TRANSPORT FOR THE
NORTH

Transport for the North
Scrutiny Committee
Agenda

Date of Meeting	Wednesday 14 September 2022
Time of Meeting	11.00 am
Venue	Hilton Leeds City, Neville Street, Leeds, LS1 4BX

Filming and broadcast of the meeting
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Item No.	Agenda Item	Page
1.0	**Welcome & Apologies** The Chair to welcome Members and the public to the meeting. **Lead:** Chair	
2.0	**Declarations of Interest** Members are required to declare any personal, prejudicial or disclosable pecuniary interest they may have relating to items on the agenda and state the nature of such interest. **Lead:** Chair	
3.0	**Minutes of the Previous Meeting** To approve the minutes of the meeting held on 15 June 2022 (including updates on agreed matters as appropriate). **Lead:** Chair	5 - 10
4.0	**Appointment of the Chair and Vice Chairs of the Scrutiny Committee** Members to appoint a Chair and a Majority and Minority	

	Party Vice Chair to the Scrutiny Committee. **Lead:** Manjit Dhillon	
5.0	**Scrutiny Work 2021- 2022** To look at the Committee's work during the 2021-22 Municipal Year. **Lead:** Chair	11 - 14
6.0	**Socially inclusive Transport Strategy** To consider the draft Socially Inclusive Transport Strategy and for the Committee to provide feedback on the set of actions and policy themes raised in the draft Strategy. **Lead:** Tom Jarvis	15 - 60
7.0	**Northern Powerhouse Independent Economic Review (NPIER) Update** To update the Committee on the development of the Northern Powerhouse Independent Economic Review (NPIER) programme, specifically detailing the work on the ongoing refresh element of the programme. **Lead**: Brian Sloan	To Follow
8.0	**Strategic Transport Plan 2 Vision and Objectives** To provide an update on defining the vision, objectives and outcomes required in TfN's second Strategic Transport Plan (STP2). **Lead:** Lucy Jacques	61 - 78
9.0	**Date and Time of Next Meeting** 23 November 2022 11am Consultation Call	

TRANSPORT FOR THE
NORTH

Scrutiny Committee Minutes

Wednesday 15 June 2022
Malmaison Manchester (1-3 Piccadilly, Manchester, England, M1 3AQ)

Present:

Attendee	Local Authority
Cllr Paul Haslam (Chair)	North Yorkshire;
Cllr David O'Hara	Blackpool;
Cllr Rod Fletcher	Cheshire East;
Cllr Andrew Cooper	Cheshire West & Chester;
Cllr Neil Hughes	Cumbria;
Cllr Leo Hammond	East Riding of Yorkshire;
Cllr Rodger Jones	Greater Manchester Combined Authority;
Cllr Rhys Furley	Hull;
Cllr Matthew Salter	Lancashire;
Cllr Oliver Freeston	North East Lincolnshire;
Cllr Stephen Fenton	York;

Officers in Attendance:

Name	Job Title
Martin Tugwell	Chief Executive
Gary Rich	Democratic Services Officer
Rosemary Lyon	Legal and Democratic Services Officer
Lucy Jacques	Acting Head of Policy & Strategy
Tim Foster	Interim Strategy & Programme Director
Paul Kelly	Interim Finance Director
Manjit Dhillon	Senior Solicitor
Caroline Young	Senior Project Manager Rail North Partnership

Item No:	Item

1. Welcome & Apologies

1.1 The Chair welcomed all in attendance and informed Members that the meeting is being streamed live. Apologies were received from Cllr Kaushik, Cllr Johnson, Cllr Wearmouth, Cllr Shorrock and Cllr Davison,

The Chair welcomed new Members Cllr Freeson, Cllr Furley and Cllr Hammond.

2.   Declarations of Interest

2.1   There were no declarations of interest.

3.   Minutes of the Previous Meeting

3.1   The minutes of the meeting held on 10 March 2022 and the Consultation Call on the Freight and Logistics Strategy on 16 March 2022 were considered and their accuracy as a correct record confirmed. The minutes were proposed by Cllr Salter and seconded by Cllr Fenton.

3.2   Cllr Hughes stated that he had sent apologies for the meeting on the freight strategy.

Resolved:

That the minutes of the meeting held on 10 March 2022 be approved as a true and accurate record and that subject to the inclusion of Cllr Hughes apologies for the consultation call on the Freight and Logistics Strategy on 16 March 2022 that these be approved as a true and accurate record.

4.   Budget and Business Plan 2022/23

4.1   Members received the budget and business planning presentation from the Chief Executive and the Finance Director who addressed the key issues within the presentation. The Chief Executive was keen to stress that this year has been unusual due to receiving the funding letter late and having to understand the implications of it. He explained that due to this the report has been brought to the Committee at a later stage than usual.

4.2   Cllr Hughes sought clarification on reserve levels and asked if they had been depleted following the payment of one-off costs.

The Finance Director explained that the one-off costs will be drawn from reserves. He further stated that TfN is comfortable with the current and proposed level of reserves over the next three years.

The Chief Executive added that he wants TfN to be in a position where over a three year period the organisation can maintain and remain within the agreed reserve policy allowing for sustainability over the longer term. The Chief Executive added that, based on a series of planning assumptions, there is anticipated to be a sufficient levels of reserves over the next three years. This could include factoring in any variances arising from changes to budget assumptions.

4.3   Cllr Salter enquired as to what last year's budget would have looked like with the responsibilities of the current financial year. /The Finance Director explained that the position last year would broadly have been the same as this year, however last year there was the ability to mitigate

some of the costs into the Northern Powerhouse Rail (NPR) programme and a higher level of reserves. He explained that the budget represents an appropriate costs base to manage the core activities.

Cllr Salter stated that he was satisfied with the approach being taken but was unsure as to the full ramifications of the loss of resources.

Referring to the funding letter, the Chief Executive explained that the letter set out a slight increase in the core funding from the previous year as well as supplying an increase to undertake any functions relating to the co-sponsor role.

He informed Members that at a recent conference of the seven Sub-national Transport Bodies (STB) the Minister Andrew Stevenson stated that the Ministerial team value the STBs contributions and they are seen as integral to helping the Government with their work.

4.4   Cllr Jones expressed concern with the current situation and questioned the confidence that the Government and Ministers have in TfN. He stated that the Government's actions have weakened the organisation and have centralised the decision making process and have cut Transport for the North out. He suggested that Transport for the North make MPs aware of the strategy that they have for the North and ensure that they have a high profile at the three main political party conferences in the Autumn.

4.5   Cllr Hughes stated that TfN needs to make the case that it is the voice of the North. He expressed concern at the NPR co-sponsorship role and the fragility of the reserves levels in the organisation. He further stated that TfN should look for some quick win projects in order to look proactive.

4.6   Cllr Cooper believes that the biggest challenge for TfN will be retaining staff. He stated that the biggest part of the TfN budget is used on staffing and was concerned as to whether the budget covered any potential inflationary staffing costs and the backdating of these payments once agreed.

The Finance Director stated that provision has been made for pay awards.

4.7   Cllr Fletcher raised the issue of the Integrated Rail Plan, and the fact that it had been costed on 2019 prices. He was concerned that there would not be enough money to cover the work needed to be done with no inflation mechanism in place. He highlighted the scrapping of Goldborne Link and sought clarity as to whether the North had lost the £3 billion earmarked for that work as a result. He requested that TfN lobby Government to increase the amount of money there is available to take into account inflation.

4.8   Cllr Fenton asked if TfN is confident that it has the capacity to continue to tap into the requests of Local Transport Authorities.

4.9   The Chair raised the issue of communication and suggested that a standard communication be provided to Members to take back to their local authorities following Transport for the North Board and other TfN meetings.

The Chair then asked if Transport for North had considered in their plans the need for all Combined Authorities to have powers like Transport for London by 2030.

