 2023 covering a number of issues. The main change is that the programme for HS2 Phase 2a (West Midlands to Crewe) has been rephased (delayed) by two years. Transport for the North has spoken to both HS2 Ltd and DfT officials who have

indicated that there is no delay to HS2 Phase 2b or NPR as a result of this announcement. A verbal update will be provided at the meeting.

#### **4. Corporate Considerations**

##### ***Financial Implications***

- 4.1 There are no financial implications for Transport for the North as a result of this report. Funding for the co-sponsorship function has been included in Transport for the North's budget.

##### ***Resource Implications***

- 4.2 There are no new resourcing implications as a result of this report. Additional resources have been put in place in line reflecting the agreement and budget.

##### ***Legal Implications***

- 4.3 Transport for the North is a co-sponsor of the NPR Programme and will need to enter into a formal agreement with the DfT for this purpose, which the Board is asked to endorse. The implications of this are covered in the body of the report.

##### ***Risk Management and Key Issues***

- 4.4 There are two risks in relation to NPR Co-sponsorship, which are being managed on Transport for the North's corporate risk register. The sponsorship agreement provides sufficient safeguards for this risk to be managed so that Transport for the North retains influence over the NPR Programme.

##### ***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 not stimulate the need for SEA or EIA. Any infrastructure proposals to improve the capacity and reliability of the system will be subject to EIA Screening, conducted by DfT and its delivery partners as part of the consenting process for those projects.
- 4.6 Delivery of NPR will encourage growth of travel by rail services and contribute to environmental targets through reduction in journeys by road.
- 4.7 Any specific environmental issues will be picked up in the development and delivery of individual infrastructure interventions.

##### ***Equality and Diversity***

- 4.8 A full impact assessment has not been carried out because it is not relevant to the type of work referenced however increased access to employment and other opportunities is one of the main benefits of NPR.

##### ***Consultations***

- 4.9 Transport for the North and the DfT have collaborated in developing the sponsorship agreement. The draft agreement has been shared with Transport for the North partners for comment.
- 4.10 The Sponsor Agreement was presented to the Transport for the North Scrutiny Committee on 2 March 2023. There were no substantive issues raised.

#### **5. Background Papers**

- 5.1 There are no background papers.

#### **6. Appendices**

- 6.1 Appendix 1 - NPR co-sponsorship Memorandum of Understanding

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

- |               |                                 |
|---------------|---------------------------------|
| a) <i>DfT</i> | <i>Department for Transport</i> |
| b) <i>NPR</i> | <i>Northern Powerhouse Rail</i> |
| c) <i>HS2</i> | <i>High Speed 2</i>             |
| d) <i>IRP</i> | <i>Integrated Rail Plan</i>     |

## Appendix A: Co-Sponsorship Memorandum of Understanding

### Northern Powerhouse Rail (NPR) Programme

#### Co-Sponsorship Memorandum of Understanding (MoU)

##### Agreement between:

The Secretary of State for Transport, whose primary offices are registered at Great Minster House, 33 Horseferry Road, London, SW1P 4DR (SoS); and

Transport for the North, whose primary offices are registered at 4 Piccadilly Place, Manchester, M1 3BN (TfN).

##### Part A – Background

- On 18 November 2021, the Government published its Integrated Rail Plan (IRP), a major rail investment blueprint for the North and Midlands over the subsequent three decades.
- One of the central recommendations of the IRP was a change to the delivery model for Northern Powerhouse Rail (NPR). From the programme's conception in 2015 to March 2022, NPR had operated on a 'co-client' model with co-clients Department for Transport (DfT) and Transport for the North (TfN) assuming joint responsibility for developing the programme and instructing NPR delivery bodies HS2 Ltd & Network Rail.
- This relationship was governed by a Memorandum of Understanding (MoU) which outlined the respective roles and responsibilities of NPR co-clients as well as general working practices. The terms of this MoU formally terminated on 31 March 2022 when the NPR programme transitioned to a new delivery model.
- Under the new delivery model, which became effective on 1 April 2022, a single programme client team has been embedded in DfT that is responsible for instructing NR & HS2 Ltd and is solely accountable to the Secretary of State (SoS) for Transport. TfN has now formally transitioned from NPR programme co-client to co-sponsor.

##### Part B – Role of Sponsors and Purpose of this document

- The **Sponsors** have a critical role as part of the governance board of any project, programme or portfolio. The sponsors are accountable for ensuring that the work is governed effectively and delivers the objectives that meet identified needs.

- The purpose of this agreement is to serve as a Memorandum of Understanding (MoU) between NPR co-sponsors DfT and TfN, outlining the roles and responsibilities of both parties as well as presenting guidelines on working arrangements which both parties will make best endeavours to adhere to.
- This document is not legally binding, but both parties agree to operate within the parameters of this agreement. Note that this reflects the current position and will be subject to review as NPR matures and responsibilities change.

### **Part C – Pre-existing agreements:**

- This MoU is consistent with pre-existing Memoranda of Understanding between DfT and TfN. This includes:
  - MoU between the Department for Transport and Transport for the North (dated 31 July 2018): The purpose of this document is to outline the obligations, principles and working arrangements that underpin the relationship between the two parties.
  - Communications MoU (May 2020): The purpose of this document is to set out clear working practices on how both parties will work openly and transparently with respect to media, press and communications.
- The NPR co-Sponsorship MoU is also consistent with TfN's legal constitution as outlined in the Sub-National Transport Regulations 2018 (Transport for the North).

### **Part D – Defining the programme and scope**

#### Defining the programme

- The NPR programme is a complex major rail programme that is comprised of a series of on-line upgrades to existing rail infrastructure and new high-speed lines between Liverpool, York & Newcastle (NPR '**Core**').
- The NPR 'core' network, as defined by the IRP, is comprised of two new high-speed lines from Latchford to High Legh and Manchester Piccadilly to the Standedge Area (henceforth referred to as NPR '**New Lines**') and upgrades to the existing lines between Liverpool and Latchford, Bradford to Leeds and Leeds Hub (henceforth referred to as NPR '**Upgrades**').

- Due to its scale and complexity, NPR has multiple interfaces with other major rail programmes in the North whose completion are required to make a success of the NPR programme (henceforth referred to as “NPR **Dependencies**”). This includes:
  - ❖ **HS2 Phase 2B Western Leg:** A new high-speed line between the West Midlands and Manchester International Airport & Manchester Piccadilly intersecting with NPR new line element at High Legh in Cheshire. The project is being delivered by HS2 Ltd and is sponsored by DfT.
  - ❖ **Transpennine Route Upgrade (TRU):** An upgrade programme on the Diggle line between Manchester and Leeds via Huddersfield that interfaces with the NPR new high-speed line element to the Standedge Area in West Yorkshire. The TRU represents the first phase of the NPR programme and is being delivered by Network Rail and sponsored by DfT.
  - ❖ **East Coast Enhancements Programme:** An upgrade programme on the East Coast Mainline from Colton Junction to Newcastle that will allow more trains to run and delivery quicker journeys across the route. The programme of works is being delivered by Network Rail and sponsored by DfT.

#### Scope of Sponsorship Agreement

- The scope of the NPR Co-Sponsorship MoU is outlined below. Broadly, activities can be grouped into four key areas – (1). NPR ‘New Line’ Project Governance; (2). NPR ‘Upgrade’ Project Governance; (3). Integration; and (4). Analysis.

