

A scenic landscape featuring a winding asphalt road that curves through a valley. The hills are covered in lush green grass, and a stone wall runs along the left side of the road. A wooden bus stop sign is visible on the left. The sky is overcast with soft, diffused light. The overall mood is serene and rural.

Socially inclusive transport strategy

Draft Four

Development stages & governance

Stages	Due date	Status
First draft	28 th April 2022	Complete
TfN internal comments	13 th May 2022	Complete
Second draft / SOG papers	30 th May 2022	Complete
OBT papers	1 st June 2022	Complete
OBT	7 th June 2022	Complete
Strategic Oversight Group	9 th June 2022	Complete
SOG comments deadline	24 th June 2022	Complete
Third draft / Exec Board papers	1 st July 2022	Complete
Exec Board	28 th July 2022	Complete
Fourth draft / Scrutiny Committee Papers	5 th September 2022	Underway
Scrutiny Committee	14 th September 2022	Underway
Final draft / TfN Board papers	15 th September 2022	
TfN Board	29 th September 2022	

Context

TfN's 2019 Strategic Transport Plan committed to "*improving inclusivity, health, and access to opportunities for all*", and to achieving inclusive and sustainable economic growth. The Northern Transport Charter commits TfN to "championing an inclusive and sustainable North", in which TfN's role includes expanding the evidence base and capacity to measure the impacts of transport interventions on different population groups and areas. Linked to this, in 2021/22 TfN conducted research to determine how issues with the transport system in the North cause and exacerbate social exclusion, and to identify the population groups and area types most affected. This Strategy defines TfN's role on inclusive transport, based on this evidence and set of commitments.

TfN's research indicates that 3.3 million people in the North – 21.3% of the population – live in areas where there is a significant risk of Transport-Related Social Exclusion (TRSE). These are areas in which there is the combination of poor access to key destinations by public transport and active travel, and high vulnerability to social exclusion based on local economic conditions, the demographics of the population, and multiple forms of deprivation. These areas are widely distributed across the North, but are particularly concentrated in former manufacturing and mining areas, in industrial and multi-ethnic communities, in coastal areas, and in rural-urban fringes.

TRSE is caused by the combination of fragmentation, unreliability, and high costs in the public transport system; poor conditions for walking, cycling, and wheeling in car-dominated environments; and the high levels of car dependency that result from this. This leads to poor access to key destinations for those primarily dependent on public transport and active travel, alongside forced car ownership, in which households feel compelled to have access to a car, despite the costs of car access causing them significant hardship. These factors act in a vicious cycle, with poor active travel conditions and public transport provision reinforcing car dependency, and high levels of car use undermining local public transport and worsening active travel conditions.

TRSE has the potential to impact people of any background, but it has a disproportionate effect on specific population groups. TfN's research on TRSE in the North and the wider literature on TRSE in a variety of contexts demonstrates that these are:

- **Disability and long-term health conditions:** People with disabilities and long-term health conditions are disproportionately impacted by poorly adapted public transport facilities, by poor conditions for active travel, by the costs of using public and private transport, by anti-social behaviour and discrimination when using the transport system, and by fragmentation between transport modes and operators.
- **Caring responsibilities:** People with caring responsibilities for adults and children within and outside of their household are more likely to travel in ways that differ from the best-served commuter routes, and through this are more exposed to fragmentation and unreliability in the public transport system. Linked to this, they are more likely to face forced car ownership, in which they are only able to fulfil their responsibilities by having access to a car, but the costs of doing so causes them significant hardship. They are also more impacted by poor active travel conditions, particularly when travelling with children or when accompanying those using mobility aids.

- **Income & employment:** Those on low incomes are particularly impacted by cost constraints across public and private transport, the impacts of which are exacerbated by fragmentation between transport modes and operators. This constrains the journeys they are able to take, and their ability to adapt to disruption and delays in their journeys. Alongside this, those in insecure work face additional consequences from delays and unreliability in their journeys, with delays having the potential to lead to loss of pay or loss of work.
- **Gender:** Women are on average more dependent on public transport and active travel, and because of this are relatively more exposed to fragmentation and unreliability in these systems. Alongside this, women are more likely to be on lower incomes, and on average devote a greater amount of time to caring responsibilities. Because of this, they are more likely to be exposed to the sets of determinants of TRSE linked to income and caring responsibilities. Finally, women are more likely to be impacted by harassment and discrimination in transport spaces, and to face constraints in how, where and when they travel as a result of this.
- **Ethnicity:** Ethnic minority communities are more likely to be impacted by anti-social behaviour, harassment, and discrimination when using the transport system. These experiences can cause those affected to change or constrain how and where they travel, and consequently limit access to opportunities, key services, and community life. The persistent and significant gap in average incomes between ethnic minority and White British residents of the North also means that ethnic minority communities are more exposed to the set of determinants linked to low incomes.
- **Age:** Exposure to TRSE varies across life stages, but is particularly likely to impact those transitioning from full time education into full or part time work. This reflects the combination of a loss of access to discounted public transport, a lack of access to private transport, and the increased requirement to travel to new destinations in order to find and access work. This combination of effects often occurs at a time in which incomes are low relative to other life stages, and can form a vicious cycle of low incomes and limited access to opportunities.
- **Sexuality and gender identity:** LGBTQ people are more likely to be impacted by anti-social behaviour, harassment and discrimination when using the transport system. These experiences can cause those affected to change or constrain how and where they travel, and consequently limit access to opportunities, key services, and community life.

Reducing the extent of TRSE in the North, and the disproportionate impact of this issue on particular population groups and area types requires transformational investment and a range of other interventions in the North's transport system. The following principles define what must be achieved in order to make significant progress on this issue.

