



# **Tyne & Wear Integrated Transport Authority - Scrutiny Committee**

---

**Meeting to be held: South Shields Town Hall  
on Thursday 12 January 2012 at 1.00 pm**

**Membership: Cllr D Tate, Cllr N Padgett, Cllr M Graham, Cllr T Graham, Cllr I Preston,  
Cllr G Pattison, Cllr L Birkenfield, Cllr M Green, Cllr R Porthouse Cllr B Watters**

**Contact Officer: Lynn Camsell (0191) 211 6146 [lynn.camsell@newcastle.gov.uk](mailto:lynn.camsell@newcastle.gov.uk)**

**ITA papers are available on the ITA website at [www.twita.gov.uk](http://www.twita.gov.uk)**

**Members are reminded to sign the attendance list**

---

**Page**

- 1. Welcome and Introductions**
- 2. Apologies for Absence**
- 3. Declarations of Interest of Council Members, Co-opted Members or Officers to be discussed at the meeting**

(If any Member has a personal/prejudicial interest please complete the appropriate form and hand this to the Democratic Services Officer before leaving the meeting. A blank form can be obtained from the DSO at the meeting).

Members are reminded to verbally declare their interest and the nature of it and, if prejudicial, leave where appropriate at the point of the meeting when the item is to be discussed

## **Key Items**

- 4. Local Employment Opportunities Afforded by Major Works** **1 - 8**  
Report by the Clerk of the Authority / Director General of Nexus
- 5. Priority Lanes** **9 - 18**  
Report by the Joint Transport Steering Group

- 6. Outcomes from the McNulty Review** **19 - 24**  
Report by The Clerk of the Authority / Director General of Nexus
- 7. North East Smart Ticketing Initiative** **25 - 26**  
Report by The Clerk of the Authority / Director General of Nexus  
Presentation from Nexus

### **Information Items**

- (a) **Minutes of the ITA Scrutiny Committee held on 13 October 2011** **27 - 34**  
  
Please note that this item will include the position on Quality Bus Contracts; this issue will be considered by the Scrutiny Committee at a later date.
- (b) **Work Programme**

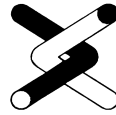
### **8. Date and time of Next Meeting**

The next meeting will be held on Thursday 12 April 2012, 1.00pm at Gateshead Civic Centre.

---

**NOTE: Under the Local Government (Access to Information) Act 1985 members of the public have a right to inspect any non-confidential background papers used in the production of a non-confidential report to the Authority. Requests for information should be made to the Department originating the report.**

---



## Tyne and Wear Integrated Transport Authority Scrutiny Committee

---

**TITLE:** Date: 12<sup>th</sup> January 2012

**REPORT TITLE:** Major Works & Employment Opportunities

**REPORT OF** THE CLERK OF THE AUTHORITY / DIRECTOR GENERAL OF NEXUS

**Reasons for confidentiality:** not confidential

**District Implications:** all districts

---

### 1. Summary / Purpose of Report

- 1.1 The purpose of this report is to provide Scrutiny Committee with information about employment opportunities afforded by major transport infrastructure works such as the Metro: all change reinvigoration process.

### 2. Recommendations

- 2.1
- a) To note the employment opportunities afforded by major transport infrastructure projects such as Metro reinvigoration,
  - b) To note that Nexus' apprenticeship and graduate trainee schemes are also being used to help ensure the development and retention of specific skills and experience within the area's transport sector, and
  - c) To note that Nexus is involved in an initiative to explore the possibility of establishing a Rail Academy in the North East.

### 3. Introduction / Background

- 3.1 At the committee's meeting on 13<sup>th</sup> October 2011, when considering an update on progress with regard to Major Transport Schemes, discussion took place on the subject of the extent to which local employment opportunities are afforded by major transport infrastructure investments such as Metro: all change. Discussion also covered the need for apprenticeships to ensure essential skills rail and

engineering skills are developed and retained the area.

#### 4. **Metro: all change**

- 4.1 The reinvigoration project is based on a long-term Asset Renewal Plan: currently in the second year of Phase 2, scheduled to last 11 years up to 2021. This major capital investment of £385 million will help to ensure the operation of Metro into the future, with the related employment of about 600 people: around 200 in Nexus Rail carrying out the maintenance of the track, structures and related railway infrastructure and 400 at DBTW Ltd. in the provision of day to day operational train and station services.
- 4.2 During its first eighteen months, the reinvigoration project has been delivered through a variety of framework contracts which were let for different asset categories e.g. track renewal work, station refurbishment etc. following competitive tendering as required by national legislation and EU directives. So far, work undertaken across different asset categories has involved six contractors: BAM Nuttall, Balfour Beatty Civil Engineering, Morgan Sindall, Balfour Beatty Rail, May Gurney and Volker Rail.
- 4.3 Three of these contractors already had established bases in the area, two with offices in Newcastle and one in Durham, (BAM Nuttall, Balfour Beatty Civil Engineering and Morgan Sindall respectively). The majority of staff and sub-contractors they have deployed to carry out Metro ARP work reside in the area.
- 4.4 For example BAM Nuttall has employed 72 operatives/trades specifically for the Metro ARP projects, and of their peak requirement for 88 staff to be deployed, 83 were local to the region. Balfour Beatty Civil Engineering's office employs 78 staff, all local people, and draws directly on this pool for Metro ARP projects. Morgan Sindall's office employs 70 regionally based staff: up to a third on Metro ARP specific work.
- 4.5 Those contractors who did not have an established office in the region (Balfour Beatty Rail, May Gurney and Volker Rail) also rely on the employment of local people to help carry out their work. Balfour Beatty Rail has deployed 240 people on site at peak work demand of whom 70 (30%) were local to the North East. May Gurney have 17 employees working directly on Metro ARP projects: 9 are new starters who were recruited specifically as a result of the contract award. In the case of Volker Rail, 72% of their Metro ARP contract work has been carried out by staff based in the region.
- 4.6 Based on experience to date, as Phase 2 of the reinvigoration project progresses, it should sustain the opportunity for continued employment and the development of local specialist skills. Longer term, by having a pool of skills available locally, this should also assist the next stage of the reinvigoration process: Phase 3 is scheduled to commence in 2021.