Sponsorship Agreement – Scope		
Theme	Project	Description
NPR ‘New Lines’	Latchford to High Legh	Section of new high-speed line from Latchford to High Legh where it intersects with HS2 Phase 2B Western Leg
NPR ‘New Lines’	Manchester Piccadilly to the Standedge Area	Section of new high-speed line from Manchester Piccadilly to the Standedge Area where it interfaces with TRU programme
NPR ‘Upgrades’	Liverpool to Latchford	Upgrade of Liverpool Lime Street station, reinstatement of Fiddlers Ferry freight line and reinstatement of Warrington Bank Quay station platforms

NPR 'Upgrades'	Bradford to Leeds	Upgrade and electrification of the Calder Valley Line between Bradford Interchange and Leeds
NPR 'Upgrades'	Leeds Hub	Series of works at Leeds station to assess current and future capacity and develop any necessary interventions
Integration	Monitor integration of Constituent NPR Projects	The NPR sponsorship function will consider any integration challenges that have been escalated by the NPR programme board or raised for consideration by co-sponsors
Analysis	Supporting NPR Analytical Programme	Providing overview and considering strategic issues raised by the ASG

- The role of the NPR co-sponsors will be to check and challenge the outputs of the NPR programme board.

Specifically, this refers to:

- ❖ Project governance of the NPR 'New Lines' and NPR 'Upgrades' elements of the programme. Key activities will include reviewing and giving feedback on issues that have been escalated to the NPR Sponsor Board or considering issues that have been jointly raised by the NPR co-sponsors.
- ❖ Monitoring of integration plans and challenges associated with the wider dependent NPR network (HS2/TRU/ECML) when an issue has been escalated by the NPR programme board. This will mean that TfN has visibility of the key NPR interfaces despite these being delivered through different programmes with different Senior Responsible Owners (SRO's). Pursuant to the terms of reference for the NPR Sponsor Board, TfN reserves the right to be able to proactively raise specific integration issues for consideration.
- Note that as the NPR dependent programmes have unique Senior Responsible Owners (SRO), it will be at the discretion of these programmes to decide what level of project information is made available to TfN. The NPR SRO will commit to working closely with the SROs of the NPR dependent projects to ensure TfN is presented with sufficient information to effectively deliver as NPR programme co-sponsor.

- Another key role of the NPR Sponsorship Function will be to support the analytical programme and business case development. This is explained in detail in Part H (Funding and Financial Matters).

### Future Scope

- Consistent with recommendations presented by the National Infrastructure Commission (NIC) in their Rail Needs Assessment, the IRP is taking an 'adaptive' approach to investment, setting-out a core pipeline of investment but recognising that the Government may choose to augment or alter the IRP pipeline in the future subject to clarity on how demand and economic growth will recover post COVID-19.
- Any substantive changes to the scope of the NPR programme resulting from considerations outlined in the bullet above or from a significant change in Government policy will trigger an immediate review of this document subject to terms outlined in Part M ('Review Points').

### *HS2 Touchpoints*

- There are multiple touchpoints between the NPR programme and the HS2 Phase 2B Western Leg programme that will require careful management during the subsequent phases of development and construction. This includes Crewe, Manchester Airport and Manchester Piccadilly.
- Clearly, it will be important for TfN to have appropriate visibility of these touchpoints to fulfil its role as NPR programme co-sponsor. As the HS2 Phase 2b: High Speed Rail (Crewe-Manchester) 2022 bill is currently being reviewed by Parliament, it is proposed that the precise working arrangement and the implications for NPR programme scope is ascertained once the bill has received Royal Assent.

### *Former NPR corridors*

- The future of former-NPR corridors including the Manchester to Sheffield and Hull corridors are currently subject to affordability and deliverability of the core IRP pipeline. These corridors will not be considered by the NPR sponsorship function unless separately remitted by the NPR SRO.
- TfN reserves the right to independently evaluate the case for these corridors on the strict condition that this does not draw on resource expenditure from the NPR co-sponsorship funding allocation or Grant Funding Agreement for the Technical Assurance, Modelling and Economics (TAME) analytical team (see part H).
- **Note** that the Leeds to Newcastle NPR corridor is now being considered as part of the ECML enhancements programme and the Sheffield to Leeds NPR corridor is currently being considered as part of the HS2 to Leeds Study.

## **Part E – Partnership Aims and Objectives**

- The purpose of this partnership is to draw on the collective expertise of the DfT as the Department responsible for the English transport network and TfN as the sub-national transport body for the North of England to develop a programme that delivers the strategic objectives of the Integrated Rail Plan (IRP), namely:
  - ❖ (1). Improving transport for users by enhancing capacity and connectivity to meet long-term rail demand and make journeys faster, easier and more reliable;
  - ❖ (2). Growing and levelling up the economy by creating opportunities for skills, employment, agglomeration and regeneration;
  - ❖ (3). Reducing environmental impact by supporting decarbonisation of the rail network and accelerating modal shift for passengers and goods; and
  - ❖ (4). Ensuring value for money for the taxpayer through efficient delivery of rail infrastructure, learning lessons from past projects to ensure that schemes are delivered effectively.
- Other core aims of the partnership will be to ensure that the NPR programme is fully integrated with the wider northern major & local transport network and ensuring that it reflects central and local government policy & strategy in the region.

## **Part F – Programme Responsibilities & Governance**

The broad division of co-sponsor responsibilities is presented in the section below:

### *Department for Transport:*

- The Department is the sole NPR programme funder meaning it is responsible for setting the programme budget and providing funding for all resource and capital expenditure.
- The Department is responsible for instructing and holding to account the two delivery bodies HS2 Ltd and Network Rail. This will include leading and managing the infrastructure development programme for the NPR 'New Lines' and NPR 'Upgrades' projects.
- The Department is responsible for setting the overall policy and strategic direction for the NPR programme and ensuring programme alignment with other central Government Departments.

### *Transport for the North*

- The principal role of TfN will be to act as a critical friend to the Department as NPR programme client and to provide strategic advice on issues that have been escalated to the NPR Sponsor Board.
- As a partner organisation representing the interest of twenty local transport authorities and eleven local enterprise partnerships the North of England, TfN will be responsible for consolidating a regional view on issues that are presented for consideration. Where divergence in opinion occurs, TfN will be able to give an overall perspective to the Department.
- TfN will be responsible for providing advice on the interface between the NPR programme and the local & regional transport network including road, rail and public transport.

### *NPR Sponsor Board*

- The principal forum for co-sponsors to deliberate on the progress of the NPR programme is the NPR Sponsor Board, a quarterly board that is attended by senior representatives from co-sponsors (DfT and TfN) and the two NPR delivery bodies (HS2 Ltd & NR).
- The central function of the NPR Sponsor Board will be to review and provide challenge on issues that have been escalated to the NPR Sponsor Board by the NPR Programme Board or to provide strategic direction on issues that have been jointly agreed for discussion by co-sponsors.
- The broad objectives of the NPR Sponsor Board are to:
  - ❖ Monitor whether the strategic objectives for the NPR programme are being met and advise where there is a need for change.
  - ❖ Provide advice to DfT in respect of progress in delivering overall programme.
  - ❖ Provide comment on the NPR Strategic Outline Business Case (SOBC) and advise whether the strategic objectives are being met.
  - ❖ Engage with, and provide, advice to other major project sponsor boards (or equivalent) in order to support delivery of a whole-network approach.

- The Terms of Reference (ToR) for the Sponsor Board, agreed by SoS for Transport and the TfN Board, can be found in Appendix A.

#### *NPR Programme Board*

- The NPR Programme Board meets on a monthly basis and is attended by Senior leaders from DfT and delivery bodies HS2 Ltd & Network Rail.
- The NPR Programme Board is the principal governing arm of the NPR programme and is responsible for project governance of the NPR 'New Lines' and NPR 'Upgrades' projects.
- Another core function of the NPR Programme Board is to oversee and manage integration of the wider NPR dependent network. As mentioned in **Part D**, TfN will have visibility of integration of wider issues through issues that have been escalated for consideration by the NPR programme board.
- TfN's primary interface with the NPR programme will be through the NPR SRO or SoS. TfN will not attend the NPR programme board or receive papers. Note that the NPR Sponsor Board dashboard has been designed to mirror the Programme Board dashboard with the notable omission of sensitive commercial, financial & risk information.

