



Tyne & Wear ITA - Scrutiny Committee

**Meeting to be held: South Shields Town Hall ,South Tyneside Council,Westoe Road ,
South Shields**

on Thursday 18 November 2010 at 1.00 pm

***Membership : Councillors G Miller and D Tate (Sunderland City Council) Councillors
M Graham and T Graham (Gateshead Council) Councillors B Watters and R
Porthouse (South Tyneside Council) Councillors D Charlton and J Macaulay (North
Tyneside Council) Councillors L Hunter and M Lynch (Newcastle City Council)***

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AGENDA

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- 1. Welcome and Introductions**
- 2. Apologies for Absence**
- 3. Declarations of Interest**

(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

- 4. Minutes of Meeting held on 16 September 2010** **1 - 6**

KEY ITEM

- 5. ITA Budget Planning** **7 - 18**

Report of Senior Accountant

COMMENT ON REPORTS TO 23 SEPTEMBER ITA

- 6. General Transport Update** **19 - 24**

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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 & Wear ITA - Scrutiny Committee

16 September 2010
(1.00 - 3.00 pm)

Present:

Councillor: Councillor Graeme Miller (In the Chair)

Councillors: Charlton, T Graham, Porterhouse and Tate

IN ATTENDANCE

Paul Staines	- Newcastle Scrutiny Team
Graham Robinson	- Nexus
John Fenwick	- Nexus
Jessica Anderson	- Tyne & Wear LTP Core Team Leader
Scott Vincent	- ITA Senior Policy Officer
Roger Gill	- ITA Policy Team
Paul Fenwick	- New Tyne Crossing Project Director
Cliff Jessett	- New Tyne Crossing
Gillian Haggerston	- Democratic Services, Newcastle City Council

22. WELCOME AND INTRODUCTIONS

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

23. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors M Graham, Hunter, Lynch, Macaulay and Watters, and B Rowland - Clerk to the ITA.

24. DECLARATIONS OF INTEREST

There were no Declarations of Interest.

25. MINUTES OF MEETING HELD ON 15 JULY 2010

The minutes of the meeting held on the 15 July 2010 were approved as a correct record and signed by the Chair subject to the alteration in the last line of minute no. 19 to read “---that policy needed to be anchored in public feedback”.

Matters Arising:-

(a) High Speed Rail Update

(Minute No. 17 refers).

Paul Staines tabled a report from the Director General, Nexus which was to be submitted to the next ITA meeting addressing a request by this Committee to set out the contribution of the ITA to lobbying for high speed rail north of Birmingham. The Chair commented that he was pleased to see the establishment of the All Party Parliamentary Rail in the North Group, and requested an update on intensification of the lobbying campaign for the next meeting of the Scrutiny Committee.

It was noted that an approach had recently been made by Sheffield and Leeds to find out whether there was any interest in extending the scope of the study up the east coast. The next ITA meeting would be updated on this.

A member commented that there was a larger population on the east coast than the west side of the country.

(b) Tyne and Wear Major Schemes

(Minute No. 18 refers).

It was noted that how the ITA considered fully the economic risks associated with non-funding by Government of major capital schemes was included in the Work Programme for January.

(c) Local Transport Plan 3 Development

(Minute No. 19 refers).

In response to a member's question it was explained that it was noted that concessionary travel was only available for local bus services, rather than river based services.

26. LOCAL TRANSPORT PLAN 3 - DEVELOPMENT

Submitted: Report of the Joint Transport Steering Group (previously circulated and copy attached to Official Minutes).

J Anderson gave a presentation to the Scrutiny Committee around Developing the Strategy, LTP3 Contents, Consultation and Timescales (copy attached to Official Minutes).

Members then made the following points:-

- The opportunity to review the proposals prior to formal ITA consideration was welcomed, as was the engagement of specialist media advisors.

- Reference should be made in the full LTP3 document as to how the ITA and others were working to protect the transport network in the event of civil emergency.

Roger Gill indicated that he could check in the strategic risk register and report back.

- Some concern was expressed at moving away from a twelve week public consultation period to an eight week period as it was felt this would impact on the level of feedback received. The Committee believed that priority should be given to transport users above organisations already heavily represented on the ITA.
- There was no mention of groups representing young people (other than Newcastle Youth Parliament), older people or unemployed people in the information regarding the workshop held at the Newcastle Mansion House. These people were the main users of public transport.

J Anderson indicated that the invitee list covered more groups than those who attended, and all those invited had received the outcome of the workshop.

- Use should be made of communication opportunities offered by Council area and ward committees. The Chair expressed disappointment that they had not been consulted as this was a missed opportunity using trusted structures to engage with a large number of elected members.

R Gill indicated that there was a need to work with Democratic Services staff in the district authorities around when their Area Committee's took place.

- The focus of consultation should be on end users and this should be considered. It was stressed that area committees were a good method of engagement.
- In response to a member's question J Anderson indicated that the bus companies had been consulted.
- Care should be taken not to be over-reliant on web based consultation with the public as many households did not have access to the Internet. There needed to be as much consultation as possible with non ICT users.

J Anderson indicated that at least 10,000 consultation summaries would be placed in public buildings such as libraries.

- There was a need to consult with large employers.
- It was suggested that the information received be weighted to ensure statistically balanced feedback.

In response, J Anderson indicated that respondents would be asked for their age band and gender. Responses could be completed on line or in paper version.

In response to a member's comments it was noted that the consultation was around all transport in the area, not just public transport. It was suggested that a short report be circulated to all councillors regarding the ITA roles and responsibilities.

RESOLVED – That the Scrutiny Officer provide a list of comments outlining the points made at the meeting to send to the next ITA meeting.

27. **DRAFT ITA WORK PROGRAMME 2010/11**

Submitted: Report of the ITA Senior Transport Practitioner (previously circulated and copy attached to Official Minutes).

An updated programme was circulated at the meeting (copy attached to Official Minutes).

The Chair indicated that he was pleased that Scrutiny Committee were being given the opportunity to view the draft ITA work programme and the Local Economic Partnership's report after the comprehensive spending review had been announced.

The Scrutiny Officer commented that members of the Scrutiny Committee should receive copies of the ITA non-confidential papers and he would ensure that they were circulated.

Members expressed concern about the perception that super-routes were not being used regularly. It was also commented that there was a difference in operational times of such lanes throughout the county. In some cases buses stopped using them after a certain time, but they were still not open to use by cars outside of this time.

The Chair reported that this was Scott Vincent's last meeting. He thanked him for his work and wished him well for the future.

RESOLVED – That the report be received and the draft ITA Work Programme be included on the agenda as an ongoing item.

28. **SUMMARY OF DECISIONS OF ITA ON 28 JUNE 2010**

Submitted: Report of the Scrutiny Officer (previously circulated and copy attached to Official Minutes).

With regard to the increase in pension deficit, the Treasurer had been able to reduce the salary gross following pay freezes and this had an affect on the deficit.

RESOLVED – That the report be received.

29. **WORK PROGRAMME 2010/11**

Submitted: Report of the Scrutiny Officer (previously circulated and copy attached to Official Minutes).

The Scrutiny Officer queried whether members would like to continue its work programme around Delivering a Sustainable Transport System (DaSTS), or whether they prefer a work programme based around the ITA work programme. The Chair commented that the Scrutiny Committee should concentrate on the ITA work programme as DaSTS was part of this.

The Vice Chair made reference to an upcoming conference and the Scrutiny Officer indicated that he would book one place and circulate the information on the conference to members to see if anyone else wished to attend (two maximum). The Chair commented that if members were aware of any other conferences which they felt were worthwhile attending they should let the Scrutiny Officer know.

RESOLVED – That the Work Programme be based around the ITA Work Programme, and two places be confirmed for the UK Rail Conference on 7 December 2010.

30. **NEW TYNE CROSSING PROJECT UPDATE**

Submitted: Report of the Scrutiny Officer (previously circulated and copy attached to Official Minutes).

The Project Director gave a Powerpoint presentation in which he outlined the benefits, objectives, types of construction and key milestones relating to the new Tyne Tunnel. There were also slides relating to the pedestrian and cycle tunnel.

It was explained that the original tunnel flowed under saturated conditions during peak hours. If nothing was done to relieve this, it would suffer saturation throughout the working day. The combined capacity of the 2 tunnels would be far greater than the capacity at present. It was expected that there would only be a modest shift in traffic from the Newcastle Western Bypass once the new Tunnel opened.

The new tunnel would be used for two way traffic whilst the original Tunnel was closed for refurbishment.

It was commented that the private sector were concerned about the lack of progress in updating the Silverlink junction, and to a lesser extent Moor Farm and Testos roundabouts, to enable the A19 to be used as a corridor.

In response to a member's question, it was noted that the dredging operation had not caused any problems for the existing Tunnel.

A member suggested that it would be a good idea to hold an open day for the public prior to opening the new Tunnel to traffic.

Tolls of up to £1.80 for cars and up to £3.60 for heavy goods vehicles could be applied for. However the proposed charges were £1.40 for cars from 1 January 2012 and £1.60 for cars from 1 January 2013. HGV charges were proposed at £2.00 from January 2012, £2.50 from January 2013 and £3.20 from January 2014. PSVs were zero rated and taxis and motor cycles would be zero rated from 1 January 2014.

With regard to the pedestrian and cycle tunnel it was noted that it was not being publicised to any great degree until after the lifts were upgraded. A shuttle service was in place until the lifts opened in December.

Members and officers who wished to participate then undertook a site visit to the new Tunnel.

RESOLVED – That the update be noted.



Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November, 2010

TITLE: ITA BUDGET PLANNING

**REPORT SENIOR ACCOUNTANT
OF:**

1. Summary / Purpose of Report

1.1 To update the committee on the process and timetable for setting the ITA budget.

2. Recommendation

2.1 The committee is asked to comment on challenges faced by the ITA in the light of the 20th October, 2010 Comprehensive Spending Review.

3. Background

3.1 Eleanor Goodman, Senior Accountant Financial Systems and Accounting, will provide a powerpoint presentation highlighting:

- Overall budget context
- Current ITA spend
- ITA Administration costs
- Timescales for agreeing the 2011/12 budget, and
- ITA reviews of all its activities to provide budget savings

3.2 The presentation was made to the ITA at a policy seminar on 28th October, 2010.

4. Opportunities/Risks

4.1 There is an opportunity to comment on the financial environment the ITA is operating in.

5. Background Papers

5.1 Agenda and Minutes 16th September, 2010

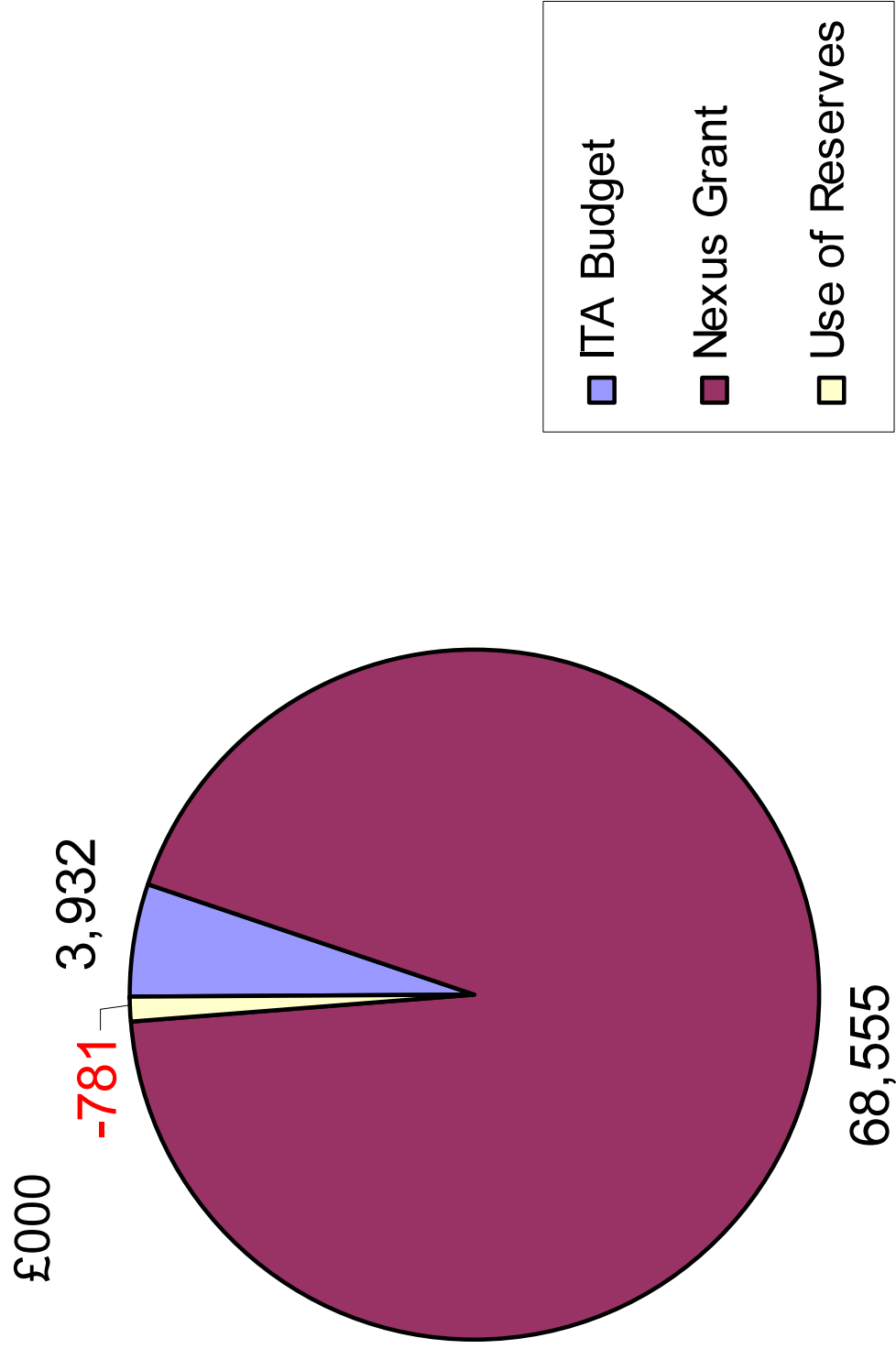
Contact Officer: Eleanor Goodman 0191 277 7518 eleanor.goodman@newcastle.gov.uk

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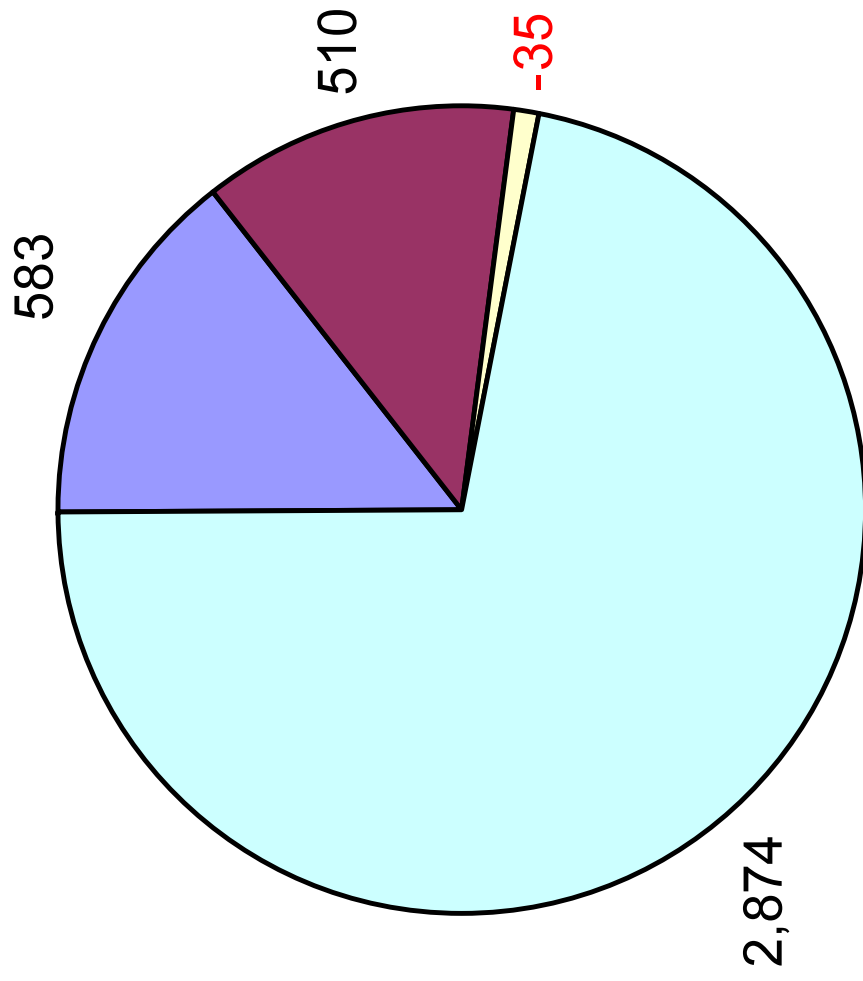
Context

- Spending Review on 20 October gave high level national information about savings in public spending plans.
- Detailed figures for districts will not be available until December, however analysis of the limited information that has been published indicates higher savings than anticipated will be required
- Front loading of savings required in 2011/12 make this an extremely challenging settlement - Districts look likely to face grant reductions in excess of 10% in 2011/12
- Districts will also be facing significant cost pressures in addition to the grant cuts.
- The scale of the challenge means cuts and changes to services, not just efficiencies may be required
- In this context, districts may now be much more likely to seek/accept a 10% cut in the levy than a 3-5% saving.

Where the Levy of £71.706m is spent



Breakdown of ITA budget (£000)



ITA Operating Costs

Historic Pension Costs

Interest on Revenue Balances

Financing Costs

ITA Administration Budget

ITA Administration	2010/11 Original Estimate
Staffing and charge for servicing officers	343,300
External Audit fees	47,070
Members allowances and expenses	86,300
Accommodation charges	6,120
Subscriptions	36,040
Conferences	1,500
Travel expenses and subsistence	4,000
ITA Website	34,000
Printing costs	16,000
Advertising	2,050
Scrutiny Committee	6,700
	239,780
Total	583,080

Timescales

Date	Meeting
28-Oct-10	ITA Policy Seminar
25-Nov-10	ITA meeting
01-Dec-10	Chief Executives' Group
17-Dec-10	Leadership Group
20-Jan-11	Chief Executives group
27-Jan-11	ITA meeting to agree levy for 2011/12

Summary – Workstream 1 ITA Support

<p>Current situation</p> <p>NCC provide support to the ITA through an SLA agreement, including:</p> <ul style="list-style-type: none"> •Management support •Legal Advice •Financial services •Audit and risk •Administration of the democratic process •Scrutiny support •OD and Personnel Services •Policy advice (inc LTP) <p>The review will assess whether this SLA offers value for money to the ITA, and if the current model of provision is fit for purpose.</p> <p>Current SLA charge is £343K/year and runs until 31 March 2011</p>	<p>Recommended option (s)</p> <ul style="list-style-type: none"> • Review the value for money offered by current SLA • Review the focus of ITA resources provided through the ITA SLA • Review the structure of providing support to the ITA <p>Potential saving still to be quantified</p>
<p>Options considered</p> <ul style="list-style-type: none"> •Review the value for money offered by current SLA •Review the focus of ITA resources provided through the ITA SLA •Review the structure of providing support to the ITA (including understanding the policy resource input from Nexus) •Split the SLA across different Local Authorities •Amalgamate joint budgets into one place and provide SLAs based on theme •Do nothing 	<p>Timescales and next steps</p> <ul style="list-style-type: none"> • Short term <ul style="list-style-type: none"> • Identify true cost for providing support services through the SLA using existing arrangements and current spend. Work on this action has already begun and involves a service by service analysis of requirements and current expenditure. • Understand areas where SLA costs may be out of line with current requirements • Identify potential saving on SLA • Longer term <ul style="list-style-type: none"> • Review model of SLA provision to ITA by understanding other examples and best practice models. This may include; restricting the range of services covered by the SLA and adopting “call off” contract approaches and looking more broadly at support services across other Tyne and Wear joint services.
	<p>High level risk and equality assessment</p> <ul style="list-style-type: none"> • Changes to SLA will not impact on front line service delivery or disadvantage groups of service users • Risk that changes to SLA charging process may become more bureaucratic