## 5 Nexus Rail Advanced Engineering Apprenticeships

5.1 Nexus Rail currently employs four apprentices who all commenced employment in September 2011. To meet projected manpower planning requirements four more apprentices will be appointed in September 2012. Notification of the recruitment process has commenced: the opportunities being offered are currently advertised with a closing date for applications of 1st June 2012. Three years in duration, the programme is designed to equip each apprentice with the skills and experience necessary to become a Maintenance Engineering Technician in one of the following specialisms: Track, Signalling, Over Head Line, Electrification & Plant, or Telecoms.

5.2 The first year is spent in residential training located at Europe's largest specialist engineering training centre, HMS Sultan at Gosport where the courses are provided by Babcock Training Ltd. The second and third years of the programme are spent at Nexus Rail working with experienced maintenance teams with short stays back at Gosport. A comprehensive description of Nexus' advanced engineering apprenticeship scheme is available on the website: a short briefing on the old and new apprenticeship schemes is attached at appendix A.

In this connection the Metro Concessionaire, DBTW Ltd. employs four apprentices, and is currently reviewing manpower planning requirements to assess whether recruitment for a 2012 intake is needed.

## 6 North East Rail Academy Proposals

6.1 Nexus is part of an initiative to examine the possibility of establishing a Rail Academy in the North East. Gateshead College is taking the lead on a feasibility assessment and business plan preparation and a project team is established. A work plan for assessing demand and feasibility has been developed, involving discussions with potential operators, service providers, contractors and sub-contractors. Subsequently, once the likely demand for particular types of training is known, discussions will be held with potential providers.

6.2 This market analysis has commenced, with interviews and email surveys taking place. A review of possible sites has also commenced. Dedicated facilities will be required for certain types of training. The project team is visiting HMS Sultan on 20th December 2011. Initial discussions have been held with BIS and DfT to consider possible funding routes. A meeting is being arranged with key stakeholders for January 2012 to discuss the findings of the feasibility analysis, and potential ways forward.

## 7 Nexus Graduate Trainees

7.1 Nexus currently employs 7 Graduate Trainees each working through an individually tailored two year programme of assigned secondments. The assignments are tailored to equip the individual with both general and specific skills and experience for the job they will be doing at the end of their training, linked to succession planning requirements.

- 7.2 Nexus is looking to appoint 3 more Graduate Trainees in the 2012 intake. Graduates are being sought either from engineering disciplines or a business/commercial background. Notification of the recruitment process has commenced with a closing date for applications of 15<sup>th</sup> June 2012. Again comprehensive details are posted on the website.
- 7.3 The first appointments were in September 2008 with annual recruitment since then. The scheme has been very successful, and all the trainees so far have completed their programme and continue to work for Nexus (see table below). It should be noted many of these jobs have links, directly or indirectly, to the Metro: all change reinvigoration project.

### Graduate Trainees

Year	Programme	Post Graduate Qualification	Present Position
2008	Finance	Fully Qualified CIPFA	Assistant Accountant (Capital)
2008	Business/ Commercial	MSc Transport and Business Management	Project Officer (NESTI)
2008	Engineer	MSc Professional Engineering	Project Manager (E&M)
2008	Engineer	MSc Professional Engineering	Project Engineer (T&G)
2009	Civil Engineer	NB MSc integral to 1 <sup>st</sup> degree	Rail Contract Manager
2009	Civil Engineer	NB MSc integral to 1 <sup>st</sup> degree	Project Manager (C&A)
2009	Civil Engineer	NB MSc integral to 1 <sup>st</sup> degree	Building & Structures Engineer
2009	Business/ Commercial	MSc Transport and Business Management	Rules Officer – Rule Book Project (FTC)
2010	Engineer	Studying for MSc Professional Engineering	Project Engineer [Offer Made]
2010	Engineer	Studying for MSc Professional Engineering	Graduate Programme 2 <sup>nd</sup> Year
2010	Business/ Commercial	MSc Transport and Business Management	Graduate Programme 2 <sup>nd</sup> Year
2010	Business/ Commercial	MSc Transport and Business Management	Graduate Programme 2 <sup>nd</sup> Year
2011	Engineer	MSc Professional Engineering	Graduate Programme 1 <sup>st</sup> Year
2011	Business/ Commercial	Studying for MSc Transport and Business Management	Graduate Programme 1 <sup>st</sup> Year
2011	Business/ Commercial	MSc Transport and Business Management	Graduate Programme 1 <sup>st</sup> Year

8. **Further comments by the:**

- **Clerk** (if any);
- **Treasurer** (if any);
- **Legal Advisor** (if any);
- **Director General** (if any).

9 **Background Papers**

9.1 Nexus 2012 Advanced Engineering Apprenticeship Scheme

<http://www.nexus.org.uk/recruitment/nexus-2011-advanced-engineering-apprenticeship-scheme>

Nexus 2012 Graduate Trainee Scheme

<http://www.nexus.org.uk/recruitment/graduate-trainee-3-x-positions-0>

10 **Contact Officer (s)**

10.1 Graham Robinson, Nexus, 0191 203 3296

## Apprentice Training

### Old Programme (up to 2010)

Historically the provision of Apprenticeships by Nexus was centred around, and driven by, Gosforth Depot. These apprenticeships were of a 'traditional category', covering skill areas such as Electrical and Mechanical Fitting; Plumbing; Bricklaying and Coach Paining.

Former apprentice training content and framework was more aligned to Engineering Manufacture. The training providers, their training centres and the further education support were all established for the manufacturing industry with no real focus for the railways and the type of engineering this requires.

Apprentice trainees had to follow a knowledge based certificate such as a BTEC. This is studied through day release, one day per week over the duration of the apprentice training programme. This is a major problem for Managers / Supervisors in a 24/7 Industry trying to plan and manage maintenance teams, shift rota's and work scheduling while always ensuring the apprentice availability for college.

### The New Apprentice Programme (2011 onwards)

The New Advanced Engineering Apprenticeship Scheme has been developed to build a really successful career for those working in the Rail Industry. This programme is run over three years and is totally focused and organised to accommodate 24/7 organisations. Not only do the trainees benefit from a bespoke rail engineering programme, but consecutively there is a full personal development programme providing a firm foundation for future railway engineers.