#### **Part G – Joint Working**

- Both parties commit to a frequent dialogue in the intervening period between the quarterly NPR Sponsor Board. This will be essential for ensuring TfN has regular information as to the status of the programme to fulfil its role as co-sponsor. It will also mean that TfN can maintain a regular feedback loop with its partner organisations.
- To effectively manage this process, the Department will designate an official in the NPR team to fulfil the role of Sponsorship Liaison Officer. This officer will be the primary contact for TfN to contact and will essentially manage the relationship between co-sponsors in the intervening period between sponsor boards. Similarly, TfN will designate a dedicated officer who will manage the relationship between NPR, TfN partners, the TfN Board and other TfN governance structures.
- With respect to wider partner involvement, TfN represents the interests of twenty local transport authorities and eleven local enterprise partnerships in the North of England. Although, it will not possible to guarantee partner organisations similar

oversight over the programme as under the co-client model, it will be important to keep them closely engaged in activity and to ensuring they are sighted on and offered chance to challenge key decision making.

- In the first instance, this will be managed through materials that are presented to the NPR Sponsor Board.
- As the programme transitions into the next stage of delivery, certain project activities will naturally require stakeholder input so the Department will commit to working closely with TfN on its future stakeholder strategy to ensure that the relevant authorities are involved in this process.
- TfN partner organisations reserve the right to request meetings with the DfT on certain issues through escalation provisions outlined in **Section 1** of the NPR Sponsor Board ToR. Any request for meetings will be communicated by TfN either through the NPR Sponsor Board or in the intervening period between boards.

## **Part H – Funding and Financial Matters**

- Under current arrangements, the NPR programme is wholly funded by the Department for Transport. This means that all programme costs including resource and capital expenditure will flow directly from the Department.

### *TfN co-sponsorship*

- TfN will receive its annual funding settlement from the Department to conduct its statutory duties which includes its role NPR programme co-sponsor. As outlined in the Memorandum of Understanding between DfT and TfN (see Part C ‘Pre-existing arrangements’), the Department will outline its expectations respect to the NPR programme on an annual basis in its Annual Funding letter to TfN.
- In accordance with Sub-National Transport Regulations 2018 (Transport for the North), future funding decisions may be taken by the constituent TfN partner authorities if all authorities agree on the need for a financial contribution and the amount required.
- Should a meaningful financial contribution be presented to TfN which fundamentally alters the funding arrangement of the NPR programme, this would trigger a review of this Sponsorship Agreement and the role and function of the NPR Sponsor Board.

### *Grant Funding Agreement*

- A Grant Funding Agreement (GFA) (1 April 2022) for work to be undertaken by the Technical Assurance, Modelling and Economics (TAME) analytical team has been agreed between DfT and TfN to support development of the NPR Strategic Outline

Business Case (SOBC) and to provide modelling support on the IRP.

- As outlined in the GFA, a quarterly meeting of the Analytical Steering Group (ASG) will be held to review and manage the forward work programme on behalf of the Sponsor Board. The ASG will be responsible for agreeing the scope, prioritisation and delivery arrangements of the IRP analytical programme.
- If disagreements on scope, prioritisation or delivery timescales were to arise, these will first be escalated for discussion at the NPR Sponsor Board.

### **Part I – Information Sharing**

- TfN will require access to information and data across the NPR programme to effectively fulfil its role as co-sponsor. Regular access to programme information will be essential for TfN to help provide robust challenge.
- TfN will have access to relevant programme board materials as determined by the SRO. This will be provided under the confidentiality provisions of the TfN/DfT partnership agreement and TfN acknowledges that it will be treated as confidential unless the DfT agrees on a case-by-case basis that information need not be treated as confidential.
- With respect to sharing internal documentation, the Department will share materials with TfN to optimise its role as co-sponsor. The Department reserves the right to redact information if it is deemed sensitive.
- It will be equally important for TfN to ensure that information is shared with the Department. Such information may cover a wide range of areas including (but not limited to) communication of regional and local views from TfN's varied stakeholder engagement, ensuring that key internal board decisions are communicated to the Department and forwarding internal publications where there are potential implications for the NPR programme.
- TfN may, where required, share information and data received via the NPR Sponsor Board with its partner member authorities provided that it is treated as confidential by the receiving authority and an appropriate protocol is in place with partner authorities to manage that confidential information.

### **Part J - Confidentiality provisions**

- The Confidentiality Agreement covers information relating to the Northern Powerhouse Rail (NPR) programme which is marked as “*confidential*”, “*official-sensitive*” or expressed to be confidential in any way. It is a requirement of DfT that only those TfN partner organisations which have signed the Confidentiality Agreement or who have signed in a personal capacity will be entitled to receive confidential information covered by the Confidentiality Agreement. The purpose of the Confidentiality Agreement is to protect information in relation to the formulation and development of Government policy.
- Written information which is subject to the Confidentiality Agreement will be clearly marked as such and where information is provided orally a clear statement will be made that the information is subject to the Confidentiality Agreement.
- Information received by TfN partner organisations may be used by officers of their Authority to enable preparation of appropriate advice. Officers may brief Members of their Authority on a need to know basis provided that suitable confidential classifications are clearly identified on the face of written information and/or signposted in any oral briefing.
- For the avoidance of doubt, confidential information may not be shared with any person who is not covered by a Confidentiality Agreement.
- The TfN partner receiving the confidential information is responsible for protecting all information it holds and must be able to justify any decision to share information within the Authority.
- The TfN partner receiving the confidential information will be required to ensure that their Members and Officers follow the guidelines set out below when handling confidential information received from TfN or DfT.
  - a. Confidential information must be protected from improper disclosure when it is received, stored, transmitted or disposed of;
  - b. Access to confidential information must be on a need to know basis;
  - c. Disclosure of confidential information must be limited to the purpose for which it is required;
  - d. Recipients of confidential information must understand and respect that it is given to them in confidence;
  - e. Any decision to disclose confidential information to another Member or Officer must be justified and documented;
  - f. Access to rooms and offices where confidential information is stored must be controlled. Doors must be locked with keys, keypads or accessed by swipe cards. In mixed office environments measures should be in place to prevent oversight of confidential information by unauthorised parties;

- g. Confidential information should be kept in locked storage or filing places;
  - h. Unwanted printouts of confidential information should be placed in confidential waste disposal bins. Discs, tapes, and printouts must be filed and locked away when not in use; and
  - i. Appropriate precautions should be taken when removing confidential information from the office environment and travelling with it. In particular the information should be sealed in a non-transparent container or bag and kept out of sight while travelling.
- Any request for disclosure of the information made under FOI must be referred to TfN and treated in accordance with the terms of the Confidentiality Agreement.

## **Part K – Communications, Freedom of Information Requests & Environmental Impact Regulations**

- Pursuant to the terms of the Communications Memorandum of Understanding between DfT & TfN, both parties commit to taking a collaborative approach to managing external communications where there is mutual interest.
- As public authorities, DfT and TfN are subject to the law relating to Freedom of Information Act 2000 (FOIA) and Environmental Impact Regulations 2004 (EIR) requests for information under which members of the public are entitled to request and be given information from public authorities (unless they are subject to relevant exemptions/exceptions).
- Both parties are likely to receive requests for information and in cases where forming a decision requires it, and where lawfully possible, will consult with the other party, and take into account any responses and views in determining how to respond to requests received. Each party will however be subject to the relevant law, and as legally required will be entitled to exercise its own unfettered discretion in determining responses to requests.

## **Part L – Conflict Resolution**

- Both parties commit to working collaboratively and constructively to develop the NPR 'core' network, as defined by the IRP.
- Both parties agree that any divergence in opinion on the policy framework of the IRP must be handled at a political level so as not to hinder progress on NPR programme development or to obfuscate the aims of the NPR Sponsor Board.
- Should a dispute arise between co-sponsors, both parties agree to working sensitively and discretely to resolve issues at a co-sponsor level, in a manner that

does not bring reputational damage to the NPR programme or to the integrity of respective co-sponsoring organisations.

