



North East Joint Transport Committee

Tuesday, 26th October, 2021 at 2.00 pm

Meeting to be held in the Council Chamber, Gateshead Civic Centre, Regent Street, Gateshead, NE8 1HH

AGENDA

	Page No
1. Apologies for Absence	
2. Declarations of Interest	
<p>Please remember to declare any personal interest where appropriate both verbally and by recording it on the relevant form (and submit it to the Democratic Services Officer). Please also remember to leave the meeting where any personal interest requires this.</p>	
3. Minutes of the last meeting held on 21 September 2021	3 - 7
4. North East Bus Service Improvement Plan	
<p>Report to follow</p>	
5. Discharge of Transport Functions by Durham County Council	9 - 17
6. Transport North East - Transport Plan Progress Report	19 - 33
7. Capital Programme Management Framework	35 - 48
8. Appointment to Transport for the North General Purposes Committee	49 - 51
9. Exclusion of the Press and Public	

The Joint Transport Committee may wish to exclude the press and public during consideration of item 10 by virtue of paragraph 3 of Parts 1 and 3 of Schedule 12A of the Local Government Act.

10. **Minutes of the confidential meeting held on 21 September 2021**

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11. **Date of next meeting**

The next meeting will be held on 16 November 2021 at 2.30pm, venue to be confirmed.

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NORTH EAST JOINT TRANSPORT COMMITTEE

DRAFT MINUTES FOR APPROVAL

DATE: 21 September 2021

Meeting held: Council Chamber, Gateshead Civic Centre

COMMITTEE MEMBERS PRESENT:

Councillor: M Gannon (Chair)

Councillors: C Rowntree, J Foreman, K Kilgour, G Sanderson, E Scott

IN ATTENDANCE:

Statutory Officers: M Barker (Monitoring Officer - Transport)
P Darby (Chief Finance Officer)
T Hughes (Managing Director, Transport North East)

Officers: A Graham, D Wafer, E Gilliard, E Goodman, E Scott, F Bootle,
G Mansbridge, J Bailes, J Fenwick, J Sparkes, M Jackson, M
Kearney, P Meikle, R Forsyth-Ward, R O'Farrell and T Male.

Others: Mayor J Driscoll

25. APOLOGIES FOR ABSENCE

Apologies were received from Councillors N Forbes, C Johnson and T Dixon.

26. DECLARATIONS OF INTEREST

There were no declarations of interest.

27. MINUTES OF THE MEETING HELD ON 13 JULY 2021

The minutes of the last meeting were agreed as a correct record.

28. TRANSPORT NORTH EAST – TRANSPORT PLAN PROGRESS

The Committee received a report providing an update on progress made across the seven Delivery Plan categories in implementing the objectives of the North East Transport Plan and achieving the vision of ‘moving to a green, healthy, dynamic and thriving north east.’

From the report, the Committee noted that progress is being made with the Transforming Cities programme and of the 19 Tranche 1 schemes, 15 are now complete with the others nearing completion. It was also highlighted that the region has been identified by the government as a potential candidate to receive funding over a five-year period through the new City Regional Sustainable Transport Fund.

The Committee received a summary of the ‘Go Smarter, Go Active’ Active Travel Campaign launched in June 2021 and also noted that a regional bid totalling £28.7m for Active Travel Fund Tranche 3 was submitted on 9th August.

It was reported that joint working with bus operators is progressing well and work continues to develop an Enhanced Bus Partnership and Bus Service Improvement Plan. The Committee were advised that the government has confirmed a further £13.1m of funding to support Tyne and Wear Metro until the end of the current financial year.

The Committee also noted that work continues on the Tyne Pass Scheme to introduce barrierless travel for Tyne Tunnel. From the report, the Committee were also advised that the rail industry confirmed that the May 2022 ECML timetable change had been delayed to at least 2023 and that from December 2021 TransPennine Express will begin a new rail service between Newcastle and Edinburgh calling at a number of stations in Northumberland.

The Committee welcomed the new service from TransPennine Express and noted that this would improve connectivity to Northumberland. A discussion took place on the lack of capacity on the East Coast Mainline, it was noted that the Integrated Rail Plan has still not been published. It was suggested that this matter continues to be an agenda item at the meeting so that progress can be monitored as appropriate.

RESOLVED:

- (i) The Committee noted the contents of the report.

29. BUS PARTNERSHIP UPDATE

The Committee received a report providing an update on progress made in delivering a Bus Service Improvement Plan (BSIP) and Enhanced Bus Partnership (EP) for the region.

The Committee received a summary of stakeholder engagement that had taken place and that is planned. It was also reported that the BSIP will set out what improvements will be delivered to bus services in the region through a partnership between the seven local authorities, Nexus and Bus Operators.

It was highlighted that £1,315,575 of Local Transport Authority Bus Capacity funding had been received from the DfT to support the development of the Enhanced Partnership and Bus Service Improvement Plan, which had largely alleviated the need for constituent authorities to contribute to the costs of developing this.

Cllr Sanderson requested confirmation of which Parish Councils that had been consulted as part of the engagement process; officers noted that this information would be provided outside of the meeting.

The Committee expressed the need to ensure that bus fares are affordable fares, a comment was also made noting that ridership could be improved with better fare integration across the bus and metro networks. Officers advised that integration was at the forefront of partner negotiations.

RESOLVED:

- (i) The Committee noted the progress in delivering the Bus Service Improvement Plan to lead to an Enhanced Bus Partnership.
- (ii) The Committee noted receipts of the Local Transport Authority Bus Capacity funding.

30. KEY ROUTE NETWORK CONSULTATION

The Committee received a report providing information relating to the Key Route Network Consultation.

It was reported that the DfT is carrying out a consultation into potential proposals to give metro mayors and their combined authorities greater decision-making powers and accountability regarding the Key Route Network. It was highlighted within the report that the consultation closes on 24 September 2021.

The Committee were advised that a response from the Joint Transport Committee had been drafted.

RESOLVED:

- (i) The Committee approved the proposed response to the Key Route Networks Consultation.

31. CAPABILITY FUND UPDATE

The Committee received a report providing an update on the Capability Fund.

It was reported that on 3 March 2021 notification was received from the Department for Transport that the region is to receive Active Travel Capacity Revenue funding for 2021/22. It was highlighted that the North East JTC is to receive £2,157,597 in revenue funding from the fund which matches the indicative allocation set out in March.

The Committee were advised that the funding would be spend on a range of measures to support active travel and behaviour change initiatives; a list of such measures was detailed within the report for information.

It was noted that funding would be distributed between Local Authorities and Transport North East; a table of proposed funding allocations was reported for information. It was further noted that a new fixed-term post would be created to analyse data at Transport North East.

RESOLVED:

- (i) The Committee noted receipt of the DfT's Active Travel Capacity Fund.
- (ii) The Committee approved the distribution of the fund to Local Authorities and Transport North East.
- (iii) The Committee approved the creation of a fixed term Active Travel Data Analyst post within Transport North East.

32. JTC SUBMISSION TO 2021 COMPREHENSIVE SPENDING REVIEW AND 'LEVELLING UP' WHITE PAPER

The Committee received a report providing an overview of the region's submission to the UK Government for the 2021 Comprehensive Spending Review and Levelling Up White Paper. Appended within the agenda pack was the covering letter and brochure which sets out some of the priority transport actions required for the region that had been submitted to Government for consideration.

RESOLVED:

- (i) The Committee noted the Transport North East representations reported to the UK government's 2021 Comprehensive Spending Review and Levelling Up White Paper.
- (ii) The Committee agreed that the region continues to make representations to the Department for Transport, HM Treasury and other relevant departments, using the North East Transport Plan to communicate opportunities for investment and improvements in the transport network.

33. TRANSPORT BUDGET 2022/23 AND MEDIUM TERM FINANCIAL STRATEGY

The Committee received a report providing a summary of the process and timetable for the approval of the levies and other budgets relating to the JTC. The report also set out the context and initial strategy for the development of proposals for budgets in 2022/23 and beyond.

It was highlighted that the ONS mid-year population estimates for 2020 have now been released. It was noted that the latest estimates show population increases in each Tyne and Wear Council area except Gateshead. A table illustrating the apportionment for the 2022/23 levy was noted based on a cash freeze basis.

The Committee were provided with an overview of financial challenges, particularly those faced by Metro where the forecasts showed a circa £19m shortfall. It was noted that the levy had been reduced and / stayed static for the last 10 years and that Metro has a high fixed cost base with only 45% of its operating budget being variable costs so making efficiencies or implementing service reductions was difficult.

The Committee were advised that there was significant challenges to balancing the budget next year as patronage on the metro was significantly below pre-pandemic levels and would remain so for the foreseeable future but the Government were withdrawing all Covid-19 support from April 2022. Currently only a small proportion of the Tyne and Wear Levy was allocated to supporting the metro.

From the report, the Committee were also advised that four options are being considered to support the Metro, these options included making a case for additional DfT support (and use reserves) and making a case for an increase to the levy (and use reserves). The Committee acknowledged the challenges faced by Metro; a comment was made suggesting that the most realistic options would be to increase the levy on Local Authorities or to reduce the number of services that Metro run.