Participating in this programme, apprentices spend their first year residential at the Network Rail Training Centre based at HMS Sultan, Europe's largest engineering training facility located in Gosport. Their second and third years of training are then spent on location at Nexus Rail, with the apprentice available to fall in line with any work scheduling with unrestricted availability for 24/7 shift patterns working as part of an experienced team in their chosen specialism.

From the very beginning, apprentices learn about the very high safety standards critical in everyday life within the Rail Industry equipping apprentices with the skills and experience to become Engineering Technicians. Positive indicators for the new programme include:

- Level 3 NVQ in Railway Engineering
- ILM Level 3 certificate in first line management
- Well established Training Organisation
- Bespoke to the Railway Industry
- Personal Development is a key feature of the programme
- BTEC in year one, removing day release allowing the trainees to work shift patterns relevant to a 24/7 organisation
- Minimum internal administration requirements can be comfortably accommodated within the MDM's role.
- In Year 2 & 3 trainees are eligible to work shifts
- In Year 2 & 3 no trainee restricted access to the railway
- Apprentice completing training in 3 years





This page is intentionally left blank



## Tyne and Wear Integrated Transport Authority Scrutiny Committee

---

**Date: 12 January 2012**

**TITLE: PRIORITY LANES IN TYNE AND WEAR**

**REPORT OF JOINT TRANSPORT STEERING GROUP**

**Reasons for confidentiality: Not confidential**

**District Implications: All**

---

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

1.1 The report sets out to ITA Scrutiny Committee Members on the position that the ITA has adopted regarding Priority Lanes in Tyne and Wear.

### **2. Recommendations**

2.1 Members are asked to note the report and provide any feedback.

### **3. Background**

3.1 The development of Priority Lanes across Tyne and Wear has been the subject of debate and discussion amongst officers and Members for a while. The standardisation of priority lanes had been an issue for Tyne and Wear partners for a few years. The issue of priority lanes has been highlighted through discussions regarding the Tyne and Wear City Region Multi Area Agreement (2008) and the second Tyne and Wear Local Transport Plan (2006) and subsequent policy discussions across the partners.

3.2 Some of the issues that historically proved difficult to resolve included:

- the requirement that all priority lanes operate 24 hour - at all times (whilst accepting that specific exemptions may occasionally apply)
- monitoring and enforcement
- the need to take into account local circumstances such as economic and

traffic conditions

#### 4. The Way Forward

4.1 The ITA, in September 2010, agreed to the following approach to priority lanes across Tyne and Wear:

- That all new priority lanes operate on a 12 hour period (7am – 7pm), noting that there are cases where a priority measure has to operate for 24 hours.
- That there should be two standard types of priority lane –
  - Bus Lanes (with all the permitted variants) the default option for new priority lanes
  - No Car Lanes
  - Where new priority lanes along a particular length of road are introduced, partners will seek to ensure they are consistent with existing provision.

Each local authority will retain autonomy to determine the need for exemptions from the default position. However, they will discuss the need for the exception with the ITA prior to implementation. A consistent approach between partners will be informed by reference to agreed protocols and guidelines relating to time of operation vehicle type, and introduction of No Car Lanes.

4.2 Attached to this report are some guidance notes that have been prepared to help explain the position outlined by the ITA. Appendix 1 sets out the hours of operation of the priority lanes. Appendix 2 addresses the permitted use of bus lanes. The main elements are set out below.

4.3 Vehicle classes permitted to use a bus lane include pedal cycles, motor cycles, taxis, private hire vehicles, goods vehicles, and Dial-A-Ride services for disabled people, although it is not usual for all these classes to be included. Each district will retain autonomy to determine the need for exemptions to their bus lane orders to permit certain other vehicles to use the facility.

4.4 In Tyne and Wear:

Pedal cycle protocol is that cyclists are allowed within bus lanes unless it can be shown that the provision is not required due to the existence of other facilities or that it would be unsafe to do so, which has been indicated in a safety/cycle audit.

Motorcycle protocol is that Bus Lanes should be at least the minimum preferred width of 4 metres or more, wherever possible, to allow motorcycles to use the lane without forcing either vehicle to encroach into the general traffic lane

Taxi protocol is that, where their average occupancy in any particular area is higher than other vehicles during periods the bus lane is in force, it may be

---

**NOTE: Under the Local Government (Access to Information) Act 1985 members of the public have a right to inspect any non-confidential background papers used in the production of a non-confidential report to the Authority. Requests for information should be made to the Department originating the report.**

appropriate to allow them to use bus lanes

Private Hire Vehicles (PHVs) are not generally allowed to use bus lanes as, unlike a Taxi, they may not be readily identified for enforcement purposes. A number of authorities have been authorised by the Department for Transport to allow PHVs into their bus lanes as 'authorised vehicles'; we have been investigating the implications of seeking such authorisation in Tyne and Wear. However national guidance has recently been issued which permits PHVs to use bus lanes.

Goods Vehicle protocol would, if justified, lead to the creation of a No-Car Lane and the use of a 'No-Car Lane' sign following agreement of the DfT in respect of the experimental order and signing required.

Tyne and Wear protocol for Coaches is that coaches will be allowed in the bus lane unless it can be shown that the provision is not required or that it would be unsafe to do so which has been indicated in a safety audit.

4.5 A guidance note on how 'no car lanes' can be developed and implemented has been prepared on behalf of the partners by Newcastle City Council and is set out in Appendix 3.

**5. Further comments by the:**

- **Clerk** (if any);
- **Treasurer** (if any);
- **Legal Advisor** (if any);
- **Director General** (if any).

**6.. Contact Officer (s)**

6.1 Nick Clennett, Chair of the Joint Transport Steering Group, 0191 433 2526  
Ian Gibson, Traffic Planning Manager, Gateshead Council, 0191 433 3100

**7. Background Papers**

7.1 ITA Committee Meeting, 27 May, 2010  
ITA Committee Meeting, September 2010

## Appendix 1

### Priority Lanes – Hours of Operation

The implications and issues relating to the imposition of 7 to 7 operation hour operation and the alternative of 24 hour operation are set down below for consideration.