- Where disputes cannot be resolved at co-sponsor level:
  - ❖ For *Minor* Disputes: Where co-sponsors cannot compromise on an agreed resolution to a specific issue, the Department will commit to submitting advice to Ministers outlining the reason for the dispute and seeking an agreed way forward.
  - ❖ For *Major* Disputes: Should a Ministerial steer or decision be unsatisfactory to TfN, TfN reserves the right to submit statutory advice (in line with its statutory status) from the TfN chair to the SoS for Transport.

#### **Part M – Review points**

- The terms of this MoU will be kept under constant review with formal review points administered every 12-months (from the date of signature).
- Should an event unalterably change the nature of this arrangement, a review of this agreement may be triggered in advance of a formal review point.
- Note that there will be a separate timetable for administering review points of the NPR Sponsor Board.

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**Meeting:** Transport for the North Board  
**Subject:** Rail North Committee Update  
**Author:** David Hoggarth, Head of Strategic Rail  
**Sponsor:** Darren Oldham, Rail and Roads Director  
**Meeting Date:** Thursday 23 March 2023

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**1. Purpose of the Report:**

- 1.1 To provide the Board with feedback on the matters discussed at the Rail North Committee Consultation Call on 22 February 2023.

**2. Recommendations:**

- 2.1 That the Board:
1. Notes the feedback from the Rail North Committee including detailed discussions with the train operators about their plans to improve performance for passengers;
  2. Endorses the feedback from the Committee (set out in paragraph 3.4) that TPE's recovery plan does not go far enough or fast enough and that Government needs to play a role working with TPE and the Trade Unions to find a way to improve the current situation for passengers; and
  3. Endorses the early implementation of Rail Reform in the North noting that TfN is taking action to improve local involvement through the establishment of a further Business Unit under the existing Rail North Partnership Agreement.

**3. Main Issues:**

3.1 Rail Performance

The Committee discussed ongoing rail performance issues with representatives from FirstGroup (which operates both Avanti West Coast and TransPennine Express), TPE and Northern Trains. The Committee heard that there had been some improvement on Avanti West Coast with the full 3 trains per hour between London and Manchester re-instated in the timetable from December 2022. In the case of Northern, its cancellation performance matched the industry average and whilst there were still areas that needed improvement, the Committee acknowledged the progress that has been made.

- 3.2 The main focus for the Committee was on the continued unacceptably poor performance of TPE which is continuing to impact on passengers and businesses across the North. Matthew Golton, Managing Director of TPE summarised the Recovery Plan his team had developed which had been recently submitted to Rail North Partnership. The plan targeted a reduction in cancellations of up to 60% by June 2022. TPE accepted that rail users wanted to see a quicker improvement back to normal levels of performance and highlighted that the most impactful measure would be a short-term resumption of Rest Day Working (overtime); discussions with staff and unions were ongoing on this. Mr Golton also acknowledged the need to re-build passenger confidence as the service recovers and highlighted plans for a marketing campaign focused on fares offers.

- 3.3 Committee members questioned how they could have confidence in the recovery plan given previous commitments and experiences, but also acknowledged that

Government has a role to play to resolve the position in the interest of passengers.

- 3.4 Following the call, feedback was provided to Rail North Partnership Board acknowledging that a robust recovery plan is essential to re-build confidence.

*The Committee concluded that from TfN's perspective, the recovery plan put forward by TPE doesn't go far enough or quickly enough. TfN wants to see government work with TPE and the unions to agree a way forward that brings about a quicker improvement for passengers. TfN set out that the recovery plan must be accompanied by:*

- a) *A contractual mechanism to ensure **accountability** (i.e., the plan must be built into current and future contracts);*
- b) *Monitorable and **measurable milestones** and targets (monitored via RNP with regular updates to TfN members and DfT ministers); and*
- c) ***Compensation** for passengers that rebuilds the market (i.e., focused on winning passengers back).*

TfN also highlighted that there needs to be sufficient funding from DfT for TPE's planned service level and rolling stock and a commitment and funding for a rail academy to address the long-term staffing requirements of the industry. TfN is using the Committee's conclusion to shape its input into the Rail North Partnership.

### 3.5 Manchester Task Force

The Committee received an update on the work of the Manchester Task Force. This highlighted that a major milestone had been achieved with the implementation of the December 2022 timetable change. Although a formal assessment would be provided when sufficient data is available later this spring, the initial signs were encouraging that the structure of the timetable is more reliable albeit will some loss of connectivity.

- 3.6 Committee was updated on the ongoing development of infrastructure plans to address the congested infrastructure, with a particular focus on 'configuration state 2' (including electrification, platform lengthening and 'turnback's' in the Manchester Victoria area) from the middle of the decade – final funding approval was expected soon, and service change options would be discussed with the Committee shortly. In the discussion members raised concerns about the ability of the infrastructure to accommodate the promised TransPennine Route Upgrade service enhancements and the clear desire to restore and enhance services to/from Manchester Airport, and in particular South Yorkshire. A more detailed report including an update to the TfN Statutory Advice will be tabled at the next meeting of the Committee.

### 3.7 East Coast Main Line

An update was provided on the work to unlock capacity on the East Coast Main Line particularly North of York. Updates were also provided on improvements between Leeds and Bradford to support additional London services in advance of the City of Culture in 2025. Members expressed frustration and concern that the Leeds Area Study (following the Integrated Rail Plan publication in November 2021) had still not had its terms of reference published.

### 3.8 Strategic Transport Plan

Members of the Committee endorsed an approach to the rail elements of the Strategic Transport Plan (STP). Public consultation on the revised STP will be accompanied by the publication of a Strategic Rail report which sets out the vision

and need for the rail network to expand in capacity, capability and reliability considerably to support the wider Plan. Analysis shows that a significant shift to rail and other sustainable modes and substantial increase in rail freight is needed to support wider objectives including decarbonisation and social inclusion. This will be reflected in the proposed metrics included within the revised STP. The Strategic Rail report draws out the need for sustained investment in transforming the rail network (including Northern Powerhouse Rail in full), but also highlights the ability for smaller scale 'quick wins' to deliver substantial benefits for passengers. Work undertaken by TfN includes reliability and resilience schemes and work to strengthen the business case for investing in consistent standards for the North's rail stations including improvements to accessibility.

### 3.9 North West Regional Business Unit.

Following-on from experience gained with an existing Business Unit in the North East, the Committee approved plans to create a North West Regional Business Unit. This is the first step to greater local influence and better accountability reflecting the desired outcomes of rail reform – but utilising the existing Rail North Partnership arrangements. The new arrangements will be implemented in the first part of 2023/24 in parallel to the further development of plans for a new form of partnership between TfN and Great British Railways which are being developed for submission to a future meeting of the TfN Board.

## 4. **Corporate Considerations**

### ***Financial Implications***

- 4.1 There are no financial implications for Transport for the North as a result of this report.

### ***Resource Implications***

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

### ***Legal Implications***

- 4.3 Transport for the North's Constitution will be kept under review in case any amendments are required. Contract management of the train operators is undertaken by the Rail North Partnership in accordance with the DfT's contractual mechanisms.

### ***Risk Management and Key Issues***

- 4.4 This paper does not require a risk assessment, however, risks relating to the future of rail services are highlighted. A risk has been included on the Transport for the North Corporate Risk Register in relation to the future viability of rail services and Transport for the North's future role.

### ***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 not stimulate the need for SEA or EIA. Any infrastructure proposals to improve the capacity and reliability of the system will be subject (where appropriate) to EIA Screening, conducted by Network Rail as part of the consenting process for those projects.

### ***Equality and Diversity***

- 4.6 A full impact assessment has not been carried out because it is not relevant to the type of work referenced.