The Committee also received an update on the Tyne Tunnels; it was confirmed that usage of the tunnels is approximately 94% of pre-pandemic levels which was encouraging. It was also noted that TT2 who operate the Tyne Tunnels have a separate budget as a private company and that the Combined Authority had been protected from the financial impacts of the reduced usage of the tunnels due to the construct of the concession agreement.

Cllr Sanderson asked whether TT2 were in danger as a result of the reduction in usage. In response it was noted that TT2 had been unsuccessful in securing support from the Government under the Sales, Fees and Charges reimbursement scheme. Regular discussions were held with TT2 and their liquidity and financial sustainability was not a major concern, with the outlook and recovery being strong. Members were reminded that the Committee had supported TT2 with an advance to facilitate the delivery of Free Flow scheme, which would be recovered over the remaining life of the agreement.

34. EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED:

- (i) The North East Joint Transport Committee agreed to exclude the press and public during items 11,12 and 13 by virtue of paragraphs 1,2,3, 4 and 5 of Parts 1 and 3 of Schedule 12A of the Local Government Act.

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North East Joint Transport Committee

Date: 26 October 2021

Subject: Discharge of Transport Functions by Durham County Council

Report of: Portfolio Holder with Responsibility for Transport, Durham County Council

Executive Summary

The purpose of this report is to advise the Committee of how Durham County Council has discharged the transport functions delegated to it by NECA for the 2020/21 year

Recommendations

The North East Joint Transport Committee is recommended to note this report.

1. Background Information

- 1.1 When NECA approved its constitution in April 2014, it delegated to Durham County Council transport functions contained in Parts 4 and 5 of the Transport Act 1985 and Part 2 of the Transport Act 2000. These primarily relate to securing socially necessary bus services, concessionary travel, and ticketing on local passenger transport services. Durham's Cabinet approved the delegation of these functions at its meeting of 16 April 2014 to the Corporate Director of Regeneration and Local Services in consultation with the Cabinet Portfolio Holder, Economic Regeneration.
- 1.2 During 2018, responsibility for transport functions became vested in a statutory Joint Committee comprising of representatives of the new North of Tyne Combined Authority and the North East Combined Authority. It was agreed in a Deed of Cooperation entered into by the seven constituent councils, that the transport functions delegated to the two counties would remain the same pending any decision by the new Joint Committee. No changes to the delegations have been proposed.
- 1.3 Attached at Appendix A is an account of the discharge of transport functions for 2020/21 agreed by the Corporate Director for Regeneration, Economy & Growth and Transport Portfolio Holder, Economy and Partnerships. Appendix A was reported for information to the County Council's Cabinet meeting on 15 September 2021.

2. Proposals

- 2.1 Members are requested to note the report.

3. Reasons for the Proposals

- 3.1 The NECA operating agreement requires that the relevant Portfolio holder provides reports when required to the North East Joint Transport Committee advising on how the delegated functions have been exercised.

4. Next Steps and Timetable for Implementation

- 4.1 These are identified as far as practicable in Appendix A.

5. Potential Impact on Objectives

- 5.1 The report describes how Durham County Council is discharging transport functions delegated by NECA.

6. Financial and Other Resources Implications

- 6.1 The transport functions will be funded by the levy issued by NECA to Durham County Council.

7. Legal Implications

- 7.1 This report is submitted in accordance with obligations contained in the Deed of Operation entered into by the constituent authorities on formation of the Combined Authority.

8. Key Risks

8.1 None specific in this report.

9. Equality and Diversity

9.1 None specific in this report.

10. Crime and Disorder

10.1 None specific in this report.

11. Consultation/Engagement

11.1 None specific in this report.

12. Appendices

12.1 Appendix A – North East Combined Authority (NECA) – Durham County Council
Transport Activity Report 2020/21

13. Background Papers

13.1 The North East Combined Authority Constitution
The North East Combined Authority Deed of Operation dated 29 April 2014
The North East Combined Authority Deed of Cooperation dated 4 July 2018

14. Contact Officers

14.1 Andy Leadbeater, Integrated Passenger Transport Manager, Durham County
Council, andrew.leadbeater@durham.gov.uk, Tel: 03000 268512

15. Sign off

- The Proper Officer for Transport:
- Head of Paid Service:
- Monitoring Officer:
- Chief Finance Officer:

North East Combined Authority (NECA) Durham County Council Transport Activity Report 2020/21

Introduction

1. This report covers the discharge of the powers delegated to Durham County Council (DCC) in the period April 2020 to March 2021. The Covid-19 pandemic has naturally had a very substantial impact on activity in this year, and continues to have a major impact.

Organisational arrangements

2. The County Council continues to undertake its passenger transport functions through an 'Integrated Passenger Transport Group' (IPTG) in line with Government's best practice guidance. The IPTG delivers public transport, home to school transport, Special Education Needs (SEN) transport and adult social care transport. It also has close links with health, clinical commissioning groups and the North East Ambulance Service.
3. Integrating transport in this way is especially important in more rural areas, enabling the authority to create packages of work across sectors to maximise the use of vehicles and staff, ensure full use is made of existing local bus services for education and social work purposes and deliver consistency of standards across different modes. The opportunities to integrate commissioning and delivery of local authority transport with non-emergency healthcare transport have also helped to deliver a simpler and more understandable service for the user.
4. The Council also values the benefits of the harmonisation of policy and delivery across the economic development, planning, housing and transport functions. This approach ensures that we can maximise transport's contribution to economic growth in the County.
5. Due to the pandemic, IPTG staff have almost entirely worked from home during 2020/21, in line with almost all Durham County Council office-based staff. This has been successfully achieved as the Council was already proceeding to more flexible ways of working, with ICT systems and hardware largely in place already.

Bus Service Network

Current State of Commercial and Subsidised Networks and the Impact of Covid-19

6. The pandemic has naturally had a major impact on the bus service network throughout the year with, at times, huge reductions in the patronage of services due to "lockdowns" and related changes in travel demands. At times radical changes in services necessarily were implemented at short notice. These arrangements have been managed successfully in the context of a long-term close and constructive relationship between Durham County Council and bus operators in the county. It is appropriate to record appreciation for the contribution made by all in the industry to maintaining services in challenging circumstances.
7. In the initial period pending the confirmation of the government's funding arrangements for bus services, timetables were radically reduced in frequency to provide an hourly service in most cases, in a simplified network that still covered all the places normally served. Monday to Saturday daytime services previously running hourly or less frequently were almost all retained at their normal level. Lower levels of service were operated in the later evenings and on Sundays.

8. The level of service was considerably increased once the Covid-19 Bus Service Subsidy Grant (CBSSG) arrangements were introduced by the government, with essentially normal networks running after the initial lockdown was lifted. Subsequently from late November 2020 a shortage of drivers caused certain Arriva services in the Durham area to revert to a slightly reduced frequency. The lockdown in January 2021 caused reduced frequencies to operate more widely, although more frequent services were not reduced to below two buses per hour and services normally operating hourly or less were unaltered in almost all cases.
9. Additional school time buses were introduced in September 2020 where material numbers normally used mainstream local bus services. This was done to ensure capacity was available in the context of restricted seat occupancy allowed on normal services, and to limit the contact between pupils/students and the general public. These measures have been funded by Durham County Council's allocation of Additional Dedicated Home to School and College Transport Grant.
10. The diverse geography of County Durham, including its many rural destinations, creates complex travel demands highlighting the importance of transport across our rural County. The local bus network plays a key role in our ambitions for County Durham and our wider plan for both transport and the economy.
11. A comprehensive network of bus services operates across almost all the county, although frequencies and coverage are reduced during later evenings and on Sundays, reflecting lower demands for travel. The majority of the bus network in County Durham has been essentially stable since October 2012 in terms of level of service and the service routes, although there have been periodic adjustments to details of timings reflecting better data now available from new tracking systems and an increasing impact of congestion on timetables.
12. Services operating without subsidy from Durham County Council ("commercial services") provide a high proportion of the network in most of County Durham. Most of the main towns of County Durham have at least two operators providing locally significant services without subsidy. Go North East (53%) and Arriva (42%) provide the majority of the services across the county. Three other firms also run locally significant bus services without subsidy.
13. Total bus boardings have been radically affected by the impact of the pandemic. It appears patronage in County Durham has closely followed the experience in other parts of the region. The degree of recovery as the lockdown measures ease remains a matter of concern, with potential large impacts.
14. Go North East's bus fleet benefitted from substantial numbers of new buses during 2020 following long-delayed deliveries originally due in 2019. This has meant many key services have been upgraded to Go North East's "X-Lines" branding, with high standards of passenger amenities.

Secured Services Retendering Activity

15. The Council's general practice is that contracts for bus services are arranged on 4-year cycles, holding a right to extend to 5 years. Almost all the Council's contracts run to 2021. This has meant that 2020-21 has seen little change in bus contracts. A successor was arranged for a small contract that ceased as the contractor was unable

to continue with effect from January 2021. Payments to contractors were maintained at normal rates even where services have been reduced, in line with the CBSSG arrangements. A Supplier Relief Scheme was introduced to maintain a significant proportion of normal payments to contractors for school and social care transport in periods when normal operation was suspended.