Summary – Workstream 2 ITA Governance

<p>Current situation</p> <ul style="list-style-type: none"> •16 elected members of the ITA •ITA meets in full on a bimonthly basis •8 other key meetings including sub committees which occur quarterly or bimonthly •Nexus Policy Seminars in addition to this •Current budget £583K 	<p>Recommended option (s)</p> <ul style="list-style-type: none"> • Reduce frequency of subgroup meetings • Amend statutory notice publication to online only (where possible) • Reduce officer attendance at ITA meetings and subgroups • Saving on existing scrutiny budget (non SLA) • Review subscriptions <p>Note: Potential savings for this workstream are estimated at approximately £20K. These savings are distinct from any identified as part of (workstream 1).</p>
<p>Options considered</p> <ul style="list-style-type: none"> •Reduce frequency of ITA meetings •Reduce frequency of subgroup meetings •Reduce officer attendance at meetings •Remove scrutiny function •Review distribution of committee papers and print costs •Review subscriptions •Amend statutory notice publication to online only (where possible) •Reduce the number of members elected to the ITA •Revise members allowance schemes •More extensive use of delegated powers by officers •Hold all meetings at Nexus House •Do nothing 	<p>Timescales and next steps</p> <ul style="list-style-type: none"> • Confirm proposed changes as acceptable • Confirm which Officers should be attending ITA meetings • Confirmation of LGA subscription fees for 11/12 • Undertake review of scrutiny function to increase effectiveness • Review impact of changes on future SLA arrangements and additional potential savings <p>Longer term</p> <ul style="list-style-type: none"> • Consider value received from LGA membership • Consider increased use of delegated powers by officers <p>High level risk and equality assessment</p> <ul style="list-style-type: none"> •Reducing number of meetings may increase size/length of remaining meetings •Accessibility of online notices •Reduced accessibility to officers by Members

Summary – Workstream 2 potential savings

	Potential saving
Reducing meeting frequencies where appropriate (*)	£3,000
Reducing officer attendance at ITA meetings and sub meetings by 50%	£9,000
Moving to online publication of Statutory notices only (where possible)	£5,000
Making a saving in the existing scrutiny budget	£3,000
Reduction in LGA subscription fee	TBC
TOTAL	£20,000

* The meetings referred to in line one are detailed below:

- Tyne Tunnels Working Group reduced from 6 meetings to 4 meetings
- LTP working group reduced from 6 meetings to 4 meetings
- Standards and Audit Committee reduced from 4 meetings to 3 meetings

Savings assumptions:

Based on costs per meeting relating to average officer hourly rate and average attendance, printing and postage

Summary – Workstream 3 Pensions

<p>Current situation</p> <p>ITA are currently making payments to reduce pension deficit in respect of pensions for former Busways employees.</p> <ul style="list-style-type: none"> • Current ITA spend £510K 	<p>Recommended option – overview and cost-benefit analysis</p> <ol style="list-style-type: none"> 1. Increasing repayment period on superannuation contributions to 15years could save £100K per year assuming deficit does not increase, and with agreement of Tyne and Wear Pension Fund <p>As the fund relates to non-active employees, it would not be appropriate to extend the repayment period to 25 years.</p>
<p>Options Appraisal</p> <ul style="list-style-type: none"> • Increase repayment period on superannuation contributions to 15 years • Increase repayment period in line with NCC policy (up to 25 years) • Do nothing 	<p>Timescales and next steps</p> <ul style="list-style-type: none"> • Awaiting actuarial triennial review – expected November 2010. • Any changes would need to be approved by Tyne and Wear Pension Fund <p>Risk and equality assessment</p> <ul style="list-style-type: none"> • May be viewed as imprudent • If review concludes that deficit has substantially increased this option will not be deliverable. • No impact on front line delivery

Summary – Workstream 4 Financing Charges

<p>Current situation</p> <ul style="list-style-type: none"> • Current spend £2.87M • This relates to historic debt, and monies borrowed by the ITA on behalf of the districts 	<p>Recommended option – overview and cost-benefit analysis</p> <ol style="list-style-type: none"> 1. Changes to pool rate reductions will reduce interest by £60K in current year (2010/11) and by £87K in 2011/12 2. Use of reserves in 2011/12 and 2012/13 to help fund the gap until longer-term savings proposals can be implemented
<p>Options Appraisal</p> <ul style="list-style-type: none"> • Improved pool rate from Tyne Tunnel borrowing will reduce interest rate from 4.5% to 4.3% in current year • Transfer debt to districts • Review interest payments on additional borrowing • Use of reserves in the short term (maintaining working balance of £1million) 	<p>Timescales and next steps</p> <ul style="list-style-type: none"> • Potential for immediate implementation <p>Risk and equality assessment</p> <ul style="list-style-type: none"> • Risk that future interest rates do not follow assumptions • No impact on service delivery



Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November, 2010

TITLE: GENERAL TRANSPORT POLICY UPDATE

**REPORT ITA POLICY MANAGER
OF:**

1. Summary / Purpose of Report

- 1.1 To set out an update to Members on recent announcements regarding Transport Policy.

2. Recommendation

- 2.1 The committee is asked to comment on the report.

3. Background

- 3.1 A number of announcements and developments have been set out by Government recently in relation to transport policy. These are set out in the following paragraphs.

- 3.2 The DfT has recently published its Business Plan for 2011-15. The priorities have been defined as:

- Deliver the Coalition's commitments on high speed rail
- Secure our railways for the future
- Encourage sustainable local travel
- Tackle carbon and congestion on our roads
- Promote sustainable aviation

The Business Plan sets out a number of actions and key dates and provides information around the opportunities coming from the emerging localism agenda. This is available at the following address:

<http://www.dft.gov.uk/about/publications/business/plan2011-15/>

- 3.3 The Department for Transport has announced changes in the Major Scheme Funding. The Spending Review settlement means that over £1.5 billion will be available for local authority major schemes in the period up to 2014/15. Around £600 million of this is for schemes already in construction or with Conditional Approval and over £900 million for new schemes. Schemes are now classified under three

headings:

- Supported pool – These are schemes which previously had Programme Entry. The DfT have identified ten of the best value schemes (on the basis of value for money or size of local contributions) that they would be prepared to support. These schemes would account for around £300m of DfT funding in the Spending Review period.
- Development pool - 22 schemes will form a Development Pool, for which over £600m should be available. These schemes offer good value for money but the DfT will not be able to fund them all. Further analysis will be conducted on these with the promoters and the DfT will invite improved best and final funding bids before deciding which of these schemes they will support. Final decisions will be made by the end of 2011. The Sunderland Strategic Transport Corridor is in this pool.
- Pre-Qualification Pool – these are schemes that had achieved Programme Entry, but have changed considerably since their last approval, and those which were submitted for consideration for Programme Entry to DfT prior to the 10 June suspension of major scheme guidance, but not yet approved by the DfT will form a Pre-Qualification Pool. The DfT will conduct a preliminary assessment of these schemes and make decisions by January on which of these will join the Development Pool. Expressions of interest to join the development pool by end of December. After January this pool ceases to exist and schemes not selected for the development pool will not be funded in this spending review period. The A1056 Northern Gateway, Sunderland Central Route and the Bus Corridor Improvement Schemes – Phase 1 are in this pool.

There will be no new bids accepted for programme entry to Major Schemes prior to 2014/15. There will be new major schemes funding framework from 2014/15 in the light of “localism” which could lead to new schemes entering the programme.

Trunk roads – Investment in Trunk Roads has been halved. £4bn has been allocated for Major Projects, capital maintenance and enhancements. Of this £1.4bn is available for new scheme starts in the spending review period. Many of these are “Managed Motorways” type projects. The Highways Agency will also be reformed to enable more effective and efficient management of the highways network.

Work on the A19 junctions at Testos and A19/A1058 Coast Road junctions have been put back to after 2015, proposed schemes at A19 Moor Farm and A19 Seaton Burn have been cancelled. The A1 Leeming to Barton upgrade in North Yorkshire has also been cancelled.

3.4 The DfT has reduced the number of funding streams for local transport from 26 to 4, these are:

- Block Funding for Highways Maintenance - £3bn for Local authorities over the next 4 years (Capital) (£871m in 2010/11, - £806m in 2011/12, - 707m by 2014/15)
- Block Funding for Small Transport Improvement Schemes – Local Authorities - ITB cut by a third (Capital) (£450m in 2010/11 - £300m in 2011/12 – 2013/14)

then 2014/15 - £450m

- Regional Growth Fund – LEPS and Business led. (£500m year 1 £500m year 2, £400m year 3) – DfT's contribution is circa £400m
- Local Sustainable Transport fund
 - *Revenue (£350m) and Capital (£210m)*
 - *To “fund packages that support economic growth and reduce carbon dioxide emissions as well as improving air quality, enhancing safety and reducing congestion”*
 - An increase in funding available for Sustainable Travel
 - Large Revenue element to the fund

The Local Sustainable Transport Fund is a 4 year fund that will be a competitive bidding process which is accessible by local authorities. Further details will be announced in December. It could provide a way to build upon the Sustainable Travel City proposals from 2009.

- 3.5 **Green Bus Fund** - Stagecoach North East received the second largest funding allocation in the recent £30 million Department for Transport Green Bus Fund challenge. The award funds the difference in cost between conventionally-powered diesel buses and their hybrid counterparts. With these vehicles, electric motors supply traction power, with a small diesel engine used to keep batteries powered. £2,225,820 of funding has been awarded to allow the purchase of 26 hybrid vehicles, for use on Newcastle services 39 and 40 between Walker, Byker, Blackett Street, West Road and Lemington Road Ends.
- 3.6 **High Speed Rail** - In a recent announcement co-ordinated with the government's comprehensive spending review, the Secretary of State for Transport confirmed support for the so-called 'Y' alignment, with two lines branching out from a core route between London and the West Midlands, one route heading for Manchester, the other for the East Midlands and Yorkshire. The choice of this option offers greater capacity and faster journey times between the North East and the capital than would have been possible on journeys via Manchester.
- 3.7 **East Coast Main Line Timetable Changes and Capacity Review** - The new 'regular interval' timetable along the ECML is being finalised by Network Rail and train operating companies, and will take effect from the May 2011 timetable change. Its main feature is a recurring pattern of regular services throughout the day, providing more predictable schedules and making the most of limited route capacity. Alongside this process, a capacity review of the route is being undertaken by the DfT, Network Rail and train operating companies, with the aim of establishing the optimum configuration of passenger and freight services over the route, particularly south of Doncaster, and identifying any constraining features which could be relieved by targeted investment to provide additional capacity.
- 3.8 **Northern Route Utilisation Strategy** - Nexus has been involved in the development of a route utilisation strategy (RUS) for the railway in the North of England – basically from Crewe and Doncaster northwards to the Scottish border. A consultation draft has been issued by Network Rail, which is responsible for the co-

ordination and preparation of the RUS. The draft has few implications for Tyne and Wear; all of the major 'capacity gaps' identified are located to the south and west of York, where the most urgent problems to be addressed have been identified. The ECML was covered by its own RUS published in 2008; its recommendations for the North East, including the provision of limited additional rolling stock, remain valid. Nexus will be responding to the consultation document.

3.9 **Strategic National Corridor Consultation** – The Department for Transport has recently published a consultation document outlining proposals to change the criteria defining infrastructure that is included in the Strategic National Corridors. The changes suggested in the consultation document include the A1 north of Newcastle being included in the Strategic National Corridors. The proposed change could result in the A1 between its junction with the A19 north of Newcastle and the Scottish Border, being identified as having national significance, providing a defined link to Edinburgh. We have provided information for a regional response via ANEC and have asked that the A19 from the Tees Valley up to the junction with the A1 at Seaton Burn is considered for inclusion within the Strategic National Corridor Network as it provides a vital strategic link between the Tees Valley and Tyne and Wear City Regions. The A19 has been identified by partners in Tyne and Wear as an important corridor which will help attract investment for our regeneration proposals. The opening of the New Tyne Crossing in 2011 will provide dual carriageway standard all the way from North Yorkshire to the A1 North of Newcastle, providing relief from current congestion problems.

3.10 **LTP 3 Update** - The draft LTP3 was published on 18 October 2010. Public consultation is due to end on Friday 10 December 2010 but this could be extended if required. A report on consultation will be drafted before the end of the year. Following the end of consultation and announcement of local government settlement (expected in December 2010), LTP3 will be revised with a draft final being taken to ITA in January 2011. Final approval is required before the end of March 2011.

The draft LTP3 has been published in three separate documents:

- Strategy 2011-2021
- Delivery Plan 2011-2014
- Consultation Summary & Questions

The draft LTP3 is available on-line and copies of the full document are available in libraries. Consultation summary documents have been placed in libraries and have been sent to stakeholders by email and post. Statutory Assessments of the LTP3 (Strategic Environmental Assessment, Health Impact Assessment, Equalities Impact Assessment) are also available for public consultation through the website.

3.11 **Tyne and Wear City Region Transport Update** – The Tyne and Wear City Region Transport Strategy is underway and progressing well. Consultants have undertaken a review of evidence and are developing the strategy which looks at how the transport network can support economic growth and development. It will focus on our international gateways of the airports and ports, the A1/East Coast Mainline, A19/Durham Coast Rail line and A69/Tyne Valley Line corridors together with the Metro system. The strategy will need to identify new investment avenues from private and public sector.

Evidence collated through the development of the DfT's Access to Tyne and Wear City Region Study, together with technical evidence collected from the City Region Economic Review and local strategies and master-plans has been made available to the consultants. Work is also progressing on a communications and stakeholder plan for the Strategy. A new officer group, chaired by Barry Rowland, has been established to provide policy and technical advice to the City Region Transport Sub-Group, and to ensure consistency between the development of the Transport Strategy and the preparation of the Local Transport Plans for Tyne and Wear, Durham and Northumberland. The Strategy will be completed by March 2011.

4. Background Papers

4.1 None

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Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November, 2010

TITLE: NEXUS STRATEGIES

**REPORT TRANSPORT STRATEGY OFFICER
OF:**

1. Summary / Purpose of Report

1.1 To provide comment to the ITA on draft Nexus strategies.

2. Recommendation

2.1 The committee is invited to comment on strategies being considered by the ITA at their next meeting. Strategies relate to:

- Ferry Services
- Park & Ride
- Safety & Security

2.2 Strategies join others in the library of local policy.

3. Background

3.1 Nexus has a range of strategies. Three new strategies have been developed and the ITA will be asked to approve them on 25th November, 2010.

3.2 This committee expressed an interest, at the July meeting, in use of the rivers Tyne and the Wear as transport corridors during discussion on Local Transport Plan 3 priorities.

4. Detail

4.1 Appendix A: **Nexus Ferry Strategy**

4.1.1 This strategy identifies proposals for the future of the Shields Ferry service, and critically examines suggestions for other waterborne public transport along the rivers Tyne and Wear.

4.1.2 Benchmarking shows that the Shields Ferry is an efficient and effective operation when compared to similar services in the UK. There may be potential to further improve efficiency, and to maximise the use of the vessels.

- 4.1.3 The services provided by the Shields Ferry are the daily passenger service, private hire of the vessels and river trips. Market research has shown that public awareness of services other than daily crossings is low. Ferry patronage was in decline up until 2005/06, when year-on-year growth was experienced. Ridership fell again in 2008/09. However, in 2009/10 patronage increased by 1.3% from 470,224 to 476,395.
- 4.1.4 Research suggests that 29% of journeys are made for work purposes. The extent of integration with other modes of public transport varies, with the ferry being better connected with the bus network on the north side.
- 4.1.5 Several councillors have requested that a ferry service be introduced on the River Wear, operating in the University or St Peter's areas of Sunderland. This suggestion has been evaluated and although such a service is unlikely to be affordable as a public transport service, it may be worthwhile for other interested parties to pursue as a tourism/cultural service.
- 4.1.6 There are a variety of opportunities for Nexus to build upon the current operation of the Shields Ferry and to contribute towards achieving the strategy vision of:
- 'Maintaining patronage and providing a reliable, efficient ferry service for our customers whilst making best use of subsidy'.***
- 4.1.7 The strategy objectives are to:
- Maintain patronage levels and work to ensure that the ferry service is financially efficient
 - Deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels
 - Seek opportunities for the ferry service to become an exemplar of good environmental practice
- 4.1.8 This strategy describes the current operation of the Shields Ferry, illustrating the various services on offer and benchmarking with the operation of Gosport Ferries and Mersey Ferries. The strategy options range from a 'do nothing' approach to the more radical option of transforming the Shields Ferry into a more tourist orientated operation, similar to that of Mersey Ferries. The strategy options are examined individually and their potential in helping to achieve strategy objectives is evaluated. It concludes that Nexus should focus upon increasing patronage on daily river crossings and improving uptake of river trips and private hire.
- 4.1.9 The key recommendations are to:
- Adjust the ferry timetable to better meet demand
 - Consider the potential impact upon the Shields Ferry of the opening of the second Tyne Tunnel in December 2011
 - Examine the existing pricing strategy for the Shields Ferry
 - Improve links and liaison with businesses
 - Explore the potential for greater use of the ferry away from the core North Shields - South Shields operation
 - Investigate improved connections with other forms of public transport
 - Investigate potential for improved car parking facilities at North Shields and South Shields ferry landings

- Explore opportunities for Shields Ferry to be more environmentally friendly
- Investigate value for money options for the Shields Ferry operation

4.1.10 The strategy targets are to:

- Ensure that current ferry patronage levels are maintained
- Increase the number of private hire bookings from an average of 38 per year to 50 by 2015
- Increase revenue obtained from all services in real terms by 3% by 2015
- Maintain per passenger subsidy at acceptable levels until 2015
- Introduce environmental enhancements with the aim of reducing CO2 emissions from the ferry operation by 20% by 2020
- Maintain customer satisfaction with the cost of travel on the ferry

4.2 Appendix B: **Park and Ride Strategy**

4.2.1 Park and Ride (P&R) schemes have become an accepted part of the overall urban transport offer in the Western world over the past fifty years and their development is often seen as a solution to urban congestion.

4.2.2 Nexus has been involved in the provision of P&R in Tyne and Wear since the development of the Metro system thirty years ago. There have also been small scale initiatives offering bus based P&R associated with special events (Sunderland Air Show, Tall Ships Race etc) or weekend shopping.

4.2.3 Most of this existing provision or previous initiatives have been carried out in an ad-hoc fashion with no real analysis of the contribution that P&R was or was not making to policy objectives, and little understanding of what the customers want.

4.2.4 Research nationally suggests that P&R may have a role in very specific circumstances in reducing highway congestion but that it is more likely to be a parking provision and management tool.

4.2.5 There is also a significant difference in the role of bus based and rail based P&R, and any development of P&R must acknowledge these differences.

4.2.6 There is a role for P&R within the overall transport and parking offer in Tyne and Wear but there needs to be a very clear demonstration of the financial, social and regeneration reasons justifying the investment on a case by case basis.

4.2.7 The objectives of the strategy are therefore:

- To maximise use of sustainable travel options within Tyne and Wear
- To improve the utilisation of the existing P&R facilities on the Metro system
- To establish a best practice model for P&R schemes

4.2.8 These objectives will be achieved by:

- Studying and understanding the operation of P&R schemes elsewhere in the country -in particular the motives of promoters and the financial implications (in particular revenue) of the schemes
- Making an impartial assessment of the potential for further Park and Ride development in Tyne and Wear
- Developing guidelines on the relationship that is required with the five Tyne and

Wear local authorities for the incorporation of Park and Ride into district parking policies

- Providing best practice guidance on the requirements for the introduction of successful P&R based on experience elsewhere in the UK

4.3 Appendix C: **Safety and Security Strategy**

- 4.3.1 Public Transport in Tyne and Wear is normally very safe to use. Whilst this strategy aims to tackle problems of crime and anti-social behaviour on public transport, the vast majority of the 185 million journeys made every year on the public transport system pass off without incident.
- 4.3.2 There are however a number of areas where Nexus can improve actual and perceived levels of personal safety and security on public transport by engaging further with our partners. The purpose of this strategy is to develop partnerships and initiatives that will make a positive contribution towards improving the perception of personal safety and security on public transport.
- 4.3.3 Personal safety and security during any journey on public transport is currently supported by transport operators and Nexus in a number of ways. This complements the work of the Police and Local Safety Partnerships within the districts who meet regularly to coordinate events and initiatives.
- 4.3.4 Nexus research suggests that people have mixed views of safety on board public transport, with 99% feeling safe at bus stations during the day falling to 76% at night times. The same research finds that 99% of users feel safe travelling on buses during the day, reducing to 89% at night, indicating a greater degree of anxiety whilst waiting for rather than travelling on public transport.
- 4.3.5 Less than 1% of passengers actually report witnessing any sort of anti-social incident when surveyed. While this figure appears low, many incidents go unreported, making it difficult to establish the full extent to which crime and anti-social behaviour is a problem on public transport.
- 4.3.6 Feedback from passengers suggests that the behaviour of other passengers is an issue on public transport, with this indicator rated 9th out of 11 in terms of passenger satisfaction. This suggests a degree of low-level disorder on public transport in the form of bad language, racist, sexist and homophobic abuse and general anti-social behaviour that goes unreported, and is consequently not adequately dealt with within current mechanisms.
- 4.3.7 Nexus also has to deal with a number of external pressures including challenging economic circumstances which suggest that resources over the coming years will be increasingly limited and that existing assets must be better utilised.
- 4.3.8 This strategy outlines the measures and aspirations that will tackle these immediate threats by removing the barriers to use, and improving the image of public transport services to people in general. The main outcomes that we want to achieve through the implementation of this strategy are these:
- Increase actual and perceived passenger safety on the public transport network
 - Reduce the incidence of crime committed on the transport network
 - Reduce passengers' fears and perceptions of crime
 - Reduce passengers' tolerance of low-level disorder and increase the reporting of such incidents

5. Opportunities/Risks


5.1 There is an opportunity to comment, prior to ITA approval, on draft strategies.

6. Background Papers

6.1 Agenda and Minutes 15th July, 2010

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 NEXUS	<h1>Ferry Strategy</h1>	REF: Version: 6 Date: 23/09/10 Page
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27/07/10	5	RF	Alterations following comments from North Tyneside Council
14/09/10	6	RF	Alterations following comments from Non Executive Directors

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Directorate	Communication & S. Support	Finance & Resources	Human Resources	Metropolitan	Rail & Infrastructure	Services & Integration	Strategy
	❷	○	○	○	○	○	❶+❷
	❶ : Owner; ❷ : User						



Nexus Ferry Strategy 2010



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1. Executive Summary

This strategy identifies Nexus' proposals for the future of the Shields Ferry service and examines suggestions for other waterborne transport along the rivers Tyne and Wear.