4.10   In response to the Committees questions and comments the Chief Executive explained that there had been a slight increase in the core grant and his priority is to retain the technical capability and capacity which he believes is the foundation for arguing for the need for further investment in the North. He highlighted the current recovery on rail in the North and explained that TfN have been getting the message out loudly that recovery in the North has been stronger than anywhere else./He reassured the Committee that TfN will be at the party conferences and communications will play an important role. He highlighted the work TfN does with the All-Party Parliamentary Group and supporting MPs and stated that this work will continue.

He highlighted the importance of the NPR co-sponsorship role for TfN as it ensures that the North's views are fed into the process, however as a Statutory Body Transport for the North retains the right to make TfN's formal position known.

Addressing the concerns regarding the cancellation of the Goldborne Link the Chief Executive stated that he expects there to be a conversation about this at Board on 30 June. He explained that TfN should be open to looking at alternatives but only if they achieve the desired outcomes. He explained that work needs to be done together with the Board to highlight what will work in terms of alternatives.

Resolved:
That the presentation be noted.

5.   Strategic Transport Plan Development

5.1   Members received the report and the presentation from the Acting Head of Policy and Strategy.

5.2   Cllr Fenton welcomed the liaison that has taken place with local authorities to date, however expressed concern that only 18 out of the 20 Local Transport Authorities had received one to one sessions and asked for confirmation that the remaining two will be engaged with.

5.3 Cllr Jones suggested that any big government priorities including air quality and pollution as well as climate be linked into everything throughout the document.

5.4 The Chair suggested that a Communications Strategy should be considered as well as requesting that a short term date be set with a suggestion of 2030.

He also highlighted the importance of engaging with the energy networks as if this doesn't take place then TfN will be unaware as to whether they are going to be able to deliver on what is being proposed.

5.5 In response to Members comments and questions the Acting Head of Policy and Strategy explained that meetings had taken place with 19 out of 22 partners and everything possible had been done to try and engage with the other three and all efforts are being made to try and engage with them.

In relation to the comments from Cllr Jones she explained that Government priorities such as Brexit, net zero, Levelling Up, climate change and the Integrated Rail Plan would all be considered. On the question relating to a short term date of 2030, she suggested that this could be something discussed with Board later in the month. She stated that a systems based approach is needed to deliver on STP2 with a wider engagement beyond transport as well as engaging other Government departments and not just the DFT.

5.6 The Interim Strategy and Programme Director explained that TfN needs to be strong on the long term vision and actions to be delivered over next 5-10 years particularly those on carbon. He also stated the need to be clear on the uncertainty being faced post covid on the recovery and the future of travel demand.

5.7 Members expressed their concerns on the scrapping of the Goldborne Link. The Committee believed that TfN should have been advised about this prior to it being published on the website and requested that any consultation and discussion on alternatives be brought back to Scrutiny.

Cllr Fletcher enquired if STP2 will slow down some of the rail projects already underway to resolve the capacity issues that areas of the North are experiencing. He requested assurance that there would be no delays on proposals that are being developed. He also requested that the Committee be kept updated on projects that are about to be started in order that the Committee is aware of what is happening where and when.

5.8 Cllr Hughes stated the need for a reliable transport network in the North, and specifically highlighted the poor health of the rail network. He suggested that the Committee should be scrutinising the failing rail

system in the North and suggested that extra meetings be held in order to do so.

5.9   In summing up Members comments the Chair emphasised the importance of TfN communicating what is going on to Members. He also highlighted the need for the Government to inform TfN of changes to agreed plans before being put on the Website.

5.10   On the issue of the Goldborne Link the Interim Strategy and Programme Director explained that alternatives to it have been muted and until the announcement last week it was in hybrid 2b bill. He stated that the alternatives have not yet been seen and TfN are trying to understand the development of the alternatives and the timescales for delivering them. /He stated that the main priorities are to put the sponsorship arrangements in place how long term outcomes are going to be delivered.

        He then highlighted the opportunities that the creation of GBR will provide by bringing together the thinking around rail infrastructure and services.

        He assured the Committee that the Strategic Transport Plan will be developed alongside all the work that will be done in conjunction with the Department, Network Rail and the GBR Transition Team on making sure existing schemes are delivered and where possible accelerated as well as making the case for the next phase of investment.

5.11   The Chief Executive explained that the Rail North Committee have the issues that the Committee discussed on their agenda. He stated that TfN have been instrumental in advocating the need for the blueprint with the Rail North Committee championing this. He explained that there has been a lot of work going on with the Manchester Recovery Taskforce and this is being reported to the Committee. The Committee were informed of the regular communication that goes out to Rail North Committee Members.

5.12   The Chair requested that the fortnightly communications that are circulated to the Rail North Committee also be sent to Members of the Scrutiny Committee as well.

Resolved:

        1) That the report be noted.
        2) That the Committees comments on the proposed structure for STP2 be noted.
        3) That the Committees comments on the principles outlined in section 4 of the report be noted.

Meeting:	Scrutiny Committee
Subject:	Scrutiny Work 2021/2022
Author:	Gary Rich
Sponsor:	
Meeting Date:	Wednesday 14 September 2022

1. Purpose of the Report:

1.1 To give an overview of the work undertaken by the Transport for the North Scrutiny Committee during the 2021-22 Municipal Year

2. Recommendations:

2.1 For the Committee to note the activity undertaken at Transport for the Scrutiny Committee meetings during the 2021/2022 Municipal Year.

3. Main Issues:

3.1 Appendix 1 of the report lists all the reports that the Transport for the North Board scrutinised during the 2021-2022 Municipal Year.

4. Corporate Considerations

4.1 *Financial Implications*

There are no known financial implications to this report.

4.2 *Resource Implications*

There are no known resource implications to this report.

4.3 *Legal Implications*

There are no known legal implications to this report.

4.4 *Risk Management and Key Issues*

There are no known risk implications to this report.

4.5 *Environmental Implications*

There are no known environmental implications to this report.

4.6 *Equality and Diversity*

There are no known Equality and Diversity issues.

4.7 *Consultations*
No consultation was required.

5. Background Papers

5.1 There are no background papers

6. Appendices

6.1 Appendix 1 – Transport for the North Scrutiny Committee activity list.

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Transport for the North Scrutiny Committee 2021-22

Below is a list of areas that the Transport for the North Scrutiny Committee scrutinised during the 2021-2022 Municipal year.

- Decarbonisation Strategy
- Freight and Logistics Strategy
- Integrated Rail Plan
- Northern Powerhouse Rail
- Strategic Transport Plan Development Programme
- Strategic Transport Plan Policy Development (International Connectivity and Rural Mobility policies)
- Major Roads
- Bus Back Better Strategy
- Northern Digital Mobility Strategy
- Electric Vehicle Infrastructure Framework
- Rail Reform Matters – Responding to the White Paper
- Manchester Recovery Taskforce
- Rail Investment Update
- Rail Reform and Whole Industry Strategic Plan
- Comprehensive Spending Review
- Transport for the North Business Plan and Budget
- Review of the Scrutiny Function

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TRANSPORT FOR THE NORTH

Meeting:	Scrutiny Committee
Subject:	Socially Inclusive Transport Strategy
Author:	Tom Jarvis, Senior Evidence & Analysis Officer
Sponsor:	Tim Foster, Strategy & Programme Director
Meeting Date:	Wednesday 14th September 2022

1.   Purpose of the Report:

1.1   To introduce the draft *Socially Inclusive Transport Strategy* (provided in Appendix 1), and to invite the Scrutiny Committee to consider and provide feedback on the set of actions and policy themes raised in the draft Strategy.

2.   Recommendations:

2.1   That the Scrutiny Committee considers and provides feedback on the draft *Socially Inclusive Transport Strategy*; particularly the set of actions for TfN and the wider policy themes raised in the draft Strategy. TfN have invited Professor Karen Lucas, Professor of Human Geography at the University of Manchester and an expert on transport and social justice, to contribute to the Committee's discussion.

2.2   That the Scrutiny Committee highlight links between the actions and wider policy in the draft Strategy and policies and initiatives planned or underway in their areas.