Concessionary Fares

16. Reimbursement payments under Durham's concessionary fare scheme for older and disabled people form the major element of the County Council's spending on public transport. Largely fixed price arrangements have been negotiated with the two major operators, with "cap and collar" provisions to handle deviations from expected volumes.
17. In line with government requests, payments to operators were maintained at pre-pandemic levels except for a proportionate temporary adjustment reflecting the temporary reduction in services from January/February 2021.

Multi-Operator Ticketing Scheme

18. The circumstances of the pandemic have delayed progress towards a formal multi-operator ticket scheme, although, as a contingency measure, operators have been accepting the equivalent tickets issued by other operators. A proper, comprehensive scheme continues to be a key objective and discussions to progress this have resumed in 2021.

Transport Focus Bus Passenger Satisfaction Survey

19. The planned further round of surveys in autumn 2020 was not undertaken due to the pandemic. We expect this work will continue to be a key indicator that will resume when possible.

Park and Ride

20. The Durham Park and Ride was suspended from late March to June 2020, when a staged resumption commenced, at slightly reduced frequency. Patronage has naturally been very substantially affected, to a greater degree than the general bus network. This reflects that a material part of the normal usage is for shopping and leisure purposes, and the closure of most city centre shops for periods of the year.

Community Transport (CT)

21. The CT sector in County Durham has experienced a very difficult year, with most normal operations either suspended or operating at a much-reduced level. Some organisations took on new roles to provide support for people self-isolating or shielding, by doing deliveries etc.

Home to School/Social Care Transport

22. Home to school and social care transport forms the major part of Durham's operations, with a total spend of approximately £15 million pa and over 1200 contracts in operation. This includes school transport buses that are paid for by parents and or schools, supplementing the statutory free travel provided by the Council. In the 2020/21 school year, about 6,500 pupils receive free travel to school from Durham County Council, with a further 3,000 pupils travelling under the non-statutory concessionary schemes.
23. While the closure of schools to most pupils in summer 2020 and from January to March 2021 caused the suspension of a lot of transport contracts, many contracts

continued to operate throughout the period with reduced numbers. Arrangements have been subject to a lot of short notice changes due to self-isolation of pupils and other changes in requirements. Enhanced measures to protect against health risks were introduced for the general return to school from September 2020, including some limitation of seat occupancy, enhanced cleaning and use of PPE. A supplementary payment was made on all contracts to reflect the additional requirements.

Travel Response Centre

24. Durham has continued to operate a Travel Response Centre (TRC) for the booking of non-emergency patient transport to health appointments as well as the council's Link2 demand responsive transport service and Access Bus. The TRC handled over 30,000 calls in 2020/21 compared to 63,000 in the previous year as a result of reduced appointments and travel restrictions. Bookings are now returning to previous levels as restrictions ease. Referrals from social workers and other care staff for client travel to day care are also processed.
25. The Health Booking Service is delivered on behalf of the NHS Clinical Commissioning Groups in Durham. Following an eligibility assessment, patients are booked on to North East Ambulance Patient Transport Services. Patients and visitors who are ineligible for NHS patient transport are advised of alternative services providing access to hospitals or how to make their journey by public transport.

Public Transport Information

26. The Council has continued to provide a comprehensive range of passenger information on local bus services operating within the County. This includes maintaining printed timetable displays at over 2,800 bus stops, providing 150 electronic information displays at bus stations and on-street stops, printed county public transport maps, printed timetable leaflets and a web based interactive bus map. The interactive bus map shows bus routes and individual timetables for all registered services in downloadable format.
27. Durham County Council has also continued to manage the processing and validation of public transport data for the regional and national data sets on behalf of Tyne and Wear, Northumberland, Durham and the Tees Valley local authorities. This data is required for national and regional journey planning, NextBus, electronic displays at bus stops as well as being used by third party applications.
28. From July 2020, the processing of data has been undertaken by Traveline Information Limited (TIL) under contract to Durham County Council on an interim basis. Each local authority has submitted their data directly to TIL for processing into the North East regional dataset for inclusion as part of the national data set.
29. The Council has continued to act as the regional contact for national data issues and represent the region at national working groups and meetings. This includes taking an active role in working groups for the DfT Open Data Initiative that will make changes to the way that bus operators provide information about their registered services and make it easier for bus passengers to plan their journeys through access to routes and timetables data, fares and tickets data and real time information.
30. The new regulations require bus operators to publish route, fares and vehicle location data to a central web service called the Bus Open Data Digital Service (BODDS) from January 2021 with requirements being phased in until 2023.

31. The council has provided support to help bus operators meet the new regulations. This includes the council acting as an agent to provide timetable data to BODDS for small bus operators where required. Data is currently being uploaded to BODDS on behalf of six small bus operators for services that operate in County Durham.

Real Time Passenger Information

32. From July 2020, the data management role for the North East Real Time Passenger Information (RTPI) has been shared by Durham County Council and Nexus. Durham is responsible for processing, validating and submitting public transport data to the regional data broker for County Durham and Tees Valley led services. Nexus is responsible for Tyne & Wear and Northumberland led services.

DfT Access Fund 2017-2021

33. Durham continued to be part of the successful Living Streets bid to the Department for Transport Access Fund. This project, entitled 'Walk To', was awarded £10m for the period 2017-2021 and was delivered by Living Streets in partnership with 10 local authorities. The project supported economic, health and environmental development in targeted areas through active travel to schools and workplaces. This externally funded project continued the Council's successful work with Living Streets since 2012.

DfT Capability Fund

34. In March 2021, the DfT announced new revenue funding for sustainable travel, called the 'Capability Fund'. An indicative allocation of funding was stated for each local authority with spend needing to align with DfT priorities and with Local Cycling and Walking Infrastructure Plan delivery. Indicative funding of £301k was allocated to Durham County Council for 2020/21 and would enable continuation of the Living Streets 'Walk To' project as part of a range of projects for approval by the DfT.

Wheels to Work County Durham

35. The successful County Durham Wheels to Work (W2W) scheme has continued to develop and has now expanded to cover the whole of the County. This scheme, established in 2016, provides people who are experiencing difficulties in accessing employment or training with the loan of a scooter until a longer-term transport solution can be found. The scheme is managed by Wheels to Work County Durham Charitable Incorporated Organisation (CIO).
36. The scheme has continued to operate during the Covid-19 restrictions, although the number of clients has reduced due to furlough and job losses as well as not being able to take on new clients due to the DVSA suspension of Compulsory Basic Training. The scheme operated 40 scooters and supported 46 people into work or training during 2020/21. A total of 214 people have been supported since the scheme started. The scheme is funded by Durham County Council transport revenue budget as well as Area Action Partnerships and the Local Transport Plan. External grant funding has also been successfully secured. Additional funding opportunities will continue to be explored.

New Horden Rail Station

37. The new Horden Rail Station was opened in June 2020 as planned. The project cost of £10.55 million was funded by the Department for Transport New Stations Fund (£4.4 million) with the remainder provided by Durham County Council and the North East LEP.

The new station includes two 100 metre platforms connected by an accessible footbridge, shelters, seating, lighting, help points, CCTV, a car park and bus stops. A new access road, footpath and cycleway has also been created and a local bus service has been diverted to serve the station.

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North East Joint Transport Committee

Date: 26 October 2021

Subject: Transport Plan Progress Report

Report of: Managing Director, Transport North East

Executive Summary

This report provides an update on progress made across a number of Delivery Plan categories in implementing the objectives of the North East Transport Plan and achieving the vision of ‘moving to a green, healthy, dynamic and thriving north east.’

A number of significant new changes are taking place on the East Coast Main Line route in the near future, including the introduction of the new Lumo open access service later this month and new services between Edinburgh and Newcastle that are planned to be introduced in December. A High Speed Two East virtual event took place earlier this month to highlight and discuss the various issues.

Transport for the North have begun the process of developing a new Strategic Transport Plan, which will be informed by an updated Northern Powerhouse Independent Economic Review, for publication in 2024.

Continuing progress is being made with the Transforming Cities programme and, of the 19 Tranche 1 schemes, 17 are now complete and the other 2 are nearing completion. Work is underway on two major Tranche 2 schemes, for Sunderland Central Station redevelopment and Durham Bus Station.

Work is continuing on the Zero Emission Vehicles policy following JTC’s agreement on the principles of the policy and engagement has taken place with all LA7 authorities to ensure that the regional policy aligns with their own strategies.

A new electric vehicle charging hub delivered through the Go Ultra Low North East project has been opened at the Angel of the North site in Gateshead.

The Tyne Pass Scheme to introduce barrierless travel for Tyne Tunnel users is scheduled to go live in November.

Recommendations

The Joint Transport Committee is recommended to note the contents of this report.

1. **Background**

1.1 The North East Transport Plan sets out a vision of ‘moving to a green, healthy, dynamic and thriving north east’ through the delivery of transport improvements under seven policy areas:

- Connectivity beyond our boundaries
- Making the right travel choice
- Active Travel
- Public transport: travelling by bus, ferry and on demand public transport
- Public transport: travelling by local rail and Metro
- Private transport: travelling by car and using road infrastructure
- Research, development and innovation

Progress under various categories is outlined below.

There are also five objectives, which are:



Carbon-neutral north east



Overcome inequality and grow our economy



Healthier north east



Appealing sustainable transport choices



Safe secure network

The symbols have been used below to denote how the listed schemes / actions contribute to the achievement of the various objectives.