**Consultations**

4.7 A consultation is not required on the issues covered in this paper.

**5. Background Papers**

5.1 None

**6. Appendices**

6.1 None

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

a) <i>TPE</i>	<i>TransPennine Express</i>
b) <i>NPR</i>	<i>Northern Powerhouse Rail</i>
c) <i>IRP</i>	<i>Integrated Rail Plan</i>

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<b>Meeting:</b>	Transport for the North Board
<b>Subject:</b>	Review of the Constitution
<b>Author:</b>	Julie Openshaw - Head of Legal
<b>Sponsor:</b>	Martin Tugwell – Chief Executive
<b>Meeting Date:</b>	Thursday 23 March 2023

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**1. Purpose of the Report:**

- 1.1 For Board to consider the recommendations of General Purposes Committee.

**2. Recommendations:**

- 2.1 To note the amendments to be made under the existing delegated power of the Monitoring Officer as described in paragraph 3.6;
- 2.2 To agree that the areas identified in paragraphs 3.8 and 3.9 are key to development of the work of TfN and its Constitution in the future;
- 2.3 To approve the proposed extension to the delegated power of the Monitoring Officer set out in paragraph 3.10;
- 2.4 To approve the extension of the membership of Partnership Board to include one representative from the Directors of Public Health of TfN's Constituent Authorities and one representative of the Northern Chambers of Commerce;
- 2.5 To approve the approach to selection of Independent Persons as defined in the Localism Act 2011 in circumstances described in paragraphs 3.12 - 3.16, by approaching the Constituent Authorities in alphabetical order until two suitable Independent Persons can be sourced;
- 2.6 To approve for the reasons set out in paragraph 3.18 the addition into the Terms of Reference of the General Purposes Committee of the words:  
*"(iii) in circumstances where it is impractical for a meeting of full Board to be convened in order to designate the S151 Officer or the Monitoring Officer, following advice from the Monitoring Officer or in their absence the Deputy Monitoring Officer, and following consultation with the Independent Chairs and both the Vice Chairs of Board, designating an officer as the Section 151 Officer or the Monitoring Officer."*; and
- 2.7 To approve a widening of the eligibility of the 6 seats for elected Members on Audit & Governance Committee to include any elected Member of any of the Constituent Authorities, whether or not they are also already a TfN Board member or Substitute member.

**3. Background**

- 3.1 The Sub-National Transport Body (Transport for the North Regulations 2018) Regulations established TfN from 1 April 2018 as a statutory body and public authority under powers contained in the Local Transport Act 2008 and provided it with, amongst other powers, the following five general functions:
- (a) to prepare a transport strategy for its area;
  - (b) to provide advice to the Secretary of State about the exercise of transport functions in relation to its area (whether exercisable by the Secretary of State or others);

- (c) to co-ordinate the carrying out of transport functions in relation to its area that are exercisable by different constituent authorities, with a view to improving the effectiveness and efficiency in the carrying out of those functions;
- (d) if TfN considers that a transport function in relation to its area would more effectively and efficiently be carried out by TfN, to make proposals to the Secretary of State for the transfer of that function to TfN; and
- (e) to make other proposals to the Secretary of State about the role and functions of TfN.

- 3.2 TfN adopted a Constitution based on the Regulations, the original proposal to Government for the establishment of TfN, and also derived some elements from the Constitution of Transport for Greater Manchester ("TfGM"). The Constitution expects that the Monitoring Officer will monitor and review the operation of the Constitution at least annually. It also states that TfN will review its scheme of delegation at intervals as recommended by the Monitoring Officer. A detailed review was undertaken six months after the original was approved, and throughout the period since TfN's inception Board has regularly considered and approved further necessary updates and amendments to the Constitution as required. The Constitution was last updated by Board in July 2022. Now that the GPC has been established, it is appropriate for it to review the Constitution and make recommendations to the Board. The GPC held a Consultation Call on 7 February 2023 for this purpose.
- 3.3 The concept of public bodies having and publishing a written Constitution, in which their processes and procedures are set out, was established by the Local Government Act 2000. Central Government guidance published at and around the time provided a more detailed framework for how these matters might be laid out and recommended other content. The Constitution has of course undergone significant development since then. The current law, in Section 9P of the Local Government Act 2000, requires the inclusion of a copy of the authority's Standing Orders for the time being, its Member Code of Conduct (if any), such other information as the Secretary of State may direct, and "such other information as the authority considers appropriate". Whilst TfN is unique as a statutory body, much of the layout and content is broadly similar to many other public bodies, though there are areas where it will be different and unique.
- 3.4 Whilst regular updating has done much to keep the Constitution relevant and fit for purpose, now is a suitable time for a more overarching review. Such a review allows the implications of recent changes to TfN as reflected in the recent reorganisation, as well as providing the opportunity to ensure the Constitution takes into account recent changes to constituent authorities. It is also appropriate to reflect on how TfN might evolve as part of the desire of Board to see greater devolution and consider what changes if any are required, both now and in the future. It is important to note that TfN's general functions and other powers remain unchanged. Whilst thoroughness in undertaking the review is important, with a "root and branch" approach being taken, officers have also kept in mind that where no or little change is merited because current arrangements work effectively, a reasonably "light touch" approach is appropriate. As the Constitution is and will remain a "living document," ongoing review and updating will be required from time to time.
- 3.5 TfN's Constitution makes provision for TfN Board, Partnership Board, and Scrutiny Committee, all of which are required under the Regulations. Additionally, it has an Audit & Governance Committee, Rail North Committee and General Purposes Committee. In general, it is proposed that TfN will continue on the basis of this as a governance model, other than where changes are proposed as part of this report. As noted above and based on this background, on 7 February 2023 a Consultation Call of the General Purposes Committee considered the matters set

out in this report. The recommendations to Board set out at section 2 above reflect the outcome of that call.

### **Main Issues**

- 3.6 Clause 13.5.2 of the Constitution provides delegated authority to the Monitoring Officer (following consultation with the Chief Executive) to make minor amendments to the Constitution *"in order to give effect to changes to job or officer group titles, to reflect legislative changes and to improve layout or correct typographical errors."* To enable GPC and Board to concentrate on the more important review aspects, any required updates arising from the reorganisation of TfN falling within the delegated authority of the Monitoring Officer are proposed to be dealt with in this way. For sighting, they will be circulated to General Purposes Committee members prior to being affected.
- 3.7 As part of the review, the Senior Management Team, which consists of TfN managers below Director level, has been consulted. A number of ways in which TfN processes could be streamlined were suggested, along with a request for follow-up training to help support officers' understanding of governance processes, why they exist, and when and where they could be simplified. Whilst not relating to Constitutional issues requiring amendment, these points will be followed up separately.
- 3.8 General Purposes Committee considered how working relationships with partners could be strengthened and supported the role of the Board Vice Chairs being better defined to assist in this regard. Whilst there is currently no role profile for the Board Vice Chairs, the Chief Executive and Chair informally meet with them on a regular basis to seek advice and discuss issues of relevance to TfN. It is therefore proposed that a profile for the Board Vice Chairs is developed.
- 3.9 In addition, the General Purposes Committee considered and supported the following 5 areas of opportunity as being ones that TfN should explore and which could shape how the Constitution develops in the future:
1. Northern Powerhouse Rail/Integrated Rail Plan – subject to the Board endorsing the draft NPR Sponsor Agreement (on the agenda of this meeting) there is a need to include it in the Constitution (as, for example, the Highways North Board is included as an Appendix to the Constitution);
  2. Rail Reform – with the emergence of the concept of a 'single guiding mind' for the rail sector, there will be a need to consider how any such body would (if/when formed) be aligned to the TfN Board, building on the Rail North Partnership arrangements, including TfN's advocacy for 'double devolution.' This might include the way in which the Rail North Committee groupings are arranged, which is of particular importance with the recent dividing of the former Humber grouping into two, and the emergence of new authorities. The Business Plan for 2023/24 includes a commitment to develop a 'North proposition' for implementing rail reform. The implications for TfN's Constitution will be considered as part of that process;
  3. Centre of Excellence – as TfN develops its role as a regional Centre of Excellence there will be a need to consider what if any changes are required to facilitate TfN, within the powers devolved to it, providing services to members of TfN, capturing both services provided to LTAs as well as potentially services to DfT and any other Government department and/or other STBs;
  4. Indicative Regional Funding Allocation – as TfN moves forward with STP2, a key issue on its implementation will be consideration of the benefits of an indicative regional funding envelope within which the TfN Board provides its advice to the Secretary of State: under general function (e), TfN could consider making a proposition to the Secretary of State for a pilot initiative

which could be presented to the Board later in 2023 when seeking the Board's endorsement for the final version of STP2; and

5. Alignment with other areas of public sector policy – TfN's evidence base highlights the importance of aligning investment in energy systems and digital connectivity with what happens in the transport sector in order to achieve agreed outcomes for the North: there is therefore an opportunity to consider this, which again potentially involves a possible proposition under general function (e).