- 1. The role of car access** Having unconstrained access to a car should not be a prerequisite for social inclusion; including accessing opportunities, key services, and community life. Safe, convenient, reliable, and affordable public transport and active travel options should be available across the diverse place and population contexts of the North.

- 2. Diverse travel patterns:** Public transport services should function equally well for those travelling outside of peak periods and major commuter routes as for those who fit these conventional travel patterns.
- 3. Integration:** Public transport planning and ticketing should be integrated across administrative boundaries and modes of transport, such that those taking multi-modal journeys across these boundaries do not face excessive additional costs and complexities.
- 4. Equality of access:** Public transport and active travel infrastructure should be accessible to those with disabilities and limited physical mobility. This accessibility should be fundamental to the design of infrastructure, and offer equality of access.
- 5. Technology:** 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.
- 6. Local access:** Transport, spatial planning, and digital connectivity policies should combine to expand local access to services, opportunities, and community life, and thereby reduce the impacts of limited access to transport on social inclusion.
- 7. Affordability:** The level of transport use necessary to access opportunities, key services and community life should be affordable to those on low incomes, those out of work, and those unable to access work and social welfare.
- 8. Safety:** Journeys on, to, and from public transport access points should be safe and be perceived to be safe, particularly for women, LGBTQ people, ethnic minority communities, and people with disabilities.

A baseline of TRSE in the North

TfN's TRSE data tool provides a rigorous means of estimating how the risk of social exclusion resulting from issues with the transport system varies across England. This is based on analysis of the following factors:

1. **Accessibility:** The level of access to jobs, education, healthcare, and basic services by car and public transport, and the accessibility gap between car and public transport. Drawing on DfT Journey time Statistics, this includes analysis of the level of access, the number of destinations that are accessible, and journey times.
2. **Vulnerability:** The extent to which the population is vulnerable to social exclusion, based on the combination of socioeconomic and demographic indicators. Drawing on the English Indices of Deprivation, this considers how vulnerable the population of an area is to poor access to jobs, education, healthcare, and basic services.

A threshold analysis of these factors is used to produce the TRSE Risk Category, which forms TfN's primary measure of the risk of TRSE in the North. This measure is available for all Lower Layer Super Output Areas (LSOAs) in England.

TfN will engage the TRSE Risk Category to measure progress towards an inclusive transport system, and the impact of the set of actions provided in this Strategy.

TfN will monitor the following metrics:

1. The size and proportion of the population of the North living in areas with a high risk of TRSE – defined as those in TRSE Risk Category 3, 4 and 5. Data for 2019, which forms the baseline for this measure, is shown in Graph One and Table One.
2. The distribution of population in categories 3, 4, and 5 between the three regions of the North. Data for 2019 for this measure is shown in Graph Two.
3. The relative risk of TRSE in the regions of the North compared with the rest of England. Data for 2019 for this measure is shown in Graph Three.

Graph One: % of the population of the North by TRSE Risk Category

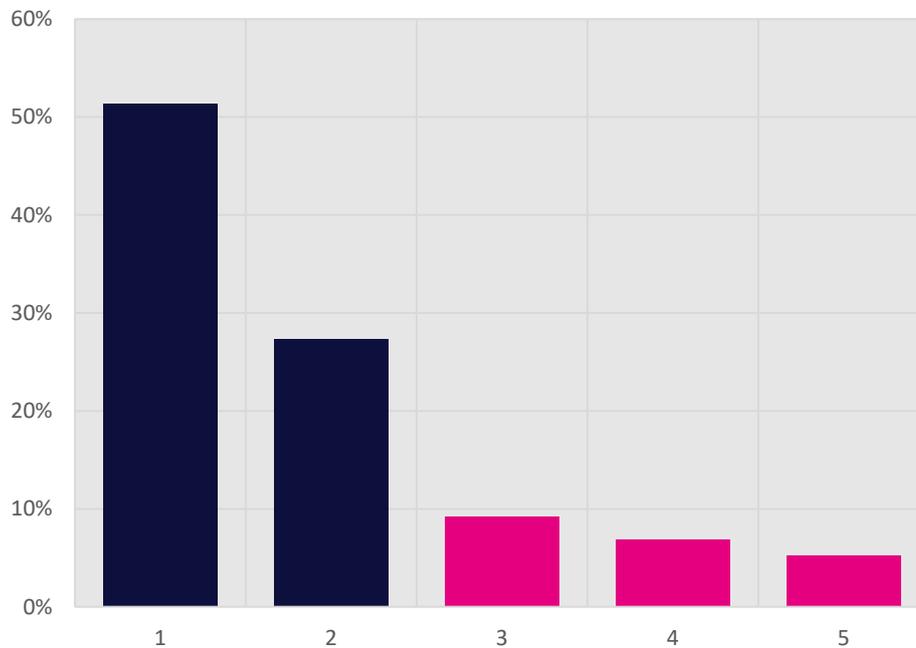
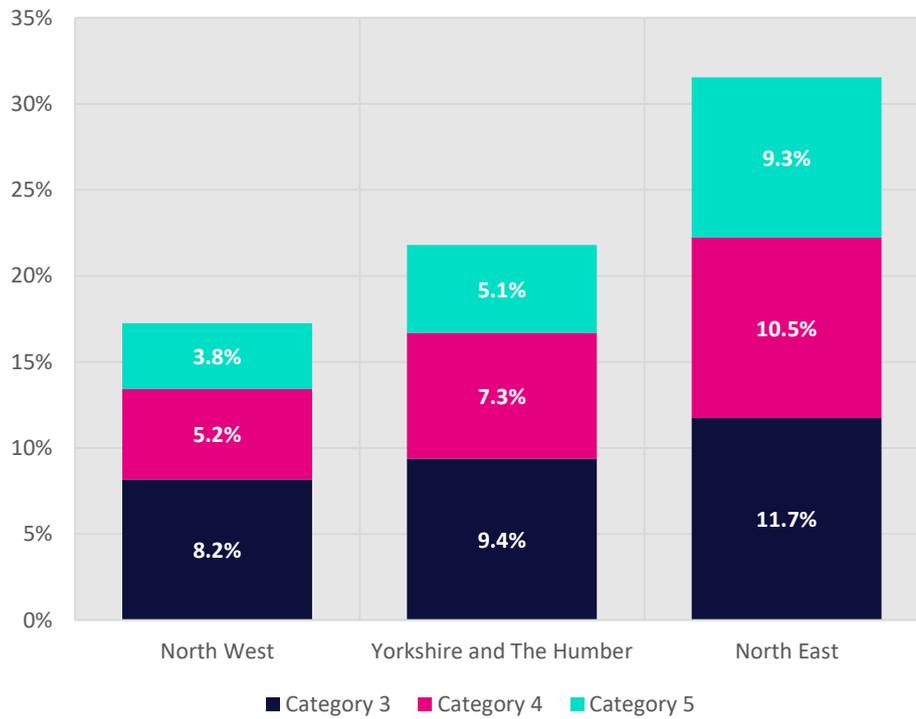