2. **Connectivity beyond our boundaries**

2.1 **East Coast Main Line activity update**



i) Background and importance

The East Coast Main Line (ECML) is a vital artery for North East England, carrying commuters, tourists, business travellers, students and freight. All of the other rail lines in our area are linked to the ECML and thus impacted by any changes to it.

On the ECML between Northallerton and Newcastle there is only one track running north and one running south. Consequently, this vital rail artery is narrow and increasingly clogged: crammed onto these lines are inter-city trains, local services and slow-moving freight. This bottleneck in our network means that the system is at capacity today and cannot accommodate further growth without sacrificing existing connectivity.

The rail industry makes major train operation and timetable (TT) changes twice a year in May and December. Work relating to these TT changes begins months (sometimes years) in advance of the change dates. The recent ECML May 2022 Timetable consultation was an example of a major TT overhaul involving significant changes across the National Rail network.

ii) May 2022 ECML Timetable Consultation

As advised in last month's update, the May 2022 ECML timetable changes will not now be introduced. Whilst we await feedback and a firm date or further details regarding the revised industry 2023 ECML proposals, officers are working with colleagues in the North East and through Transport for the North to assess our own rail service aspirations and any opportunities.

iii) Current situation – Timetable and service provision changes

The next timetable change will be in December 2021). The Train Operating Companies have received their December 2021 timetable offers back from Network Rail. This will also form the basis of the May 2022 timetable offer. December 2021 changes in the NE include:

- Northern improvements to facilitate:
 - 1 train per hour service between Newcastle – Morpeth – Chathill
 - 2 trains per hour service between Carlisle – Hexham – Newcastle
 - 3 trains per day service between Chester-le-Street & Durham
- **TransPennine Express** will introduce 5 trains per day between Edinburgh and Newcastle in December 2021 with plans to call at Edinburgh Waverley, Dunbar, Reston (once opened), Berwick-upon-Tweed, Alnmouth, Morpeth, Cramlington and Newcastle. although not all schedules can accommodate all calls for the time being due to capacity constraints. Cramlington calls will be converted to public calls once industry checks are complete. Services will be operated by new Nova 1 trains and tickets are on sale now.



- **The new Lumo** open access service between Edinburgh, Newcastle and London will also be introduced on the 25th of October 2021, as outlined in last month's report.

- iv) Current situation – Infrastructure and long-term solutions / improvements

A review of the rail network and corridors is expected once the government's long-awaited Integrated Rail Plan (IRP) is published. The IRP will set out how major projects such as High Speed 2 (HS2), Northern Powerhouse Rail (NPR) and other rail schemes will be phased and connected.

It was due to be published “early” this year but was delayed due to local election purdah rules and has not yet been released, the latest suggestion is that it will form part of the autumn Spending Review.

In order to consider and address the ECML infrastructure and congestion issues in our area, Transport North East (TNE) has agreed with Network Rail and Transport for the North (TfN) to part fund Strategic Outline Business Case work for a 7th path on the ECML.

A High Speed Two (HS2) East virtual media event was hosted by the North East on 15th October to highlight the ECML constraints and the need for HS2 to serve our area.

Next milestones

The introduction of new services between London, Newcastle and Edinburgh on the dates outlined above.

Key risks

A delay in completing the industrial procedures for operational and safety requirements at Cramlington station resulting in trains being unable to call at this location.

2.2

RAG rating



Transport for the North

TfN have begun the process of developing a new Strategic Transport Plan, which will be informed by an updated Northern Powerhouse Independent Economic Review, for publication in 2024. This region will have the opportunity to contribute to both documents.

TfN have begun the process to appoint a new Chair for the Board and Partnership Board (the same individual will fulfil both roles) with the aim to make an appointment next month.

TfN have sent a submission to DfT in respect of the forthcoming Spending Review and are seeking a three-year funding settlement which they believe would be better value for money than the one-year settlements granted in recent years.

Next milestones

- A new Chair for TfN Board / Partnership Board will be appointed before the end of November.

Key risks

- An insufficient funding settlement from government will make it difficult for TfN to fully deliver its investment programme and meet its decarbonisation objectives.

RAG rating



3. Making the right travel choice

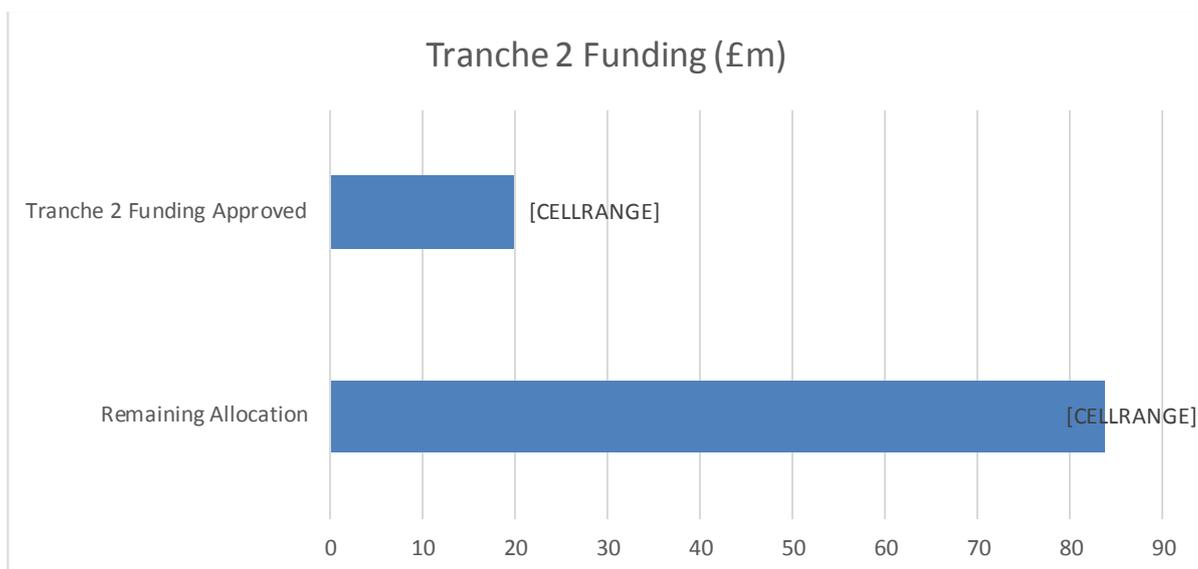
3.1

Transforming Cities Fund (TCF)



Of the 19 Tranche 1 schemes, 17 are now fully claimed for and the other two are nearing completion. In Tranche 2, construction on the Sunderland Central Station redevelopment scheme has begun and construction on the new Durham Bus Station continues.

The chart below sets out a summary of progress.



Next milestones

- It is estimated that approximately five schemes are to be presented to JTC for approval in January 2022, with the majority of the remaining schemes being presented in March 2022.

Key risks

- Further delays in business case development could result in Tranche 2 schemes not being delivered by March 2023. There is therefore the potential that TCF funds could go unspent and be handed back to Government. A strategy to mitigate against this is being implemented, which details the process by which the TCF programme will be managed, including the removal, expansion or addition of schemes to ensure funding is fully spent.

RAG rating



3.2

Zero Emission Vehicle policy



The principles of the Zero Emission Vehicle policy that is being developed for the region have been agreed by JTC and we have engaged with all the LA7 authorities to ensure that the regional policy aligns with their own strategies.

Next milestones

- The completed policy will be submitted to JTC for approval in January 2022.

Key risks

- Additional funding for ZEVs being announced before the Policy is fully agreed. To mitigate this, we are working at pace to develop the Policy.

RAG rating:



3.3

Go Ultra Low North East update

Although the Go Ultra Low North East project's main activities have concluded, one of the remaining two electric vehicle (EV) hubs which was funded through this project opened to the public last month. The EV charging hub which is located at the Angel of the North is the third hub in Gateshead to have been installed through this project. The hub will be operated and maintained by Fastned through a procured contract.



Next milestones / key risks

Not applicable as this project is now complete.

4. Public transport, travelling by bus, ferry and on demand public transport

4.1

Bus partnership development



Good progress is being made on the Bus Services Improvement Plan (BSIP) and bus partnership development is covered under a separate agenda item.

5.

Private transport: travelling by car and using road infrastructure

5.1

Tyne Tunnel



In terms of traffic levels using the Tyne Tunnels, there is a continued improvement towards pre-Covid levels, but the situation remains unpredictable. On some days traffic is back to historic levels especially at weekends, but the morning peak is still particularly depressed. As a result, it is difficult to forecast when or if a full recovery will happen.

Work is progressing well on the Tyne Pass Scheme to introduce barrierless travel for Tunnel users. This is due to come into full operation from November 2021 and will modernise the outdated payment system, bringing significant environmental benefits in terms of reduced vehicle emissions and improved air quality.

During September and October an extensive media and marketing campaign has taken place to let Tunnels users know of the changes and explain how to pay once the barriers are removed. This has included TV, radio and newspaper adverts, as well as a social media campaign, engagement with community groups and leaflets being handed out to businesses and to users at the tunnels.

Next milestones

- The Tyne Pass scheme is planned to go live from November 2021. More details on the scheme are provided in regular reports to the JTC Tyne and Wear Sub-Committee.