In supporting these 5 areas of opportunity the General Purposes Committee emphasised the importance of strengthening the business input, including the role of the Local Enterprise Partnerships, into TfN's work.

### **Monitoring Officer's delegated power**

- 3.10 The Constitution currently does not set out specific detailed provisions around the Chair and Vice Chair arrangements for Rail North Committee and Audit & Governance Committee. Nonetheless, each committee clearly needs a Chair and would benefit from having a Vice Chair – in practice, the omission does not adversely affect TfN's practical ability to make such arrangements, but better practice would be to have specific Constitutional arrangements. In order to address such and similar matters efficiently, and to facilitate future minor updates without the need to revert to Board for authority, it is suggested that the Monitoring Officer's delegation be extended to state (new wording shown in bold and underlined):

- authority to make minor amendments to Transport for the North's Constitution, following consultation with the Chief Executive, *in order to give effect to changes to job or officer group titles, to reflect legislative changes and to improve layout, **to improve reference to existing legislation, improve operational processes provided no financial thresholds are increased**, or correct typographical errors.*

This delegation would remain subject to the Monitoring Officer consulting with the Chief Executive before exercising any such delegated authority. The circumstances in which operational processes might be improved could include in future amending the Contract Procedure Rules and Schedule of Authorisations, where financial thresholds were not increased. General Purposes Committee expressed its agreement to this extension and is recommending that Board approves the extended delegation accordingly.

### **Audit & Governance Committee**

- 3.11 With particular regard to Audit & Governance Committee, the current membership is comprised of 6 elected member seats and 4 Independent Member seats (10 seats in total), with a quorum of 3, which must consist of at least 2 elected members and 1 Independent Member. In order to address some difficulty in obtaining a quorum at recent meetings, in 2022 Board expanded the number of elected member seats from 5 to 6. However, at present only 3 of those seats are filled and one of these members is due to step down from 31 March 2023; recent requests for Members to volunteer for these roles have met with little response. The Constitution currently provides that only Board members or their Substitutes are eligible to take up the elected members seats on Audit & Governance Committee, but this has been a matter of choice rather than a matter enforced by the Regulations. It is recognised that Board members and substitutes already have very significant demands upon their time including the time taken to undertake their other roles. In order to expand the pool of elected members available to serve on this Committee, it is suggested that eligibility for these 6 seats be widened to include any elected Member of any of the Constituent Authorities, whether or not they are also a TfN Board member or substitute

member. This would also potentially broaden the contributions which Members could bring to debate at Audit & Governance Committee meetings.

### **Selection methodology for “Relevant Independent Persons”**

- 3.12 In June 2022, Board considered the issue of the methodology by which “Relevant Independent Persons” might be selected to serve upon the required Panel (under The Local Authorities (Standing Orders) (England) Regulations 2001) in the event that disciplinary proceedings against any statutory officer were ever contemplated. Board noted that GPC would consider this question before recommendations were brought back to it. It must be noted that in this capacity, an “Independent Person” is defined in Section 28(7) of the Localism Act 2011 and is quite different and separate from the meaning of an Independent Member appointed to support the work of the Audit & Governance Committee, referred to elsewhere in this report.
- 3.13 In short, the 2001 Regulations prohibit the authority from dismissing the Chief Executive, Section 151 Officer or Monitoring Officer unless the requisite procedure has been complied with. That procedure compels the authority to invite “Relevant Independent Persons” to be considered for appointment to a Panel, with a view to appointing at least two such persons to such a Panel. “Relevant Independent Person” in this context means any independent person who has been appointed by the authority under Section 28(7) of the Localism Act 2011, or if there are fewer than two (which is the case with TfN, as explained below) such Independent Persons as have been appointed by another authority or authorities as it considers appropriate are to be used. Such Independent Persons were initially appointed to be consultees where complaints under Member Codes of Conduct were being considered; their role was later extended to include involvement in the process when disciplinary proceedings against Statutory Officers are being considered.
- 3.14 A hierarchy is provided as to the order in which the Independent Persons are to be preferred for selection. Two is the minimum requirement but there is power to appoint more than two if desired. The Panel must be appointed at least 20 working days before a relevant meeting, and before the taking of a vote to dismiss (which would be a decision made by Board), Board would be obliged to take into account any advice, views or recommendations of the Panel, the conclusions of any investigation into the proposed dismissal and any representations from the relevant officer.
- TfN does not itself have any such Independent Persons, because it has no Member Code of Conduct of its own – its Members are subject to the Codes of Conduct in place in their own Authorities and if a conduct complaint was made it would be dealt with by their own Authority to which they have been elected. For TfN’s Statutory Officer disciplinary processes, they would have to be sourced from TfN’s Constituent Authorities, and a detailed structure setting out how they would be selected would need to be put in place.
- 3.15 There is no definitive method of approaching such selection, but some options include:
1. Working round all the Constituent Authorities in a predetermined order, e.g., alphabetically or by size or number of IPs);
  2. A competencies and capacity-based approach whereby CAs are consulted to establish which IPs might be best suited and able to serve and issue targeted invitations to those and only those CAs; and
  3. It is concluded that no Constituent Authority is able or willing to respond to an invitation and the other categories in the legislation are worked down on the basis of a standing and remunerated position.

- 3.16 An initial consultation with Monitoring Officers of the Constituent Authorities requesting details of their appointed Independent Persons resulted in an incomplete response, with some providing details of their IPs' numbers, others asking questions about the role and likelihood of the time which might be taken, and some not responding. It is suggested that a more detailed questionnaire be developed and circulated to gather more information for future consideration, but that for the time being, and until any other approach is preferred, in the event that the need was to arise, TfN should adopt approach 1. above. Naturally, if the officer concerned was to raise any objection to any particular Independent Person selected, consideration would be given to this and it might be necessary to work further down the list of available and suitable Independent Persons.

### **Membership of Partnership Board**

- 3.17 Conversations held with some TfN Members have suggested that debate at Partnership Board might be usefully widened if Partnership Board membership was extended to include one representative of the Northern Regional Assembly (collectively representing the views of the Northern Chambers of Commerce) and one representative of the Directors of Public Health from across the Constituent Authorities. A change to the Constitution of this nature would require a "super majority," i.e., support from Constituent Authority Members who together hold 75% of the weighted vote and a simple majority of the Members appointed by the Constituent Authorities. General Purposes Committee discussed this matter and recommended to Board that these additional representatives be approved.
- 3.18 The GPC also gave consideration as to whether the Partnership Board's debates would benefit from inclusion of representative(s) from industry associations. It was noted that the Partnership Board already has the ability to invite speakers to its meetings who are not formally Partnership Board members, enabling broader views and information to be presented and considered.