Table One: Population of the North by TRSE Risk Category

Category	Population (millions)
5 – Largest risk	0.81
4	1.07
3	1.43
2	4.24
1 – Smallest risk	7.97

Graph Two: % of the population of the North East, North West, and Yorkshire and the Humber by selected TRSE Risk Categories



Graph Three: % of the population of the North of England and the rest of England by selected TRSE Risk Categories



Challenges

TfN has considered the following key challenges in developing this Strategy:

- The scale of the challenge: TfN's research demonstrates that there are entrenched inequalities in access to transport and vulnerability to social exclusion between population groups and areas, and that a significant proportion of the population of the North is at a high risk of TRSE. Many of the issues observed, such as the extent of car dependency and fragmentation between modes of public transport, are highly entrenched, and are not easily subject to change.
- Attitudes to car dependency: Addressing the current high level of car dependency and car-dominated environments evident across areas of the North is a necessary element of achieving a socially inclusive transport system. However, current levels of car use and dependency can also mean that TfN and partners may face controversy and resistance in seeking to make progress on this issue. The context of growing levels of car use and ownership, and the significant gap between car and public transport accessibility also pose significant obstacles to change in this area.
- Link to multiple policy areas: Achieving an inclusive transport system requires action across multiple policy areas at the national, regional, and local levels, the vast majority of which are outside of the remit of TfN. This issue also interacts with several other TfN Strategies and Policy Positions. This includes transport decarbonisation, active travel, digital, spatial planning, rail, and major roads. Evidence on inclusion impacts has influenced the development of these policy positions, but is often not a core aspect of these existing Strategies and Policy Positions.
- Cross-boundary and organisational collaboration: There is a need for significant cross-boundary and cross-organisational collaboration in order to achieve a socially inclusive transport system. This includes collaboration between TfN, Local Transport Authorities, National Highways, Network Rail, transport operators across multiple modes, national government, third sector organisations, and planning authorities.
- The difference to current ways of assessing transport schemes: Social inclusion and equality considerations are often secondary in transport-decision-making, when compared to factors such as journey time savings and economic benefits. The emphasis on these factors is entrenched in practice and in policy, and results in fundamentally different decisions to what would be the case if equivalent emphasis were placed on social inclusion.
- Interactions with transport decarbonisation: Decarbonisation is a key element of the current transport policy context, and is an increasingly significant driver of transport decision-making at all levels. There is the potential for both significant risks and opportunities for social inclusion, depending on the approach to decarbonisation that is pursued. Broadly, an approach to transport decarbonisation that prioritises private electric vehicles without delivering measures to significantly increase the use of public transport and active travel is likely to increase inequalities and social exclusion. By contrast, an approach that prioritises modal shift towards public transport and active travel is likely to reduce inequalities and social exclusion.

- **Measurement and metrics:** Social inclusion is fundamentally more challenging to measure than other aspects of the effectiveness of the transport system in the North, and this measurement challenge has contributed to the relative lack of prominence of this issue in transport decision-making at all levels. TfN's TRSE Risk Category offers a systematic means of measuring the size of the population in the North exposed to a high risk of TRSE, including comparisons to other areas of England.
- **The impact of averages:** Transport planning and investment decisions that – implicitly or explicitly – are shaped around an 'average' or 'typical' user can contribute to social exclusion for those whose circumstances and behaviours differ. For example, a focus in public transport decision-making on peak routes serving city centre locations may align well with the needs of an average commuter, but less so for those making trips between neighbourhoods to fulfil caring responsibilities.
- **Access to power and decision-making:** There is a significant overlap between the demographic and socioeconomic groups that are most exposed to TRSE and those that have historically had relatively limited access to power and decision-making, and have been the subject of structural inequalities. This includes people with disabilities, women, LGBTQ people, people on low incomes and in insecure work, and ethnic minority communities. This relative lack of access to power and decision-making supports a context in which decisions can be disproportionately shaped by and for relatively advantaged demographic and socioeconomic groups.
- **Competitive and fragmented funding for transport investment:** The funding of transport investment is and has long been fragmented and competitive. This model means that LTAs are forced to compete for funding that can be specific to particular modes of transport or forms of investment. The fragmentation of the transport system between modes and across administrative boundaries is a significant contributor to TRSE, and in part reflects the approach that successive governments have taken to the allocation of transport funding.
- **The impacts of the COVID-19 Pandemic:** The COVID-19 pandemic had widespread and fundamental impacts on the lives of people across the UK, but there is an increasing body of evidence that demonstrates that these impacts were not evenly distributed among different populations. In particular, those on low incomes and in insecure work, ethnic minority communities, those with disabilities and long-term health conditions, and those with caring responsibilities were particularly impacted by the health, economic, and societal consequences of the pandemic. The fact that these population groups are also relatively more exposed to TRSE means that it is reasonable to expect that the COVID-19 Pandemic has exacerbated TRSE.