Key risks

- There is a delivery and financial risk on the Tyne Pass Scheme, but that rests with TT2 who operate the Tunnels and who are responsible for implementation of the scheme and for enforcement of unpaid tolls.
- There will be a reputational risk to JTC if the Tyne Pass scheme is not delivered on time or produces adverse outcomes for users. Some users who have received an Unpaid Toll Charge Notice (UTCN) over the last few months under the interim Tyne Pass systems in place have been dissatisfied. It is therefore important that Transport North East continues to work with TT2 on clear messaging to users, distinctive signage and fair processes for UTCNs in order to provide customers with the best possible experience under the new Scheme. Officers will continue to work with TT2 towards these aims. Safeguards have been put in place via the Project Agreement with TT2 and via the processes for management of the Concession.

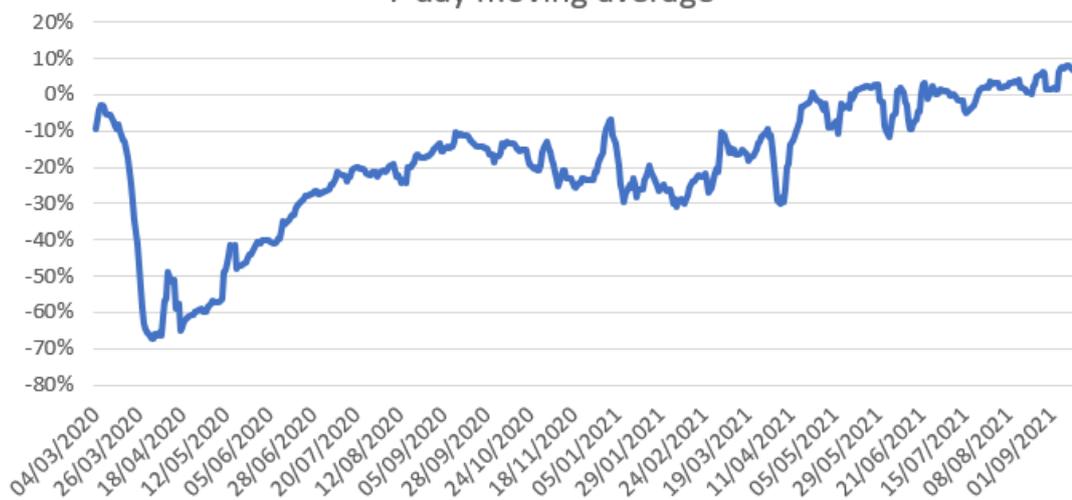
RAG rating:



6. **Estimated Change in Traffic Flow in Tyne and Wear**

The following chart shows that at the start of the pandemic traffic levels dropped considerably but have now recovered significantly towards pre-covid levels and at times above.

Estimated change in traffic volume compared to Pre-Covid in Tyne & Wear to September 2021
7 day moving average



7. Proposals

7.1 This report is for information. Members are asked to note the contents of the report.

8. Reasons for the Proposals

8.1 This report is for information purposes.

9. Alternative Options Available

9.1 Not applicable to this report.

10. Next Steps and Timetable for Implementation

10.1 Next steps are set out under each respective item.

11. Potential Impact on Objectives

11.1 Successful delivery of the various transport schemes and investment proposals outlined in this document will assist the JTC in delivering its objective to maximise the region’s opportunities and economic potential.

12. Financial and Other Resources Implications

12.1 The report provides an update and overview of progress against the seven Delivery Plan categories in implementing the objectives of the North East Transport Plan and achieving the vision of ‘moving to a green, healthy, dynamic and thriving north-east.’

12.2 The North East Transport Plan includes proposed / required investment totalling £7billion to achieve the aims and ambitions of the JTC, the majority of which is dependent on future funding decisions by central government. The financial and other resource implications aligned to the plan were agreed as part of the Transport Budget and Levies 2021/22 report to the JTC on 19 January 2021 and

in subsequent reports to augment and amend the budget as appropriate.

13. Legal Implications

13.1 There are no legal implications arising directly from this report.

14. Key Risks

14.1 Appropriate risk management arrangements are in place for each programme of work overseen by the delivery agencies responsible. Key risks are set out under each respective item.

15. Equality and Diversity

15.1 Successful delivery of schemes to improve public transport, walking and cycling will help to address transport-related social exclusion and create a fairer society.

16. Crime and Disorder

16.1 There are no specific crime and disorder implications associated with this report.

17. Consultation/Engagement

17.1 Many of the schemes and proposals outlined in this report have been, or will be, the subject of engagement with appropriate stakeholders or the wider public.

18. Other Impact of the Proposals

18.1 No specific impacts.

19. Appendices

19.1 1 - Progress on Key Performance Indicators.

20. Background Papers

20.1 None.

21. Contact Officers

21.1 Tobyn Hughes, Managing Director, Transport North East
Tobyn.hughes@nexus.org.uk

22. Sign off

- Head of Paid Service:
- Monitoring Officer:
- Chief Finance Officer:

23. Glossary

23.1 All abbreviations or acronyms are spelled out in the report.

Appendix 1

Progress on Key Performance Indicators

<u>KPI</u>	<u>Direction of travel</u>	<u>Key insight</u>
<p><u>Sustainable Travel</u></p> <p>33% of journeys made by public transport, walking and cycling.</p> <p>Data Source: DfT National Travel Survey 2019, published August 2020.</p>	Increase	<p>Data in the National Travel Survey for 2020 shows that 37% of journeys are made by public transport, walking and cycling, which is an increase on the previous year.</p> <p>Other data sources have Metro and bus use remaining below pre-covid levels even after restrictions have been lifted in 2021, however cycling numbers are up in many locations.</p>
<p><u>Public transport accessibility</u></p> <p>45% People within 25 minutes of key employment, education and retail sites by public transport.</p> <p>Data source: Commissioned analysis August 2020</p>	No Change	Data is not yet available to update, however, there have been no major changes to infrastructure.
<p><u>Climate action</u></p> <p>CO2 emissions per capita: 1.7 tonnes CO2 emitted per person annually using transport.</p> <p>Data source: UK local authority and regional CO2 emissions statistics: 2019,</p>	No Change	Figures for 2019 have been released and show no change in the amount of transport related CO2 emissions.

<p>Department for Business, Energy & Industrial Strategy, published June 2021</p>		
<p><u>Take up of ultra-low emission vehicles (ULEVs)</u></p> <p>0.34% Proportion of licenced vehicles in our region that are classed as ultra-low emission (end of 2019)</p> <p>Data source: Department for Transport vehicle licensing statistics</p>	Increase	<p>0.48% of licenced vehicles in the region are classed as ultra-low emission (end of 2020). Data published May 2021.</p>
<p><u>Air quality</u></p> <p>For 2019, the highest, median, hourly nitrogen dioxide reading was 26.9ug/m³ occurring in the morning traffic peak.</p> <p>Data source: Department for Environment Food & Rural Affairs Automatic Urban and Rural Network (AURN)</p>	Decrease	<p>For 2020, the highest, median, hourly nitrogen dioxide reading was 20.1ug/m³ occurring in the morning traffic, however this is expected to be unusually low due to lock down restrictions</p>
<p><u>Network performance</u></p> <p>In terms of efficiency, in 2019 our regional network scored 71.8%</p> <p>Data source: Department for Transport congestion data.</p>	No Change	<p>Data is not yet available to update</p>
<p><u>Motor vehicle traffic</u></p> <p>Estimated vehicle miles per head in our region in 2019 5,077</p>	Decrease	<p>Estimated vehicle miles per head in the region in 2020 were 4,064. We can expect that 2020 will be unusually</p>

<p>Data source: Department for Transport National Travel survey, published August 2020</p>		<p>low.</p>
<p><u>Road safety: numbers killed and seriously injured</u> Numbers killed and seriously injured (KSI) three year rolling average (2016-17 to 2018-19) 778 Data source: Traffic Accident Data Unit</p>	<p>Decrease</p>	<p>In the three-year rolling average from 2017 to 2020 there were 704 KSI.</p>
<p><u>Road safety: number of slight injuries</u> Number of slight injuries three year rolling average (2016-17 to 2018-19) 3,275 Data source: Traffic Accident Data Unit</p>	<p>Decrease</p>	<p>In the three-year rolling average from 2017 to 2020 there were 2,934 slight injuries</p>

North East Joint Transport Committee

Date: 26 October 2021

Subject: Capital Programme Management Framework

Report of: Managing Director, Transport North East

Executive Summary

The purpose of this report is to provide members of the Joint Transport Committee with an overview of a regional Capital Programme Management Framework and to seek approval from members for its adoption and implementation. The Capital Programme Management Framework is supplementary to the regional Transport Assurance Framework and outlines the decision-making and governance arrangements that are required to make changes to the live programme of capital schemes being delivered within the region, inclusive of the reallocation of previously agreed funding.

Recommendations

The North East Joint Transport Committee is recommended to:

- i. Agree and approve the Capital Programme Management Framework, provided at **Appendix 1**.