Benchmarking shows that the Shields Ferry is an efficient and effective operation when compared to similar services in the UK¹. There may be potential to improve efficiency and maximise the use of the vessels.

The services provided by the Shields Ferry are the daily passenger service, private hire of the vessels and river trips. Market research has shown that public awareness of services other than daily crossings is low². Ferry patronage was in decline up until 2005/06 when year-on-year growth was experienced. Ridership fell again in 2008/09. However, in 2009/10 patronage increased by 1.3%³ from 935,000 to 952,000⁴.

Research suggests that 29% of journeys are made for work purposes⁵. The extent of integration with other modes of public transport varies, with the ferry being better connected with the bus network on the north side.

Several councillors have requested that a ferry, which operates between Panns Bank and Scotia Quay or University or St. Peter's, is introduced on the River Wear in Sunderland. The possible introduction of a Wear ferry has been examined and although such a service is unlikely to be affordable as a public transport service, it may be worthwhile for other interested parties to pursue as a tourism/ cultural service.

There are a variety of opportunities for Nexus to build upon the current operation of the Shields Ferry and to contribute towards achieving the strategy vision of

'maintaining patronage and providing a reliable, efficient ferry service for our customers whilst making best use of subsidy'.

¹ Faber Maunsell, (2008), Shields Ferry Strategy Development: Final Report

² Nexus Market Research Department (September 2009), Ferry Awareness Research

³ Data supplied by Nexus Business Intelligence, (April 2010)

⁴ Data supplied by Nexus Business Intelligence, (April 2010)

⁵ Nexus Market Research Department, (October 2009), Customer Satisfaction Tracking Report

The strategy objectives will contribute towards achieving the vision. The objectives are to:

- maintain patronage levels and work to ensure that the ferry service is financially efficient
- deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels
- seek opportunities for the ferry service to become an exemplar of good environmental practice.

This strategy describes the current operation of the Shields Ferry, illustrating the various services on offer and benchmarking with the operation of Gosport Ferries and Mersey Ferries.

The strategy options range from a 'do nothing' approach to the more radical option of transforming the Shields Ferry into a more tourist orientated operation, similar to that of Mersey Ferries. The strategy options are examined individually and their potential in helping to achieve strategy objectives is evaluated. It concludes that Nexus should focus upon increasing patronage on daily river crossings and improving uptake of river trips and private hire.

The key recommendations of the strategy are to:

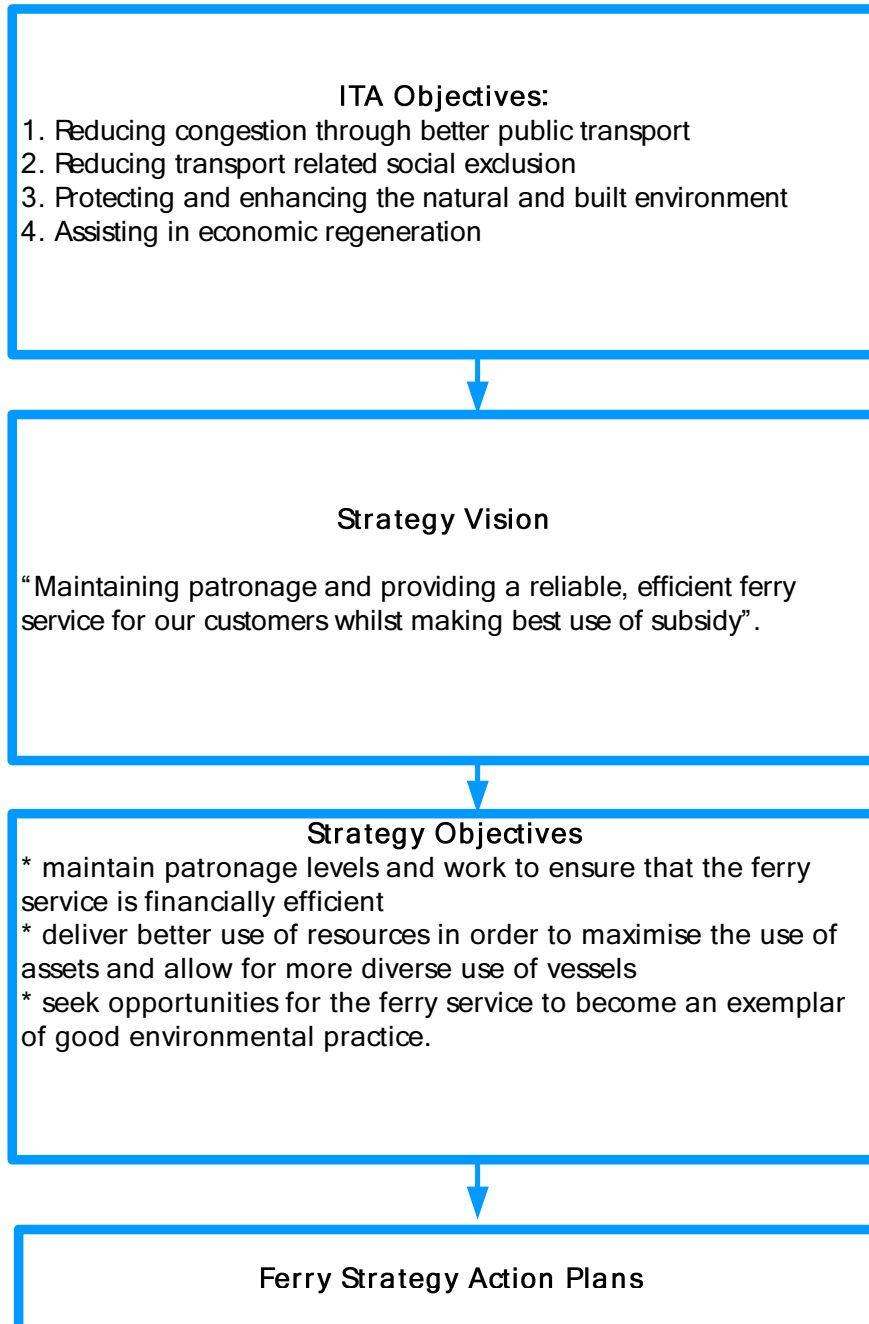
- **Adjust the ferry timetable to better meet demand**
- **Consider the potential impact upon the Shields Ferry of the opening of the second Tyne Tunnel in December 2011**
- **Examine the existing pricing strategy for the Shields Ferry**
- **Improve links and liaison with businesses**
- **Explore the potential for greater use of the ferry away from the core North Shields – South Shields operation**
- **Investigate improved connections with other forms of public transport**
- **Investigate potential for improved car parking facilities at North Shields and South Shields ferry landings**
- **Explore opportunities for Shields Ferry to be more environmentally friendly**
- **Investigate value for money options for the Shields Ferry operation**
- **Investigate the implications of withdrawing the Shields Ferry**

The strategy targets are to:

- Ensure that current ferry patronage levels are maintained
- Increase the number of private hire bookings from an average of 38 per year to 50 by 2015
- Increase revenue obtained from all services in real terms by 3% by 2015
- Maintain per passenger subsidy at acceptable levels until 2015
- Introduce environmental enhancements with the aim of reducing CO2 emissions from the ferry operation by 20% by 2020
- Maintain satisfaction with the cost of travel on the ferry

2. Strategic Context

Strategic Context Diagram



3. Introduction

3.1 History

There is evidence to suggest that a ferry service has operated between North Shields and South Shields since the 14th Century. All ferries on the River Tyne, with the exception of the Shields Ferry, were withdrawn by 1986 as a result of the opening of the Tyne Tunnel (1967) and the Pedestrian and Cyclist Tunnels (1951). A dwindling requirement for cross river trips by shipyard workers also contributed towards the withdrawal of ferry services on the Tyne. The Tyne and Wear PTE took over the operation of the Shields Ferry in 1972 and has since maintained a good reputation for reliability and safety.

Up until the 18th Century the only means of crossing the River Wear was via a ferry which operated between Hylton and Monkwearmouth. The Hylton Ferry was used to transport people, cattle, horses and other goods. The opening of the Wearmouth Bridge in 1776, abolishment of bridge tolls for pedestrians and demolition of houses close to the harbour resulted in a decrease in ferry patronage. The last ferry on the River Wear ceased operation in 1957.

3.2 Aim

This strategy identifies our plans to improve and enhance the Shields Ferry, ensuring that ITA and Nexus objectives are met. We highlight ways in which we could make best use of assets to reduce subsidy and generate revenue. We recognise that transport related social exclusion can be reduced through improved accessibility. Therefore, this strategy aims to improve accessibility, through enhanced links with other modes of public transport. We also understand that awareness can have a significant impact upon patronage and therefore aim to introduce measures to increase awareness of the ferry service. Reducing the impact public transport has on the environment is a key theme of our Environment Strategy and of the Department for Transport's strategic goals: Delivering a Sustainable Transport System (DaSTS) which aims to reduce the impact transport has on climate change, health, quality of life and the environment. In line with our Environment Strategy's objectives and the overarching goals of DaSTS, this strategy aims to contribute towards minimising the impact public transport has on the environment and will suggest that various means of achieving this are pursued and explored.

3.3 Development Process

The team responsible for operating the Shields Ferry has been closely involved in the preparation of this strategy. This strategy will be refreshed annually in order to ensure that it is kept up-to-date.

3.4 Scope

The Shields Ferry is owned and operated by Nexus and therefore its operation lies within the scope of the strategy. Research has found that the way in which the Shields Ferry is marketed can have an impact upon patronage and revenue⁶, along with many other factors. Therefore, marketing of the ferry is also within scope. The cost of fares and ticket products can influence ferry patronage and are within the remit of this strategy. The strategy also considers and analyses proposals for a ferry on the River Wear and a riverbus on the River Tyne.

3.5 Legislative Context

The Shields Ferry is required by law to adhere to the requirements of various organisations in order to operate a public ferry service.

The Shields Ferry must abide by the requirements of the Maritime Coastguard Agency (MCA). The MCA states that all employees working on the ferry must undergo annual safety training on each vessel for a minimum of one day per vessel. The MCA also requires each of the vessels to be brought out of the water for an annual hull inspection, which takes approximately one week (tides and weather permitting).

The Shields Ferry is also bound by legislation set by the Port of Tyne Authority which states that under the Port of Tyne Bye-Laws, the ferry operator must provide sufficient staff to be able to act in “an efficient and competent manner” should an emergency situation arise. The Port of Tyne also sets the speed limit for vessels using the river at six knots, which has implications for riverbus operations.

3.6 Drivers of this Strategy

One of the drivers of this strategy is the need to forecast and plan for the potential impact the doubling of the Tyne Tunnel capacity will have upon the ferry service.

Another driver is the need to ensure effective use of subsidy across all modes.

⁶ Nexus Market Research Department (September 2009), Ferry Awareness Report

The strategy has also been driven by the need to maximise the use of assets, and to ensure that the operations of the ferry are to a high standard of environmental performance.

4. Objectives

4.1 Vision

“Maintaining patronage and providing a reliable, efficient ferry service for our customers whilst making best use of subsidy”.

4.2 Objectives

The strategy vision will be delivered through achievement of the strategy objectives which are to:

- maintain patronage levels and work to ensure that the ferry service is financially efficient;
- deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels;
- seek opportunities for the ferry service to become an exemplar of good environmental practice.

The objectives of this strategy contribute towards achieving the overarching ITA objectives of:

1. Reducing congestion through better public transport
2. Reducing social exclusion
3. Protecting and enhancing the environment
4. Helping economic regeneration

5. Current Situation

5.1 Shields Ferry Operation

There are currently two vessels operating the Shields Ferry Service; the Pride of the Tyne and the Spirit of the Tyne. The Spirit of the Tyne is the newer of the two vessels, having been built in 2007. The Pride of the Tyne, the larger of the two ferries, entered service in 1993. All aspects of the ferry are owned and operated by Nexus.

Despite being one of the smaller operations run by Nexus, the Shields Ferry receives a large amount of coverage in local media, approximately 95% of which is positive⁷. Local residents view the ferry as a significant driver for South Shields' retail economy and local market and the operation is part of the established leisure offer in the area. The ferry is often seen as an iconic symbol of the identity of the River Tyne.

The ferry service transports passengers across the Tyne throughout the year and plays a role in connecting the districts of North Tyneside and South Tyneside. 17 employees are currently responsible for the operation, maintenance and security of the ferry. All employees are multi skilled and operational staff either possess or are working towards obtaining a Boat Master's licence.

⁷ Personal communication at Nexus, 2009

Figure 1: Map showing the location of the Shields Ferry landings



Integration with other modes of public transport varies in quality. The ferry is well connected with public transport in North Shields whereas links between the South Shields ferry landing and public transport could be improved. The ferry landing in North Shields is connected to the bus network, with the Ferrylink 333 service and service 19 departing from a bus turning circle next to the landing. The 333 service is synchronized with the ferry timetable and is scheduled to arrive at North Shields ferry landing at the same time as the ferry. The Ferrylink service is secured by Nexus using funding from the ferry budget and ferry passengers are entitled to travel on the Ferrylink service free of charge providing they possess a valid ticket. The service connects the ferry landing with North Shields town centre, North Shields Metro and the Fish Quay. As shown by table 1, the Ferrylink service is popular amongst ferry passengers travelling to the North Shields ferry landing. Service 19 connects the ferry landing with Royal Quays, Silverlink Retail Park, Cobalt Business Park and the Metro at Percy Main and Northumberland Park.

Main bus services and South Shields Metro station are a 10 minute walk from the South Shields ferry landing and, unlike North Shields, there is no dedicated bus service linking the ferry landing with the town centre. This strategy will investigate whether such a link is feasible.

Table 1: Percentage of ferry passengers travelling to and from the North Shields ferry landing by bus in 2008/09⁸

	Percentage of passengers
Travelled to North Shields ferry landing by bus	23%
Travelled to North Shields Ferry landing using 333 service	47%
Travelled from North Shields ferry landing by bus	41%
Travelled from North Shields ferry landing by 333 service	35%

Bikes are permitted on the ferry and are carried free of charge. The Ferry is incorporated in to national cycle routes 1, 14 and 72 and regional route 10.

5.2 Daily River Crossing Service

The ferry service operates on a half hour frequency, with the average journey time lasting seven minutes. Average occupancy per trip in 2009 was 27 passengers⁹. The service commences at 06:45 Monday to Saturday and at 10:15 on Sunday. The time of the last ferry varies depending upon the day of the week. Operation ceases at 20:00 Monday- Wednesday and at 22:50 Thursday through to Saturday. The Sunday ferry service finishes at 18:00. An additional ferry service operates during special events such as The Great North Run, with the greatest daily contribution to revenue and patronage arising from Great North Run participants and spectators.

⁸ Data supplied by Business Intelligence, 2010

⁹ Data supplied by Business Intelligence, 2010

The half hour service frequency has a high level of reliability and punctuality¹⁰. In the four week period up to 26th September 2009, the ferry service achieved 100% reliability with no ferries being cancelled¹¹. Punctuality during this period was also high at 99.68%, with only five ferries being late (more than two minutes later than the time stated in the scheduled timetable)¹². Customer satisfaction regarding reliability of the ferry is very high, scoring 9.2 out of 10¹³. Market research has also found customers to be very satisfied with the frequency of the ferry, awarding it an average of 9.1 out of 10¹⁴. This figure however reflects only the view of existing ferry users. In order to determine whether the existing schedule meets wider needs further non user surveys are required. In particular the potential impact of the second Tyne Tunnel, due to in December 2011, will need to be carefully evaluated and findings used to inform the medium term direction of the ferry service. This will be reflected in the recommendations and action plan.

In 2008, the Shields Ferry relied heavily upon the tourist and leisure industry, with such journeys accounting for 31% of trips¹⁵. However, between 2008 and 2009 commuter journeys increased by 9%¹⁶ to account for 28.5% of ferry journeys¹⁷ (see table 2).

Table 2: 2009 survey results for journey purpose for a sample of passengers travelling on ferry¹⁸

Journey Purpose	2009 No.	2009 %	From South Shields	From North Shields
Work	135	28.5%	50%	50%
Education	13	2.7%	38%	62%
Shopping	129	27.2%	45%	55%
Visiting friends/family	60	12.7%	57%	43%
Leisure/entertainment	116	24.5%	59%	41%
Access	6	1.3%	50%	50%

¹⁰ Nexus, (2007), Nexus Ferry Strategy

¹¹ Data from Nexus Ferry Manager, 2009

¹² ibid

¹³ Nexus, (2009), Nexus Ferry Passenger Charter

¹⁴ ibid

¹⁵ Nexus Continuous Monitoring (2008), supplied by Business Intelligence

¹⁶ Nexus Market Research Department, (October 2009), Customer Satisfaction Tracking Report

¹⁷ ibid

¹⁸ Nexus Market Research Department, (October 2009), Customer Satisfaction Tracking Report

health services				
Other	15	3.2%	33%	67%

Research shows that almost half of all passengers who use the ferry are in full time employment (see table 3). The ferry service is also popular amongst those who are retired.

Table 3: Employment status of ferry passengers¹⁹

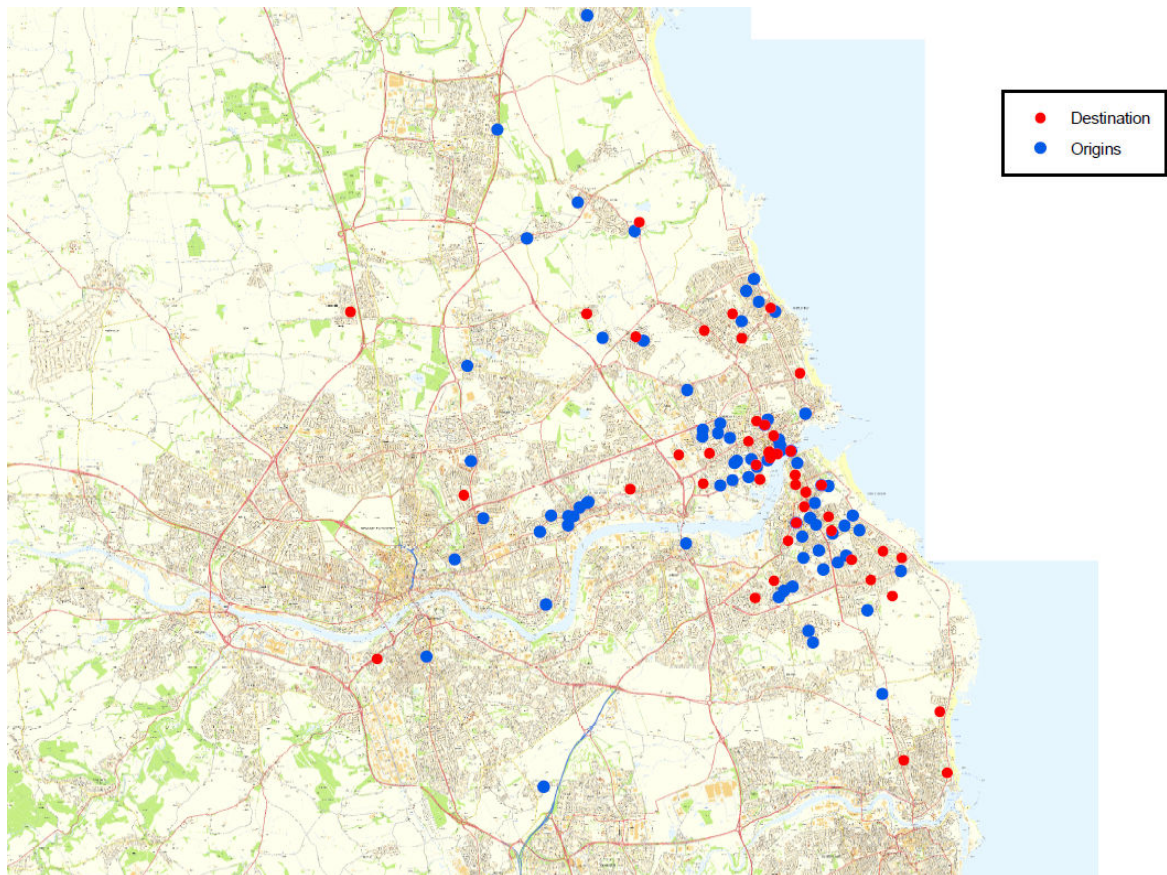
Employment status	Total (%)
Employed full time	49
Employed part time	9
Self employed	3
Student	6
Unemployed	5
Homemaker	6
Retired	22

Recent market research has found the majority of journeys made on the ferry to begin and end in the vicinity of North Shields and South Shields (see figures 2 and 3). Research also found that some journeys originated in areas outside of Tyne and Wear such as Morpeth, Blyth and Durham²⁰, indicating that whilst the majority of journeys begin and end close to the ferry landings, there is a potential demand for longer distance travel via the ferry. As shown by figure 3, the majority of ferry journeys begin and end in South Shields.