The role of TfN and other organisations in achieving a more inclusive transport system set out below reflects and seeks to overcome these challenges.

The role of TfN in socially inclusive transport

As a sub national transport body, TfN's role is to set a regional transport vision, and to provide statutory advice on planning and priorities for large scale transport investment in the North of England. Within this context, TfN will develop evidence and provide expertise, support Local Transport Authority Partners, and work with a range of transport

stakeholders to reduce the extent of transport-related social exclusion in the North. TfN's role reflects, and is shaped by, the commitments in the 2019 Strategic Transport Plan and the wider transport inclusion agenda, as follows:

TfN's Strategic Transport Plan for the North of England

TfN's 2019 STP made the following key statements in relation to social inclusion:

"Income, social and health inequalities are widely seen as one of the defining challenges of the 21st Century. As such inclusive growth should be at the heart of public investment. This Strategic Transport Plan should provide a way for inclusive benefits from investment to be embedded and secured across the North".

"Transport is social infrastructure which should provide opportunity for all potential users, and TfN wants to drive forward the inclusive growth agenda. Strategic transport improvements should not just better connect already connected areas or people to other similar areas or people, improvements should ensure that all areas of opportunity are connected, and that communities are not disconnected and further isolated".

"The Strategic Transport Plan must work for everyone who lives and works in the North through improved access to opportunities. Economic growth in the North should be as inclusive as possible, avoiding transport poverty where the transport network limits access opportunities in communities. Investment in the strategic transport network should enable better access to key opportunities, including employment, health, social activities and education, regardless of an individual's age, income level, location and mobility."

TfN will "Work with partners to identify transport interventions that deliver inclusive economic growth by improving access to employment and skills opportunities for all."

Wider transport inclusion agenda

TfN's research on transport-related social exclusion and the development of this Policy Position sits within a wider inclusion policy agenda, including:

- *Levelling Up White Paper*: The Department for Levelling up, Housing and Communities' Levelling Up White Paper sets out how the Government will work to "end the geographical inequality which is such a striking feature of the UK". This brings together a range of funding announcements across infrastructure, skills, and health, linked to a set of 'missions' across transport, skills, housing and health and wellbeing. The focus here is on geographic inequalities rather than inequalities within geographies. However, delivery of the Levelling Up missions could significantly reduce vulnerability to TRSE across the North, both through improved connectivity, and through improved provision of local services that reduce the need to travel.
- *The Inclusive Transport Strategy: Achieving equal access for disabled people*: DfT's Inclusive Transport Strategy "sets out the Government's plans to make our transport system more inclusive, and to make travel easier for disabled people". This includes an "ambition for disabled people to have the same access to transport as everyone else, and to be able to travel confidently, easily and without extra cost", and a set of

actions to achieve this ambition.¹ TfN's research on TRSE demonstrates that people with disabilities and long-term health conditions are the population group most impacted by TRSE, and the full delivery of the actions set out in the *Inclusive Transport Strategy* will significantly contribute to the reduction of TRSE in the North.

- *Inclusive mobility: A guide to best practice on access to pedestrian and transport infrastructure*: DfT's inclusive mobility guide provides information on "best practice on access to pedestrian and transport infrastructure" for people with disabilities; updating previous guidance in part by drawing on the *Inclusive Transport Strategy*.² Given the extent of exposure to TRSE among people with disabilities and long-term health conditions in the North and the link of this exposure to the design of pedestrian and transport infrastructure, the full implementation of this guidance in new developments would contribute to reductions in TRSE.
- *Gear Change: A bold vision for cycling and walking*: Environments that are dominated by car use and storage contribute to TRSE. This is through the direct barriers that such environments provide to active travel, the impacts on access to public transport, and the car-dependency that this reinforces. DfT's *Gear Change* strategy sets out the need for a "step-change in cycling and walking", and to realise the benefits that cycling and walking can generate for public health, air quality, and climate change.³ *Gear Change* includes a summary of inclusive design principles for cycling and walking, the full implementation of which would have significant benefits for populations affected by TRSE in the North.
- *Cycle Infrastructure Design (LTN 1/20)*: LTN 1/20 provides Local Authorities with a recommended set of design standards for cycling infrastructure. It is "an expectation that local authorities will demonstrate that they have given due considerations to this guidance when designing new cycling schemes and ... when applying for government funding that includes cycle infrastructure".⁴ TfN's research demonstrates that the current conditions and infrastructure available for active travel in many areas of the North limits what is otherwise a practical and highly affordable mode of transport, and contributes to car dependency and forced car ownership. Widespread implementation of cycling infrastructure at LTN 1/20 standards has the potential to reduce transport costs and car dependency in the North, and through this reduce TRSE.
- *Bus Back Better: National Bus Strategy for England*: The combination of widespread declines in the frequency and availability of bus services alongside above-inflation in average bus fares over the last decade is a major driving factor of TRSE in the North. DfT's *National Bus Strategy for England* provides long term funding commitments and strategic direction for bus services outside of London, and highlights how investment in bus services supports multiple government priorities – including access to work and education, decarbonisation, and the reduction of regional inequalities.⁵ This Strategy highlights many of the same challenges with local public transport than TfN's research demonstrates are among the key drivers of TRSE in the North, including fragmentation

¹ [The Inclusive Transport Strategy: Achieving Equal Access for Disabled People](#)

² [Inclusive Mobility. A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure](#)

³ [Gear change: a bold vision for cycling and walking](#)

⁴ [Cycle Infrastructure Design](#)

⁵ [Bus Back Better: National Bus Strategy for England](#)

between operators, inequalities in levels of services between areas and times of day, and the complete loss of services in some rural communities.