1. Background Information

- 1.1 The regional Transport Assurance Framework, adopted in October 2019, sets out the detailed governance and decision-making arrangements, agreed with the Department for Transport (DfT), for supervising funding allocated to the North East Joint Transport Committee (JTC). However, there is a distinct gap in terms of outlining the decision-making processes and change control practices which are necessary to mitigate delivery risk and provide the effective management of a live capital programme.
- 1.2 The Capital Programme Management Framework, provided at **Appendix 1**, is intended to function as a supplementary document of the Transport Assurance Framework, outlining those change controls and decision-making processes, specifically in relation to the delivery of our live capital programme, including project and programme management control processes, prioritisation, and the reallocation of previously agreed funding where deliverability is constrained.
- 1.3 The Programme Management Framework provides and establishes the procedures for decision making across the entire transport capital programme regardless of funding stream.
- 1.4 At present, our capital programme is comprised of the Transforming Cities Fund (TCF) and Active Travel Fund (ATF). The Capital Programme Management Framework will be applicable across all existing and future sources of capital funding, where JTC has full funding responsibilities and where that funding is being used to fund a programme of capital schemes delivered by external bodies.

2. Proposals

- 2.1 This report appends, at **Appendix 1**, the proposed Capital Programme Management Framework, the purpose of the Capital Programme Management Framework is to detail the operating principles and the governance arrangements for decision-making within the live programme of capital schemes being delivered in the region. It offers stakeholders, including Government, the assurance that there is a robust framework in place to manage transport schemes in an appropriate way, ensuring value for money is maximised. As such, the Framework will:
 - Provide a clear mechanism for managing and delivering a capital pipeline of schemes.
 - Be coterminous with and supplementary to the Transport Assurance Framework.
 - Identify clear change control processes with decision making and reporting processes embedded.
 - Dovetail with existing Department for Transport change processes.
- 2.2 Any capital programme changes, arising from the adoption of the Capital Programme Management Framework, will be subject to final decision by the JTC.
- 2.3 The Capital Programme Management Framework operates at two levels by providing a mechanism to appropriately manage scheme changes and

performance issues relating to scheme delivery and in providing a governance mechanism by which to provide a resolution to these issues.

2.4 The following sections highlight the high-level proposals which are expanded upon in the Capital Programme Management Framework provided at **Appendix 1**:

Scheme Changes

If at any stage of the project life-cycle there are significant changes to the delivery of a scheme previously agreed to be funded and provided with an indicative funding allocation, either due to increases in scheme costs, delays to the scheme programme or other deliverability issues, or if any scheme promoter proposes to change scheme elements which would elicit significant changes in terms of scheme scope, benefits, costs or timing - an assessment of the likely impact of proposed changes would need to be completed. All significant scheme changes would be presented to the Transport Capital Programme Board, where there is determined to be substantial enough changes, a decision to proceed with the scheme would be required to be agreed by the Joint Transport Committee

Underperformance and Non-Performance

Should a scheme which has been entered into the capital programme and provided with an indicative allocation of funding encounter conditions (e.g. technical, economic, delays) which are likely to significantly compromise the successful delivery of that scheme or have an overall material impact on the delivery of the programme from which the funds are derived, the scheme promoter will have a period of time to agree and implement an action plan. If, after the agreed time period set out in the action plan the scheme promoter has not been able to undertake corrective action as agreed, further action may be taken. The Capital Programme Board will be responsible for determining if an action plan is required and the detailed actions outlined within action plans, failure to meet the requirements of an action plan will be reported to the JTC.

Scheme Removal

If any scheme is determined to be undeliverable either as a proposal or within the allotted timescales dedicated to the programme of funding, if scheme changes are so substantial that it would warrant removal from a programme, or if a scheme promoter wishes not to proceed with a given scheme, this would be reported to the Transport Capital Programme Board and onwards to the Joint Transport Committee along with a recommendation to either reduce the scale of the programme or to replace the scheme with another scheme.

Reallocation and Re-prioritisation

Should a scheme be removed from a programme, in the first instance, any existing overprogramming present would be reduced. Should the removal of a scheme necessitate the re-allocation of funds, it is proposed that funds would be allocated to existing pipeline schemes, with priority given to those schemes previously submitted and included within the Transport Plan or those already within the programme which the specified funding is derived. When selecting a replacement scheme consideration will be given to:

- Affordability
- Deliverability

- Value for money
- Local Contributions
- Risk

This will ensure that an appropriate addition, extension of an existing scheme or replacement is selected. Where there are multiple schemes with the potential for programme entry prioritisation will take place, which will take into account the objectives of the funding stream and the aforementioned criteria. New entries to a programme would be proposed at the Transport Capital Programme Board and taken onwards for decision at the Joint Transport Committee.

3. Reasons for the Proposals

- 3.1 This report proposes that the Capital Programme Management Framework provided at **Appendix 1**, is approved, and adopted, in order to complement the existing regional Assurance Framework and provide clear governance and decision-making procedures when proposing changes to our capital programme.
- 3.2 As the Transforming Cities Fund (TCF) draws towards its programme end date of the 31st March 2023, there is a pressing need to establish the internal governance mechanisms and the decision-making practices for the programme of interventions associated with TCF, including the steps that would need to be taken to adjust, amend or enter new schemes into the programme. This is essential in order to deliver schemes at the pace required to meet the regional funding profile and maximise the regional benefit of the TCF programme.
- 3.3 It is proposed the Capital Programme Management Framework is adopted to tackle these issues and will also encompass any new capital funds overseen by the JTC, the proposed approach will ensure that delivery is focused on both cost and project target delivery dates. In addition, project and programme related internal and external risks will also be regularly assessed, mitigated, and addressed. Where necessary, we will have a clearly identified process in place to de-scope and re-scope schemes, substitute schemes and bring new schemes in to the programme in order to meet the deadline for delivery of schemes.

4. Alternative Options Available

- 4.1 Two options are presented to the North East Joint Transport Committee.
- 4.2 Option 1 – The North East Joint Transport Committee accept the recommendations set out in the report, and the Capital Programme Management Framework is applied across all existing funds and future sources of funding, where that funding is overseen by the Joint Transport Committee.
- 4.3 Option 2 – The North East Joint Transport Committee do not accept the recommendation set out in this report, in which case there will not be a mechanism agreed for making changes to the capital programme or a governance route to approve the reallocation of previously agreed funding.
- 4.4 Option 1, is the recommended option.

5. Next Steps and Timetable for Implementation

- 5.1 Subject to Joint Transport Committee approval the Capital Programme Management Framework will be adopted immediately, regular reporting on the performance of the capital programme will be provided to Joint Transport Committee with proposed changes subject to the reporting and decision-making mechanisms outlined in **Appendix 1**. A further report will be provided to the next meeting of the Joint Transport Committee, this report will give an update on the progress of the Transforming Cities Fund and recommend any necessary applications of the Capital Programme Management Framework.

6. Potential Impact on Objectives

- 6.1 Adoption of the Capital Programme Management Framework would provide the region with a clear decision-making framework for making changes to schemes which have previously been allocated funding. It mitigates against the high-level risks within the Transforming Cities Fund programme providing the flexibility to manage our capital programme proactively, without which there is a risk that the existing schemes within the TCF programme, in particular, fail to spend the full regional Tranche 2 TCF allocation. As such the Capital Programme Management Framework will aid in the delivery of the ambition outlined within the North East Transport Plan and mitigate the risk of underspend.

7. Financial and Other Resources Implications

- 7.1 There are no specific financial or resource implications arising from this report.

8. Legal Implications

- 8.1 There are no specific legal implications arising from this report.

9. Key Risks

- 9.1 There are no key risks arising from this report.

10. Equality and Diversity

- 10.1 There are no specific equality and diversity implications arising from this report.

11. Crime and Disorder

- 11.1 There are no specific crime and disorder implications arising from this report.

12. Consultation/Engagement

- 12.1 This report has been received at the meeting of the Heads of Transport and Transport Strategy Board in accordance with the governance requirements of the Joint Transport Committee. Feedback has been taken and integrated from both groups.

13. Other Impact of the Proposals

13.1 None.

14. Appendices

14.1 Appendix 1: Capital Programme Management Framework

15. Background Papers

15.1 North East Transport Assurance Framework: [NORTH EAST JOINT TRANSPORT COMMITTEE \(transportnortheast.gov.uk\)](http://transportnortheast.gov.uk)

16. Contact Officers

16.1 Jonathan Bailes, Designation Transport Programme Lead
E-mail: jonathan.bailes@transportnortheast.gov.uk

17. Sign off

- The Proper Officer for Transport: ✓
- Head of Paid Service: ✓
- Monitoring Officer: ✓
- Chief Finance Officer: ✓

18. Glossary

JTC – Joint Transport Committee

DfT – Department for Transport

TCF – Transforming Cities Fund

TNE – Transport North East

CAPITAL PROGRAMME MANAGEMENT FRAMEWORK

September 2021
(DRAFT)

1. Introduction

1.1 Purpose of Management Framework

This document sets out the North East Capital Programme Management Framework, it is to be applicable to all capital funding sources managed by Transport North East on behalf of the North East Joint Transport Committee.

The Management Framework outlines the decision-making and governance arrangements that are required to make changes to the live programme of schemes within the region inclusive of the reallocation of previously agreed funding.