### **Appointment of Statutory Officers (except the Chief Executive)**

- 3.19 The Constitution reserves a number of key functions to Board at Clause 17, including the appointment of the three Statutory Officers. With the appointment of the Finance Director/Section 151 Officer in 2022, an in-person meeting of Board was required for this decision, but practical travel difficulties presented issues with an in-person meeting. In that case, because the preferred candidate was already undertaking the role on an interim basis and had therefore already been designated it was possible to use an existing officer delegated power to give effect to the decision, but in future that might not prove to be the case. The likelihood of similar circumstances arising again is small, but it would make sense to consider it at this point. Full Board must, legally, appoint the Chief Executive/Head of Paid Service, but this is not legally the case for the other Statutory Officers, although as a matter of local choice Board has chosen to reserve all such appointments to itself. It is suggested that in exceptional circumstances, S151 Officer and Monitoring Officer appointments could be made by General Purposes Committee, in which case convening a quorate meeting would be less difficult than a quorate full Board meeting. General Purposes Committee considered and supported the suggestion that the words in italics below be added to the Terms of Reference of General Purposes Committee, and recommended accordingly:

*(iii) in circumstances where it is impractical for a meeting of full Board to be convened in order to designate the S151 Officer or the Monitoring Officer, following advice from the Monitoring Officer or in their absence the Deputy Monitoring Officer, and following consultation with the Independent Chairs and both the Vice Chairs of Board, designating an officer as the Section 151 Officer or the Monitoring Officer.*

#### **4. Corporate Considerations**

##### ***Financial Implications***

4.1 The financial implications are included within the report.

##### ***Resource Implications***

4.2 The resource implications are included within the report.

##### ***Legal Implications***

4.3 The legal implications have been addressed within the report.

##### ***Risk Management and Key Issues***

4.4 Risk management has been addressed within the report.

##### ***Environmental Implications***

4.5 There are no environmental implications associated with this report.

##### ***Equality and Diversity***

4.6 TfN is subject to the provisions of the Equality Act 2010 and the public sector equality duty; Constitutional provisions need to be compliant with the legislation.

##### ***Consultations***

4.7 Senior Management Team has been consulted on the review and the response is covered within the report.

#### **5. Background Papers**

5.1 None

#### **6. Appendices**

6.1 None

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

- a) STP 2 – TfN’s Second Strategic Transport Plan
- b) RIA – Rail Industry Association
- c) GPC – General Purposes Committee

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<b>Meeting:</b>	Transport for the North Board
<b>Subject:</b>	Corporate Risk Register and Risk Management Strategy Report
<b>Author:</b>	Daniella Della-Cerra-Smith, Risk Manager
<b>Sponsor:</b>	Paul Kelly, Finance Director
<b>Meeting Date:</b>	Thursday 23 March 2023

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## 1. Background:

1.1 As stated in the risk management strategy, the Board will receive a high-level summary of TfN's risk environment, (section 1 Corporate Risk Register Appendix 1). This report provides the Board with an update on the key organisational risks, which reflect the KPI's, and business objectives outlined in the business plan for financial year 2022/23.

1.2 The Audit and Governance Committee's role in relation to risk is included in the broader detail of the Constitution, which is defined below:

*"Audit and Governance Committee is a key component of corporate governance providing an independent, high-level focus on the audit, assurance and reporting framework underpinning financial management and governance arrangements. Its purpose is to provide independent review and assurance to Members on governance, risk management and control frameworks."*

1.3 The terms of reference for the Audit and Governance Committee includes the requirement for the Committee to:

*"Monitor Transport for the North's risk and performance management arrangements including review of the risk register, and progress with mitigating action."*

## 2. Recommendations

2.1 The Board is recommended to note the key organisational risks, the updates to the Risk Management Strategy and that a programme of risk 'deep dives' has been implemented by the Audit and Governance Committee.

## 3. Context

3.1 Risk workshops have taken place with Directors across TfN and all existing risks and mitigation actions have been reviewed and updated.

3.2 The overall risk profile faced by TfN has reduced; a reflection of TfN having received a 2-year funding allocation from DfT, and the progress made in producing the draft Strategic Transport Plan. It also reflects that TfN has now transitioned to a new operating model.

3.3 The Corporate Risk Register was presented to the Audit and Governance Committee on 17 February 2023. The Committee has delivered against its Terms of Reference which included discussions in relation to the reductions in the risk profile.

A risk deep dive schedule was presented to the Committee and there was a discussion in relation to the order and topics of the deep dives. A deep dive is planned for July 2023 – Corporate risk 643 (TfN is unable to recruit and retain suitable staff to deliver the 2023/24 business plan and medium to long term TfN objectives).

Risk is a standing item at Audit and Governance Committee meetings and the Corporate Risk Register and Risk Management Strategy are updated systematically during the year. This is highlighted in the Chair of Audit and Governance

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Committee's report to the Board, which provides assurance for TfN that efficient and effective risk management practice and processes are in place.

- 3.4 RSM conducted a risk maturity audit in September 2022. Four management actions are currently being worked through. These actions include Audit and Governance Committee performing deep dives into risk specific areas and TfN to establish a risk assurance framework.
- 3.5 Following on from one of the actions identified by RSM as part of the risk maturity audit, the Risk Management Strategy has been updated to include the factors below that will be considered when escalating risks to the Operating Board.
- Prevent/impact the achievement of strategic objectives.
  - Adversely affect business critical activities or business plan delivery, which cannot be managed or controlled at project, programme, or functional level.
  - Affect multiple projects, programmes or functions and require collaboration across teams.
- 3.6 The Corporate Risk Summary (Annex 1) identifies that the top risk themes are currently:
- TfN funding
  - Resources
  - Rail
  - TfN's Strategic Transport Plan (STP)

The actions being undertaken to mitigate/manage these risk themes are set out in the summary.

#### **4. Corporate Considerations:**

##### **4.1 *Financial Implications***

The financial implications are detailed within individual risks where applicable.

##### **4.2 *Resource Implications***

The resource implications are detailed within individual risks where applicable.

##### **4.3 *Legal Implications***

The legal implications are detailed within individual risks where applicable. Governance processes adopted are explained within the report.

##### **4.4 *Risk Management and Key Issues***

The Corporate Risk Register is part of this report.

##### **4.5 *Environmental Implications***

A full impact assessment is not required for this report.

##### **4.6 *Equality and Diversity***

A full impact assessment is not required for this report.

##### **4.7 *Consultations***

A consultation has not been carried out because it is not necessary for this report.

#### **5. Background Papers:**

- 5.1 The Corporate Risk Register presented as a standing item at each Audit & Governance Committee provide the background papers and context for this report.

#### **6. Appendices:**



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# Transport for the North

Corporate Risk Register

March 2023

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## Introduction to Transport for the North's Corporate Level Risks

It is essential that Transport for the North (TfN) recognises, understands, and manages the range of risks that could negatively impact on its ability to achieve the objectives set out in the 2022/2023 Business Plan. TfN's approach to managing risk is set out in its Risk Management Strategy which provides guidance for how risks are identified, assessed, managed, and reported. Each programme and corporate function within TfN, has its own risk register that is updated on a monthly cycle, with clear reporting in line with governance arrangements.

TfN uses programme information to identify cross cutting risk themes that are sufficiently significant, either in their own right or in aggregate, to be reported to and discussed by TfN Board, as risks requiring corporate focus. TfN's corporate risks stem from a range of sources, some of which are beyond TfN's direct control. The challenges and uncertainty faced by TfN create both threats that need to be addressed, and opportunities that can potentially be exploited.

The 2022/23 corporate risk register presents the corporate risks that might directly have an impact on TfN's business plan objectives. To ensure effective management of risks, the report provides information such as risk description, potential consequences on TfN's objectives and priorities, and the mitigation measures in place to manage risks.

**Section 1** provides an executive summary of TfN's Risk Environment and Emerging Risks, corporate risk themes and factors, key changes to the register since the last risk review, key impacts/action themes, and TfN's 2022/23 KPIs.