- *Bus Service Improvement Plans*: Linked to the *National Bus Strategy for England*, Local Transport Authorities have developed *Bus Service Improvement Plans (BSIPs)*. These plans act on the strategy by setting out how LTAs and bus operators will deliver an “a fully integrated service with simple, multi-modal tickets, more bus priority measures, the same high-quality information for all passengers in more places, and better turn-up-and-go frequencies that keep running into the evenings and at weekends”.⁶ In 2022, DfT awarded funding of £1.1 billion for 31 BSIPs in England. Eight LTAs in the North received some level of funding, and ten had no part of their BSIP funded.
- *Rural Mobility Fund*: The lack of frequent and reliable public transport options in rural communities results in high levels of car dependency, including forced car ownership, and limited or no access to opportunities, key services, and community life for many. In 2021, 17 rural areas – including three in the North – received funding to support the development of business cases to improve rural bus services.
- *The Green Book*: Revisions to the appraisal methodology and process set out in *The Green Book* were undertaken “in response to concerns that the government’s appraisal guidance may mitigate against investment in poorer parts of the UK, and undermine the Government’s aim to “level up” these areas”.⁷ The revisions did not fundamentally change the core methodology, but has led to a greater emphasis on the strategic context of proposals – including the “specific social and economic features of different places”. Given the uneven distribution of TRSE in the North and the link of this issue to local social and economic features, this greater emphasis on strategic context provides significant opportunity for schemes and investment that combat TRSE.
- *Equality Act 2010*: The population and identity groups that are most impacted by TRSE overlap with the Protected Characteristics defined by the Equality Act 2010. This includes disability, sexual orientation, sex, and race. The Act prohibits both direct discrimination and indirect discrimination, and sets out a duty to make adjustments for disabled persons. These provisions are relevant to many of the physical aspects of TRSE, including the design of public transport access points and street environments, and may also be relevant to questions of access to opportunities and key services for different population groups.

Links to other TfN workstreams, positions & strategies

This strategy links to and draws on a number of other TfN workstreams, and to current policy positions and strategies. The key links from inclusive transport to other areas TfN workstreams are as follows:

- *Active Travel Policy Position*: Progress towards a socially inclusive transport system in the North requires significant progress in the quality of infrastructure and conditions for walking, cycling, and wheeling – collectively known as active travel. Car-dominated

⁶ [Bus service improvement plans: guidance to local authorities and bus operators](#)

⁷ [The Green Book Review 2020: Findings and Response](#)

environments, community severance, and high levels of car-dependence contribute to social exclusion through limiting access to opportunities, key services, and community life, limiting access to public transport, and increasing the inequality between those with and without unconstrained access to private transport. TfN's Active Travel Policy Position sets out a number of actions for TfN to support Partners and to work with national government to improve conditions for active travel.

- **Spatial Planning Policy Position:** The manner in which spaces are designed – particularly the extent to which spaces enable active travel and access to public transport or prioritise car access – plays a central role for social inclusion. This is relevant for both the planning of new residential and commercial developments, and to how existing spaces are repurposed and adapted to ensure equality of access and social inclusion. TfN's Spatial Planning Policy Position sets out several actions for TfN to support those involved in the planning process in rebalancing away from car-dominated environments to promote healthier and more liveable places for all.
- **Digital Mobility strategy:** The rollout of digital payment, ticketing, and information technologies in public transport presents significant risks and opportunities for those affected by TRSE. This includes the potential benefits of increased integration between modes, reducing the additional cost burdens on those taking multi-stage and cross-boundary trips, and improving access to real time information at access points. Alongside this, there is the potential that moves towards digital-only payment and information delivery could further exclude those with limited access to smartphones, banking services and internet connections. TfN's Digital Mobility Strategy will set out how the North will deliver digital mobility across areas including mobility ticketing, open data, fares reform, and demand responsive transport.
- **Transport Decarbonisation Strategy:** The extent of car-dependency inherent to the transport system in the North is both a major source of carbon emissions, and a significant contributor to TRSE. This is evident both in the impact of high levels of car use on public transport and active travel, and in the extent of forced car ownership that results from the significant accessibility gap between public transport and car travel. TfN's Transport Decarbonisation Strategy sets out a trajectory to achieve close to net zero carbon emissions from surface transport in the North by 2045, and the level of policy commitment needed to achieve this, including a need to reduce private car vehicle by up to 14% from predicted baseline levels by 2030. The Strategy includes policy recommendations to enable modal shift away from private car use through investment in public transport and active travel, alongside the transition to electric vehicles, as well as a number of activities that TfN can undertake to support this.
- **Clean Mobility Visions:** One of the practical activities, falling out of TfN's Decarbonisation Strategy is Clean Mobility Visions. This activity supports our Partners by developing evidence-based and contextualised policies that enable modal shift away from private car use, helping to visualise both the carbon and wider health and accessibility benefits of doing so. Alongside long-term investment in public transport, this includes a range of more immediate interventions to transform car-focused spaces to enable active travel and access to public transport – such as low traffic neighbourhoods, school streets, and managing levels of car parking.