This document has been produced in accordance with the Department for Transport 'National Local Growth Assurance Framework Guidance' that ensures Local Enterprise Partnerships (LEPs) and Mayoral Combined Authorities (MCA) have the appropriate mechanisms and processes in place to manage funding delegated to them.

The Capital Programme Management Framework is intended to function as a supplementary document of the North East Transport Assurance Framework and will outline the decision-making processes and change control practices necessary to mitigate delivery risk and provide for the effective management of a live capital programme.

2. Governance

2.1 Governance Arrangements

The North East Joint Transport Committee (JTC) consists of the seven local authorities within the region: Durham County Council, Gateshead Council, Newcastle City Council, North Tyneside Council, Northumberland County Council, South Tyneside Council and Sunderland City Council. In Tyne and Wear the Passenger Transport Executive, Nexus, oversees public transport provision and owns and operates the Metro.

The JTC has responsibility for local transport funding, including funding for transport schemes devolved by Government. Transport North East is a specialist transport resource charged with overseeing the programme management and delivery of transport schemes from secured capital funds on behalf of the JTC.

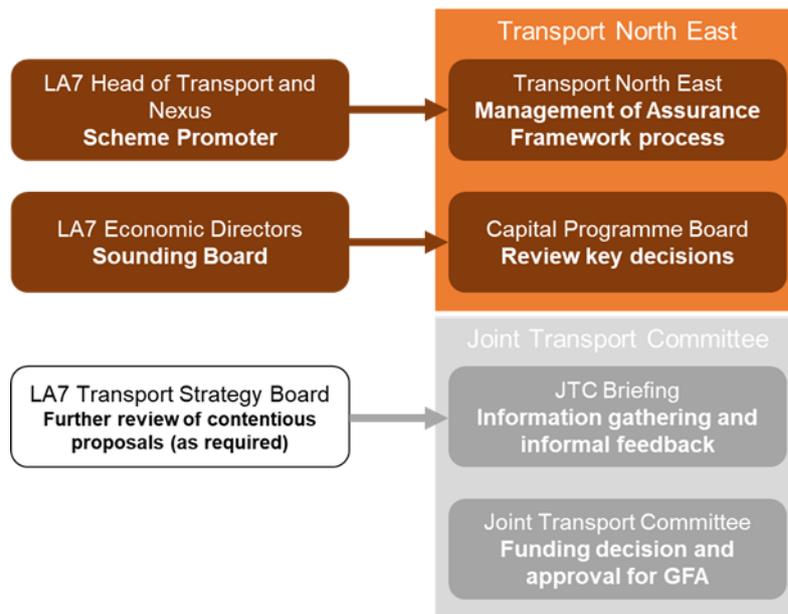
The North East Transport Assurance Framework and the North East Combined Authority Constitution outline, in detail, the governance arrangements and decision-making processes for all financial matters. The internal governance mechanisms and the proposed route for decision making for the Capital Programme Management Framework will accord with the requirements outlined in both documents. Any capital programme changes will be managed through existing mechanisms, with all final decision-making responsibilities held by the JTC. Section **4. Capital Programme Management** will outline the exact decision route for each individual change scenario to the capital programme.

In broad terms, the governance of our capital programme will be managed by the following:

- Transport Capital Programme Board (Outlines Recommendations)
- Transport Strategy Board (Advisory)
- Joint Transport Committee (Decision Making)

The Transport Capital Programme Board oversees the management of the capital programme on a day to day basis and is the first formal point at which recommendations for changes to the capital programme will be made, the Transport Strategy Board provides oversight and is advisory to the JTC whilst the JTC will act as the final decision-making body for significant material decisions relating to the capital programme and is ultimately responsible for approving the release of capital funding.

The governance structure for decision making with regards to the capital programme is outlined in the organogram below:



2.2 Reporting

Records of any decisions made at JTC meetings are recorded via meeting minutes, these are published on the North East Combined Authority (NECA) website. Records of the outcome of any due diligence processes required for changes to schemes will also be published on the NECA website. Regular updates on the capital programme will be provided to meetings of the JTC and these will be recorded through the JTC meeting minutes. Transport North East will also ensure compliance with government guidelines on publication, where appropriate.

3. Pipeline Entry

3.1 Transport Pipeline

The purpose of the Capital Programme Management Framework is to detail the operating principles and the governance arrangements for decision-making within the live programme of capital schemes being delivered within the region. It offers stakeholders, including Government, the assurance that there is a robust framework in place to manage transport schemes in an appropriate way, ensuring value for money is maximised.

The North East Transport Plan provides the regional pipeline of capital schemes, this pipeline is comprised of capital enhancement schemes split into seven categories of interventions:

- Helping people to make the right travel choice
- Upgrading North East Active Travel Infrastructure
- Bus, ferry and first and last mile
- Local rail and metro
- Road infrastructure
- Maintaining and renewing our transport network
- Connectivity beyond our own boundaries.

The Transport Plan committed to managing this pipeline of schemes as a live programme, as such there is a need to provide the flexibility to enter schemes into the programme so as to reflect emerging priorities or to continue to be responsive to potential funding opportunity. It is worth noting that once a scheme is ascribed to a particular funding source for delivery it is deemed to be part of the capital programme. In advance of that it is included as part of the Transport Pipeline as a scheme requiring development. All schemes which seek funding administered by JTC must be included within the Transport Plan pipeline.

3.2 Managing the Transport Pipeline

The region has a track record in selecting and prioritising projects which balance objectives around the economy, environment, and society. It is important that the transport pipeline is considered to be a live programme that can be frequently updated, as such, a prioritisation process has been developed incorporating assessment against the vision and objectives of the North East Transport Plan to ensure strategic fit, in addition to the following considerations:

- Deliverability
- Scheme costs
- Value-for-Money
- Local Contribution
- Risk

Underpinning the transport plan pipeline are project proformas which summarise the detail of the schemes and which can be used as a reporting and monitoring tool. These link in turn to the region's Transport Assurance Framework which provides a series of assurance gateways, detailing how schemes progress from concept to delivery using an eight-stage process, therefore, some degree of prioritisation will have already been carried out prior to commencing more detailed scheme development and appraisal work.

In order to enter schemes into the regional transport pipeline and ultimately the capital programme, scheme promoters will be required to complete a proforma setting out details of the scheme, key objectives, outputs and a likely scheme cost alongside a programme of delivery. These proformas do not replace the need for the appropriate level of business case to be developed in accordance with Assurance Framework.

Completed proformas will be provided to the Programmes Team who will report the inclusion of pipeline schemes to Transport Capital Programme Board and Transport Strategy Board, subject to the satisfactory completion of the required proforma and any necessary due diligence. Scheme entry will be formally completed with inclusion in the North East Transport Plan when it is refreshed and adopted by the JTC, however, any schemes which provide satisfactory proformas will be considered to be part of the live capital programme prior to formal inclusion within the Transport Plan.

Project proformas are to be regularly updated by scheme promoters to reflect the development of schemes in accordance with the Assurance Framework. Development of schemes will be

reported to the Transport Capital Programme Board, Transport Strategy Board and Joint Transport Committee at regular intervals.

4. Capital Programme Management

4.1 Background

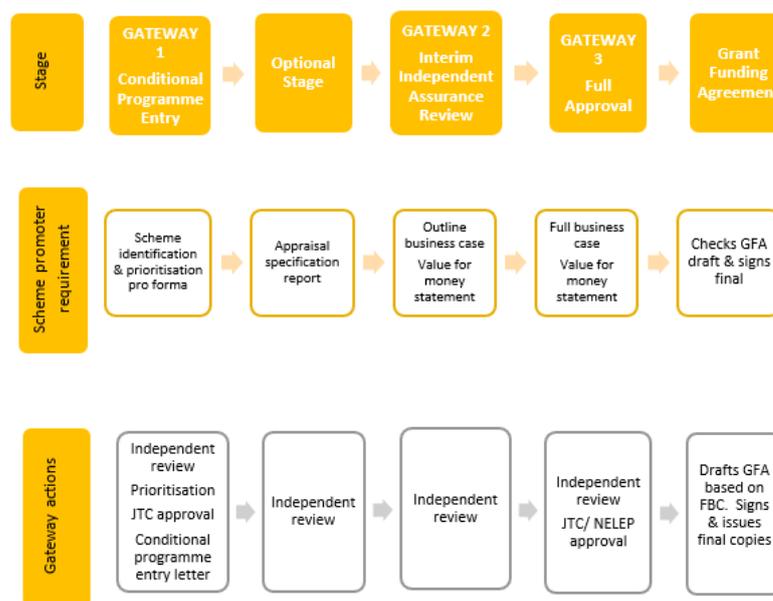
The regional Transport Assurance Framework sets out the detailed governance and decision-making arrangements, agreed with the Department for Transport, for supervising funding allocated to the North East Joint Transport Committee. However, the Assurance Framework does not cover the decision-making processes and change control practices which are necessary to mitigate delivery risk and provide the effective management of a live capital programme.

The Programme Management Framework therefore is complementary to the Assurance Framework, as it outlines those change controls and decision-making processes specifically in relation to the delivery of our live capital programme, including project and programme management control processes, prioritisation, and the reallocation of previously agreed funding where deliverability is constrained. The Programme Management Framework provides and establishes the procedures for decision making across the entire transport capital programme regardless of funding stream.