#### 7am to 7pm Operation

- It is likely that fewer exemptions from 7am to 7pm operation would be sought when compared with a 24 hour operational standard
- A more flexible and accessible approach allows additional parking facility to be provided during the evening
- 7 to 7 operation allows the full width of the road to be used when traffic flows within the lanes would otherwise be light.

#### 24 Hour Operation

- A clear and unequivocal message which is readily understood would be presented to road users.
- There would be a safer environment for cyclists as the priority lane would remain in place at all times.
- Contra flow bus lanes, bus gates and bus only streets are required to be 24 hour operation. The establishment of 24 hour operation results in a more consistent approach.
- 24 hour operation allows easier integration with bus gates and signalised exits from priority lanes..
- 24 hour operation continues to restrict use of the full width of a road even at times when traffic flows within the lanes would otherwise be light and there are arguably no operational or strategic reasons for maintaining a restriction. Conversely of course the full width of the road is not needed at times when traffic flows are light.

#### General

- Loading will normally be banned although there may be occasions where it needs to be allowed, such as off peak loading facility in certain areas.
- It is acknowledged that 'one size does not fit all' and exemptions to a standard approach will be permitted subject to adherence to an agreed protocol.

## Appendix 2

### Bus Lane Exemption Protocol

#### Tyne and Wear standard priority lane

Within Tyne & Wear it has been agreed that all lanes will operate for 12 hours (7am – 7pm) or 24 hours and that cycles and taxis may also be permitted to use bus lanes.

#### Exemptions

Each district will retain autonomy to determine the need for exemptions to their bus lane orders to permit certain other vehicles to use the facility. A consistent and defensible approach will be taken however with reference to the content of this protocol.

#### Use of bus lanes by other vehicles

It may be appropriate to permit other classes of vehicle to use a bus lane. Issues which should be considered in this context include:

- Road Safety
- The operation of the bus lane, including potential delays to buses
- Delays to other traffic
- The legality of the definition of the vehicle class
- Enforcement
- Any impact on modal split

Vehicle classes which may be permitted to use a bus lane include pedal cycles, motor cycles, taxis, private hire vehicles, goods vehicles, and Dial-A-Ride services for disabled people, although it is not usual for all these classes to be included.

#### Pedal cycles

Pedal cyclists are allowed to use with-flow bus lanes because they are more likely to be involved in an accident if required to ride in the main traffic lane with buses passing on their nearside. The Government is encouraging authorities to make special provision for cyclists and if there are no cycle lanes or tracks on a suitable alignment the presumption is that cyclists will be allowed in the bus lane unless there is a very good reason for excluding them. The signing should accommodate this.

*Pedal cycle protocol for Tyne and Wear is that cyclists are allowed within bus lanes unless it can be shown that the provision is not required due to the existence of other facilities or that it would be unsafe to do so, which has been indicated in a safety/cycle audit.*

### Motorcycles

Motorcycles can be allowed to use bus lanes but the Highway Authority must make a request for special authorisation, to use signs to diagrams NP 958.4 and 959.4. Requests need to be sent to the Traffic Signs Policy Branch, with a copy to the relevant Government Office. The application letter should describe the location and extent of the relevant bus lanes.

*Motorcycle protocol for Tyne and Wear is that Bus Lanes should be at least the minimum preferred width of 4 metres or more, wherever possible, to allow motorcycles to use the lane without forcing either vehicle to encroach into the general traffic lane. A narrow bus lane with high bus flow rate increases this problem. The introduction of motorcyclists into such a bus lane could make the situation worse and increase the possibility of a motorcyclist moving into the general traffic lane to pass a bus, thus increasing the potential for conflict. Frequent bus stops can encourage last minute lane-changing by motorcyclists, resulting in a potential conflict with moving traffic in the general traffic lane. An assessment of bus stop positions should be carried out if this is a problem. Consideration should be given to bus stop lay bys and the potential conflict caused by some bus drivers pulling out of these without seeing a vehicle in the bus lane.*

### Taxis

Taxis are an important part of the public transport system.

*Taxi protocol for Tyne and Wear is that, where their average occupancy in any particular area is higher than other vehicles during periods the bus lane is in force, it may be appropriate to allow them to use bus lanes.*

### Private Hire Vehicles

Private Hire Vehicles (PHVs) are not generally allowed to use bus lanes as, unlike a Taxi, they may not be readily identified for enforcement purposes. A number of authorities have been authorised by the Department for Transport to allow PHVs into their bus lanes as 'authorised vehicles. We have been investigating the implications of seeking such authorisation in Tyne and Wear. However national guidance has recently been issued which permits PHVs to use bus lanes.

### Goods Vehicles

Goods vehicles carrying high-value goods, or goods which are important to the national economy, could, it is agreed, benefit from using bus lanes. However, the value of time of an average goods vehicle is no higher than that of other traffic, and the benefits to goods vehicles of using a bus lane are thus likely to be offset by delays to other traffic. There are, of course, some types of time-sensitive traffic where a case for priority could be made, but these would be almost impossible to identify clearly for signing and enforcement purposes.

---

**NOTE: Under the Local Government (Access to Information) Act 1985 members of the public have a right to inspect any non-confidential background papers used in the production of a non-confidential report to the Authority. Requests for information should be made to the Department originating the report.**



In some situations, where bus flows are too low to justify a lane exclusively for buses it may be that a combined bus and heavy goods vehicle lane would be worthwhile. In such circumstances introduction of the alternative 'No-Car Lane' option would be the preferred way forward.

*Goods Vehicle protocol for Tyne and Wear would, if justified, lead to the creation of a No-Car Lane and the use of a 'No-Car Lane' sign following agreement of the DfT in respect of the experimental order and signing required.*

### Dial-A-Ride

Dial-A-Ride Services for Disabled People are provided in some areas using mini-buses where seats have been removed (or not fitted) in order to accommodate wheelchair users.

*The protocol for Tyne and Wear for this type of vehicle is that, while some of these vehicles will not fall within the definition of a bus because they do not have enough seats, they should be permitted to use with-flow bus lanes if they can be defined adequately in the Order and recognised for enforcement purposes.*

### Coaches

Coaches are generally allowed within bus lanes as they provide an important long distance sustainable transport mode.