- Electric vehicle charging infrastructure framework: The transition to electric vehicles is a necessary and critical component of transport decarbonisation. TfN's Electric Vehicle Charging Infrastructure Framework supports this through robust evidence on charging demand and requirements, a comprehensive and consistent regional route map towards an effective and inclusive network, and through reducing investment uncertainty in EV infrastructure. This includes working to ensure that the diverse area types are well served by EV charging provision, and that provision is not only focused in the most commercially viable areas. The EVCI framework capabilities also provide a means to make better assessments regarding the many social and spatial considerations associated with EV charging infrastructure, particularly those impacting the non-EV users.
- Analytical Framework Development: Limitations in how the social impacts of the transport network have been analysed, and the relative weight given to social vs economic impacts in transport appraisal, have contributed to the inequalities evident in the transport system. TfN's Analytical Framework consists of a set of models and analytical tools that analyse the current pan-northern transport network and the impact of transport investments. This implements and expands on DfT's Transport Analysis Guidance, and includes impacts on the road and rail network, on land use, and on decarbonisation. The further development of TfN's Analytical Framework will directly incorporate the measurement of transport-related social exclusion, and through this expand the capacity to provide robust evidence on how specific transport investments impact inclusion.
- Transport, health & wellbeing research: There is a significant degree of overlap between the causes of transport-related social exclusion and the impacts of the transport system on health and wellbeing. This includes the impacts of car-dependency, poor conditions for active travel, a lack of access to key services and community life, and the impacts of community severance. Consequently, TfN's research on transport, health and wellbeing will add to the evidence base on social exclusion, and highlight areas of mutual benefit where transport investment can support both improved social inclusion and improved health and wellbeing
- Northern Powerhouse Independent Economic Review (NPIER): TRSE is fundamentally connected with economic conditions across the North, including access to secure and high-quality employment, the extent of poverty, and where key services are located relative to different population groups and areas. The 2022/23 NPIER will build on the 2016 review, in part by expanding the focus of analysis to include the foundational economy, and by expanding the level of detail in the analysis of where different sectors of the economy are concentrated. This will complement and expand the evidence base on the causes of social exclusion, and outputs from the updated NPIER will be engaged in the further development of the evidence base on TRSE.
- Major Roads Report: The gap between what is accessible to those primarily dependent on active travel and public transport and those with unconstrained access to private transport is central to TRSE in the North. Alongside this, the impacts of community severance caused by road infrastructure is also a significant part of this issue. The 'predict and provide' approach to road planning, in which road development is based on catering for indefinitely increasing demand, is a significant contributory factor to this. TfN's Major Roads Report sets out TfN's vision for the major roads network as

part of a multi-modal transport system. This includes an initial appraisal process to explore alternatives to road expansion to address the challenges faced in different local contexts, actions to identify and reduce the negative externalities associated with road transport, and a focus on integration with local transport networks.

- **Monitoring and Evaluation Framework and Strategy:** The dominance of journey time saving metrics, network efficiency metrics and macro-economic outcomes in transport decision-making is linked to inequalities evident in the transport system in the North and elsewhere. TfN's Monitoring and Evaluation Framework provides a set of indicators that measure a broad range of impacts of the transport system including measures of TRSE. TfN's Monitoring and Evaluation Strategy provides a set of processes for monitoring these impacts at a Pan-Northern scale and ensuring they are considered across TfN decision-making. This enables TfN to transparently track progress towards the objectives set out in the 2019 STP in a way that is balanced across transport system metrics, economic metrics, social impacts, and decarbonisation. TfN will also engage with partner organisations to promote best practice in Monitoring and Evaluation.
- **Strategic Rail:** Rail plays a key part in the integrated and flexible transport network required to reduce levels of TRSE in the North. As part of the development of the 2024 STP, TfN is developing a rail policy that supports access to work, education, and other key destinations, ensures that rail services better reflect changing travel habits following the COVID-19 pandemic, and improves multi-modal integration at stations across the North. Alongside this, TfN contributes to business cases in areas currently poorly served by rail, in which inclusion is an explicit aim, and is working with the Great British Railways Transition Team, Network Rail, and DfT on local integration.
- **Future Travel Scenarios:** TfN has adopted a scenario planning approach to help futureproof decision-making and establish a detailed and holistic representation of TfN's vision. TfN's Future Travel Scenarios represent strategic factors that are external to TfN's direct control and are used as 'reference case' scenarios to test different TfN strategies and policies in terms of their performance against objectives. In exploring economic, social, and environmental interdependences, TfN's approach is aligned to the National Planning Policy Framework and ensures our strategies recognise and address interdependencies with non-transport sectors. There is an important balance to be achieved between improving the North's economic performance, ensuring that transport becomes increasingly sustainable in line with meeting carbon reduction targets, whilst supporting improvements in inclusivity and prosperity.

Actions for TfN

In addition to the workstreams detailed above, TfN will take the following actions:

- **Develop and share evidence on TRSE:** TfN will take a leading role in developing the evidence on the causes, consequences, extent, and distribution of TRSE in the North of England. This will include:
 - Further development of TfN's TRSE data tool to measure the relative risk of TRSE across small areas in the North: TfN's current tool provides LSOA-level analysis of TRSE across England, based on a transport accessibility analysis and population vulnerability analysis with a 2019 base year. Further development of this tool will

consider change between 2015 and 2019, and between 2019 and 2023, once data becomes available. TfN will use this to analyse the key drivers of change in the risk of TRSE over time, including the impacts of the COVID-19 pandemic.