3.   Main Issues:

Introduction

3.1   The *Socially Inclusive Transport Strategy* is a key component in ensuring that TfN's work contributes to achieving a socially inclusive transport system. This reflects, and builds on, the research on Transport-Related Social Exclusion (TRSE) in the North of England that TfN has conducted over the last 18 months.

Context

3.2   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 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 deprivation. These areas are widely distributed across the North, but are particularly concentrated in manufacturing and mining legacy areas, coastal communities, rural-urban fringes, and in industrial and multi-ethnic communities.

3.3   TfN's research shows that 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. A summary of key findings from TfN's research is given in Appendix 2.

3.4   Given the strength of the evidence on TRSE, and the implications for enabling access to economic and social opportunities for people and communities across the North, TfN has developed a Socially Inclusive Transport Strategy to sit alongside

the Decarbonisation Strategy and NPIER in informing our high-level strategic objectives in the second Strategic Transport Plan currently being developed. The draft Strategy is built around the following key features.

Strategy Purpose and Structure

3.5   The draft *Socially Inclusive Transport Strategy* sets out a baseline of the extent of TRSE in the North (pgs. 5-6 of Appendix 1), and the challenges relevant to this issue in the Northern context (pgs. 7-8 of Appendix 1). It then defines TfN's role in achieving a socially inclusive transport system, drawing on TfN's Strategic Transport Plan, other TfN positions and Strategies, and the wider transport inclusion agenda (pgs. 8-14 of Appendix 1).

Baseline & Monitoring

3.6   TfN's data tool provides a rigorous means of estimating how the risk of TRSE varies across areas and communities in England. TfN will engage this tool to measure progress towards an inclusive transport system, and the impact of the set of actions provided in the draft 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.

(2) The inequality in the proportion of the population living in areas with a high risk of TRSE between the three regions of the North.

(3) The inequality in the proportion of the population living in areas with a high risk of TRSE between the North and the rest of England.

Actions for TfN

3.7   The proposed set of actions for TfN are set out on pgs. 14-16 of Appendix 1. These actions focus on the further development of the evidence base on TRSE in the North, the integration of TRSE metrics into TfN's Analytical Framework, the development of minimum public transport service standards that are consistent with social inclusion, the development of a social inclusion checklist to support business case development, the improvement of access to decision-making for population groups affected by TRSE, and the development of tools to better identify severance on the Major Road network and rail network.

Broader Policy Themes

3.8   While there is a significant role for TfN to play in enabling an inclusive transport system, the draft Strategy acknowledges that the majority of the policy changes and investment required to achieve this will need to be delivered in a place by its partner(s). Reflecting this, the draft Strategy sets out the ways in which other organisations – including Local Authorities, DfT, National Highways, Active Travel England, and Network Rail - can act to achieve a more socially inclusive system (pgs. 16-20 of Appendix 1). The draft Strategy highlights both the nature of these actions, and the organisations most relevant to each, spanning public transport, active travel, and road transport.

Next steps

3.9   It is intended that this Strategy is submitted to TfN Board for approval in September. This will be followed by a brief public consultation in the autumn, after which the Strategy will be finalised and published.

4.   Corporate Considerations:

Financial Implications

4.1   The actions required in 2022/23 are to be addressed within the approved budget. Any resources of expenditure for 2023/24 will be considered as part of the budget and business planning process for that year.

Resource Implications

4.2   The actions for TfN proposed in the draft Strategy have resource implications that will require consideration in business planning for 2023/24. These relate predominantly to ensure the necessary capacity within the Research & Economics and TAME teams to implement additional research and analytical requirements.

Legal Implications

4.3   There are no apparent legal implications arising from this report.

Risk Management and Key Issues

4.4   There are no apparent risk implications arising from this report

Environmental Implications

4.5   This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for SEA or EIA. All proposed public transport 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   This Strategy strongly supports the requirement for a fair transition to a low carbon transport network as a fundamental pillar of TfN's Decarbonisation Strategy.

Equality and Diversity

4.7   There are no apparent equality and diversity implications arising from this report.

Consultations

4.8   Following TfN Board in September, it is intended that a light touch consultation process is undertaken with members of the public and with stakeholders relevant to inclusive transport in the North of England context. The final publication will draw on feedback

5.   Background Papers

5.1   None

6.   Appendices

6.1   Appendix 1: Draft Socially Inclusive Transport Strategy

6.2   Appendix 2: Summary of research findings

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

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

a) TRSE   Transport-related social exclusion
b) NPIER   Northern Powerhouse Independent Economic Review

Socially inclusive transport strategy

Draft Four

TRANSPORT FOR THE
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Development stages & governance

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

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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.

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- 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.

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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.

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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**
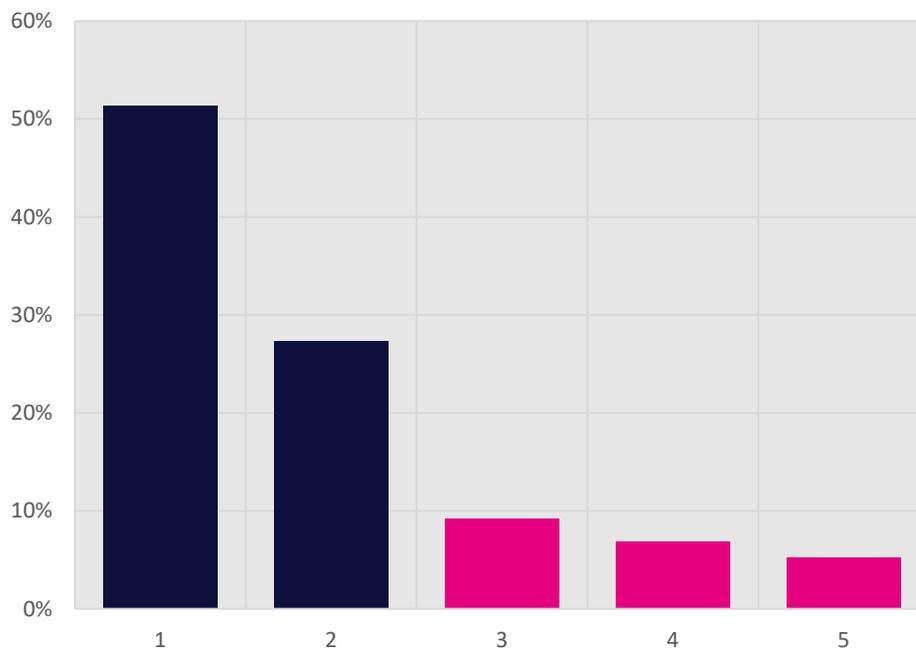
Table One: Population of the North by TRSE Risk Category

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

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

Category 3   Category 4   Category 5

	Category 3	Category 4	Category 5
North West	8.2%	5.2%	3.8%
Yorkshire and The Humber	9.4%	7.3%	5.1%
North East	11.7%	10.5%	9.3%
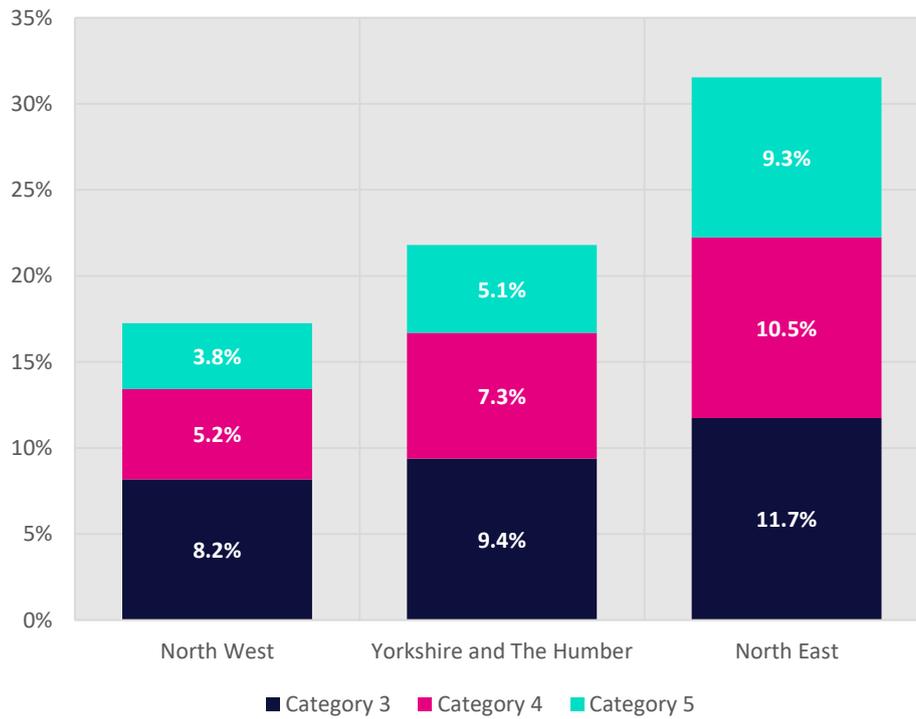
Graph Three: % of the population of the North of England and the rest of England by selected TRSE Risk Categories