4.2 Decision Making

Once a scheme has been entered into the capital programme a range of funding opportunities will be sought. In order to be approved for funding scheme promoters must follow the detailed guidance set out within the North East Transport Assurance Framework.

Once schemes have an identified source of funding, have been provided indicative allocations, and are progressing through the Assurance Gateways outlined within the Assurance Framework schemes will be considered to be at the conditional programme entry stage, the JTC will not approve final funding allocations until a full business case has been assured and subsequently a Grant Funding Agreement has been signed as a deed with the scheme promoter. The Transport Assurance Frameworks Assurance Gateways are detailed below:



The following section (**4.3 Change Controls**) details the change controls and the decision-making route where a scheme has been provided with a funding allocation and is considered to be at the conditional programme entry stage but has been subject to:

- Significant changes; or
- Instances of Underperformance or Non-Performance

Section **4.4 Resolutions** will cover the impact of potential outcomes arising from these occurrences and how programme level changes will be managed and mitigated.

4.3 Change Controls

This section outlines under what circumstances changes to the capital programme may be made, and the decision-making route required to enact those changes.

Significant Scheme Changes

If at any stage of the project life-cycle (including all stages of the Business Case development), there are significant changes to the delivery of a scheme previously agreed to be funded and provided with an indicative funding allocation, either due to increases in scheme costs, delays to the scheme programme or other deliverability issues, or if any scheme promoter proposes to change scheme elements which would elicit significant changes in terms of scheme scope, benefits, costs or timing - an assessment of the likely impact (quantified where practicable and possible) of proposed changes would need to be completed, aligned with the Department for Transport (DfT) change process. Through scheme promoter meetings any changes to schemes within the capital programme will be reported to the Transport Programme Team who would be responsible for ascertaining if a change could be considered to be significant, typically, though not exclusively, this would be where there is a variance of >10% in benefits, costs or delivery timescales.

All significant scheme changes would be presented to the Transport Capital Programme Board, where there is determined to be substantial enough changes, a decision to proceed with the scheme would be required to be agreed by the Joint Transport Committee, key factors which will be assessed and presented to the Joint Transport Committee, include:

- Whether the change in one element (scope, benefits, cost, time) is likely to negatively or positively impact upon the remaining scheme elements.
- The scale and quantum of the proposed change and what the resulting impact as a proportion of the whole programme including financial implications to the programme or expenditure profile resulting from the change.
- Whether the change is likely to negatively or positively impact upon the scheme's overall Value for Money (VFM).

Underperformance and Non-Performance

Should a scheme which has been entered into the capital programme and provided with an indicative allocation of funding encounter conditions (e.g. technical, economic, delays) which are likely to significantly compromise the successful delivery of that scheme or have an overall material impact on the delivery of the programme from which the funds are derived, the scheme promoter will have a period of time to agree and implement an action plan. If, after the agreed time period set out in the action plan the scheme promoter has not been able to undertake corrective action as agreed, further action may be taken. This action may include temporary or permanent suspension of any grant, repayment of any grant incurred or removal

of the scheme from the programme. The Capital Programme Board will be responsible for determining if an action plan is required and the detailed actions outlined within action plans, failure to meet the requirements of an action plan will be reported to the JTC who will be ultimately responsible for determining what subsequent measures will be taken.

4.4 Resolutions

This section outlines what resultant actions may be taken as a consequence of Significant Scheme Changes or instances of Underperformance or Non-Performance and what changes may arise at the programme level as a result, including the necessary decision-making route to approve programme level changes.

Scheme Removal

If any scheme is determined to be undeliverable either as a proposal or within the allotted timescales dedicated to the programme of funding, if scheme changes are so substantial that it would warrant removal from a programme, or if a scheme promoter wishes not to proceed with a given scheme, this would be reported to the Transport Capital Programme Board and onwards to the Joint Transport Committee along with a recommendation to either reduce the scale of the programme or to replace the scheme with another scheme. This would also necessitate Transport North East to inform the DfT or relevant funding body and to align with any specified funder change processes.

Reallocation and Re-prioritisation

Should a scheme be removed from a programme, in the first instance, any existing overprogramming present would be reduced. Should the removal of a scheme necessitate the re-allocation of funds, it is proposed that funds would be allocated to existing pipeline schemes, with priority given to those schemes previously submitted and included within the Transport Plan or those already within the programme which the specified funding is derived. When selecting a replacement scheme consideration will be given to:

- Affordability
- Deliverability
- Value for money
- Local Contributions
- Risk

This will ensure that an appropriate addition, extension of an existing scheme or replacement is selected. Where there are multiple schemes with the potential for programme entry prioritisation will take place, which will take into account the objectives of the funding stream and the aforementioned criteria. New entries to a programme would be proposed at the Transport Capital Programme Board and taken onwards for decision at the Joint Transport Committee.

5. Scheme Delivery

5.1 Management

Transport North East will carry out programme management of the capital programme and the agreed transport schemes within the north east programme, on behalf of the JTC, to ensure their delivery by scheme promoters. The identification of schemes, development of scheme proposals and completion of business cases is the responsibility of scheme promoters. This working arrangement will be underpinned by the establishment of formal grant funding

agreements that protect the financial interests of the JTC and enables the JTC to fulfil its responsibility to deliver value for money whilst setting out respective responsibilities including reporting and audit requirements.

5.2 Monitoring and Evaluation

The Transport Programme Lead will be responsible for overseeing the day to day project delivery, monitoring and evaluation of the capital programme and will report to the various governance board and onwards to JTC on a regular basis and as required.

Once funding agreements have been signed for individual schemes, schemes will move from development to the delivery phase. There are a number of processes which support project delivery. Some of these will be undertaken for every project, where others will be invoked where necessary. The general approach will be to evaluate projects where lessons can be learned to inform future funding bids and where innovative approaches are being delivered. The detail of this will be discussed with individual projects at the earliest opportunity, however, all schemes will be expected to accord with the North East Monitoring and Evaluation Framework which outlines the specific requirements schemes will be expected to adhere to.

5.3 Risk Management

Monthly capital programme updates are produced and presented to the Capital Programme Board, these updates contain both capital programme and scheme specific risk assessments. Schemes are ranked as red, amber or green according to progress and specific scheme level issues. Any projects ranked as red will be regularly reviewed to determine if action plans in line with the detail outlined in section **4.3 Change Controls** are required or to agree any mitigating immediate action/intervention.

North East Joint Transport Committee

Date: 26 October 2021

Subject: Appointment to Transport for the North, General Purposes Committee

Report of: Monitoring Officer - Transport

Executive Summary

Transport for the North have recently established a General Purposes Committee to provide direction in relation to any matter other than rail franchise matters which is not reserved to the Transport for the North Board.

This report seeks approval for the appointment of representation to the General Purposes Committee.

Recommendations

The North East Joint Transport Committee is recommended to:

- i. Nominate Councillor Martin Gannon as Member and Mayor Jamie Driscoll as Substitute Member to represent the regional group comprising NECA and NTCA on the Transport for the North General Purposes Committee.

1. Background Information

- 1.1 On 1 April 2018, Transport for the North (TfN) became a Sub-National Transport Body. It has a local government-type governance structure comprising a Board, Rail North Committee, Scrutiny Committee and Audit Committee.
- 1.2 At its AGM on 29 September 2021, Transport for the North agreed that a General Purposes Committee should be established and has subsequently invited nominations for membership.
- 1.3 Membership of the General Purposes Committee must be made from Members and Substitute Members of the Transport for the North Board.

2. Proposal

- 2.1 It is proposed to nominate Councillor Martin Gannon as Member and Mayor Jamie Driscoll as Substitute Member to the General Purposes Committee to represent the regional group comprising North East Combined Authority and North of Tyne Combined Authority.
- 2.2 Councillor Gannon and Mayor Driscoll are the lead representatives on the Transport for the North Board nominated by their respective Combined Authorities.

3. Reasons for the Proposals

- 3.1 The proposals will enable NECA and NTCA to participate in the Transport for the North General Purposes Committee.

4. Alternative Options Available

- 4.1 None

5. Next Steps and Timetable for Implementation

- 5.1 The proposed appointments will be submitted to Transport for the North for agreement at the next Transport for the North Board on 24 November 2021.

6. Potential Impact on Objectives

- 6.1 The appointments will enable NECA and NTCA to properly discharge their functions, thereby assisting in the delivery of their objectives.

7. Financial and Other Resources Implications

- 7.1 There is no specific provision in the budgets to support expenses associated with membership of outside bodies and it is anticipated that these will be met by the constituent authorities.

8. Legal Implications

8.1 The terms of reference of the General Purposes Committee are set out in Transport for the North's Constitution.

9. Key Risks

9.1 None

10. Equality and Diversity

10.1 There are no specific equality and diversity implications arising from this report.

11. Crime and Disorder

11.1 None

12. Consultation/Engagement

12.1 None

13. Other Impact of the Proposals

13.1 None

14. Appendices

14.1 None

15. Background Papers

15.1 None

16. Contact Officers

16.1 Mike Barker

mikebarker@gateshead.gov.uk

17. Sign off

- The Proper Officer for Transport:

18. Glossary

NECA – North East Combined Authority
NTCA – North of Tyne Combined Authority
TfN – Transport for the North

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