- Validation and refinement of the TRSE data tool: TfN will validate and refine the results of the TRSE data tool by undertaking local area case studies. This will take place through cross-checking the outputs of the tool with outputs from TfN's Analytical Framework, and through additional primary research in selected areas. These case studies will validate and refine the estimates of the risk of TRSE provided through the data tool.
- Further research with primary data gathered from populations affected by TRSE: TfN has gathered a significant body of primary data on the lived experiences of TRSE in a diverse range of areas of the North of England. TfN's report, *Transport-related social exclusion in the North of England*, sets out the major findings from these data. In 2022/23, TfN will conduct further research and analysis using these already collected datasets, in order to maximise the use and value of the contributions gathered from members of the public in areas of the North affected by TRSE. TfN will publish the findings of this further research.
- Integrate TRSE metrics into TfN's Analytical Framework: TfN's Analytical Framework consists of a set of tools and models to analyse the transport network in the North of England, and to appraise the impacts of transport interventions. Currently, TfN's Analytical Framework implements elements of DfT's Transport Analysis Guidance relating to social and distributional impact analysis. Drawing on the data analysis conducted during the TRSE research, and the ongoing development of data tools to measure TRSE, TfN will improve the capacity to measure how a range of transport interventions will impact areas and populations impacted by TRSE.
- Develop minimum public transport service standards: Access to affordable, reliable, and integrated public transport services is central to an inclusive transport system. TfN will use the data resources and other evidence available to develop a set of minimum public transport service standards for a range of area types, that would produce socially inclusive outcomes. This will include rural areas, post-industrial towns, coastal communities, and other area types where the risk of TRSE is relatively high.
- Develop a social inclusion checklist to support business case development: As well as enhancing the appraisal of transport interventions through expanding the Analytical Framework, TfN will develop a social inclusion checklist to support LTAs and other decision-makers in developing schemes that will reduce transport-related social exclusion. This will bring together a set of principles and resources, and provide decision-makers with a checklist that can be implemented early in the scheme development process with minimal additional resources required.
- Improve access to decision-making for population groups affected by TRSE: There is a significant overlap between the socioeconomic and demographic groups that have historically had least access to transport decision-making at all levels, and the population groups that are most affected by TRSE. This includes people with disabilities, those on low incomes and in insecure work, women, older people, and ethnic minority communities. Reflecting this, TfN will increase engagement with

organisations and groups that represent and advocate for these populations, and work to embed this engagement in TfN’s decision-making.

- Identify severance on the Major Roads Network and rail network: The issue of community severance is a direct contributor to TRSE through its impact on access to opportunities, key services, and community life, and an indirect contributor through impacts on access to public transport. However, while these impacts of severance are well documented, tools to measure severance beyond the micro level are currently under-developed. TfN’s *Transport, Health, and Wellbeing in the North of England* research project has developed an initial methodology for measuring severance across a broader geography, and TfN will further develop and share this tool. Development of this tool will enable TfN and LTAs to identify areas of the current Major Roads Network and rail network where there is a significant risk of severance, and to support the development of business cases.

Broader policy themes

TfN has a significant role to play in reducing TRSE in the North and in moving towards a socially inclusive transport system – including through developing and sharing evidence, coordinating across LTAs and other boundaries, and providing statutory advice to government. However, the majority of the policy changes and investment required to achieve a socially inclusive transport system are outside of the control of TfN. The set of solutions to TRSE set out here recognise this broader context, and highlight the ways in which other organisations can act to achieve a more socially inclusive system.

Public transport policy themes

Policy theme	Most relevant to
Levels of investment in local public transport across the North that significantly narrows the gap in access to opportunities, key services, and community life between those primarily dependent on public transport, and those with unconstrained access to private transport. Significant increases in investment in local bus services is a necessary and key part of this, given that those exposed to TRSE are far more likely than the wider population to use buses, and to have little or no alternative to these services when they face disruption.	DfT
Prioritising investment in local public transport – particularly bus services – to areas of the North where there is relatively greater risk of TRSE. This investment should, at a minimum reverse the significant declines in services and real terms increases in fare levels seen in the last decade.	DfT, LTAs
Greater connectivity between neighbourhoods and communities, particularly through the expansion of orbital bus routes that do not require journeys into and out of a central hub. This should address the significant imbalance that is common between routes serving traditional commuter journeys from suburban areas to urban centres, and those serving journeys between neighbourhoods and local centres.	LTAs

<p>Greater connectivity between deprived communities and peripheral employment and service locations, including industrial areas and out of town retail and service centres that are commonly designed around car access. This should address the imbalance that is common between routes serving traditional commuter journeys, and those linking deprived communities with the industrial and service sectors.</p>	<p>LTAs</p>
<p>Acknowledging the key role that active travel routes play in access to public transport, and giving greater priority to those walking, cycling, and wheeling than is currently common across public transport infrastructure. This acknowledges the extent to which car-focused public transport approaches, such as park and ride schemes, can increase the accessibility gap between those with and without access to private transport.</p>	<p>DfT, National Highways, Network Rail, Active Travel England, LTAs</p>
<p>Reallocating road space to give greater priority to public transport, particularly local bus services. This is both to improve the reliability and viability of services in congested areas, and to address the significant gap between car and public transport accessibility common across the North.</p>	<p>National Highways, LTAs</p>
<p>Integrating ticketing, fares, and routing across modes of public transport, and removing the significant additional costs faced by those travelling across local boundaries. This should include efforts to rebalance services between neighbourhood routes and the most commercially lucrative commuter corridors, and to target areas where there is currently a marginal service.</p>	<p>LTAs, operators</p>
<p>Maintaining and improving ways to pay for public transport and access public transport information that do not require a smartphone with internet access. This includes the ability to pay by cash at public transport access points, digital information screens showing live running service information, and up to date printed material.</p>	<p>LTAs, operators</p>
<p>Expanding frequency of services in areas where there is a relatively high level of multi-modal and multi-service journeys, and in areas of poverty and deprivation. This is necessary to reduce the significant disruption that is common where one part of a multi-stage journey is delayed or cancelled.</p>	<p>DfT, LTAs, operators</p>
<p>Improving accessibility to public transport spaces and vehicles to those with physical disabilities, and those with reduced mobility. This should provide equality of access when using public transport and when transitioning between public transport modes, and avoid placing additional burdens on those with disabilities that are not faced by others. This includes improving the quality and quantity of space that is dedicated to those using mobility aids, and improving public transport information.</p>	<p>LTAs, operators</p>
<p>Extending the affordable ticketing options currently available to children and to older people to those on low incomes, people with disabilities and long-term health conditions, and those seeking work. This should mitigate the vicious cycle that is</p>	<p>DfT, LTAs</p>