Category 3   Category 4   Category 5

	Category 3	Category 4	Category 5
Rest of England	7.8%	5.0%	3.3%
North of England	9.2%	6.9%	5.2%

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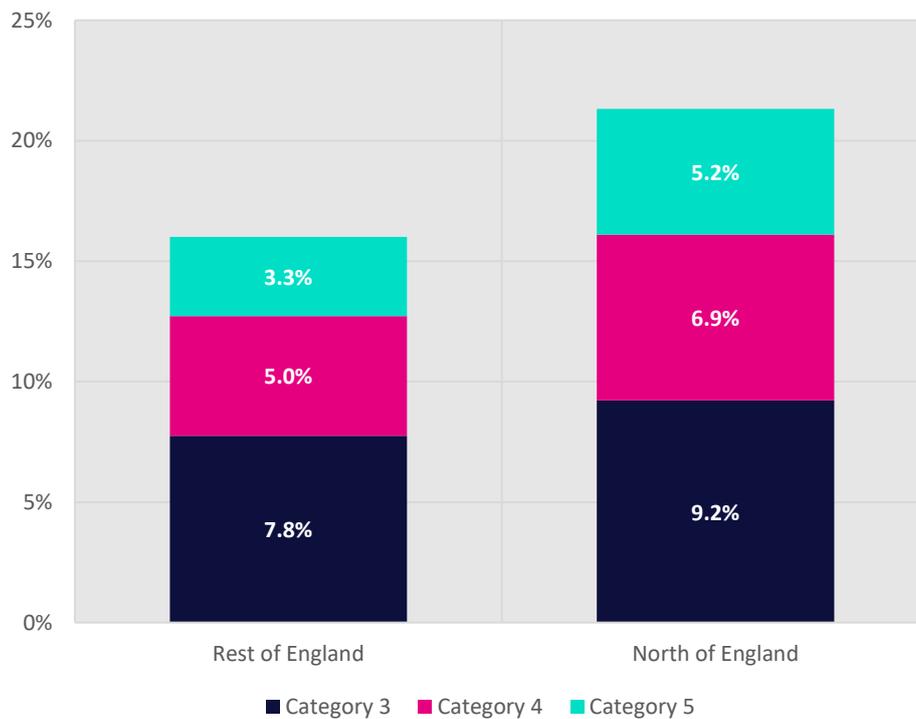
Challenges

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.

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- 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

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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

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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

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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

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[6] Bus service improvement plans: guidance to local authorities and bus operators
[7] The Green Book Review 2020: Findings and Response

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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.

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- 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

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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

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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

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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

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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.	LTAs
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.	DfT, National Highways, Network Rail, Active Travel England, LTAs
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.	National Highways, LTAs
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.	LTAs, operators
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.	LTAs, operators
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.	DfT, LTAs, operators
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.	LTAs, operators
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	DfT, LTAs

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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 a 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

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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

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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.	Active Travel England, LTAs
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.	LTAs, developers
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.	DfT, LTAs

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Transport-related social exclusion in the North of England

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Summary and key findings

Background and methods: This report sets out the causes, consequences, and extent of transport-related social exclusion (TRSE) in the North of England. This draws on primary research undertaken with over 3,000 members of the public, stakeholders, and experts across areas of the North, and on a data tool that measures the risk of TRSE across England. This tool combines accessibility analysis with a range of socioeconomic and demographic indicators to provide a systematic comparison of the risk of TRSE.

Defining TRSE: TRSE means being unable to access opportunities, key services, and community life as much as needed, and facing major obstacles in everyday life through the wider impacts of having to travel to access key destinations. These wider impacts include the cost and time entailed in using the transport system, and the impacts of stress and anxiety linked with using the transport system. Together, these impacts can contribute to a vicious cycle of poverty, isolation, and poor access to basic services.

Causes: 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 are compelled to have access to a car, despite the costs of car access causing them significant hardship.

Extent and distribution: The data analysis presented in this report estimates that 3.3 million people in the North live in areas where there is a high risk of TRSE. These are areas in which there is poor access to key destinations by public transport, high levels of car dependency, and significant vulnerability to social exclusion. These areas are widely distributed across the North, but are particularly concentrated in manufacturing and mining legacy areas, in rural-urban fringes, in smaller cities and towns, and in coastal communities. On average, those in the North are more at risk of TRSE than those in the rest of England, with 23.3% of those in the North living in high risk areas, compared with 16% of those in the South and Midlands.

Population impacts: TRSE has a disproportionate effect on people with disabilities and long-term health conditions, people with caring responsibilities, and those on low incomes and in insecure work. Underlying this are physical accessibility and cost constraints, transport planning and routing decisions that prioritise commuter corridors, and increased exposure to fragmentation and unreliability. Differences in exposure to TRSE are also evident based on age, gender, ethnicity, and sexuality, with TRSE reflecting and reinforcing wider patterns of social and economic inequality.

Solutions: Reducing the level of TRSE in the North and the disproportionate impacts faced by specific population groups requires significant investment in local public transport services. These services should be integrated across boundaries and modes, and provide a viable and reliable access to opportunities, key services, and community life for those travelling outside of peak periods and core commuter routes. This, along with transforming car-dominated environments to enable active travel, should support a context in which having unconstrained access to a car is not a prerequisite for social inclusion.

A vicious cycle of transport issues and social exclusion

This report describes a vicious cycle of transport issues and social exclusion in the North of England. This cycle combines aspects of the societal context, the nature of the transport system, and the disproportionate impacts of these issues on specific population groups and geographical areas. The key elements of this cycle are:

A societal context of

Poverty, multiple deprivation, and income inequality.
Inequalities relating to disability, gender, caring, ethnicity, and LGBTQ identities.

Alongside a transport system that features

Car-dominated environments with poor conditions for walking, cycling, and wheeling.
Fragmented, infrequent, and unreliable public transport services.
High costs of public transport, particularly for multi-mode and cross-boundary trips.

The combination of which leads to

A large gap in access to opportunities, key services, and community life between those with unconstrained car access, and those relying on public transport and active travel

Alongside

High levels of car dependency, including forced car ownership.

Which results in social exclusion through

Limited access to opportunities, key services, and community life for those reliant on public transport and active travel.

Alongside the wider impacts of

Using the transport system for key journeys causing significant stress and anxiety.
The money spent on transport causing significant financial hardship.
The time spent travelling for key journeys crowding out leisure & recreation.

Which reinforces and leads back to

Poverty, multiple deprivation, and income inequality.
Inequalities relating to disability, gender, caring, ethnicity, and LGBTQ identities.
Transport and spatial planning that prioritise car use.

Principles of a socially inclusive transport system

The following principles bring together key aspects of the evidence on the causes, extent, and consequences of TRSE in the North of England, and how this evidence can be translated into practical steps towards a socially inclusive transport system.

One: 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 should be available across the diverse place and population contexts of the North.

Two: 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.

Three: 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 costs and complexities.

Four: 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.

Five: 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.

Six: 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.

Seven: 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.

Eight: 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.