*Tyne and Wear protocol for Coaches is that coaches will be allowed in the bus lane unless it can be shown that the provision is not required or that it would be unsafe to do so which has been indicated in a safety audit.*

### High Occupancy Vehicles

High Occupancy Vehicles (HOVs) carrying, say, three or more occupants have been provided with special lanes on freeways in the United States; in most locations there are grade-separated junctions and no frontage access. A limited number of lanes have been introduced into the UK including the M62/M606 between Leeds and Bradford.

The merits of introduction are briefly discussed in the DfT's Local Transport Note 1/97. It is stated therein that 'HOV lanes have generally been most successful where they have been constructed as an additional traffic lane, rather than reallocating an existing lane. The main advantage obtained from HOV lanes in the USA has been that they have encouraged car sharing by people who previously travelled by car alone, thus reducing the total amount of traffic. In the UK an HOV lane may encourage the rather different result of a switch to car sharing by public transport passengers. A clear understanding of the definition of an HOV and easy recognition of such a vehicle would be essential for enforcement purposes.'

There is concern that, during peak periods, the presence of HOVs may cause problems for bus operation and may result in an average increase in delay for

commuters. The implications of introduction of an HOV lane should be rigorously assessed prior to any introduction.

*HOV Tyne and Wear protocol is that, while there can be no general case for allowing HOVs to use bus lanes, there may be special situations where an HOV lane would be warranted. A comprehensive justification should be prepared in this circumstance and a policy on how such vehicles would be identified to allow enforcement would need to be agreed by all the Highway Authorities and Northumbria Police.*

## Appendix 3

### No Car Lane Guidance Note

#### Synopsis

This guidance note is intended for those Local Authorities considering the introduction of No Car Lanes as a means of prioritizing traffic movements on their Public Highways. It will provide some background to the development of this type of Priority Lane, the mechanisms for their introduction and their enforcement.

#### Background

No Car Lanes evolved from a requirement to provide priority to a range of traffic types in line with Newcastle City Council's current UDP. This created a hierarchy of priority based upon need and included public transport, essential servicing traffic and cycling.

The Country's first "Priority Vehicle Lane" was introduced in Barras Bridge in 1995 and provided a dedicated lane for Buses, Heavy Goods Vehicles and Cycles.

Following this it was agreed to extend the concept to include additional categories of traffic, particularly taxis (including Private Hire Vehicles) and other servicing traffic (light goods). Subsequent discussions with DfT over the design of appropriate signs led to the concept of the "No Car Lane", which effectively allows anything other than private cars to use them.

#### Legal Orders

No Car Lanes are created through the introduction of a Traffic Regulation Order.

The legal order enabling the introduction of a No Car Lane is based around defining what is not allowed to use the lane rather than what is allowed. It defines cars as *"a mechanically propelled vehicle, not being a motor cycle or an invalid carriage or a licensed hackney carriage or private hire vehicle or being constructed or adapted for use for the conveyance of goods or burden of any description, which is constructed itself to carry not more than seven passengers and their effects and of which the weight unladen does not exceed 3050 kilograms."*

There are other specific definitions regarding hackney carriages and private hire vehicles, but in all other respects it is a standard traffic regulation order and follows the same statutory implementation procedures. Copies of orders executed by Newcastle City Council are available if required.

#### Signing and Lining

---

**NOTE: Under the Local Government (Access to Information) Act 1985 members of the public have a right to inspect any non-confidential background papers used in the production of a non-confidential report to the Authority. Requests for information should be made to the Department originating the report.**

---

The signing and lining associated with any No car Lane must be specially authorised by the Department for Transport. There are no plans at present to formalise the specially authorized signs used in Newcastle and any authority seeking to introduce such measures should seek their own authorization prior to making the legal orders.

In Newcastle, authorisation was given to use the signs and lines as necessary within the boundaries of the Local Authority area, which meant there was no necessity to seek individual approvals for every length of lane or subsequent proposals. If other Authority's propose to use this type of priority lane it is suggested that a similar authorisation is sought.

The "No Cars" sign used to give effect to the restriction is an authorised variant of TSR&GD Sign Ref 622.4 (No Articulated Vehicles).

A copy of the Department for Transport's Authorisation and approved signing and lining arrangements is available from Newcastle City Council.

### **Times of Operation**

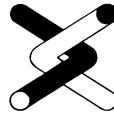
In most cases No Car Lanes have been introduced to operate between 7.00am and 7.00pm. There are specific sites where it is necessary to maintain an all day restriction, however these are currently very limited.

### **Enforcement**

Recent changes in legislation have made it possible for the civil enforcement of Bus Lanes by those Authorities who have adopted Civilianised Parking Enforcement powers.

However legal advice is that this option of civil enforcement does not apply to No Car Lanes. Consequently until legislation changes to enable the civil enforcement of all moving traffic offences, enforcement of No Car Lanes can only be undertaken by the Police.

In Newcastle, the experience has been that there is a low level of abuse of No Car Lanes, particularly where they extend over a reasonable length of carriageway. There are also clear indications that, despite the restrictions only operating 7.00am to 7.00pm, cars tend to stay out of the No Car Lane at all times.



## Tyne and Wear Integrated Transport Authority Scrutiny Committee

---

**TITLE:**           **Date: 12<sup>th</sup> January 2012**

**REPORT TITLE: The McNulty Rail Value for Money Study**

**REPORT OF**       **THE CLERK OF THE AUTHORITY / DIRECTOR GENERAL OF NEXUS**

**Reasons for confidentiality: not confidential**

**District Implications: all districts**

---

### 1.           **Summary / Purpose of Report**

- 1.1           The purpose of this report is to provide Scrutiny Committee with an outline of the McNulty Study's recommendations, and an indication of how the report's findings could affect the future delivery of rail services.

### 2.           **Recommendations**

- 2.1           a) Scrutiny Committee is asked to note the contents of the report and the intention to bring a further report to a future committee meeting, once the government's response to the report is finally published.

### 3.           **Introduction / Background**

- 3.1           Sir Roy McNulty was appointed under the previous government by the Office of Rail Regulation and the Department for Transport to undertake a detailed survey of the financing and operation of Britain's rail network. The brief was to produce a set of recommendations which would help to bring about a more efficient and effective railway which can cope with increased demand, at a substantially lower cost.