¹⁹ Business Intelligence, 2009

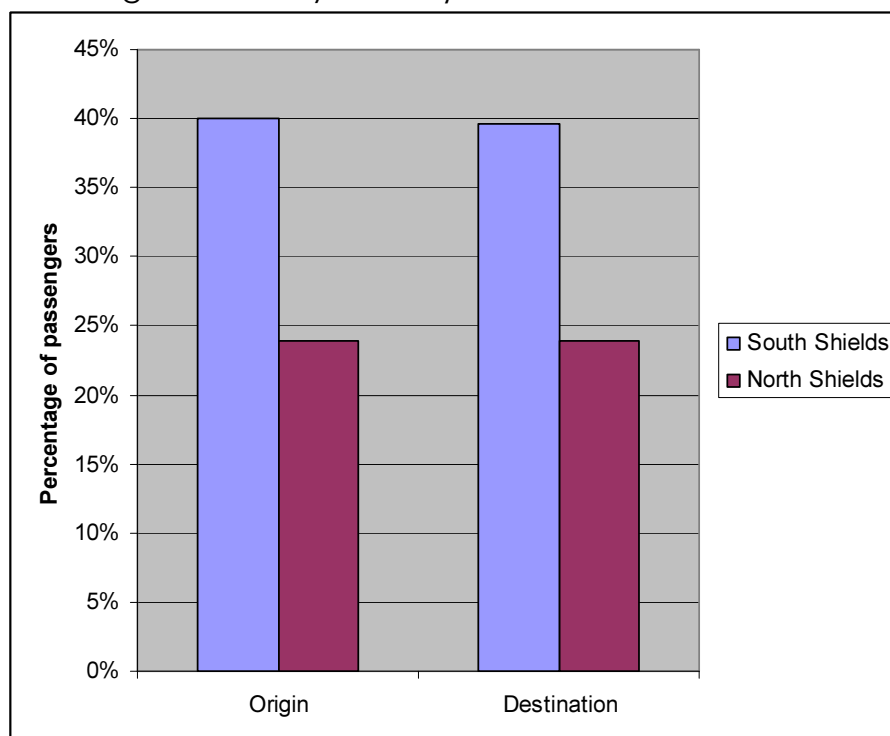
²⁰ Nexus Continuous Monitoring, (2008) supplied by Business Intelligence

Figure 2: Map showing origin and destination of ferry passengers (data from a sample of 286 people travelling on the ferry in 2008)²¹



²¹ 2008 data supplied by Nexus Business Intelligence

Figure 3: Percentage of journeys beginning and / or ending in North Shields and South Shields (data from a sample of 286 passengers travelling on the ferry in 2008)



Research has found that there is a significant trend between gender and use of the ferry. As shown in table 4, the percentage of males using the ferry is higher than the number of females.

Table 4: Gender of ferry passengers by age group²²

Gender/ age group	17-24	25-34	35-44	45-59	60+	Total
Male	51%	63%	61%	56%	47%	55%
Female	49%	37%	39%	44%	53%	45%

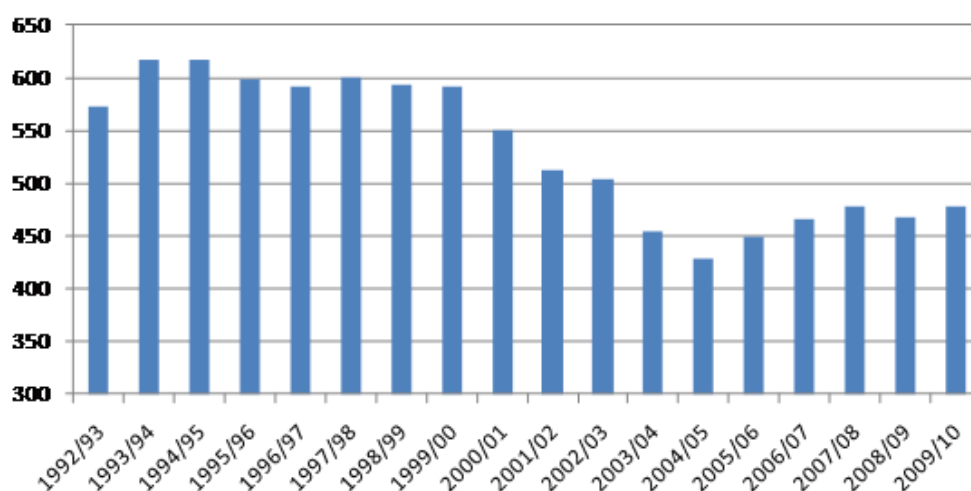
Ferry patronage began to decline in 1995 and continued to decrease up until 2005/06 when year on year patronage growth was experienced. Ridership began to fall again in 2008/09 and a year on year decline of 2.3% occurred²³ (see figure 4). This decrease has since begun to be reversed, with patronage increasing by 1.3% in 2009/10²⁴.

²² Data supplied by Nexus Business Intelligence (2009)

²³ Nexus Business Intelligence, (July 2009), Business Intelligence Annual Report

²⁴ Data supplied by Nexus Business Intelligence, (April 2010)

Figure 4: Ferry patronage (000s) 1992/93-2009/10²⁵



A decrease in ferry patronage has occurred amongst adult concessionary and child user groups, with the latter experiencing the greatest decline (see table 5). Poor weather was experienced in 2008/09 which could have contributed to the decline in child and concessionary patronage. The majority of adults using the ferry are commuting to work and have no choice but to use the ferry despite the weather whereas, child and CT patronage is discretionary.

Table 5: Ferry patronage by passenger type²⁶

Passenger Type	2007/08	2008/09	2009/10	Yearly % change
Adult fare paying	354,624	348,131	358,163	2.9%
Elderly CT	102,579	102,809	101,735	-1%
Child	21,911	19,284	16,497	-14.5%
Totals	479,114	470,224	476,395	1.3%

There are a variety of ticket products available for travel on the ferry including single tickets, weekly passes and carnet products (see table 6). Carnet products are packs of ten single tickets which cost £9. All tickets, with the exception of carnets, can be purchased upon boarding the ferry. Carnets can be bought from Nexus Travelshops at North Shields and South Shields.

²⁵ ibid

²⁶ Nexus Business Intelligence, (July 2010)

Table 6: Tickets products and fares for travel on the Shields Ferry as of December 2009

Ticket type	Fare
Single	£1.10
Return	£2.00
Shields Ferry weekly pass	£8.00
Carnet tickets	£9.00
Concessionary (Tyne and Wear residents only)	50p
Child	50p

Concessionary pass holders do not travel free of charge and instead, Tyne and Wear concessionary pass holders and those with Gold cards are required to pay 50p for a single journey. Non Tyne and Wear concessionary pass holders are required to pay the full adult fare. Tyne and Wear concessionary pass holders travelling before 09:30 on weekdays are required to pay the full adult fare unless they are travelling to a hospital appointment, whereby they would be required to show a hospital appointment card or letter in order to receive discounted travel. Concessionary patronage on the ferry has experienced the slowest rate of decline, despite pass holders having to pay a fare. This indicates that the requirement to pay for travel on the ferry does not discourage concessionary pass holders from using the service.

Research into ticket purchase found that the majority of passengers (32%) obtained an adult return ticket (see table 7). Carnet products were found to be the least popular with less than 1% of passengers obtaining these tickets. The lack of popularity may be due to carnet products being poorly advertised. Carnet tickets are only available from Nexus Travelshops in North Shields and South Shields and some passengers may see this as inconvenient. It is possible that the uptake of carnet products may be higher if they could be purchased on-board the ferry.

Table 7: Ticket types used by a sample of ferry passengers²⁷

Ticket Type	Total (%)
Adult single	16%
Adult return	32%
Adult Transfare	1%
Carnet	0.4%
DaySaver	3%
MetroSaver	6%
Concessionary	21%
Weekly ferry ticket	2%
NTL (all day)	12%
NTL (peak)	1%
Day Rover	3%
Explorer	1%

The Shields Ferry requires a Nexus subsidy of £1,052,000²⁸ per annum, resulting in a per trip subsidy of £2.21 per passenger²⁹. Subsidy increased by £59,000 between 2008 and 2010 as a result of rising costs (see table 8).

Table 8: Ferry Costings for 2008 and 2009³⁰

	Revenue £000	Cost £000	Subsidy £000
2007/08	381	1,374	993
2008/09	408	1,374	966
2009/10	408	1,460	1,052

Although the Shields Ferry is subsidised, research has found that the ferry performs very well when compared with similar services in the UK³¹ (see table 9).

²⁷ Faber Maunsell, (2008), Shields Ferry Strategy Development: Final Report

²⁸ Nexus (2010), Nexus Annual Accounts for year ended 31st March 2010

²⁹ Personal communication

³⁰ Nexus, (2010), Nexus Annual Accounts for the year ended 31st March 2010

³¹ *ibid*

Table 9: Per passenger subsidies for ferry services in the UK³²

Ferry Service	Per passenger subsidy (2006/07)	Per passenger subsidy (2008/09)
Shields Ferry	£1.70	£2.21
Fleetwood Ferry – Knott End (service subsidy and concessions payment)	£2.11	N/A
Renfrew-Yoker Ferry (Strathclyde, withdrawn 2010)	£2.40	£2.69
Kilcreggan Ferry (Strathclyde)	£4.10	N/A
Mersey Ferries	£5.01	£2.08

Recent market research found that awareness of the Shields Ferry was generally very high, with 80% of participants stating that they knew of the ferry³³. Awareness was highest in areas in which the ferry operates. Of those participants who had previously heard of the ferry, 95% were aware that the ferry provides a timetabled service from North Shields to South Shields on a daily basis³⁴.

5.3 Private Hire

Both vessels are available for private hire events, which consists of 30 minutes boarding time and a 3 ½ hour cruise along the river. Passengers may opt to board the vessel at South Shields or Newcastle Quayside. The demand for private hire tends to be higher on Saturday and Sunday evenings during the summer months. The cost of hiring a vessel ranges from £1100 to £1750 depending upon the boarding location. Charities are able to hire the vessel for a discounted rate and at present, the majority of private hire events on the vessel are booked by charities. A private hire event departing from Newcastle costs Nexus £880 whereas an event leaving from South Shields ferry landing costs the organisation £650³⁵. The number of private hire trips averaged 32 per annum between 2005 and 2009 (see table 10).

³² *ibid*

³³ Nexus Market Research Department (September 2009), Ferry Awareness Report

³⁴ *ibid*

³⁵ Personal Communication, 2010

Table 10: Private hire bookings between 2005 and 2009³⁶

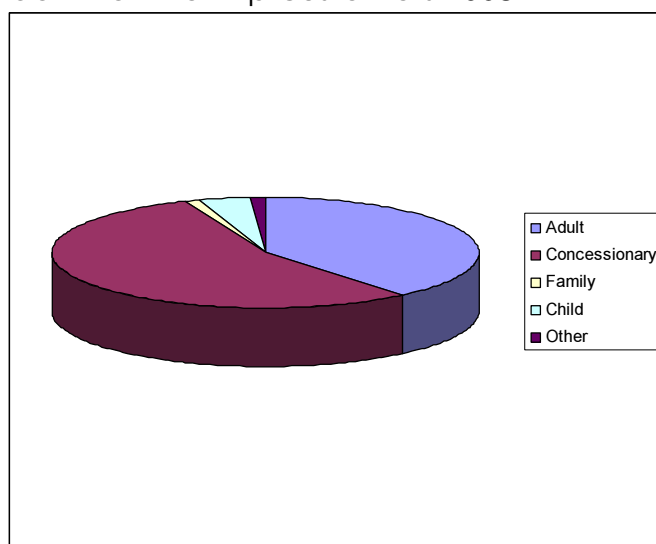
Year	Number of bookings
2005	48
2006	32
2007	43
2008	29
2009	10

Recent market research found awareness of private hire to be very low, with only 27% of participants stating that they were aware of the service³⁷. Research has found private hire events to be highly rated by those who have previously participated. A total of 83% of participants rated private hire as good or very good, with 83% of respondents stating that they would be willing to hire the vessels again in the future³⁸.

5.4 River Trips

The ferries are also used for river trips along the Tyne on selected Sundays during the summer months. The river trips last for three hours and travel along the River Tyne from South Shields to NewcastleGateshead before returning to South Shields. The majority of river trip customers are concessionary travellers (see figure 5).

Figure 5: Breakdown of river trip customers 2008³⁹



³⁶ Data supplied by Nexus Business Intelligence Department, 2010

³⁷ Nexus Market Research Department (September 2009), Ferry Awareness Report

³⁸ Nexus Market Research Department (September 2009), Ferry Awareness Research

³⁹ Nexus Business Intelligence, (July 2009), Business Intelligence Annual Report

Recent market research found that whilst knowledge of the daily crossing service was high, awareness of Sunday river trips was less at 71%⁴⁰. Research into passenger profiles found that awareness of River Trips varied between age groups, with people aged 35 – 59 tending to be well informed of river trips (see table 11).

Table 11: Awareness of River Trips according to age group⁴¹

River Trips / Age Group	17 - 24	25 - 34	35 - 44	45 - 59	60+	Total
Aware	62%	57%	74%	82%	69%	71%
Not Aware	38%	37%	20%	5%	20%	21%

5.5 Environment

Estimates of CO2 emissions per passenger travelling on the ferry have suggested that there is room for improvement. As a result, an external organisation has been commissioned by Nexus to identify aspects of the ferry operation which could be altered in order to become more environmentally friendly. All aspects of the ferry operation, such as workshops, landings and vessels, were explored and remedial measures were suggested. Nexus have used the findings of the report produced by the external organisation to develop an Environmental Management Strategy which set outs a three year plan to improve the impact the ferry has on the environment with the aim of achieving ISO 14001 certification. In addition the ferry is in a prominent position to lend itself to possible application of solar, wind and wave technology to power some or all ancillary services e.g. lighting at ferry landings, office accommodation.

5.6 Wear Ferry

Recently, a number of councillors have made requests for a ferry service across the River Wear in Sunderland.

There are currently three bridges across the River Wear in the Sunderland area; the Wearmouth Bridge, the Queen Alexandra Bridge and a rail bridge. Whilst pedestrians and cyclists can use the vehicle bridges to cross the river, there is no crossing point dedicated solely to pedestrians and cyclists. Pedestrians and cyclists using the bridges are

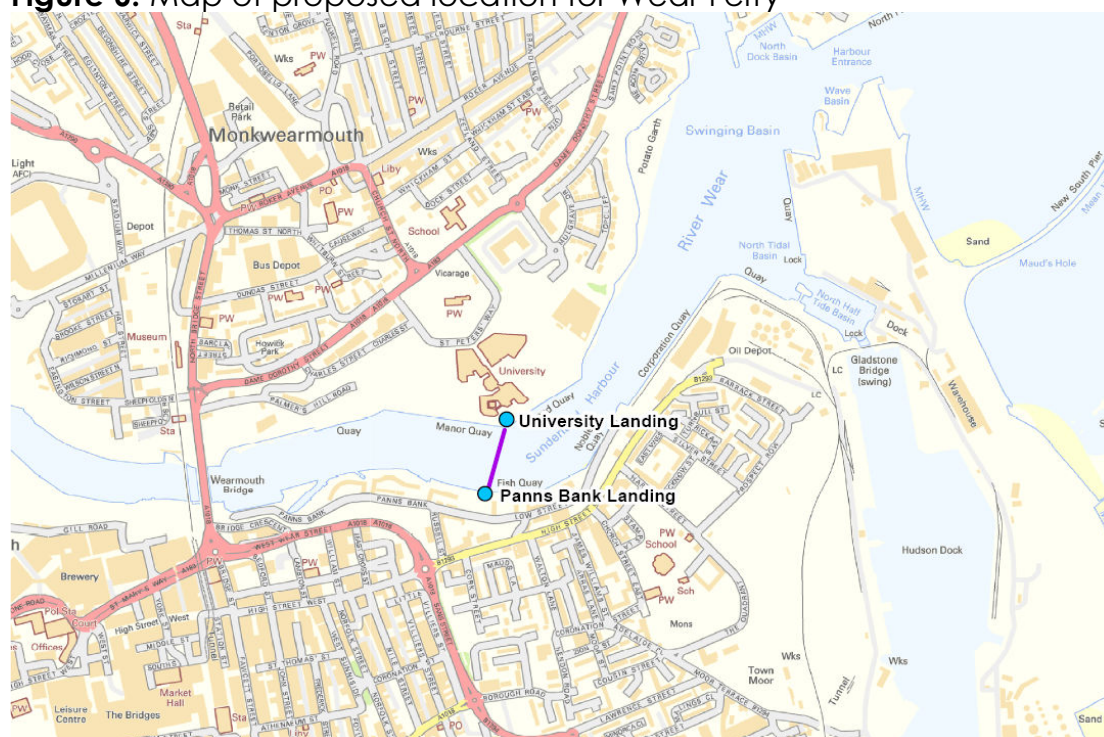
⁴⁰ Data supplied by Nexus Business Intelligence (2010)

⁴¹ Data supplied by Nexus Business Intelligence (2009)

required to cross a busy road, which can be dangerous. A ferry service would provide pedestrians and cyclists with an alternative, more sustainable means of crossing the Wear. It is envisaged that Sunderland University will be a significant trip generator. Many students live and attend lectures close to the proposed ferry landings and the ferry would provide an attractive way of crossing the River Wear.

Nexus and Sunderland Partnership commissioned work into the feasibility of introducing a ferry service on the River Wear. The results of the study recommended that ferry landings could be built on either side of the Wear at Panns Bank or Scotia Quay and University or St. Peter's (see figure 6).

Figure 6: Map of proposed location for Wear Ferry



The study suggests that a single ferry, capable of carrying approximately 50 passengers, could operate between the two landings on a half hour frequency for 12 hours per day. The report concludes that the introduction of a ferry on the River Wear is technically possible and there is potentially a demand for such a service.

5.7 Riverbus

In London, a weekday riverbus service operates between Woolwich Arsenal Pier and Putney Pier during peak hours. 700,000 people used the service in 2007/08⁴². The riverbuses are owned and operated by London River Services Limited (LRS), a subsidiary of TfL. The riverbuses transport passengers between piers located on the river bank.

Research into the feasibility of introducing a river bus on the River Tyne has recently been conducted. The research comprised of a survey which was distributed to a sample of local residents, who are within close proximity to the North Shields ferry landing, and businesses at Newcastle Business Park.

External consultants who undertook the research into the feasibility of introducing a riverbus on the River Tyne suggested that the Tyne river bus operates at a 30 minute frequency and travels from the Fish Quay at North Shields to the riverside close to the Metro Centre. It is predicted that it will take around 50 minutes to travel from North Shields to Blaydon. However, this time is likely to increase if the current speed limit of 6 knots can not be increased along some sections of the river. At present, due to the 6 knot speed limit, it would take vessels 1 hour 45 minutes to travel from South Shields to Newcastle. The introduction of a river bus would require the construction of up to 21 landings. Nexus would investigate the possibility of allowing the river bus to use the ferry landings at North Shields and South Shields.

87% of residents who responded to the survey said that they would be willing to use the river boat service, as did 66% of those surveyed at Newcastle Business Park⁴³.

It is unlikely that the river bus' primary role will be in public transport. However, it is possible that the river bus may attract tourists and provide leisure opportunities.

At this time it is not obvious what the level of revenue support for such a service would be, or whether regulatory issues over permissible speeds can be overcome. Notwithstanding these matters, in the absence of convincing information which demonstrates that a riverbus can offer a viable alternative to bus and Metro services, it is suggested that any riverbus service is viewed in the context of a leisure experience only.

⁴² Transport for London Website (2009),

<http://www.tfl.gov.uk/corporate/modesoftransport/1562.aspx>

⁴³ Presentation by Fairhurst and students from Newcastle University, 12th January 2010

5.8 Examples of other ferry operations in the UK

Mersey Ferries (Merseyside PTE)

Like Nexus, Merseytravel also operates a ferry service. Whilst the ferries are part of Merseytravel, they operate as a standalone subsidiary under the name of Mersey Ferries. Mersey Ferries comprises three vessels and three ferry landings; Seacombe, Woodside and Pier Head. Unlike the Shields Ferry, Mersey Ferries only operate a scheduled service during peak commuter times. The direct service operates from 0720 until 0950 and again at 1615 until 1905 Monday to Friday. The service is limited at weekends, operating from 0905 until 0945 with a single evening service departing from Pier Head at 2200 and arriving at Seacombe at 2210, which fits in with private hire commitments.