Shared experiences of TRSE

This report demonstrates how the range of issues with the transport system in the North have widespread and fundamental impacts on the everyday life, and are a cause of social exclusion. As well as quantitative data, this conclusion is supported by qualitative evidence of the lived experiences of TRSE across diverse population groups and area types. Below are five illustrative examples of the ways that TRSE is experienced. Each example combines the experiences of several of those who participated in the qualitative research.

Rob

Rob is in his early 20s, and lives in a small town in the North East. He has struggled to hold down regular work since leaving school, and while he has a driving licence, he cannot afford to own and run a car. Since COVID-19 restrictions eased, he has been looking for work in hotels and restaurants, most of which are a few miles away on the coast. While he has found a few vacancies, with the bus services available it is impossible for him to make it in time for early morning shifts or to make it back from many late evening shifts, and this is proving a major barrier to him finding work. He has lost work before after bus cancellations caused him to repeatedly run late for his shifts, and knows that with the insecure work available to him, there is a risk he could end up paying the bus fare only to find there is no work available if he is late.

Lakshmi

Lakshmi lives in a suburb of a city in Yorkshire, with her husband and two-year-old son. She is the main carer for her mother, who lives on the other side of the city. Her husband commutes in their car, so she balances her caring responsibilities using public transport most of the time. Her mother's house is only a few miles away, but getting there requires a bus to the city centre and then a tram out, with a typical wait of 20 minutes in between. It should only be a five-minute walk to the bus stop, but there are more and more cars parked on the pavement, and it can take a long time to safely cross the main road to her stop when she has the pushchair. Because of this, she often ends up leaving 15 minutes before the bus is due, to avoid missing her connection. This extra time really adds up, and she has recently had to give up her part time job to make these journeys work. She also has to buy two return tickets to complete the journey – one for the tram and another for the bus – which with the drop in her income is putting major pressure on her finances.

Mahomed

Mahomed lives in a town in the North West, and works on an industrial estate on the outskirts of the town. He starts work at 7AM, and with the public transport options in the area he has no option but to drive to work. His car recently failed an MOT, and while he was able to borrow a car from a friend while his car was off the road, the cost of the repairs have caused him major financial hardship. He had to cut down on his food shop and fall behind on bill payments to get his car back on the road, and knows he will have to do the same again when the insurance is up for renewal. He can walk to see friends and family nearby, and only really uses his car for travelling to work, but it is almost impossible for him to lead an active social and community life with the money he has left after paying for his car.

June

June has lived all of her life in a rural village in the North West, and is in her 80s. Her husband has recently had to enter residential care after being diagnosed with dementia, and as her eyesight has worsened, she has reluctantly given up driving. She uses a community transport service to visit her husband, and has her shopping delivered, but she feels increasingly isolated from friends in the area. The bus service in her village only operates one return journey to the nearby town per day, and there are no connecting services out to other areas that she can use and still get the return bus home. She can afford to take a taxi some of the time, and uses these for hospital appointments, but her fixed income means this is not an option for most trips she would like to take. She is also finding the walk to the bus stop in her village increasingly difficult, as part of this involves crossing an unlit rural road with national speed limit, and no pavement on one side. Because of this, she does not feel able to use the bus during winter months.

Katie

Katie lives in a suburb of a city in Yorkshire. She has a progressive health condition which limits her mobility, and has recently started using a wheelchair. Katie moved to her neighbourhood because it was close to local shops and services, as well as to a regular rail route, but she feels increasingly isolated. Cars parked on the pavement, increasing amounts of traffic on the roads, and a lack of safe pedestrian crossings in her area means that she is unable to access local services in her wheelchair – even though the distance itself is manageable. Her local rail station is wheelchair accessible, but many of the stations she would like to travel to are not, and the requirement to book assistance well in advance restricts her from using rail at short notice. She has also faced anti-social behaviour from other passengers when travelling by rail, particularly when she has attempted to use the designated wheelchair space at busy times, and the lack of staff available while travelling makes her feel vulnerable. This stress and anxiety add to her feelings of isolation.

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Socially Inclusive Transport Strategy

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Background

The two dimensions of *transport-related social exclusion* (TRSE):

— **(1)** Limited access to key destinations; work, education, services & community life.

— **(2)** The consequences of the required level of transport use; cost, stress, and time.

Reinforcing & reflecting wider social inequalities: disability, income & caring

A vicious cycle of TRSE

Poor active travel conditions in car-dominated environments

Fragmented, unreliable & unaffordable public transport

High levels of car dependency and forced car ownership

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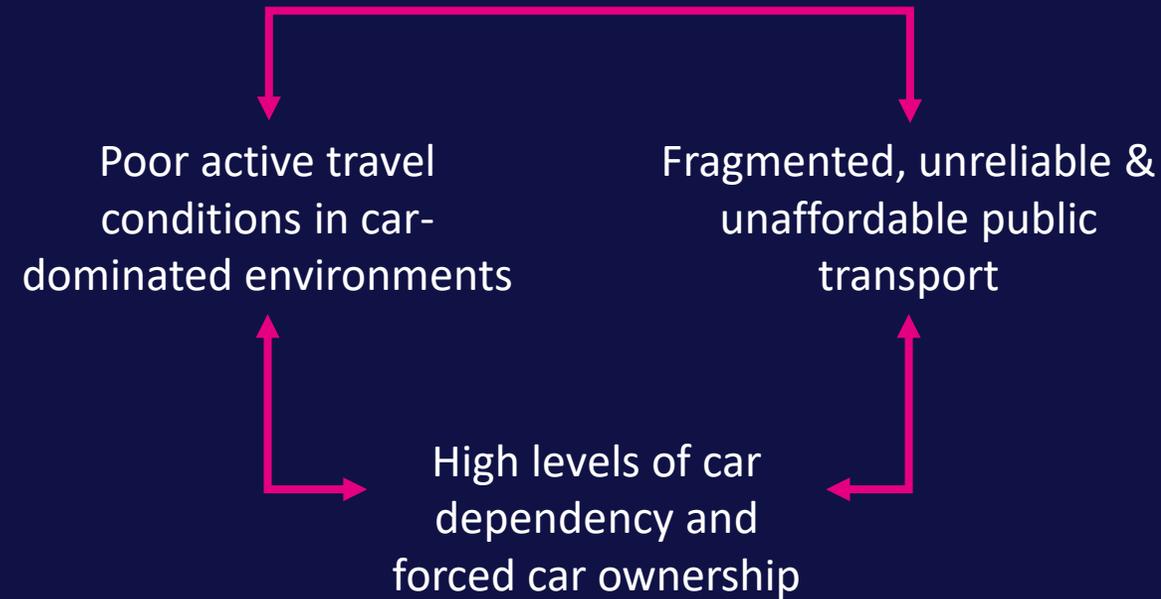
Spatial variations