- 3.2 The study was not remitted to look at ways of reducing the size of the network; instead the brief was 'to improve value for money while continuing to expand capacity as necessary'. A wide range of evidence was gathered by the study which suggests that by comparison with comparable international rail networks, industry costs are some 20-30% higher than they ought to be. A number of reasons are put forward for this, including high Network Rail costs and lower levels of train utilisation than elsewhere – that is, the number of people carried in relation to the mileage of trains operated. Given the fact that trains in the North East are often small and are usually well-filled, this may be a greater issue in London and south east England, where a higher proportion of the train fleet is used only during morning and evening rush-hours. It should be noted that the McNulty study does not cover Tyne and Wear Metro operations.
- 3.3 Following his analysis, McNulty has recommended a 30% reduction in costs by 2018/19 from those incurred during 2008/09 – a clearly ambitious target which will not be easily reached. The magnitude of the task has led some commentators to conclude that this can be achieved only by reductions in safety and standards that will adversely affect rail passengers, whilst others suggest that bureaucracy and working practices across the industry can be radically changed to allow these savings to be made. In any case, it is clear that the rail industry faces many difficult decisions in future years. McNulty has identified several areas with potential for the required level of savings to be made, including the following:
- Lack of clarity over Government rail policy, resulting in the industry absolving itself of the responsibility to drive down costs.
  - Industry fragmentation, with too many players and inadequate interfaces between them.
  - Poor customer relations by Network Rail, and short-termism by train operating companies.
  - Perverse incentives which discourage risk, and reward failure.
  - Franchises which are too short and consequently discourage investment and innovation.
  - Fares which are complex and are inefficient in terms of managing demand.
  - A lack of best-practice behaviours in terms of asset management and

project and programme management.

- Complex and expensive legal and contractual frameworks.
- ‘Silo thinking’ which prevents the development of a ‘whole industry’ approach.
- An ineffective culture and poor working relationships.

### 3.4

Having identified these issues, McNulty then prescribes a plethora of potential remedies. It is worth stating at this point that the Government’s response to the study, along with an indication of those recommendations it intends to take forward, has been delayed and is now expected ‘in the New Year’. Key recommendations are summarised below, followed by an analysis of how these could have an impact in the North East region.

### 3.5

- Establishment of a Rail Delivery Group comprising the most senior people from Network Rail and train companies, to rigorously examine cost reduction and introduce improved communications across the industry.
- A greater focus on making better use of existing system capacity, rather than a culture of ‘predict and provide’.
- Less prescriptive franchises to allow greater freedom for train companies to respond to the market.
- Devolution and decentralisation within Network Rail.
- Greater decision-making by PTEs and local authorities alongside greater budget responsibility and accountability.
- Potential ‘vertical integration’ along some routes through operation of infrastructure and trains by a single organisation.
- A review of staffing, working practices, and pay levels.
- More effective procurement and greater standardisation of new rolling stock.

- Piloting approaches which will maintain safety whilst reducing the costs of operation of less intensively used routes.

3.6 Depending on which of these recommendations are taken forward, the McNulty Study presages potentially major changes to the way railways are specified and operated across our region. As suggested above, train utilisation across the North East is very efficient although sometimes detrimental to passenger comfort; it is difficult to see how major savings can be made in this area. But in other ways, the McNulty Study comes at an interesting time for the region's rail network. The Northern rail franchise will be re-let within the next two years, and it will be revealing to see the extent to which its specification reflects the study's recommendations: greater commercial freedom is welcome in the context of a profitable inter-city franchise, but in the case of a franchise requiring heavy subsidy, such as Northern, it is more difficult to see how these themes could be applied. In the case of East Coast however, this could result in a longer franchise with more ambitious commitments from prospective operators, possibly involving increased 'vertical integration' as described above.

3.7 The nod towards greater decision-making for PTEs is a potentially exciting opportunity. Already Nexus is working with other northern PTEs and the Department for Transport to ascertain whether some or all of the functions of managing the next Northern rail franchise could be devolved from DfT central control. Similarly the aspirations to reduce costs through central, standardised rolling stock procedures and the application of more diverse industry standards on a 'horses for courses' basis offer the opportunity to reduce fixed costs and provide a more cost-effective basis for regional rail operations. Other aspects of McNulty appear challenging, however. Resistance towards pay and staffing levels and changes to operating practices is likely, and amongst some sectors of the industry, the performance and flexibility of Network Rail continues to give cause for concern. Finally, the prospects for open access operators such as Grand Central, now owned by Arriva, are unclear in this report, although the Office of Rail Regulation has recently sought views as to how this sector of the industry should be accommodated or otherwise, in the future.

3.8 The Government's response to McNulty will provide an interesting insight into the future direction of rail policy and strategy, and will be summarised for a future Scrutiny Committee meeting if required.



4 **Further comments by the:**

- **Clerk** (if any);
- **Treasurer** (if any);
- **Legal Advisor** (if any);
- **Director General** (if any).

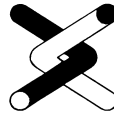
5 **Background Papers**

*Realising the Potential of GB Rail – Final Independent Report of the Rail Value for Money Study. Department for Transport 2011.*

6 **Contact Officer (s)**

Gordon Harrison, Nexus, 0191 203 3662





## Tyne and Wear Integrated Transport Authority Scrutiny Committee

---

**TITLE:**           **Date: 12<sup>th</sup> January 2012**

**REPORT TITLE: North East Smart Ticketing Initiative - update**

**REPORT OF**       **THE CLERK OF THE AUTHORITY / DIRECTOR GENERAL OF NEXUS**

**Reasons for confidentiality: not confidential**

**District Implications: all districts**

---

### **1.           Summary / Purpose of Report**

1.1           To inform members that a presentation will be made at the meeting giving an update on the NESTI project.

### **2.           Recommendations**

2.1           a) Scrutiny Committee is recommended to receive the presentation on NESTI and consider the progress being made.

### **3.           Introduction / Background**

3.1           The NESTI programme will create a smart ticketing infrastructure that covers the public transport network in the North East. The Programme is funded by the 12 Local Authorities in the North East, the Tyne and Wear Integrated Transport Authority and Nexus.