currently evident between poor access to opportunities with the transport options available, and low income and insecure work.	
Working with population groups that are disproportionately impacted by safety concerns, harassment, and discrimination in public transport spaces to develop practical solutions. Increased staff presence, improved use of lighting, and increasing passenger numbers are all likely to contribute to resolving this issue.	Network Rail, operators, British Transport Police
Expanding the level of consultation, engagement, and access to decision-making power among people with disabilities and long-term health conditions, people with caring responsibilities, young people, women, people on low incomes, and other groups that are disproportionately exposed to TRSE in public transport investment decisions.	DfT, LTAs, operators

Car travel and road investment policy themes

Policy theme	Most relevant to
Placing greater emphasis on the significant gap between public transport and car accessibility when considering road investment priorities, particularly where road investment encourages services and opportunities to locate in peripheral areas that are principally or solely accessible by car.	DfT, National Highways, LTAs
Placing greater emphasis on severance effects for those walking, cycling, and wheeling in road investment decisions, and on the extent to which the expansion of the road network is likely to increase levels of car dependency. This is relevant both to the expansion of existing roads, and the development of new roads.	National Highways, LTAs
The use of underpasses and pedestrian bridges that place significant inconvenience on those walking, cycling, and wheeling in order to increase traffic flow should be avoided. This is particularly significant given the disproportionate impact of such measures on people with disabilities, women, and those with caring responsibilities.	National Highways, LTAs
The rollout of electric vehicle charging infrastructure should reduce rather than reinforce car dependency, and mitigate issues such as pavement parking and additional pavement clutter. Vehicle charging infrastructure that is placed on pavements is likely to have a disproportionate impact on the ability of those with disabilities and those travelling with young children to access public transport and local destinations.	DfT, LTAs
Transport decision-makers should engage the opportunity presented by the broader transition to a net zero carbon transport network to enable modal shift away from private car use, and to close the significant accessibility gap between public and private transport common across the North. This includes transitioning from a 'predict and provide' model of road investment to a 'vision and validate' approach, with social inclusion a core part of that vision.	DfT, National Highways, LTAs

Improving public transport accessibility and active travel conditions, rather than increasing levels of vehicle capacity, should increasingly become the primary means of resolving traffic congestion. This is particularly significant in areas where there are high levels of car dependency, and high risk of TRSE.	LTAs, National Highways
Consider how the relative pricing of different travel choices could more accurately reflect both the direct, but also wider costs of those travel options on society as a whole, including on health and wellbeing and local economies.	DfT
Reviewing and managing levels of on and off street car parking in urban areas in a manner that consistent with reducing car dependency in urban environments. This should be used in combination with investment in public transport and active travel, and incorporate both levels of provision and pricing.	LTAs
Expanding the level of consultation, engagement, and access to decision-making power among people with disabilities and long-term health conditions, people with caring responsibilities, young people, women, people on low incomes, and other groups that are disproportionately exposed to TRSE in road investment decisions.	DfT, National Highways, LTAs

Active travel policy themes

Policy theme	Most relevant to
Reducing the high levels of obstructive pavement parking common across areas of all types. This reflects the disproportionate impacts that pavement parking has on those with disabilities and long-term health conditions, on children and young people, and on those with caring responsibilities.	DfT, LTAs
Increasing the number of pedestrian crossings in areas with a high risk of TRSE, areas surrounding schools and key services, and areas with high traffic flow and speeds. Crossing should be provided on desire lines for those travelling actively, not impose significant waiting times, and provide sufficient time for people with disabilities and limited mobility to cross safely.	LTAs
Reducing the widespread use of national speed limits on rural roads, particularly on roads that connect communities over relatively short distances, and where no space is dedicated to active travel. This reflects the significant barrier that high traffic speeds can pose to active travel under these conditions.	DfT, LTAs
Considering access by walking, cycling, and wheeling as a fundamental part of the design and development of public transport and major road schemes, particularly in areas where there is a high risk of TRSE in combination with high levels of car dependency.	National Highways, Network Rail, Active Travel England, LTAs

<p>Expanding and targeting measures such as dedicated cycling and wheeling infrastructure, low traffic neighbourhoods, 20 MPH zones, and school streets in areas where there is a high risk of TRSE, and in which there are high levels of community severance and car dependency.</p>	<p>Active Travel England, LTAs</p>
<p>Identifying and removing obstacles to active travel such as gates, chicanes, and access barriers that prohibit or obstruct access by those using mobility aids, and which introduce conflict between those walking, cycling, and wheeling.</p>	<p>LTAs, developers</p>
<p>Expanding the level of consultation, engagement, and access to decision-making power among people with disabilities and long-term health conditions, people with caring responsibilities, young people, women, people on low incomes, and other groups that are disproportionately exposed to TRSE in active travel investment decisions.</p>	<p>DfT, LTAs</p>