Local Authority District	% at high risk
Hyndburn	74.0%
Hartlepool	66.0%
Blackpool	66.0%
Redcar and Cleveland	64.0%
Copeland	62.0%
Scarborough	61.0%
South Tyneside	55.0%
Barnsley	53.0%
County Durham	53.0%
Rossendale	52.0%
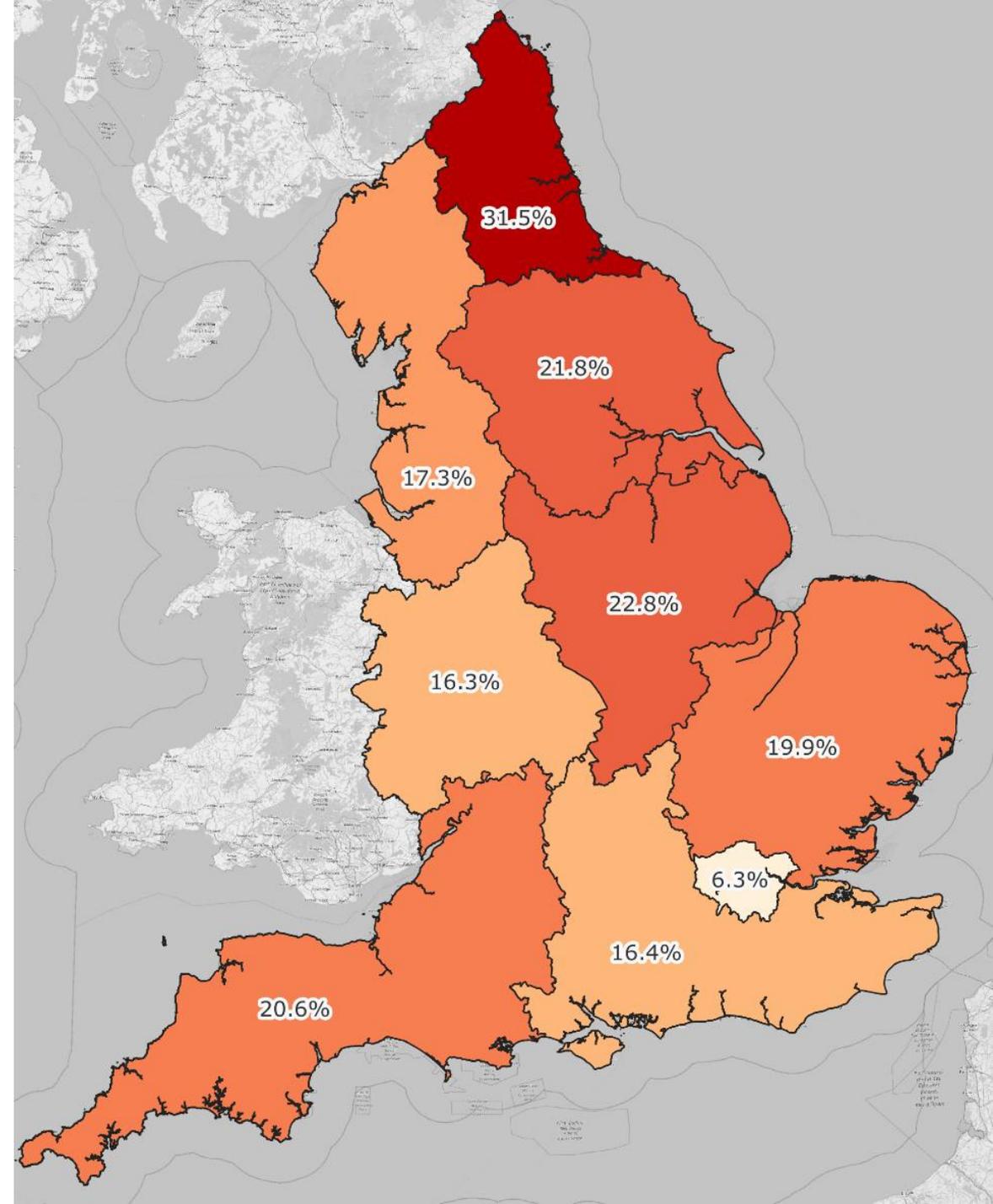
Spatial variations

- 3.3 million people (21.3%) in high risk areas across the North; 16% elsewhere in England.

- Concentrations in rural town & urban fringes; and cities & towns in sparse settings.

- Mining & manufacturing legacy; industrial multi-ethnic communities, coastal areas

% of rural & urban LSOAs with a high risk of TRSE (categories 3-5)

Legend: North of England, Rest of England

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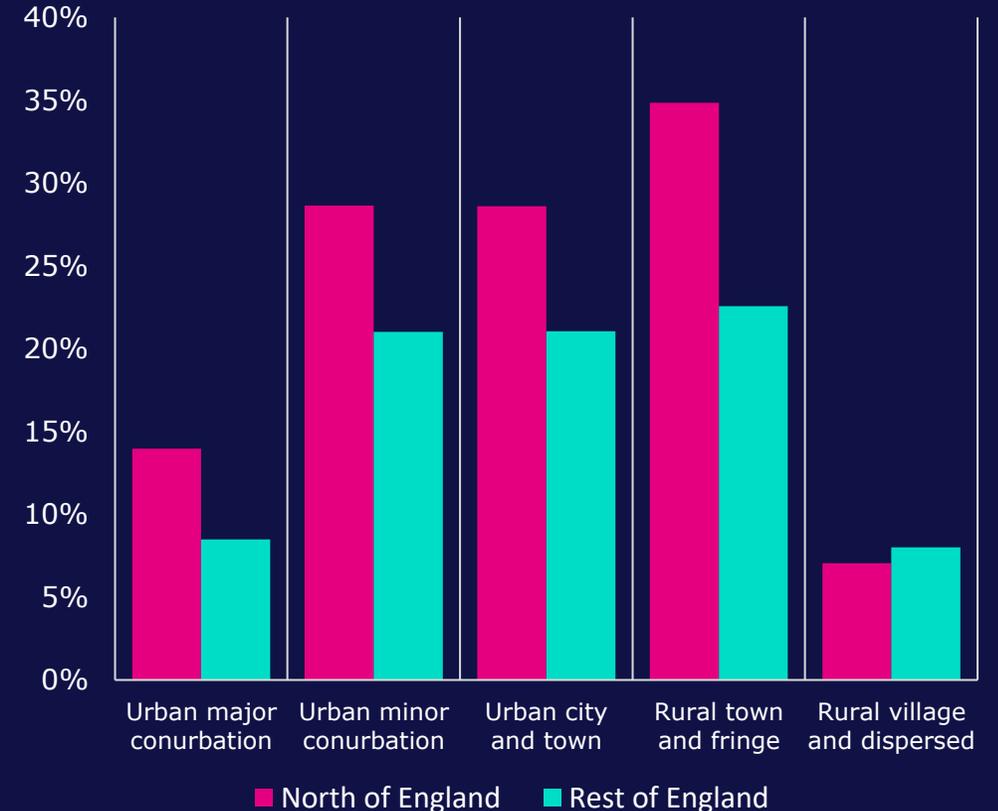
Current context

Rising inflation and declining real income levels	Impacts and aftermath of COVID-19	Extreme weather events linked to climate change	Increasing levels of electric vehicle uptake
Higher impact of transport costs on household finances	Fear of using public transport due to perceived risk	Disproportionate impacts on public transport	Lower per mile costs for early adopters of electric vehicles
Higher consequences of disruption for work journeys	Pressure on public finances, incl. public transport spending	Pressure on public finances, incl. public transport spending	Increased severance and poorer conditions for active travel

Higher risk of TRSE in the North, and greater consequences for those affected

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Strategy response

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Strategy structure

- Context & baseline

- Challenges & links to the broader policy context

- Actions for TfN & a set of broader policies for other organisations

Strategy structure

Challenges

TfN's role

Broader policies

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Challenges

— Scope of change and investment required to make progress

— Links to multiple policy areas, transport modes, and stakeholders

— Addressing car dominance & car dependency

— Complex relationship with transport decarbonisation

Strategy structure

Challenges

TfN's role

Broader policies

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TfN's role

- Developing the evidence, incl. monitoring TRSE across England

- Integrating inclusion metrics into TfN's Analytical Framework

- Minimum public transport service standards in different contexts

- Social inclusion checklist to support business cases

Strategy structure

Challenges

TfN's role

Broader policies

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Broader policies

Public transport

— Cost, coverage, integration, safety & accessibility

— Particular significance of bus connectivity

Active travel

— Infrastructure, local access & spatial planning

Strategy structure

Challenges

TfN's role

Broader policies

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Broader policies

Car travel

— Addressing car dependency & forced car ownership

— Reducing severance & accessibility challenges

— Transforming car-dominated environments

Strategy structure

Challenges

TfN's role

Broader policies

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Meeting:	Scrutiny Committee
Subject:	Strategic Transport Plan Vision & Objectives
Author:	Lucy Jacques, Acting Head of Policy and Strategy
Sponsor:	Tim Foster, Interim Strategy and Programme Director
Meeting Date:	Wednesday 14 September 2022

1. Purpose of the Report:

1.1 Update on defining the vision, objectives and outcomes required in TfN's second Strategic Transport Plan (STP2). The Committee meeting will be an opportunity to discuss draft proposals before the Partnership Board discussion on the 29 September.