Over £60 million has been invested in Mersey Ferries in the last decade and this money has been used to ensure that the ferries are an integral part of the area's tourist economy⁴⁴. This money has been used to provide tourist attractions and has not been spent on the ferries themselves. Mersey Ferries run a number of services, such as River Explorer Cruises, which are primarily aimed at tourists. River Explorer Cruises operate on an hourly basis outside of peak hours and involve a trip along the River Mersey. The cruises call at each of the three ferry landings enabling passengers to board and disembark. Merseytravel has also invested in several tourist attractions, such as Spaceport and Play Planet located at Seacombe ferry landing, U Boat Story at Woodside ferry landing and The Beatles Story located at Pier Head ferry landing (also at Albert Dock). Mersey Ferries also run Manchester Ship Canal Cruises during the summer months which have proven to be immensely popular. A record number of 22,000 people participated in the cruises during the 2009 season⁴⁵. As with the River Explorer Cruises, these river trips are aimed at tourists and comprise a 6 hour sail along the Manchester Ship Canal and an accompanying commentary.

A comparative study has found subsidy for the Shields Ferry to be comparable with the level of subsidy required by Mersey Ferries (see table 9). As shown in table 12, fares for travel on board the Mersey Ferries are greater than those for travel on the Shields Ferry. For example, a single child ticket is 70p more expensive on Mersey Ferries compared to the Shields Ferry where it costs 50p. However, the journey made by Mersey Ferries is 3 minutes longer than that made by the Shields Ferry.

⁴⁴ Mersey Travel, (2009), Canal Tours Cruise to all Time High, <http://www.merseytravel.gov.uk/newsarticle.asp?articleid=1621&catid=1>

⁴⁵ *ibid*

Table 12: cost of tickets for travel on Mersey Ferries

	Single	Return
Adult	£1.50	£2.50
Child	£1.20	£1.80

Gosport Ferry

The Gosport Ferry company was established 125 years ago. It operates with 4 ferries which transport approximately 3.7m passengers between Gosport and Portsmouth each year⁴⁶. The service operates from 05:30 – midnight 364 days per year, with each crossing taking approximately 4 minutes. An average of 38% of passengers travel during the weekday commuter times of 06:30- 09:30 and 15:30 -18:30⁴⁷. During peak commuter times (Monday – Friday) and 09:30-18:00 Saturday the ferries operate to a 7.5 minute frequency. Outside of peak hours the ferry service operates to a 15 minute frequency.

Although season tickets and 10 trip carnet products are available, 42% of passengers obtain daily return tickets⁴⁸. Integrated ticket products are also available, enabling passengers to travel on the ferry and bus services operated by First. The fares for children and pensioners are set commercially and all tickets are sold off vessel either via ticket machines or at a ticket office. Unlike the Shields Ferry, Gosport Ferries charge to carry bicycles. The ferries also carry motorbikes for a fee of £1.10 (see table 13). Gosport Ferries do not require journeys to be subsidised.

⁴⁶ Personal communication, December 2009

⁴⁷ Personal Communication, December 2009

⁴⁸ *ibid*

Table 13: Cost of fares for travel on Gosport Ferries⁴⁹

Ticket type	Adult	Child	OAP	Bicycle	Motorbike
Daily return	£2.30	£1.50	£1.50	£0.80	£1.10
10 trip carnet	£9.50	£5.50	£5.50	£2.30	£4.30
Quarterly season tickets	£112.50	£63	£63	£139 adult and bicycle £84 child/OAP and bicycle	£162.50 adult and motorbike £110 OAP and motorbike
City card (includes bus travel into city centre)	£3.30	£2.20	£2.20	n/a	n/a

The company's vessels are also used for river cruises which operate during the summer period. Tickets cost between £13.50 and £30, depending upon the cruise. The duration of the cruises varies between 4.5 and 8.5 hours. The Spirit of Portsmouth may also be hired for corporate functions.

⁴⁹ Gosport Ferry Website (2009), www.gosportferry.co.uk/ferryservices

6. Options and Recommendations

Nexus recognises that customer satisfaction with fares, reliability and frequency can have an impact upon ferry patronage. As can integration and access. The strategy vision is to maintain patronage and provide a reliable, efficient ferry service for customers, whilst making best use of subsidy. There are a range of options which could be adopted in order to realise this vision and each has been individually assessed according to their ability to contribute to achieving the vision and associated objectives.

We have followed three approaches which allow us to examine the full spectrum of options. These range from taking no action at all to a radical reappraisal of the procurement and operation of the Shields Ferry.

Do Nothing Approach

The adoption of the do nothing approach would involve continuing the ferry operation as it currently stands.

Do Minimum Approach

The adoption of a do minimum approach would involve very little being done to the operation of the Shields Ferry. The do minimum approach would also identify means of reducing subsidy. Any changes introduced would be of a small scale.

Radical Approach

A radical approach would involve a significant change in the way in which the Shields Ferry service operates.

Each of the options will be assessed against the potential contribution they will have towards achieving the strategy objectives. The results to this analysis will be included in tables which outline the benefits and disadvantages associated with each of the options.

Options	Advantages	Disadvantages	Maintain patronage levels and work to ensure ferry service is financially efficient	Deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels	Seek opportunities for the ferry service to become an example of good environmental practice
Existing operation of the ferry remains unchanged	<ul style="list-style-type: none"> - user familiarity - promotion of ferry service changes not required - ferry service currently achieves high levels of reliability - subsidy levels compare favourably with that of other ferry operations in the UK - could be argued that the current operation allows for diverse use of vessels 	<ul style="list-style-type: none"> - subsidised by Nexus at a cost of £1,052,000 per year <p>31</p>	No	No	No

6.1 Do nothing options;

The do nothing option is as follows A do nothing approach will not be pursued as this method would do little to maintain patronage and increase revenue. If the existing ferry operation were to remain unchanged it is possible that patronage will continue to decrease and the opening of the second Tyne Tunnel may lead to a further fall in patronage. It is due to these reasons that a do nothing approach will not be adopted. Instead, options which may contribute towards achieving the strategy vision will be explored.

6.2 Do minimum options

Following analysis of the various approaches, the do minimum options are;

Option	Advantages	Disadvantages	Maintain patronage levels and work to ensure ferry service is financially efficient	Deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels	Seek opportunities for the ferry service to become an example of good environmental practice
Explore the potential for greater use of the ferry away from the core North Shields-South Shields operation	<ul style="list-style-type: none"> - potential to use the vessel which is not being used for daily crossing - could increase profit - vessel could be used for tourist/leisure activities in order to increase demand and revenue 	<ul style="list-style-type: none"> - may not be sufficient demand to warrant greater use of vessel away from core service - if a vessel breaks down events may have to be cancelled as remaining vessel would be used for crossing service 	Yes	Yes	No
Consider the potential impact upon the Shields Ferry	<ul style="list-style-type: none"> - forecasting enables possible solutions to be developed 	<ul style="list-style-type: none"> - it is not possible to say for definite that the opening of the second Tyne Tunnel 	Yes	No	No

of the opening of the second Tyne Tunnel in 2011	- scenario planning can be undertaken if it is required	will not have an impact on ferry patronage (assumption not fact)			
Examine the existing pricing strategy for the Shields Ferry	<ul style="list-style-type: none"> - would allow for current fares to be reviewed - increase in concessionary fares would help reduce subsidy - would assess suitability of existing ticketing products - pricing could be altered to directly compete with the Tyne Tunnel 	<ul style="list-style-type: none"> - an increase in concessionary travel may lead to a decrease in patronage - altering the pricing to compete with the Tyne Tunnel would be unfair to those who do not own a car 	Yes	No	No
Enable carnet products to be purchased on board the vessels	<ul style="list-style-type: none"> - passengers do not have to visit a Travelshop in order to buy carnet, which could be seen as an inconvenience - could result in an 	<ul style="list-style-type: none"> - carnets are currently the least popular ticket choice and it is unlikely that selling carnets on board vessels will significantly alter this 	Possibly	No	No

	increase in the number of carnets sold					
Improve links and liaison with businesses	<ul style="list-style-type: none"> - potential to increase awareness and revenue - cheaper than advertising campaigns - could encourage modal shift from car to ferry - Travel co-ordinator at Cobalt could assist with contacting businesses situated in the business park - Smarter Choices would be able to assist with contacting businesses and promoting the 	- businesses may be unwilling to contribute	Yes	No	No	

Promote ferry service to people arriving in new residential areas	ferry	<ul style="list-style-type: none"> - potential to increase patronage through raising awareness - encourages travel by sustainable modes - Smarter Choices would be able to assist with promoting the ferry - fits in with South Tyneside Council's long term aspirations for the district to be well connected to employment sites 	<ul style="list-style-type: none"> - will only lead to long term increase patronage if residents have a reasons for crossing to the other side of the river e.g. for employment - leaflet drop/ advertising in new residential areas could be costly 	Yes	No	Yes
Consult with members of the public and examine hourly patronage data with a view to		<ul style="list-style-type: none"> - public consultation will highlight the requirements of users and potential users 	<ul style="list-style-type: none"> - if a reduction in crossings is introduced transport related social exclusion - may be difficult to obtain information on 	Yes	Yes	No

service changes	and the timetable can be examined to ensure that these needs are met - reviewing timetable will ensure service is efficient - potential to improve efficiency - may be more efficient for evening crossings to be replaced by a bus service - more frequent crossings may increase patronage	non-user requirements - if early morning and evening services were withdrawn this could impact on accessibility to employment opportunities - concern that alterations to timetable, particularly reduced frequency/ replacement bus services on Sundays could have a negative impact on tourism in the area			
Investigate improved connections with other forms of public transport	- improved integration would make it possible for some ferry passengers to make entire journeys on public	- operators may be unwilling to participate - Ferrylink costs £90,000 per year. Providing a similar service in South	Yes	Yes	Yes

	<p>transport</p> <ul style="list-style-type: none"> - could be used as an example of good environmental practice - co-ordinating bus and ferry timetables likely to make using bus more convenient and attractive - would make ferry service more accessible - potential to provide a South Shields shuttle link using one of the vehicles currently used for Quaylink 	<p>Shields would be costly</p> <ul style="list-style-type: none"> - may not be sufficient demand for shuttle link in South Shields 			
Dedicated branding for the 333	<ul style="list-style-type: none"> - Would make people more aware that the bus serves the ferry landing at North Shields - Branding could 	<ul style="list-style-type: none"> - fleet management for contractor, branded bus must always be on the correct route. - branding the bus could be costly 	Possibly	No	No

	increase awareness of the ferry					
Off vessel ticketing	<ul style="list-style-type: none"> - could potentially speed up boarding times - quicker boarding times may result in an increased number of journeys, a rise in patronage and increased revenue, which could off set the cost of ticket machine maintenance 	<ul style="list-style-type: none"> - would not necessarily reduce staff costs - legislation states that there must be 3 members of staff on board, at present one of these is able to sell tickets - possible that costs will increase as a result of having to maintain ticket machines. 	Possibly	No	No	
Investigate potential for improved car parking facilities at North Shields and South Shields ferry landings	<ul style="list-style-type: none"> - ferry is more likely to attract those who currently use the Tyne Tunnel if car parking is available - potential to attract others who 	<ul style="list-style-type: none"> - unlikely that there will be sufficient space available which could be used as a car park - car parks would need to be managed to ensure that spaces were not used by people who are not 	Yes	Yes	Possibly	

	<p>would prefer to 'park and ride' than travel to the landings via Metro or bus</p> <ul style="list-style-type: none"> - could increase revenue if there was a charge for parking at the landings 	<p>using the ferry</p> <ul style="list-style-type: none"> - managing car parks could be costly - users may deter from parking and using the ferry if the car parks are often full - unlikely that car parking would be free of charge 			
<p>Explore opportunity for the ferry service to become more environmentally friendly</p>	<ul style="list-style-type: none"> - contributes towards achieving objective of providing opportunities for the ferry service to be used as an exemplar of green technologies - may result in ferry service becoming more environmentally sustainable 	<ul style="list-style-type: none"> - wind turbines and solar panels can be costly to purchase and install - may take many years to recoup costs 	No	No	Yes

6.3 Do minimum recommendations

Consult with members of the public and examine hourly patronage data with a view to service changes

An efficient and reliable ferry service which meets passenger needs is vital to maintaining patronage. It is for this reason that it is recommended that research into the requirements of non-users as well as existing users is conducted in order to ensure that the ferry timetable meets such needs and has the potential to increase patronage. The research findings will be compared with the hourly patronage data in order to identify any areas of the ferry timetable which could be altered in order to provide a more efficient operation.

Analysis of the hourly patronage data suggests that there is the potential to improve efficiency by altering the timetable. As shown by figures 7 and 8, demand for the ferry service decreases after 18:00 on weekdays. It is possible that withdrawal of crossings after 18:00 could make the ferry operation more efficient. If the ferry service is to cease operation at 1800 then it would also be necessary for the 333 bus service to stop running at this time. The contract for the 333 service is due for renewal in March 2011 and a reduction in the hours of service could result in greater savings.

Figures 7 and 8 also show that patronage is low before 0715. Therefore, it may be beneficial to withdraw services prior to this time. The removal of early morning and evening crossings could result in transport related social exclusion. However, the volumes of passengers suggest this would not be a problem.

Figure 7: Weekday patronage on vessels travelling to South Shields

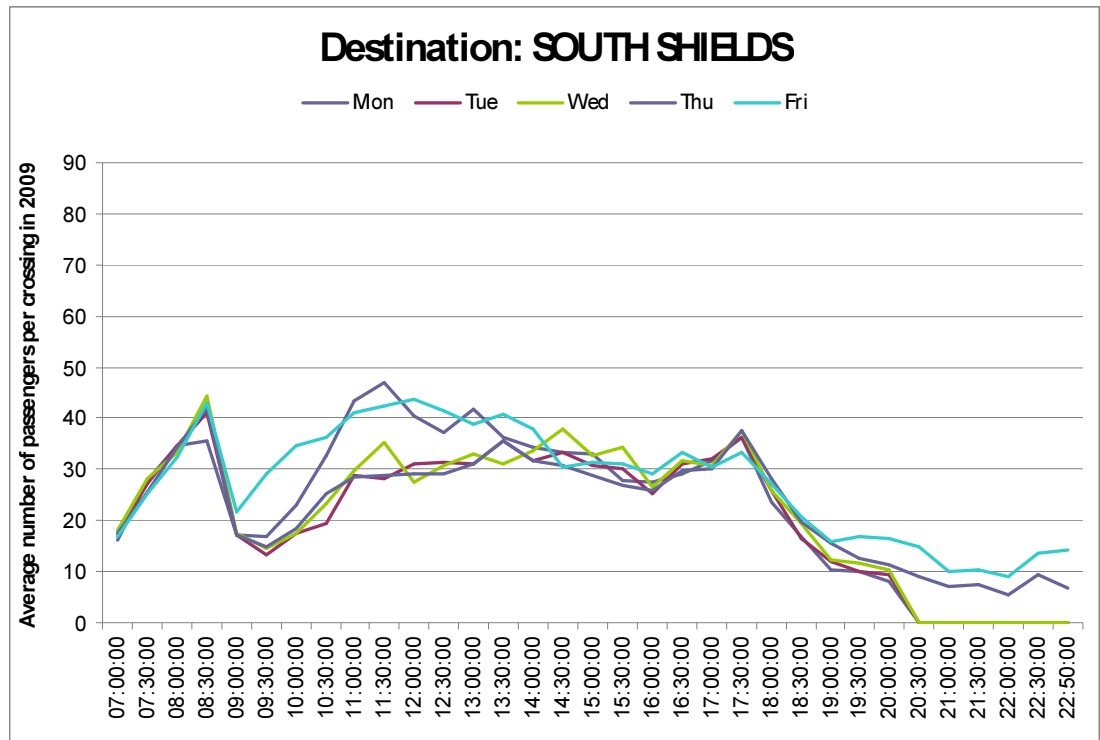
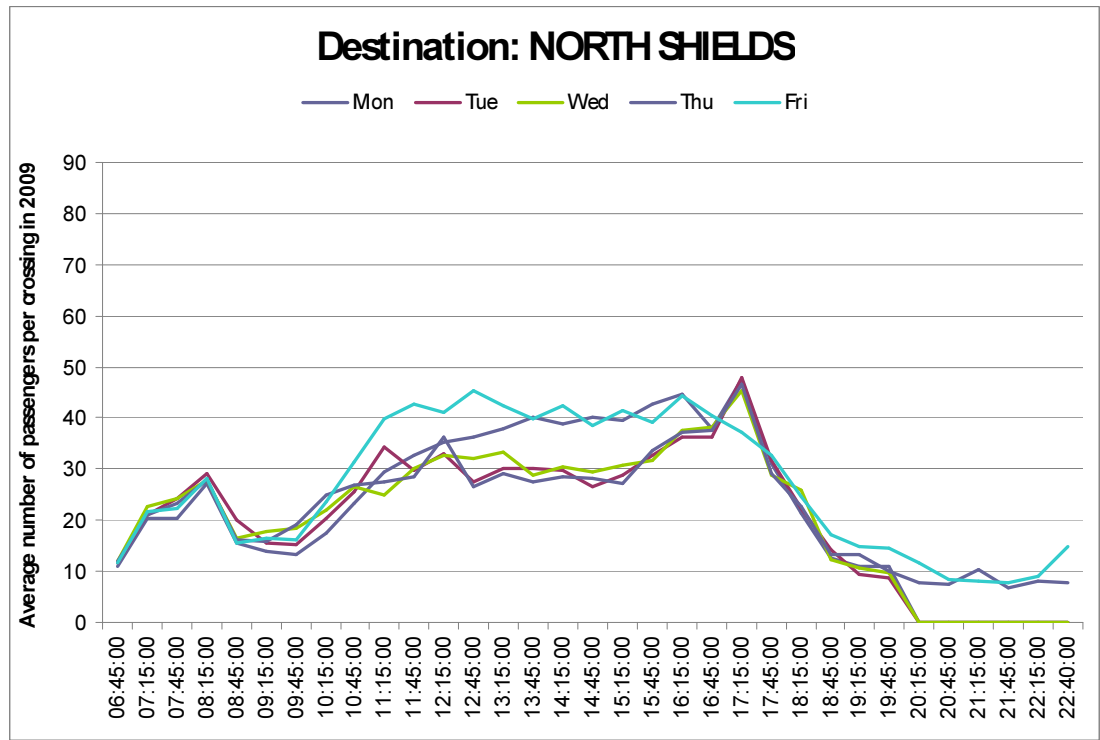


Figure 8: Weekday patronage on vessels travelling to North Shields



It is possible that the objective of delivering better use of resources and maximising the use of vessels could be achieved through increasing the number of crossings during peak times. The data shows that there is a clear peak in patronage on weekday services travelling to South Shields at 08:30 (see figure 7). Figure 8 shows that patronage on weekday journeys to North Shields peaks at 17:15. It is likely that people travelling during these periods are commuting to work in South Shields and then returning to North Shields in the afternoon. There is also a mid morning peak at 11:30 on vessels travelling to South Shields on a Monday and Friday (see figure 7) and it is possible that passengers travelling during this time are going to visit the South Shields market. Patronage on vessels travelling to North Shields on weekdays remains consistent between 11:45 and 16:45 before peaking at 17:15 (see figure 8). It is possible that some customers travelling during this period are returning from the South Shields market or from work. High passenger numbers are usually experienced during the peak periods highlighted above, especially in the summer months (see appendix A). Therefore, in order to ensure that maximum efficiency is achieved, it is recommended that the possibility of increasing the frequency of services during peak periods is explored. If crossings during peak times are increased the timetable of the 333 service will need to be amended so that it synchronizes with the ferry. In order to achieve this it may be necessary to shorten the route of the 333.

The ferry's engine runs continuously whilst the vessel is in service. Therefore, it is more efficient to use the ferry to cross the Tyne more frequently during peak times, than to have the vessel idle at one of the landings in between crossings. A rise in crossings will increase the pressure on staff who will have to turn the ferry around at the landings in a shorter period of time. Therefore, prior to the introduction of increased frequency of crossings, consideration must be given to the impact this will have on staff and a conclusion should be made regarding whether the benefits outweigh the possible negative impacts.

As shown by figures 9 and 10, ferry patronage is greater on a Saturday than on a Sunday. Whilst there is no obvious peak on Sunday services, high levels of patronage are experienced on Saturdays between 11:30 and 16:15, with the majority of passengers travelling to South Shields earlier in the day and returning to North Shields in the afternoon.