**Section 2** is presented to the Audit and Governance Committee, which provides a detailed analysis of each risk, the mitigating actions that have been adopted, and the mitigation level of control, as it is important to understand the extent to which TfN is able to influence or control the risk outcomes.

## **1 Executive Summary**

### **1.1.1 TfN's Risk Environment and Emerging Risks**

1.1.2 Recognising the current fiscal environment including the rising cost of inflation, TfN is closely monitoring funding risks and budget expenditure. There is a risk at functional level to manage and monitor budget assumptions and there is a corporate risk relating to medium term sustainability.

1.1.3 TfN have received the funding allocation for 2023/24 and 2024/25, which provides teams with certainty and helps us better plan more strategically and support our partners more effectively. TfN will receive £6.5 million for each of the next 2 financial years and an additional £710,000 of grant funding in both financial years. This is to strengthen our role as a regional Centre of Excellence and support our partners regionally and nationally in their work. We continue to review and update the corporate risk register in line with the funding allocation, business plan 2023/24 and updated KPI's.

### **1.2 Key Changes to the Corporate Risk Register**

1.2.1 TCR02: Risk 879 Changes in government commitments - probability current and target position reduced from medium to low based on clarity within the current political environment.

1.2.2 TCR03: Risk 641 Endorsement of STP refresh - Reduced probability current from high to medium and target medium to low due to progress in producing a draft STP and agreeing key principles with TfN Board. New action added in relation to international connectivity.

1.2.3 TCR09: Theme has been renamed Rail (Previously named Rail operations – franchise management and investment).

1.2.4 TCR09: Risk 311 reduced probability from high to medium current and target position as Manchester change has been implemented and East Coast mainline has been deferred.

1.2.5 TCR10 Risk 887 Data removal risk closed and managed at functional level as TfN has now transitioned to the new operating model and risk has reduced.

1.2.6 TCR12: Risk 882 TAME capabilities reduced probability current to medium and target to low due to improved TAME resourcing, successful delivery for DfT and increased funding certainty.

- 1.2.7 TCR11: Co-sponsorship theme has closed, and risks have been transferred into TCR09.
- 1.2.8 TCR12: Risk 884 Legal and commercial restrictions. Current probability reduced from Very High to high due to resolution of some licencing issues.
- 1.2.9 TRC13: Risk 878 Funding levels are significantly reduced – Risk closed due to confirmed two year funding allocation and managing future allocations through the sustainability risk 916.
- 1.2.10 TCR13: Risk 916, Demonstration of medium-term sustainability, risk rearticulated to reflect confirmed funding allocation.
- 1.2.11 TCR15: Risk 917 severance process, risk closed from corporate risk register and managed at functional level as reorganisation now complete.
- 1.2.12 Our Key Performance Indicators (KPI's) framework monitors and measures our progress and performance and ensures that we provide value for money. The KPIs that we have adopted for 2022/23 are set out below:

<b>KPI</b>	<b>Detail</b>	<b>Deliver</b>	<b>Responsible</b>
<b>1</b>	Establish the stakeholder forum for Trans-Pennine Route Upgrade	Jul-22	Rail
<b>2</b>	Publish the TfN work on Transport related social exclusion	Sep-22	Strategy
<b>3</b>	Complete the reshaping of TfN and implement new operating model	Sep-22	CEO
<b>4</b>	Implement effective governance arrangements for the Co-Sponsor Board	Sep-22	CEO/Rail
<b>5</b>	Publish the TfN Freight and Logistics Strategy	Sep-22	Strategy
<b>6</b>	Establish the agreed NPR analytical work programme for DfT through TAME	Sep-22	Strategy
<b>7</b>	Develop and autumn submission to Government that identifies opportunities to build on TfN's technical capabilities	Oct-22	Finance/Strategy
<b>8</b>	Develop the business model that enables TfN to support its partners across the North	Oct-22	CEO/Strategy
<b>9</b>	Working with partners to prepare a Northern proposition for the implementation of the Williams-Shapps rail reforms	Dec-22	Rail
<b>10</b>	Publish a refreshed Northern Powerhouse Independent Economic Review	Dec-22	Strategy
<b>11</b>	Identify investment priorities for consideration as part of Road Investment Strategy (RIS3)	Dec-22	Road
<b>12</b>	Use the EV charging infrastructure framework to support partners - nationally and across the North	Dec-22	Road

<b>13</b>	Make the Clean mobility visions outputs available for use by partners - nationally and across the North	Dec-22	Strategy
<b>14</b>	Prepare a draft Strategic Transport Plan and secure TfN Board agreement to consult	Mar-23	Strategy
<b>15</b>	Complete an Integrated Sustainability Appraisal of the revised Strategic Transport Plan	Mar-23	Strategy
<b>16</b>	Develop a draft connected Mobility Strategy and secure TfN Board agreement to publish	Mar-23	Rail/Road
<b>17</b>	Develop and implement the Manchester Recovery Task Force "blueprint" and apply the same approach to the East Coast Main Line	Mar-23	Rail
<b>18</b>	Contribute to the work of the Leeds Area Study as part of the implementation of the IRP	Mar-23	Rail
<b>19</b>	Deliver projects on BSIPS, hydrogen and local mobility in support of partners	Mar-23	Strategy/Road/Rail
<b>20</b>	Submit to DfT an update on progress with the implementation of the Major Road Network Programme	Mar-23	Road

### 1.3. Corporate Risk Dashboard

<b>10</b> Current themes	24 Risk factors	2 Opportunities	<b>106</b> Mitigation actions	64 Ongoing actions	7 New actions
	0 New risk factors	0 Issues		15 Mitigation actions due by 31 March 23	18 actions completed in last quarter

TCR	Themes ordered by highest current risk score	Number of Risk Factors per Theme	Current Score	Target Score	Risk Owners
13	TfN funding	2	20	18	Chief Executive Officer and Finance Director
14	TfN resources	2	19	17	Head of Human Resources
9	Rail	5	19	17	Chief Executive Officer and Strategic Rail Director
3	TfN's Strategic Transport Plan (STP)	2	19	11	Interim Strategy and Programme Director
2	TfN's reputation, political engagement and effectiveness <b>(including 2 opportunities)</b>	7	18	15	Chief Executive Officer and Interim Strategy and Programme Director
12	Technical appraisal, modelling and economics (TAME)	2	18	15	Interim Strategy and Programme Director
4	Delivery of robust and compelling evidence to support Investment Programmes	1	15	11	Interim Strategy and Programme Director
7	TfN compliance and relevant laws and regulations	1	11	11	Head of Legal Services
5	Transport decarbonisation and climate change	1	11	8	Interim Strategy and Programme Director
10	TfN cyber security	1	10	10	IT and Information Manager

**Key impacts across themes:**

- TfN reputational damage and loss of credibility.
- TfN's ability to deliver statutory duties.
- Recruitment and retention of staff.

**Key action themes:**

- Partner Engagement
- Developing a revised MoU with the DfT
- Collaborate with DfT on NPR Sponsor Board

Threat Scoring	
Issue	
Very High	19 - 25
High	14 - 18
Medium	7 - 13
Low	1 - 6

Opportunity Scoring	
Very High	-19 - -25
High	-14 - -18
Medium	-7 - -13
Low	-1 - -6



881	TfN's Strategic Transport Plan	TfN are unable to produce a draft STP that will be endorsed by TfN Board and government in time to consult and then adopt the plan by the end of 2023.	<ol style="list-style-type: none"> <li>1. Engagement with Partners and Government.</li> <li>2. Manage programme via TfN's Strategic Oversight Group.</li> <li>3. Update Northern Powerhouse Independent Economic Review (NPIER).</li> <li>4. Manage interdependencies with NPIER.</li> <li>5. Engagement with external stakeholders on NPIER and STP 2.</li> </ol>	Interim Strategy and Programme Director
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