3.2           The main aims of the NESTI Project are:

- The introduction of a Region wide smart ticketing infrastructure on all public transport, and
- The introduction of a single smart payment method accepted on all forms

of public transport wherever you see the NESTI symbol.

3.3 The Project Officer (NESTI) will give an update on the progress that has been made in moving towards achieving the abovementioned aims, and the intended programme of future activity.

6. **Further comments by the:**

- **Clerk** (if any);
- **Treasurer** (if any);
- **Legal Advisor** (if any);
- **Director General** (if any).

7 **Background Papers**

7.1 North East Smart Ticketing Initiative website:

<http://www.nesti.org.uk/>

8 **Contact Officer (s)**

8.1 Tom Hardwick, Project Officer (NESTI), tel. 0191 203 3485



---

## Tyne & Wear ITA - Scrutiny Committee

13 October 2011  
(12.00 - 1.30 pm)

---

### **Present:**

Councillor: Tate (Chair)

Councillors: Graham, Green, Porthouse, Padgett

### **In attendance:**

S Forster	Policy & Information Officer, ITA Scrutiny Committee
J Fenwick	Nexus
G Grant	Newcastle city Council
G Harrison	Nexus
R King	Newcastle City Council
L Camsell	Democratic Services

### 11. **WELCOME AND INTRODUCTIONS**

The Chair welcomed everyone to the meeting and those members' and officers present introduced themselves.

### 12. **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor G Pattison, Councillor I Preston, Councillor M Graham, Councillor Watters, Councillor R Birkenfield and Roger Gill, Newcastle City Council

### 13. **DECLARATIONS OF INTEREST OF COUNCIL MEMBERS, CO-OPTED MEMBERS OR OFFICERS TO BE DISCUSSED AT THE MEETING**

Councillors Green, Tate, Graham and Padgett declared a general personal interest as holders of public concessionary travel passes.

### 14. **TRANSPORT ISSUES - GENERAL RAIL FRANCHISE ARRANGEMENTS AND SECURITY ON THE METRO SYSTEM**

Submitted: Report by ITA Policy Manager and Strategic Planning Manager, Nexus (previously circulated and a copy attached to the Official Minutes).

#### Rail Franchise Update

The purpose of the report was to update members on transport issues regarding rail and Metro.

On 4 August the Secretary of State for Transport had announced a revised and updated programme for future rail franchising, taking account of views that had been received from within and beyond the rail industry. Longer, less prescriptive franchises were proposed which were intended to promote greater innovation and investment as well as to generate lower costs at an industry level.

Those sections of the announcement that would affect the Tyne and Wear area were:-

- The East Coast franchise
- The existing TransPennine Express franchise

The East Coast franchise would remain in state ownership until December 2013 when a new franchise would begin. Members were informed that this franchise would probably return to the private sector with expressions of interest expected from the international business sector. There would be an intensive consultation and discussion programme with potential bidders; this would be the opportunity for the ITA to specify what its preferences would be in terms of service improvements and passenger facilities.

The current TransPennine Franchise held by First Keolis was to be extended until between April 2014 and March 2015. The purpose for the extension was to allow the start dates for the new Northern franchise and the TransPennine franchise to be aligned in April 2014. The alignment would allow for these franchises to be combined or split in different ways. The time scales as set out in paragraph 3.2 of the report would allow for proper consultation and consideration of the possibilities of a radical restructuring in the Northern/TransPennine area. Furthermore, the relationship between the expiry dates suggests that serious consideration was to be given by the Secretary of State to the merger of the two franchises, or, some change to the existing arrangements.

A member referred to complaints made by the public after the latest increase in fare prices. One of the main complaints was the purchase of rail tickets through the call centre; customers were not always given the cheapest rate available. In response to a question from the Chair officers replied that the East Coast line could be a competitive operator. The Chair stated that he felt all customers should be given a range of options when purchasing tickets via the call centre.

#### Metal Cable Theft Update

Members were given a brief update on the theft of metal, a crime that had increased nationally in recent years. For the financial year 2011/12 there had already been 18 incidents of metal theft on the Nexus and Network Rail infrastructure. The extent of disruption had more than doubled and Nexus estimated the costs to its own infrastructure to be approximately £293,000; this was shared between Nexus and its operating concessionaire, DBTW.

To reduce the impact an action plan had been put into operation in June of this year. To date there had been a reduction in the number of incidents however; a review of the

trade regulations governing used and scrap metal would help to further alleviate the number of incidents.

Following a meeting of the ITA in September, members agreed to raise with the Home Office the necessity for changes to the laws and regulations surrounding the handling of used and scrap metal.

A member pointed out that to monitor scrap yards incurred more work for the police and, the perpetrators who were aware of police tactics, used evasive methods to avoid capture. A common occurrence was to drive around back lanes looking for any scrap left out.

The Chair referred to the issue of general safety for members of the public when travelling on the Metro and queried what security systems were in place. J Fenwick explained that there was an obligation to provide a certain number of staff on the metro system at any given time. The use of CCTV was complimented by the presence of the British Transport Police and Northumbria Police.

In June of this year the theft of metal had peaked to its highest rate and as a result J Fenwick had met with the Chief Constable to discuss the situation. One of the options was to strengthen rotas and increase the number of staff on duty during the night. Staff was also looking into the technologies used by British Rail such as special substances and tremblers on the actual cables.

Although the number of incidents had decreased since June work still needed to be done to find a long term solution possibly through policy development in conjunction with all partners i.e. Nexus, Local Authorities, Northumbria Police, British Transport Police and the Licensing Authority.

A member queried:

- i). whether a local bye-law could be implemented with a fixed penalty.
- ii). If magistrates were constrained by a set fine. It was thought that magistrates were no longer tied to this.
- iii.) The extent of police activity and whether there had been any prosecutions. J Fenwick confirmed that the police had been active.

**RESOLVED:**

That the report and comments be noted.

**15. MAJOR SCHEMES UPDATE**

Submitted: report by ITA Policy Manager (previously circulated and a copy attached to the Official Minutes).

G Grant outlined the report the purpose of which was to update members on major schemes and their request for further information regarding assessments on the impacts of the loss of funding for major schemes, in particular the A19.