2. Recommendations:

2.1 The Committee is asked to note progress as set out in this paper and accompanying slides.

2.2 The Committee is also asked to review and comment on the principles outlined in Section 4 of this report regarding TfN's Monitoring & Evaluation Strategy.

3. Main Issues:

3.1 TfN has a statutory duty to produce a Strategic Transport Plan on behalf of the North of England. The first Strategic Transport Plan was adopted by the TfN Board in Feb 2019. In September 2021, TfN Board agreed that TfN should commence work on a new programme of work to revise and update the Strategic Transport Plan (STP2) and seek adoption of the new plan no later than Spring 2024. The Board has now agreed the overall structure and principles behind STP2 and will agree the vision, objectives and structure of the STP in December 2022.

3.2 The adoption of the STP in 2019 was a major milestone for TfN and the STP continues to provide a powerful articulation of the North's vision and ambition to transform connectivity for the benefit of both people and business. The next STP will need to match the vision and ambition of the original Plan, but now incorporating the very significant development work undertaken since 2019 and with a recognition of the new context and challenges facing the transport network.

3.3 In June 2022, TfN Board agreed the structure for STP2 and the principle that STP2 needs to ensure it is outcome focused, building from our original STP objectives but making them SMART - Specific, Measurable, Achievable, Relevant and Time Bound. The STP objectives have been reviewed and work undertaken to identify appropriate targets, trajectories or KPI's that would make them more meaningful and would allow us to monitor progress over time and revaluate our policies and actions as required.

3.4 The Partnership Board will hold an initial discussion at the end of September before the Board agrees the final vision and objectives for the new STP in December.

Officers are seeking early input from this Committee, and the annex to this paper sets out the detail of work to date.

4.0 Progress in developing the new vision and objectives

4.1 The annexes to this paper set out the progress officers have made to date in developing a single vision for the North's transport network, to be supported by three strategic ambitions:

- Rapid decarbonisation of the transport network by 2045 (as agreed in the TfN Decarbonisation strategy adopted by the Board in November 2021);
- Reducing transport related social exclusion (defined in the inclusive transport strategy being discussed by TfN Board in September); and
- Transforming economic performance (as defined by the Northern Powerhouse Independent Economic Review currently being updated).

4.2 Given the scale of ambition and the long-term nature of our vision, for STP2 we need to strike a balance between a really clear set of headline long term objectives with targets and trajectories but also a robust set of multi-modal metrics for measuring progress in the shorter and medium term (year on year and between STPs).

4.3 For each strategic ambition there are a number of sub themes which together represent relevant aspects of the objective and an overview of the best current available metrics that will allow appropriate analysis, monitoring, and evaluation of performance. While the metrics proposed are already a fundamental part of the TfN modelling suite this exercise will be the first time the Board will agree specific targets and trajectories for TfN to monitor as part of the implementation of the STP.

4.4 Our approach, defined in the TfN Monitoring & Evaluation (M&E) Strategy, breaks these down into three clearly defined categories.

Headline metrics – these [18] metrics would be linked to the 3 strategic ambitions of STP2, should be ambitious, long term and transformative and have concrete targets and trajectories. They must be methodologically robust as these will be the highest profile, public facing objectives for TfN that will drive TfN's strategic focus.

Core metrics - these [30-40] metrics provide the key evidence required to monitor the road and rail networks 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. Above all they must be set and calibrated as a single set of targets to work holistically towards the overall outcomes required.

Supplementary metrics - These metrics provide supporting evidence to understand the wider context of the transport system beyond TfN's direct remit the wider context of places, the economy and environment. The links between TfN's own work and these metrics is less direct and less clearly evidenced.

4.5 We are also proposing a series of further activities to ensure we have a system that works and can drive progress towards the ambitious outcomes TfN is seeking, we will also:

- Publish the M&E strategy, once finalised, and embed that approach in our wider workstreams.
- Set interim milestone targets (eg to 2030) so we can ensure we make progress and understand the trajectory.
- Develop an annual action plan to monitor progress and be clear about respective accountabilities for delivery at national, regional and local level.
- Undertake a full assessment and recalibration of strategic ambitions and metrics each time the STP is updated (on a five yearly cycle).

5.0   Corporate Considerations

Financial Implications

5.1   No direct financial implications of these recommendations beyond resource implications noted below. However, TfN's ability to undertake this work in full will be subject to its 2022/23 funding allocation and the 2022/23 business planning process.

Resource Implications

5.2   There are potential human resource implications associated with the preparation of STP2, namely ensuring adequate resources within TfN to prepare the plan as per our agreed timeline. These have already been fully considered and will align to TfN's overall financial position post-CSR and the outcomes of the business and budget planning process for FY2022/23.

Legal Implications

5.3   The statutory obligations on TfN under the Local Transport Act 2008 as amended by Cities and Local Government Devolution Act 2016 in preparation of the STP will be kept under review to ensure the STP is legally sound and complies with the legal requirements.

Risk Management and Key Issues

5.4   This paper does not require a risk assessment. TfN's Corporate Risk Register includes risks associated to the continual embedment of the 2019 Strategic Transport Plan (STP). TfN will undertake a risk assessment during the development of the new STP.

Environmental Implications

5.5   To accompany STP2 we will be revising our existing Integrated Sustainability Appraisal (ISA), the extent to which changes to the existing ISA may be required will depend on how fundamentally different the revised STP2 is from our current one, as such a full review will be undertaken in due course supported by external expertise.

Equality and Diversity

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

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

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

6.0   Appendices

6.1   Appendix 1 – Draft STP2 Vision & Objectives Slide deck

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

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

a) STP2   Second Strategic Transport Plan
b) SMART   Specific, Measurable, Achievable, Relevant and Time Bound
c) M&E   Monitoring & Evaluation

STP2 Vision & Objectives

Scrutiny Committee - 14th September 2022

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STP2 Vision & Objectives chapter

Project Description	**Revisit** original STP vision and objectives and **test whether they remain relevant or need to be amended** to reflect where we are now. Undertake supplementary work to **ensure STP2 is outcomes focused** and aligns to the requirements of the revised green book i.e., **SMART** objectives.
Outputs and Deliverables	Advice to TfN Board in December, seeking agreement to: ✓ Pan northern vision for STP2 ✓ Strategic Ambitions (outcomes) that support the vision ✓ Headline objectives and associated targets under each strategic ambition. ✓ Priorities for further analytical development needed to support the STP2 programme and its ongoing monitoring and evaluation.
Purpose of SC session	➤ Brief SC on development of STP2 Vision & Objectives to date. ➤ Seek feedback on our proposed vision, strategic ambitions & headline metrics.

LTA feedback on STP1 Vision & Objectives

Keep

- ✓ 'A thriving North of England'
- ✓ Objectives 1, 2 and 3 feel right in their ambition but need to be added to / amended to be more specific about outcomes.
- ✓ Reference to integration – we need multi modal journeys to be as seamless as possible

Remove

- **Objective 4** ("promoting and enhancing the built environment") no longer represents the correct focus for the plan and is too vague. Replace with more specific objective on decarbonisation.

Add

Page 65:

- Specific objective/s referencing carbon reduction green house gas emissions, air quality, electrification of road and rail linked to decarbonisation.
- Add objective on improving connectivity by rail
- Objective on increasing sustainable travel (mode shift)
- Need to be stronger on multi modal journeys, encouraging mode shift to more sustainable modes and supporting tourism / leisure sectors.
- Consider whether anything can be added on behavioral change required, environmental resilience, affordability of transport, and safety.
- Place based approach to be more explicit in vision.

Revise

- The vision needs to be broadened out to increase emphasis on inclusion for all communities and places, environment and health as well as economic growth.
- In vision what do we mean by "world class"? What are we benchmarking against?
- Revisit the order of priorities in the vision and objectives.
- **Objective 2** needs to reflect the relationship between enhanced connectivity and increased productivity.
- **Objective 3** needs to also consider the Transport Related Social Exclusion evidence base and be more specific on how we minimize that.
- Can uncertainty be added into the existing objectives somehow? Future is uncertain and we may all need to be agile (using TfN's future travel scenarios)
- Objectives need to be specific, measurable and time bound to make them more meaningful.