Figure 9: Ferry Patronage on vessels travelling to South Shields on weekends

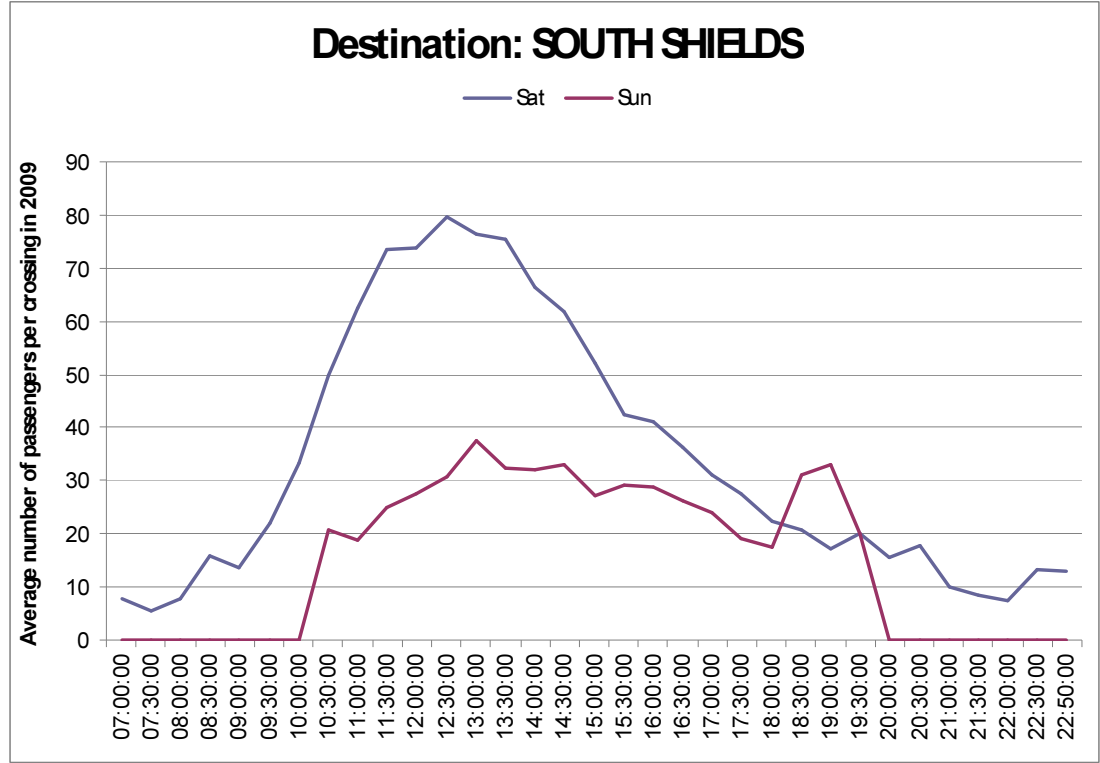
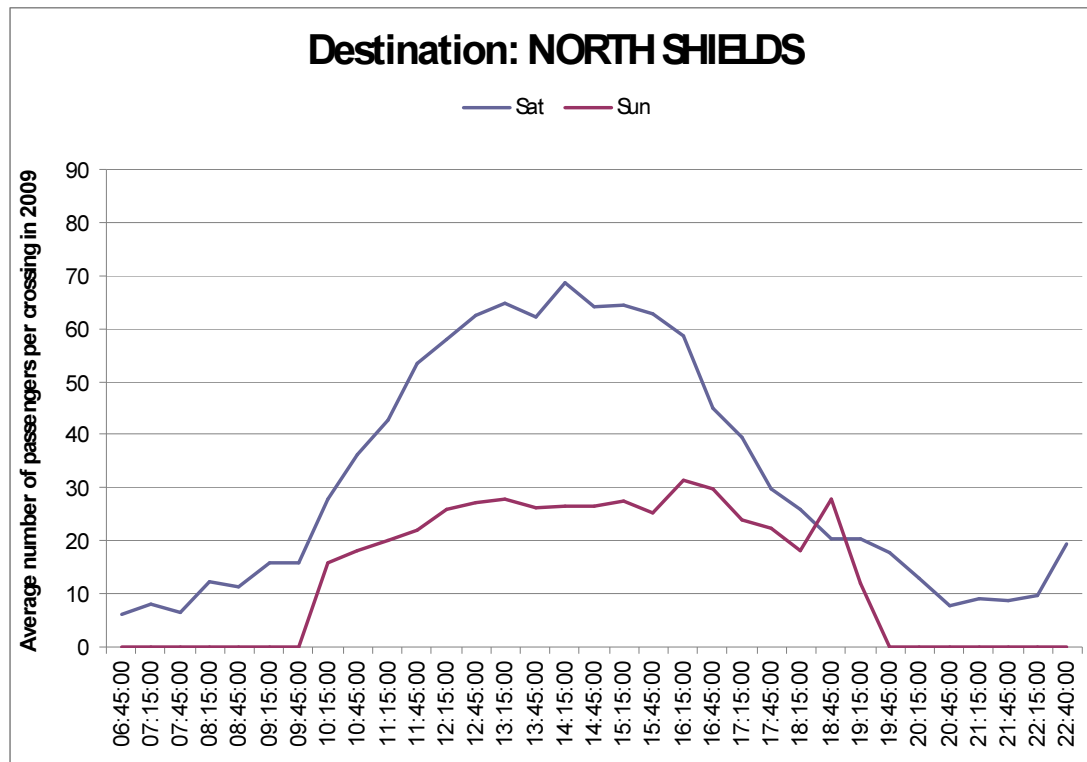


Figure 10: Ferry patronage on vessels travelling to North Shields on weekends



Analysis of the data found patronage on Sunday services to remain below 40 passengers during quarters 1, 2 and 4 (see figures 11 and 12). Patronage on services travelling to North Shields on Sundays was only found to exceed 40 passengers in the summer months (quarter 3) between 15:45 and 17:15 (see figure 11). This differs to Sunday patronage on journeys to South Shields in quarter 3, which was found to exceed 70 passengers at 13:00 (see figure 12). However, as shown in figure 12, patronage was found to fall after 13:00.

Figure 11: Average hourly patronage for vessels travelling to North Shields on a Sunday grouped according to quarter

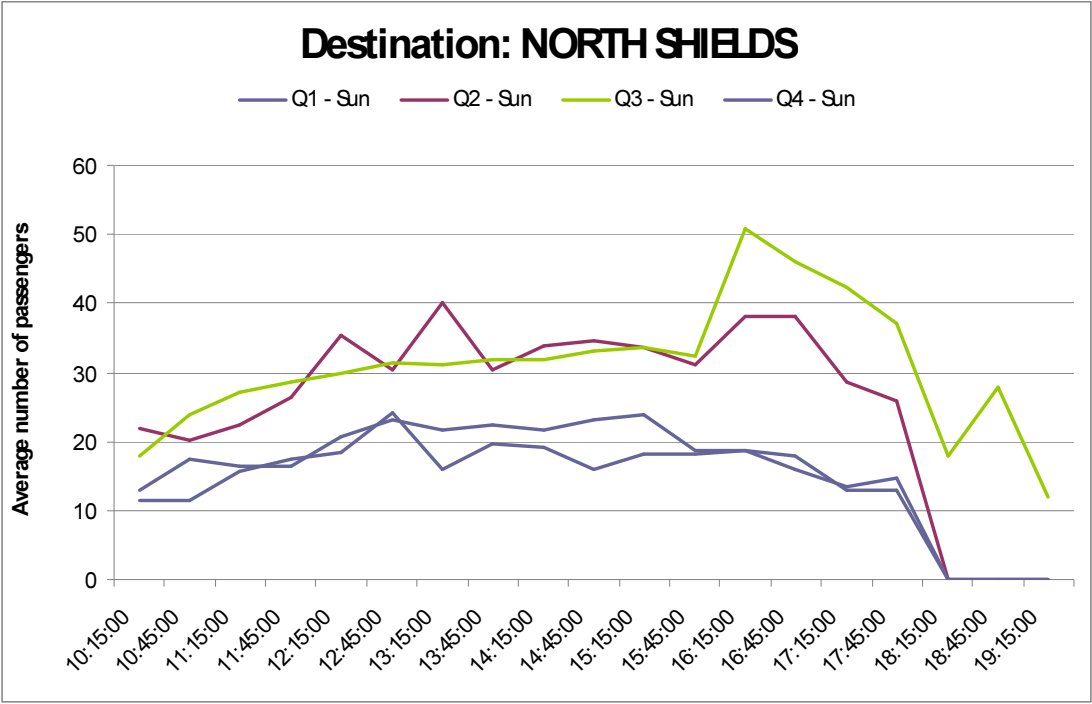
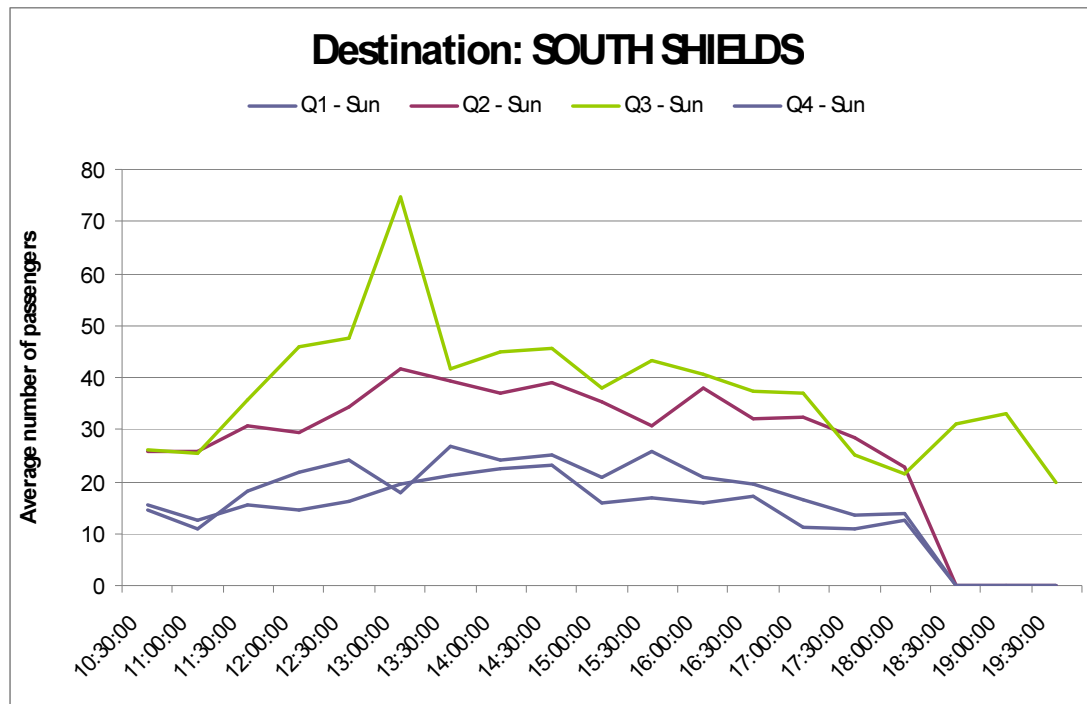


Figure 12: Average hourly patronage for vessels travelling to South Shields on a Sunday grouped according to quarter



In order to ensure that the ferry operation is efficient it may be beneficial to introduce an hourly service on Sundays. However, it is possible that patronage may decrease as a result of a less frequent service. It is also likely that the requirements of passengers using the ferry during the summer period (quarter 3) will not be met by a less frequent service. It is also likely that savings will not significantly increase as it will still be necessary for the ferry staff to be present in between crossings.

The possibility of replacing the Sunday ferry service with a bus service should also be explored as this could potentially improve service efficiency. This is because the provision of a bus service represents an overall lower cost when compared to the ferry. However, it is also important to take in to consideration the longer journey times associated with a bus service as this could increase inconvenience for passengers.

It is therefore recommended that members of the public, particularly those who use the ferry, are consulted with in order to determine their requirements. It is then proposed that the research results are compared with the hourly patronage data with a view to altering the ferry timetable.

Consider the potential impact upon the Shields Ferry of the opening of the second Tyne Tunnel in 2011

It is difficult to predict what impact the Second Tyne Tunnel will have on Shields Ferry patronage. The opening of the Mersey Tunnels resulted in a significant decrease in patronage on the Mersey Ferries and a reduction in the number of ferries operating on the River Mersey. However, the Mersey Tunnels opened in 1971 and it is possible that they would have had a different impact on ferry patronage had they been opened in the present day.

It is assumed that people who are most likely to be influenced by the tunnel are those who drive to the ferry landing as part of their journey to work, which currently accounts for 1.3% of passengers (6,193 journeys). As it is not known how many of these customers will switch to use the Tyne Tunnel a 'what if' table can be used to show a number of possible scenarios (see table 14).

Table 14: Scenario table showing estimated ferry patronage loss if those who currently drive to the ferry landing opt to use the Tyne Tunnels instead

	Proportion of car driving commuting ferry passengers who switch entirely to car					
	1%	5%	10%	15%	20%	25%
Annual Journeys Lost	62	310	619	929	1,239	1,548
% Loss on Current Patronage	0.01%	0.07%	0.1%	0.2%	0.26%	0.32%

Table 14 shows that for every 1% of ferry users who decide to use the Tyne Tunnel, patronage would decrease by 0.01% (62 journeys). Based upon this assumption, it is unlikely that the opening of the second Tyne Tunnel will have a significant impact on ferry patronage.

It is recommended that consideration is given to the outcome of this assumption and a decision should be made on whether a strategy is required in order to maintain current levels of ferry patronage following the opening of the second Tyne Tunnel.

Examine the existing pricing strategy for the Shields Ferry

Following a 4 year period where ferry fares did not increase, fares are now reviewed during the process of setting the annual budget. It is recommended that the pricing strategy for the Shields Ferry is examined in order to ensure that fares are reviewed regularly and are competitive with Tyne Tunnel tolls. If fares for the Shields Ferry are lower than those for the Tyne Tunnel, as they are at present, it is possible that a number of people may opt to use the Shields Ferry.

The pricing strategy could explore whether there is a need to increase concessionary fares, which have remained at 50p since 2004. It is possible that an increase will lead to a reduction in required subsidy. A rise in concessionary fares may result in a fall in patronage. However, it is unlikely that this decrease would be significant. This is because fares would not increase by a great amount. A 10% increase would result in the concessionary fare being 55 pence and a 20% increase would result in the fare increasing to 60 pence.

Examining the existing ferry pricing strategy could also determine whether an increase in all fares is required. An evaluation of ticketing products could be undertaken to ensure that the products available meet passenger needs and are suitably priced.

Improve links and liaison with businesses

There are plans to regenerate the quayside at South Shields, which will result in the creation of 500 jobs. Developments are also taking place on the north bank of the river. It is recommended that Shields Ferry management and Smarter Choices liaise and form relationships with businesses on both sides of the Tyne. Liaison with local businesses will promote the ferry service and could potentially lead to an increase in patronage. In order to demonstrate how efficient and reliable the ferry is, return tickets could be provided to businesses where commuting on the ferry would be a feasible option for a number of employees. Whilst improved liaison with businesses may increase ferry patronage, it is possible that a significant amount of the ferry manager's time will be required in order to promote the ferry to local businesses. It may be more beneficial to organise awareness meetings on the ferry where several businesses are welcome to attend.

If the new businesses employ a travel plan adviser, ferry management should seek to liaise with the adviser in order to identify ways in which the Shields Ferry could be incorporated into travel plans. It is also recommended that Nexus works with South Tyneside council on travel planning for new developments as this could result in the ferry service being incorporated in travel plans.

It is also recommended that the feasibility of introducing a shuttle bus, linking Keppel Street, the ferry landing and business park, is explored.

Explore the potential for greater use of ferry away from the core North Shields- South Shields operation

The existing core timetable only requires one vessel to be used for river crossings. This leaves one vessel moored at the South Shields landing. It is recommended that in order to make better use of existing resources, possible uses for the moored vessel should be identified and explored.

The core ferry service is not profitable and in order to make better use of subsidy it would be beneficial to operate a more lucrative service alongside the daily crossings. Private hire is the most profitable service currently offered by the Shields Ferry, with the average event generating £361 in profit⁵⁰. It is likely that revenue would grow if the number of private hire events were to increase. River trips are another example of how the second vessel could be used to increase revenue. River trips are currently only available on Sunday afternoons during the summer period and it is possible that patronage will increase if trips are also available on Saturdays. It is suggested that trips are held on a weekday evening for a trial period to determine whether there is sufficient demand for evening trips. Research should be conducted into the potential demand for increased river trips and private hire. This research will allow the potential for greater use of the ferry away from the core service to be explored.

Whilst it would be possible to use both vessels, one to provide the core service and the other to participate in river trips and private hire, there is the risk that one of the vessels may be out of service. Bookings for private hire and river trips may have to be cancelled if one of the vessels were to break down. This is because the remaining vessel would be required to provide the core service.

⁵⁰ Nexus Ferry Private Hire Costs 2008/09

Taking all things into consideration it is recommended that the potential for greater use of the vessels away from the core operation is explored as this could lead to enhanced revenue.

Investigate improved connections with other forms of public transport

An integrated public transport network and seamless modal transfer play a key role in encouraging people to travel by public transport. If patronage on public transport rises then revenue will also increase. It is for this reason that exploring the possibility of improving connections with other forms of public transport is put forward for greater consideration as a recommendation.

There are already frequent bus services in South Shields and the possibility of synchronising the timetables of these services with that of the ferry should be explored. Timetables should allow sufficient time for passengers to make the short walk from the bus stops at Keppel Street to ferry landing. Not all bus services in South Shields operate to a half hour frequency and therefore, it may be difficult to get bus timetables to synchronise with that of the ferry.

Multi-modal ticket products which enable customers to travel on both bus and ferry would be beneficial and it is recommended that the development of such products is explored. It is proposed that a meeting is held with the relevant bus operators to discuss the feasibility of timetabled connections with the ferry and through ticketing.

Buses serving the ferry landings could be appropriately branded, which would be particularly beneficial for visitors wishing to travel to the ferry landing.

Investigate potential for improved car parking facilities at North Shields and South Shields ferry landings

Car parking close to the ferry landings is in short supply on both sides of the river. If the Shields Ferry is to appeal to those who are currently driving through the Tyne Tunnel by car, then car parking should be provided. If car parking were provided close to the Shields Ferry landings then it is possible that patronage may grow. Therefore, it is recommended that the potential for improving car parking facilities in North Shields and South Shields is explored with North Tyneside and South Tyneside Councils.

Mersey Ferries provide free parking for up to 200 cars at their Seacombe landing. This car park is often full and is frequently used by commuters who park at Seacombe and then travel to Liverpool via the ferry⁵¹.

The provision of car parking could be seen as improving travel options to and from the ferry landings. It will never be possible to encourage all car drivers to use public transport. However, it is likely that increased availability of car parking at ferry landings may make the ferry a more attractive alternative to the Tyne Tunnel. Nevertheless, it is also possible that the introduction of improved car parking would result in some people opting to travel to the ferry landing via car rather than bus or Metro. The introduction of improved car parking could also be regarded as reducing Metro and bus revenue by making it easier for ferry passengers to travel the ferry landings by car. It is also important to consider where the car parks would be located as there is a shortage of available land close to the landings. At present there is a privately owned car park located close to the North Shields landing and the possibility of leasing the car park should be explored.

Explore opportunity for Shields Ferry to be more environmentally friendly

The objective of seeking opportunities for the ferry service to become an exemplar of good environmental practice will be achieved through exploring opportunities available for the Shields Ferry to become more environmentally friendly. The case for using more environmentally friendly resources to power the ferry has been examined and found to be impractical due to costs. Therefore, it is possible that the landings offer the greatest scope for the use of renewable energy sources (wind, solar etc.). There are lights and information screens on both of the landings and renewable energy sources may be able to power these. Wind turbines are expensive costing between £1,500 and £3,000 for a 600W- 1.5kW turbine and £20,000 for a 20kW turbine. Whilst wind turbines can save on power costs, it can take many decades to recoup costs. Solar panels are less costly to purchase, costing between £3,000 and £20,000. However, their maximum life span is just 30 years⁵². Planning permission would be required for the installation of wind turbines.

⁵¹ Personal communication, January 2010

⁵² Royal Institution of Chartered Surveyors quoted in The Independent, 3rd September 2008

The adaptation of the vessels to include green technologies could result in positive representation in the media which may lead to increased awareness of the ferry service. The inclusion of more environmentally friendly technologies would reduce pollution, benefiting the environment and improving air quality.

Therefore, it is recommended that research in to the possibility of using green technologies for the Shields ferry is conducted.

The Carbon Reduction Commitment Energy Efficiency Scheme was introduced in April 2010 and aims to reduce carbon emissions in the UK by 60% by 2050. Nexus is bound to the scheme and as of April 2011, will be required to purchase 'Carbon Allowances' to cover the amount of carbon dioxide emitted. Therefore, it is vital that means of reducing carbon emissions from the operation of the Shields ferry are explored.