Members were informed that following the Spending Review the DfT had indicated that work on the A19 junctions at Testos and A19/A1058 Coast Road junctions had been deferred until after 2015 and the proposed schemes at A19 Moor Farm and A19 Seaton Burn had been cancelled.

Although the current congestion on the approach to both tunnels would be significantly reduced there would continue to be congestion problems at other A19 junctions, notably the Coast Road. The Highways Agency had developed an interim scheme to enhance the capacity of the junction.

Businesses and politicians across the region had actively lobbied for larger scale improvements to the A19 corridor to help deliver economic development and regeneration ambitions. The North Eastern Local Enterprise Partnership has stressed the fact that improved transport was necessary to allow businesses to access existing and new markets and for people to access employment.

Members and the business community would continue to lobby for improvements to the A19 corridor and the clerk to the ITA had written to the Roads Minister requesting clarification on the design and delivery times for the A19 junctions at Testos and A19/A1058 Coast Road junctions.

G Grant explained that schemes were classified under three headings:

- Supported Pool
- Development Pool - £600m should be available for schemes and the Sunderland Strategic Transport Corridor was in this pool. Sunderland City Council had now submitted a best and final business case to the DfT and a decision was expected to be made by the end of 2011.

No new bids would be accepted for programme entry to the Major Schemes pot prior to 2014/15. There would be major schemes funding framework from 2015/15 in the light of "localism" which could lead to new schemes entering the programme. The DfT would also be consulting on proposals to devolve Major Scheme funding after 2014/15 in the near future.

A member referred to the minutes of the previous meeting at which he had asked if any consideration had been given to the use of a shuttle bus from the pedestrian tunnel (both sides) to the local metro stations as part of an integrated travel system. The Chair requested that a reply be given as soon as possible. J Fenwick apologised and assured committee that a response would be provided.

Referring to the previous agenda item (Major Schemes), a member raised concerns about whether local people were employed by sub contractors on the new tunnel and on the refurbishment of the old tunnel. In response, J Fenwick pointed out that for the Metro for example, agreements were in place with some contractors to use local people where appropriate but it was also necessary to contract the use of specialists



for some areas of work, as was the case for the second tunnel. J Fenwick also suggested that it may be useful to consider a report to a future meeting.

Members highlighted the fact that the region now had shortage of the appropriate skills and a small pool of people with a range of specialised skills, who could apply for major contracts. In response to a comment made by J Fenwick about apprenticeship/graduate schemes in Germany, the Chair requested that a report about apprentices be brought to the next meeting.

**RESOLVED:**

i). that the report be noted.

ii). that a report covering the issue of specialist skills and apprenticeships be presented to a future meeting.

**16. URBAN TRAFFIC MANAGEMENT CONTROL**

Submitted: report by Tyne and Wear UTMC Specialist (previously submitted and a copy attached to the Official Minutes).

R King outlined the report as attached, explaining the reason for the Tyne and Wear Urban Traffic Management Control Project (UTMC) and the progress made with the implementation of the system.

Tyne and Wear and the surrounding districts had previously developed and managed their own traffic management systems without any collaborative working. However, officers realised that one combined system would be the best way to manage all areas of traffic control including traffic light control in rural area and air quality.

In 2008 the UTMC Project Board was formed which led to the development of a Vision Document for a Tyne and Wear wide UTMC system in 2009. Having completed Phase One of the project officers were currently working on Phase Two. There would be better management of all assets; more beneficial to the public and improved information on journey times.

Systems to be included in Phase Two were:

- Street Works Management Systems
- Parking Guidance Systems
- Traffic Control Systems
- Vehicle count and classification data.
- Air quality measuring equipment
- CCTV where the camera is primarily focused on the road network

- Ice detection systems
- Feeds form the National Traffic Control Centre and (when deployed) Tees Valley UTMC

To date the following progress had been made:

A formal partnership agreement had been put in place that included governance and reporting arrangements.

The UTMC facility had been established in Newcastle University and was staffed form 7.00am to 7.00pm on week days.

Future developments included the development of interfaces to the new Tyne Tunnel 2 management systems and Newcastle University's Air Quality Modelling Database.

The Chair commented on journey travel times, delays, passenger information etc and asked how much information was relayed to Radio Newcastle. In response R King replied that travel information was usually distributed via Twitter but Radio Newcastle picked up the information as well and, in general the public were mostly interested in obtaining the best route to work.

The question was asked as to whether the work carried out by utility companies was fed into the UTMC system and, if a test system could be run to evaluate the impact of a potential road block by one of the utilities. R King stated that all works carried out by the utility companies was strictly controlled through individual Local Authorities. The UTGM did not model this at present, but it did have the capability to oversee works carried out in each of the five districts.

The Chair thanked the officer for his report and asked if he could give a further presentation to include information about traffic lights at roundabouts and bus/no car lanes at the January meeting.

#### **RESOLVED:**

That the progress made with implementing the UTMC system be noted and, R King to give a further presentation to the meeting scheduled for 12 January 2012.

#### **17. COMMITTEE WORK PROGRAMME**

Submitted: report by the Policy and Information Officer, ITA Scrutiny Committee (previously circulated and a copy attached to the Official Minutes).

S Forster outlined the report detailing the future Work Programme for 2011/12. Members were asked to contact Susan Forster if they wished to add additional items to the programme.

Contact details:

Telephone: (0191) 277 7525

[Susan.forster@newcastle.gov.uk](mailto:Susan.forster@newcastle.gov.uk)

**RESOLVED:**

That the work programme as outlined for 2011/12 be agreed.

**18. MINUTES OF THE PREVIOUS MEETING HELD ON 14 JULY 2011**

The minutes of the meeting held on 14 July 2011 were agreed as a true record and signed by the Chair.

**19. DATE AND TIME OF NEXT MEETING**

The next meeting of the Integrated Transport Authority Scrutiny Committee would be held on Thursday 12 January 2012 at South Shields Town Hall.

The Chair congratulated The Tyne and Wear Integrated Transport Authority after it was named ITA of the year at the 2011 National Transport Awards ceremony in London

The Metro won two categories in the separate UK Light Rail Awards. DBTW, the company that operates the system on behalf of Nexus, was named Operator of the Year while Nexus Youth Liaison

This page is intentionally left blank