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Strategy Hierarchy for STP2

Vision — Where we want to be

Strategic Ambitions — Outcomes linked to vision

Headline & Core Objectives — What we need to achieve to get there (SMART)

Trade offs — Between each objective

Annual action plan — Planned actions to achieve outcomes

Performance Measures — Indicators of success (KPI's)

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DRAFT STP2 Vision & Strategic Ambitions

DRAFT VISION

By 2050 the North of England will be a thriving, socially inclusive region where our communities, businesses and places all benefit from sustainable economic growth. Enabled through a zero emission, integrated, safe and sustainable transport system.

DRAFT STRATEGIC AMBITIONS (and supporting strategy)

AMBITION	*Rapid decarbonisation of surface transport (TfN Decarbonisation Strategy)*
AMBITION	*Reducing transport related social exclusion (TfN Inclusive Transport Strategy)*
AMBITION	*Transforming economic performance (Northern Powerhouse Independent Economic Review)*

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STP2 Objectives - Headline Metrics

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Objective Setting

3 Core categories with clearly defined differences;

Headline metrics - should be ambitious, long term and transformative and have **SMART targets and trajectories**. They must be methodologically robust as **highest profile, public facing objectives** that will drive TfN's strategic focus. **Objectives will be set for 2050, but with interim 2030 objectives wherever possible.**

Core metrics - provide the 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**. 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.

Supplementary metrics - provide **supporting evidence to understand the wider context** of the transport system and wider context. The Theory of Change between TfN's own work and these metrics is not as robust and monitoring these is a lower strategic priority**.**

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Rapid Decarbonisation of surface Transport

Impact	Target	Action
Eliminate surface transport CO2 emissions	Reduce surface transport CO2 emissions from 25 million tonnes in 2018 to near zero by 2045	
Modal shift to public transport and active travel	Share of trips made by public transport increases from 8% to 15%, and active modes from 29% to 36%, by 2045	Further analysis by place typology and journey type
Modal shift to public transport and active travel	Share of miles travelled by public transport increases at pace to meet TfN's decarbonisation targets, reaching xx% by 2045	Further analysis to set a target linked to refresh of Future Travel Scenarios
Modal shift to public transport and active travel	Zero overall increase in travel demand on the road network by private car to 2045	
Freight modal shift to rail	Double rail's share of freight carried to 12% by 2050	Further targets to be set for alternative fuelling for HGVs and LGVs once analysis is complete
Roll-out of EV charging infrastructure	Uptake of public EV charging points at scale and pace across the North to support TfN's regional decarbonisation trajectory to 2045, starting by increasing to 70,700 by 2030	Build link between target and delivery into existing EVCI Tool

Rapid Decarbonisation of Surface Transport

Impact	Target	Actions
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 achieved before 2018	Work with TOCs and DfT to inform shorter term interim targets
Reduce population exposure to air pollution from transport	Eliminate paths on the North's Major Road Network exceeding WHO Nitrogen Dioxide exposure limits by 2045	Enhanced analysis of air pollution monitoring data
Reduce population exposure to air pollution from transport	Reduce Air Quality Management Areas in the North from 139 to zero by 2045 by bringing air quality within legal limits	

TRANSPORT FOR THE NORTH

Reduced Transport Related Social Exclusion

| Impact	Target	Action
Lower proportion of the populated affected by transport related social exclusion	Eliminate the gap (currently 2.7%) between the North's population at high risk of TRSE compared to the rest of England outside of London	Continue to develop multi-modal accessibility tools
Lower proportion of the populated 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 (currently 10.2% for North East and 0.5% for Yorkshire and Humber)	
Improved safety of the transport network	Vision zero: reduce the population killed and seriously injured in traffic incidents from 7239 in 2019 to zero by 2050	Enhanced analysis of local data from Road Safety Foundation
Improved physical accessibility of the transport network	All stations in the North to meet TfN's desired accessibility standards by 2050 (currently at 53% of required level)	Collect data for a comparison with TfN's existing baseline analysis

The level of risk of TRSE in specific local areas is determined by a combination of a transport accessibility and deprivation. It takes into account a wide range of factors including accessibility to employment, health services, schools, car ownership, and deprivation based on the Indices of Multiple Deprivation

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Transforming Economic Performance

Impact	Target	Action
Integrating the North's labour market	37% of the North's population can access 500,000 jobs by rail by 2050, up from 27% in 2018	Figure may change based on ongoing analysis linked to NPR network
Integrating the North's labour market	Xx% of the North's population can access 100,000 jobs by rail by 2050, up from xx% in 2018	Figure to be determined based on ongoing analysis linked to NPR network
Improved economic productivity	Productivity gap between the North and the rest of England average (excluding London) closes by 2050, following the TfN trajectory	Delivered as part of the Northern Powerhouse Independent Economic Review (by December 2022)
Improved journey time reliability of the road network	Minimise proportion of the North's Major Road Network with significantly increase peak weekday journey times by 2050	
Improved journey time reliability of the road network	Minimise the proportion of the North's Major Road Network with significantly increased weekend journey times by 2050	

Headline Objectives – linkages and gaps
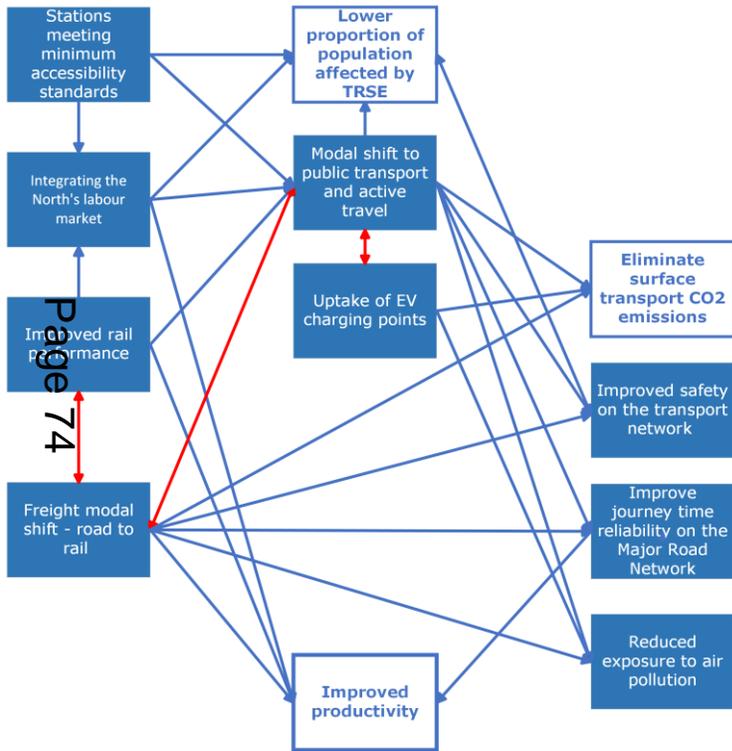
Potential gaps in headline objectives	Comment
Safety	Included in new headline objective on road casualties
Affordability	Will be considered through ongoing development of Social Inclusion Strategy
Financial sustainability of transport network	Difficult to define an appropriate metric – consider alongside Funding Strategy
Digitalisation	Scope to include as a core metric but further work to define more clearly
Multi-modal integration	Will be considered as part of enhanced accessibility analysis
Environmental resilience of infrastructure	Would require significant programme of analysis to understand adequately. Continue to consider as part of Integrated Sustainability Appraisal.
Embodied carbon	
Biodiversity net gain	

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Next Steps

Internal & External Engagement	➢ Partnership Board – 29/09/2022
Further Work	➢ SC confirmation of headline metrics, priorities and any available resources for those with data challenges. ➢ Refinement of targets for each headline metric with internal teams. ➢ Refinement to governance paper and vision and objectives document.

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