6.4 Radical options

Following analysis of the various approaches, the radical options are as follows;

Option	Advantages	Disadvantages	Maintain patronage levels and work to ensure ferry service is financially efficient	Deliver better use of resources in order to maximise the use of assets and allow for more diverse use of vessels	Seek opportunities for the ferry service to become an example of good environmental practice
Introduce a ferry service on the River Wear	<ul style="list-style-type: none"> - would provide pedestrians and cyclists with alternative means of crossing the River Wear - possible revenue from those using the ferry - technically feasible to provide Wear Ferry - would not be possible to build a footbridge where ferry would be (would be too low 	<ul style="list-style-type: none"> - unlikely to be sufficient demand - predicted that people will tend to cross river for free via bridge than pay to use ferry - costly (estimated to cost £500,000-£1.9 m for vessel, £1.1-£2m per landing) - ferry would need to be subsidised 	No	No	No

	for ships to pass underneath)					
Replicate the operation of Mersey Ferries (a river crossing service operating during peak commuter times only and expansion of river trips and private hire)	<ul style="list-style-type: none"> - tourist attractions would act as another source of income - potential to enhance revenue and patronage through increasing the number of river trips and availability of private hire 	<ul style="list-style-type: none"> - tourist economy in South Shields/ North Shields is not as great as that in Liverpool therefore demand for tourist attractions is likely to be insufficient - attractions may be costly to install and staff - attractions may not be of great interest to tourists - unlikely to be sufficient demand for increase in river trips, particularly in winter months - isolation of those who regularly use ferry service outside of peak hours 	No	Yes	No	
Replace the vessels with an	- could be used to run combined bus	- expensive, costing £700,000	Possibly	No	No	

amphibious bus	and ferry service, taking people to centre of North Shields and South Shields -may attract tourists and increase patronage	each (likely that at least 2 buses would be required) - only carries 50 passengers, greater capacity on existing ferries - Health and safety and navigational issues - ramps into the river would be required as the bus would not be able to travel over the mud flats - installation of ramps in to the river would be costly - possible that greater subsidy would be required - timescale	Possibly	Possibly	No
Investigate value for money options for the Shields Ferry operation	- would ensure that value for money is achieved - would ensure				

	that the ferry operation is effective - could offer better value for passengers - operation may become more financially efficient	<ul style="list-style-type: none"> - extra revenue could be obtained from the sale of the vessels - could theoretically be replaced by a bus service - a bus service could potentially cost less than the ferry operation - lower revenue subsidy levels 	<ul style="list-style-type: none"> - unmet transport needs - journey times of a replacement bus service would exceed that of the ferry - likelihood of negative public reaction - Shields Ferry is part of the National Cycle Network, route NCN1 incorporates the ferry and would be longer if cyclists had to 	No		Possibly	Possibly if there is a more environmentally friendly alternative
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		cross the Tyne via the cycle tunnel				
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6.5 Radical Recommendations

Investigate value for money options for the Shields Ferry operation

In order to ensure that the operation of the ferry takes place so as to provide best value, it is recommended that the management team undertakes a value for money examination of each aspect of the ferry's operation- staff, premises, maintenance, supplies and operating practices. In this way the effectiveness of current operations will be benchmarked and the need for any potential efficiency savings to be identified at an early stage.

Investigate the implications of withdrawing the Shields Ferry

The net costs of operating the Shields Ferry are approximately £1,052,000⁵³ per annum. When compared to other services operated by Nexus, the Shields Ferry receives a relatively large amount of subsidy by comparison with the size of the operation. The ferry could theoretically be replaced by a bus service operating between Bedford Street, North Shields and Keppel Street, South Shields. Each journey would take approximately 30 minutes, depending upon Tyne Tunnel traffic. A single bus providing an hourly service is estimated to cost £30 per hour. It is likely that at least 2 buses would be needed. This suggests a benchmark cost of £550,000 per year before revenue. Clearly this option indicates a lower overall cost but this must be balanced against longer journey times for passengers and the carbon emissions arising from additional bus mileage.

If the ferry service were withdrawn it is likely that there would be a negative reaction from many stakeholders; from council members, retailers and employers through to the general public, which would be expressed through the media among other channels. A decrease in patronage on the replacement bus service could also be experienced as the journey length would increase.

Investigate options for Wear Ferry

In order to improve accessibility for pedestrians and cyclists crossing the river Wear, the possibility of introducing a Wear Ferry should be explored.

⁵³ Nexus (2010), Nexus Annual Accounts for year ended 31st March 2010

8. Action Plan

Ref.	Recommendation	Action	Responsibility	Resources	Start date	End date
FS1	Consult with members of the public and examine hourly patronage data with a view to service changes	Use hourly patronage data to identify peak crossing times	Head of Strategic Planning	Staff time	April 2010	Completed April 2010
		Conduct research into passenger requirements and evaluate findings	Head of Strategic Planning	£1250 per questionnaire	July 2010	September 2010
		Conduct research with employees of large businesses located within close vicinity of the Shields Ferry	Head of Strategic Planning	£1250 per questionnaire	April 2010	July 2011
		Use patronage data and consultation results to assess	Head of Strategic Planning	Staff time	July 2011	October 2011

		whether it is feasible to replace the Sunday ferry service with a bus service				
		Use patronage data and consultation findings to assess whether there is sufficient demand to introduce a more frequent ferry service during peak periods on weekdays	Head of Strategic Planning	Staff time	April 2011	May 2011
FS2	Consider the potential impact upon the Shields Ferry of the opening of the second Tyne Tunnel in 2011	Monitor patronage data to see whether the opening of the second Tyne Tunnel has had an impact on	Head of Strategic Planning	Staff time	December 2011	repeat on an annual basis

		patronage. This should be conducted on an annual basis	Head of Strategic Planning	Build into Ferry Customer Satisfaction Research	July 2011	October 2011
		Conduct research with ferry passengers to identify how many could make their journey by car using the Tyne Tunnels				
		Conduct research which compares Tyne Tunnel tolls with Shields Ferry fares	Head of Strategic Planning	Staff time	April 2011	Completed
FS3	Examine the existing pricing strategy for the Shields Ferry	Research the impact that lower Shields Ferry fares would have on	Head of Strategic Planning, Head of Network	Staff time	April 2011	April 2011

	revenue and subsidy	Development			
	Explore the possibility of increasing concessionary fares	Head of Strategic Planning, Head of Network Development	Staff time	April 2011	April 2011
	Assess requirement for an increase in fares	Head of Strategic Planning, Head of Network Development	Staff time	April 2011	April 2011
FS4	Improve links and liaison with businesses	Head of Strategic Planning	Staff time	July 2011	Completed
	Obtain the contact details for businesses located within a 10 minute walk from ferry landings on either side of the river				
	Market the ferry to local businesses in order to	Head of Network Development, Head of	Staff time, cost of marketing required	July 2011	August 2011

		increase awareness of daily crossings and private hire	Marketing			
		Consult travel co-ordinations at Cobalt and Quorum business parks in order to promote ferry use amongst employees	Head of Network Development	Staff time	July 2011	July 2011
		Work with South Tyneside Council to develop travel plans for new developments	Head of Network Development	Staff time	July 2011	Ongoing
FS5	Explore the potential for greater use of ferry away from the core North Shields- South Shields operation	Carry out research into possible demand for services other than core operation including an	Head of Strategic Planning	Staff time	July 2011	August 2011

		increased focus upon publicly available leisure trips.	Head of Strategic Planning	Staff time	July 2011	August 2011
		Identify potential uses for the ferry other than core service and evaluate and analyse the options				
FS6	Investigate improved connections with other forms of public transport (focus on South Shields)	Hold meeting with Go North East to see if they will extend the route of the 35 bus to serve the ferry landing	Head of Transport Integration	Staff time	July 2011	August 2011
		Hold meeting with Stagecoach to see if they will extend the route of E1	Head of Transport Integration	Staff time	July 2011	August 2011

		and E6 to serve ferry landing	Head of Strategic Planning/ Head of Transport Integration	£90,000 if service is very similar to Ferrylink	April 2011	March 2012
		Explore funding opportunities to provide a service similar to Ferrylink in South Shields				
		Hold meetings with relevant members of staff at North Tyneside Council and South Tyneside Council to discuss feasibility of providing car parking	Head of Strategic Planning	Staff time	July 2011	August 2011
		Work with relevant councils to identify land which could be used for	Head of Strategic Planning	Staff time	July 2011	August 2011
FS7	Investigate the potential for improved car parking facilities at North Shields and South Shields ferry landings					

		car parking				
FS8	Explore opportunities for Shields Ferry to be more environmentally friendly	Identify and evaluate examples of best practice elsewhere	Head of Network Development	Staff time	July 2011	September 2011
		Evaluate the green technologies which would be suitable for the ferry service	Head of Network Development	Staff time	September 2011	November 2011
		Conduct in depth cost analysis and explore feasibility of introducing green technologies	Head of Network Development	Staff time	September 2011	November 2011
FS9	Investigate value for money options for the Shields Ferry operation	Conduct a value for money examination for each	Head of Network Development	Staff time	August 2011	January 2012

		aspect of the ferry operation	Head of Strategic Planning	Staff time	February 2012	March 2012
		Use results of the examination to highlight areas where savings could be made				
FS10	Investigate the implications of withdrawing the Shields Ferry	Conduct research into the feasibility of replacing the Shields Ferry with a bus service	Head of Strategic Planning	Staff time	July 2011	September 2011
		Conduct research into the feasibility of not replacing the Shields Ferry with an alternative facility	Head of Strategic Planning	Staff time	July 2011	September 2011
		Compare cost of ferry service	Head of Strategic	Staff time	July 2011	September 2011

FS11	Investigate options for Wear Ferry	with cost of providing a bus service from North Shields to South Shields	Planning				
		Continue to investigate potential partners to operate a service in future, whilst not actively promoting such a service at present	Head of Strategic Planning	Staff time	Ongoing	-	

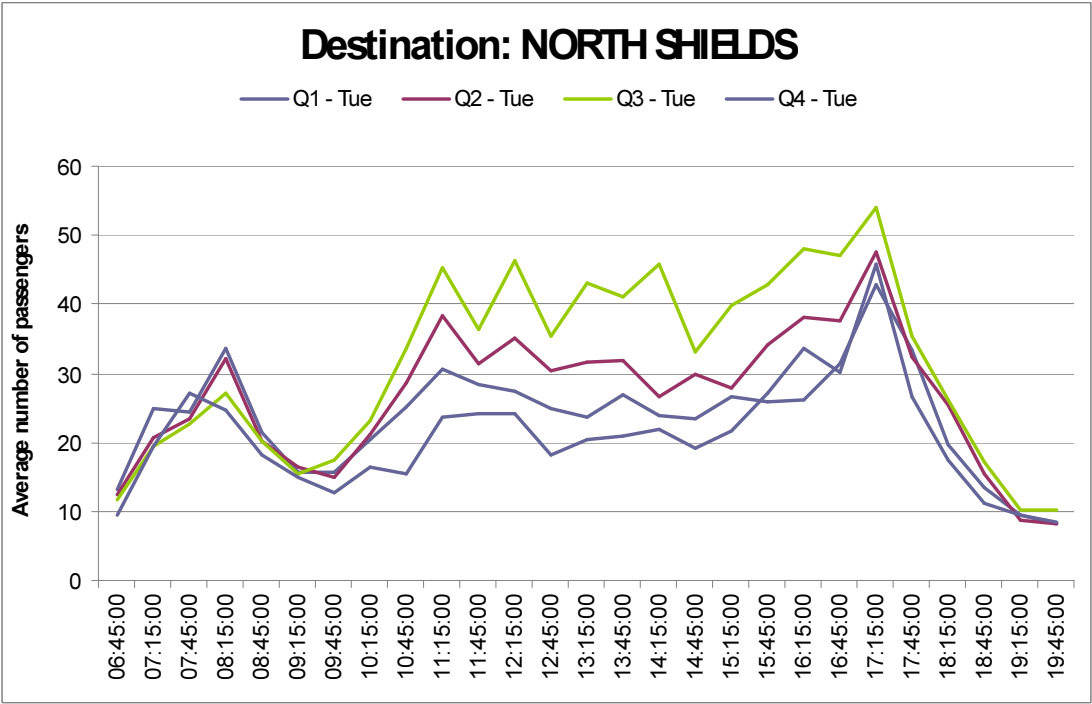
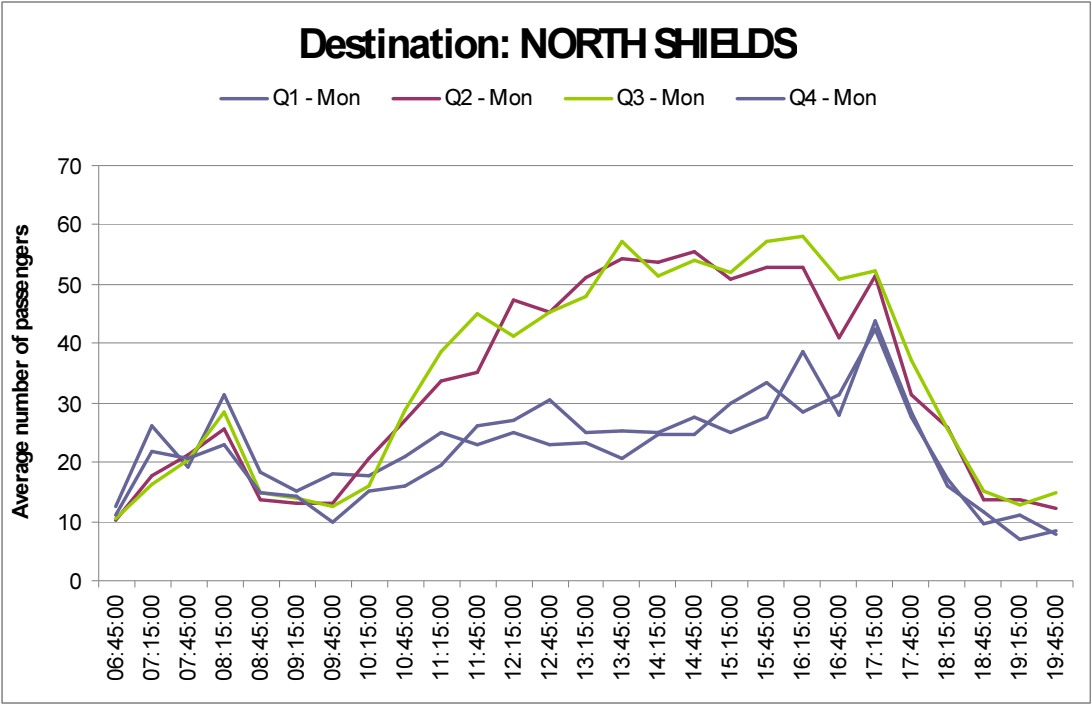
Glossary of Terms

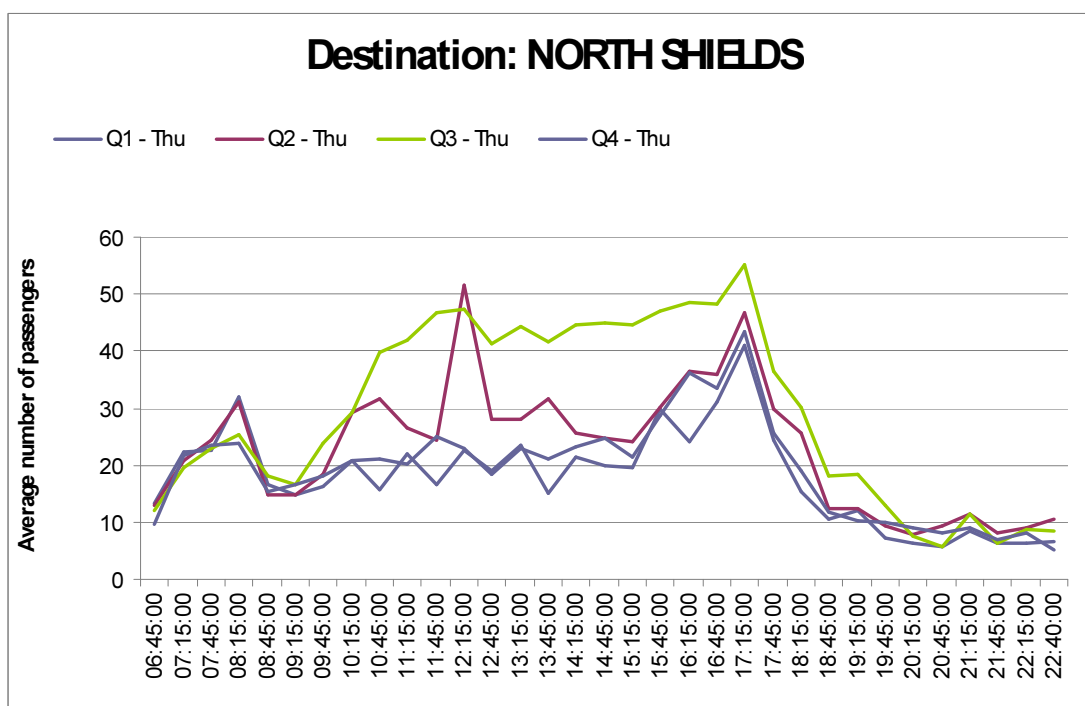
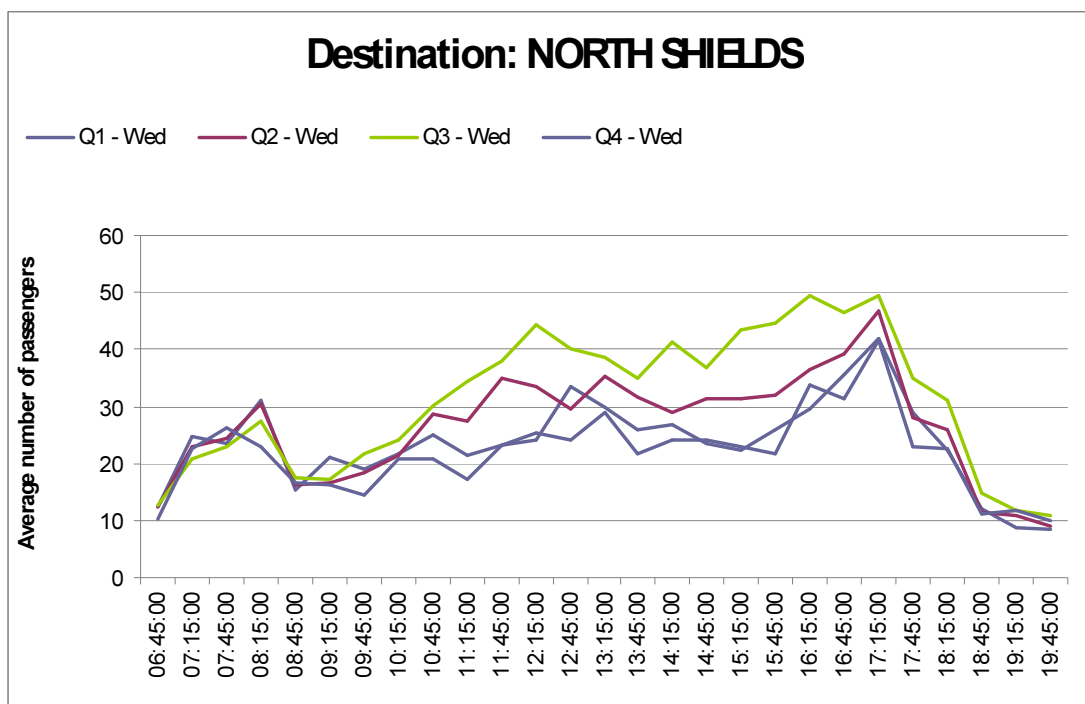
Amphibious bus	A bus which can operate on both land and in water
Concessionary travellers	People over the age of 60 who have obtained a concessionary pass entitling them to discounted fares and free bus travel.
Tyne and Wear Integrated Transport Authority (ITA)	made up of 16 elected members from the five Tyne and Wear districts. The general aim is to ensure that Tyne and Wear has a fully integrated multi-modal public transport system that meets the general needs of people who live, work and travel through Tyne and Wear
Integrated transport	Transport which is well connected with other modes or services run by different operators.
Legislation	A law or collective group of laws
Modes	The various types of transport e.g. bus, ferry, train, Metro, car, aeroplane
Patronage	The number of people travelling on public transport
Passenger Transport Executive (PTE)	The PTE are statutory bodies set up in the largest metropolitan areas of England to plan public transport provision. Nexus is the PTE in Tyne and Wear.
Private Hire	Cruises whereby the vessel is hired privately and only those invited by the person hiring the vessel are welcome to board

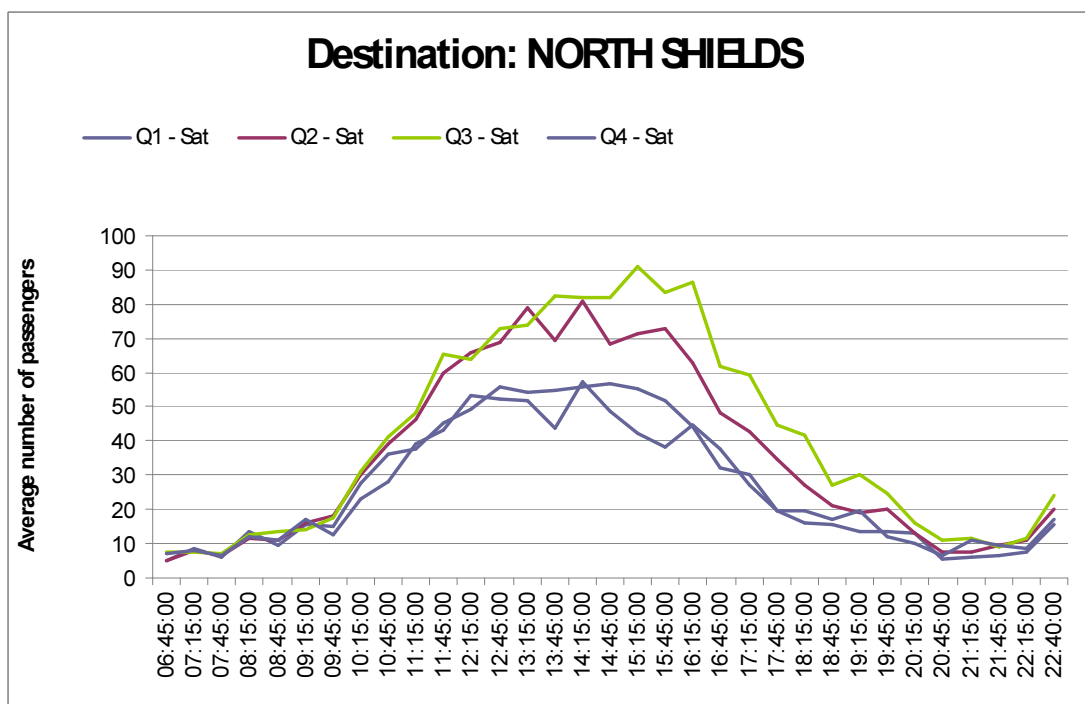
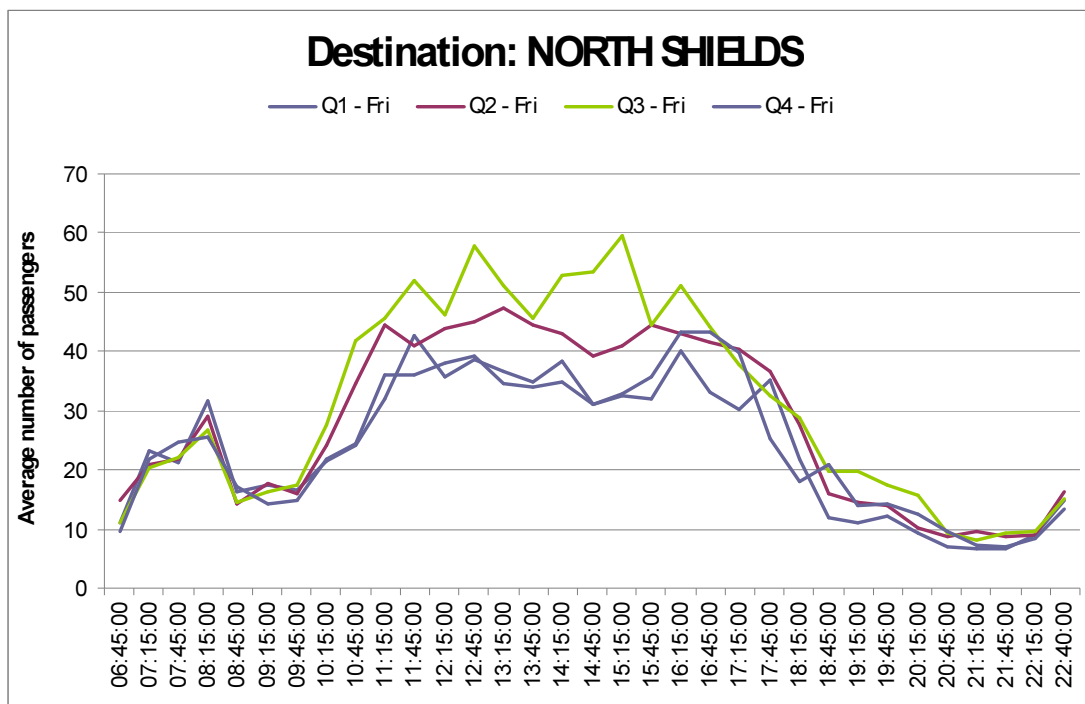
River bus	A vessel which transports people along a river, stopping at several points to pick up/ drop off passengers.
River Trips	Cruises where all members of the public are welcome to attend
Subsidy	Financial contribution, usually from public funds. Often used to keep public transport fares low

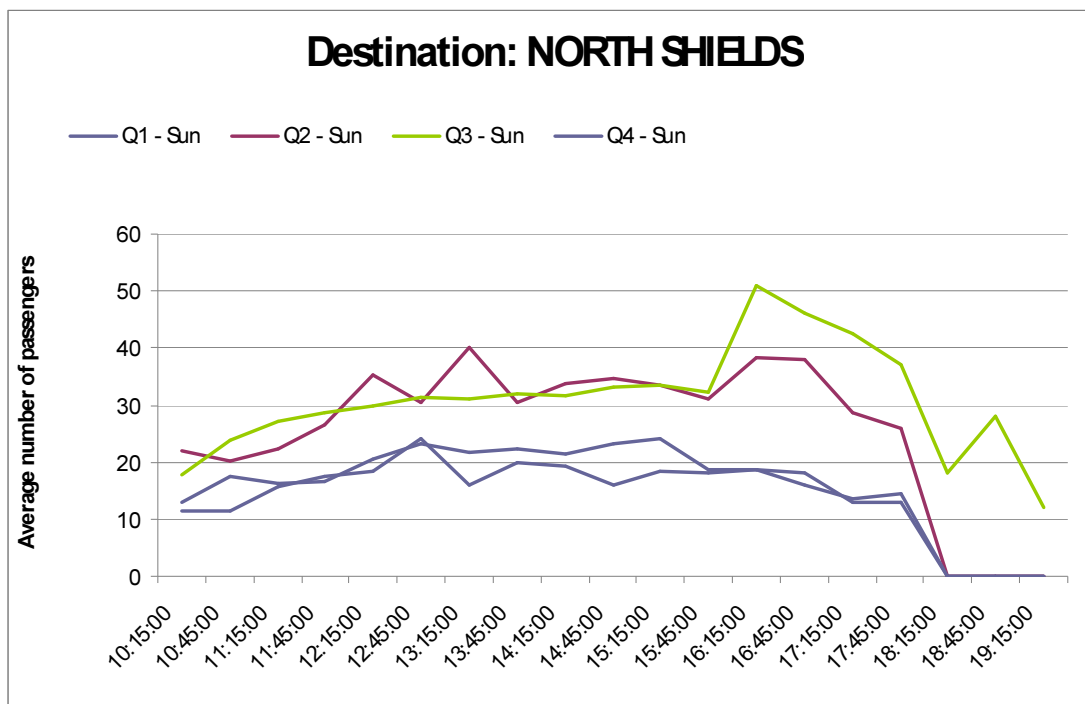
Appendix A

Hourly patronage by quarter on vessels travelling to South Shields for each day of the week

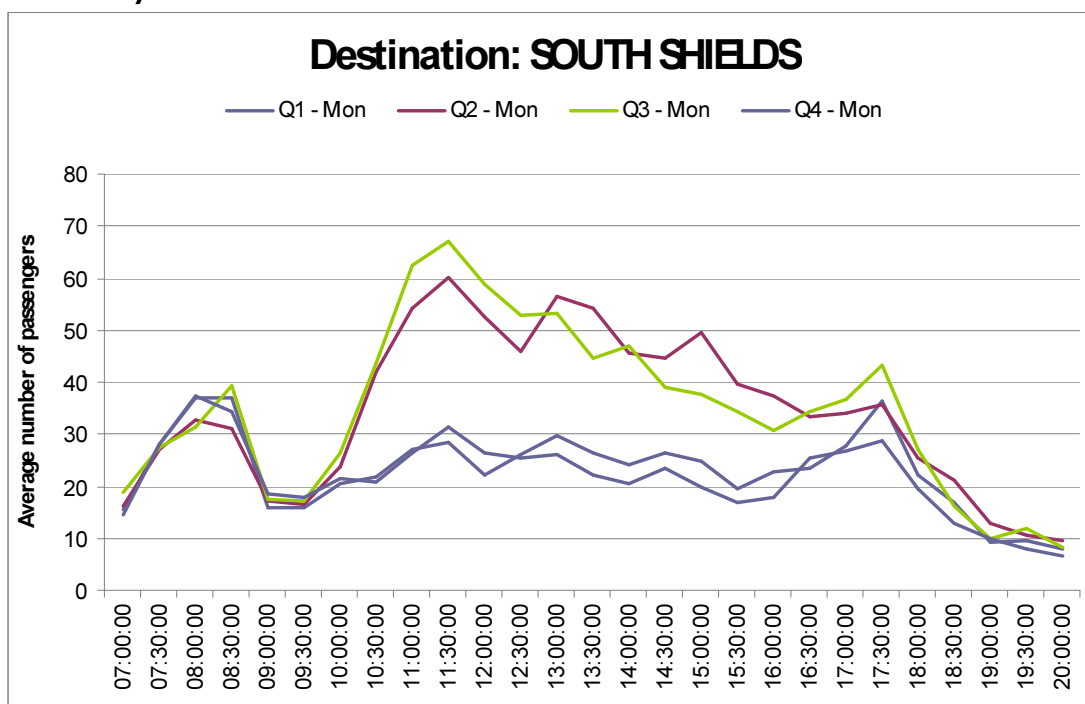


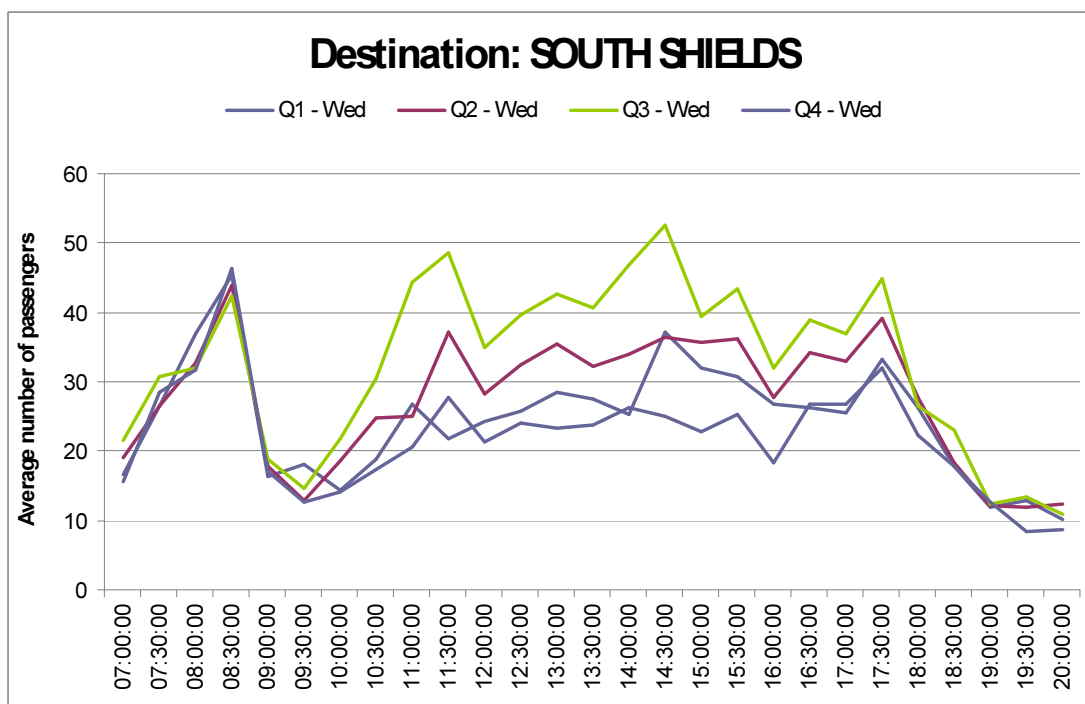
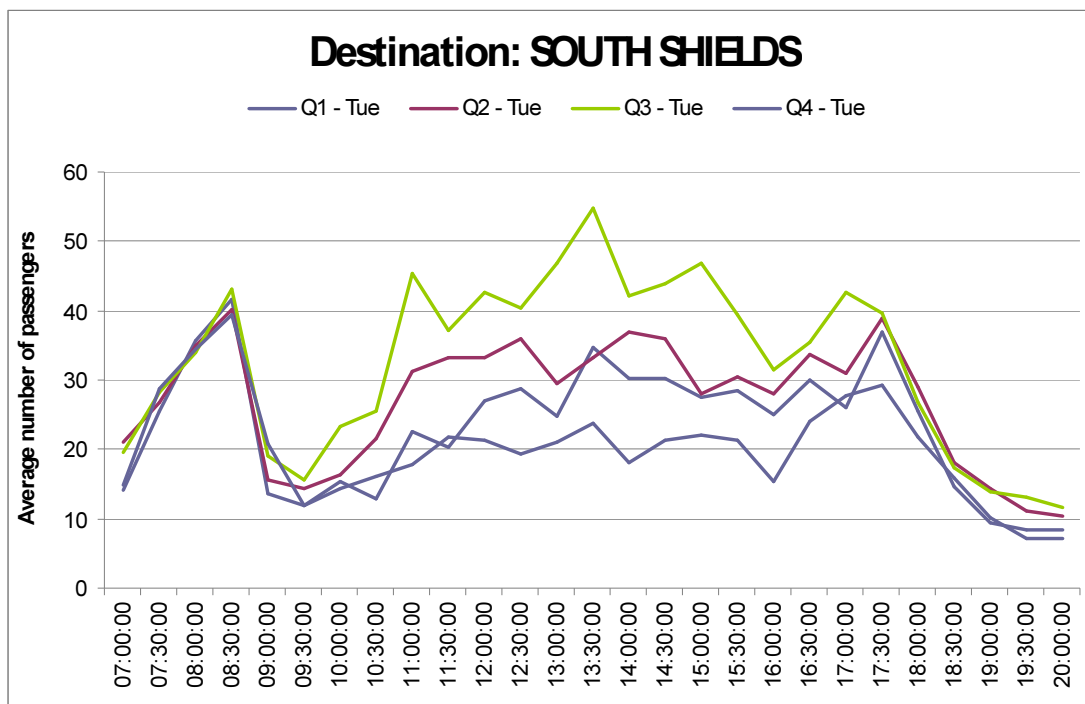


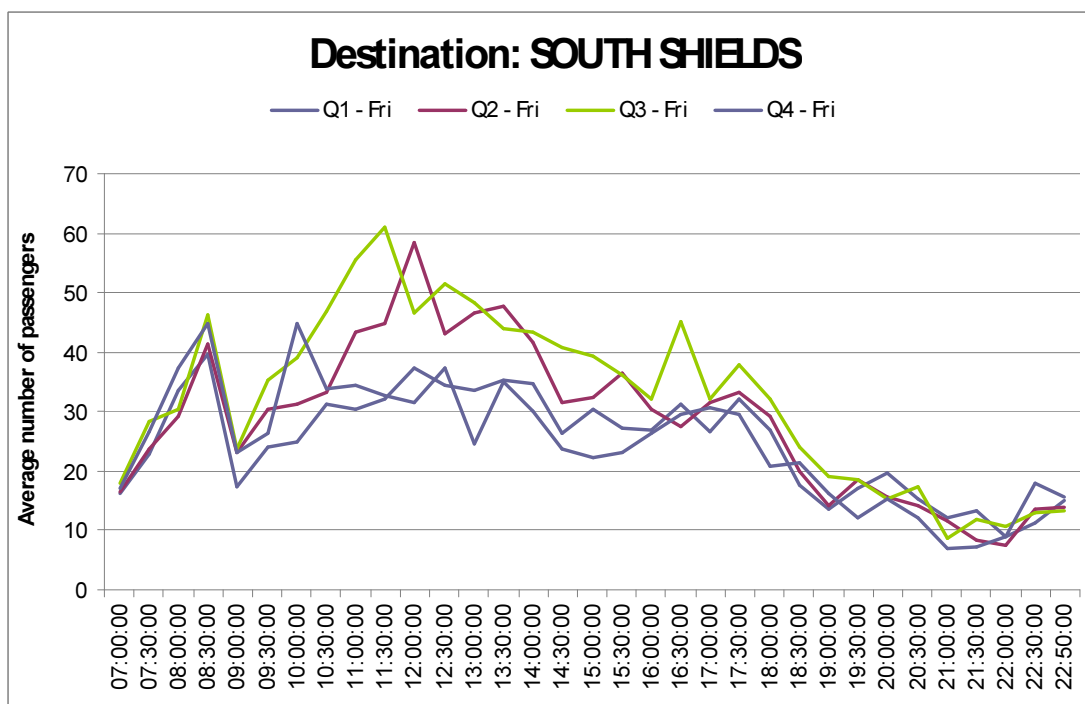
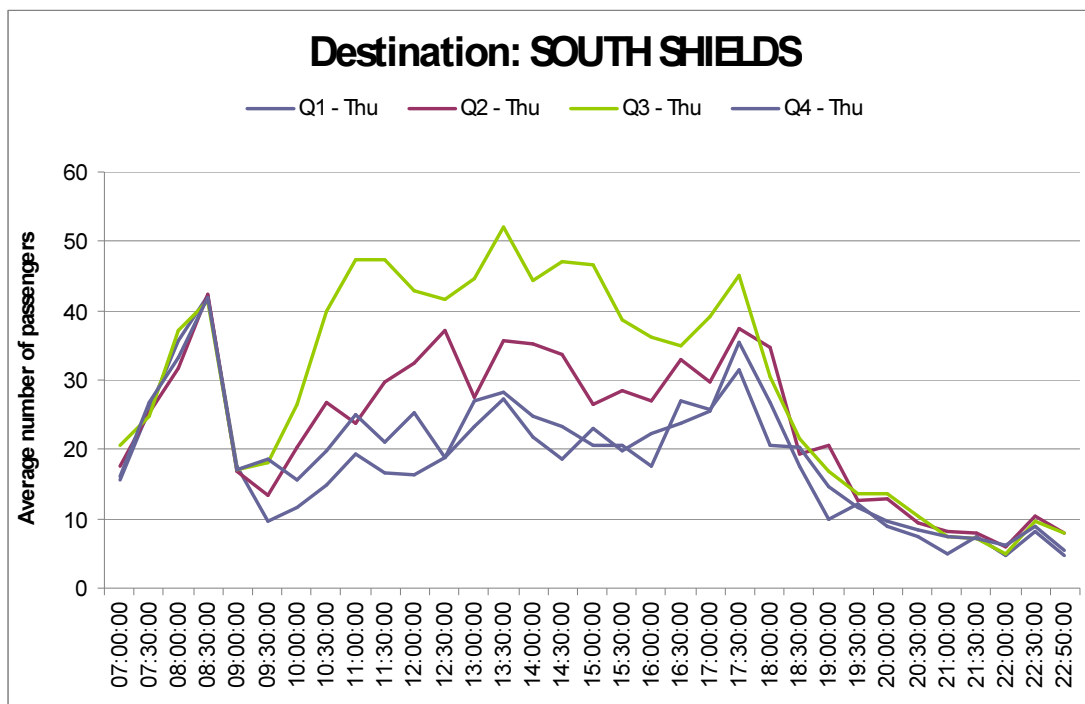


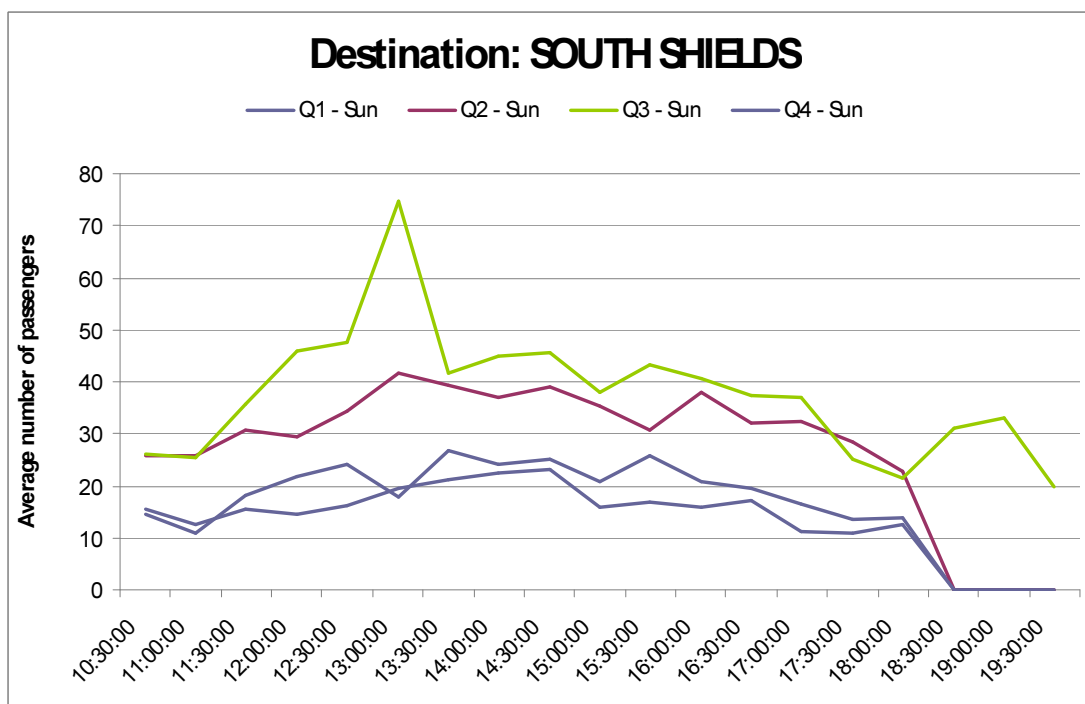
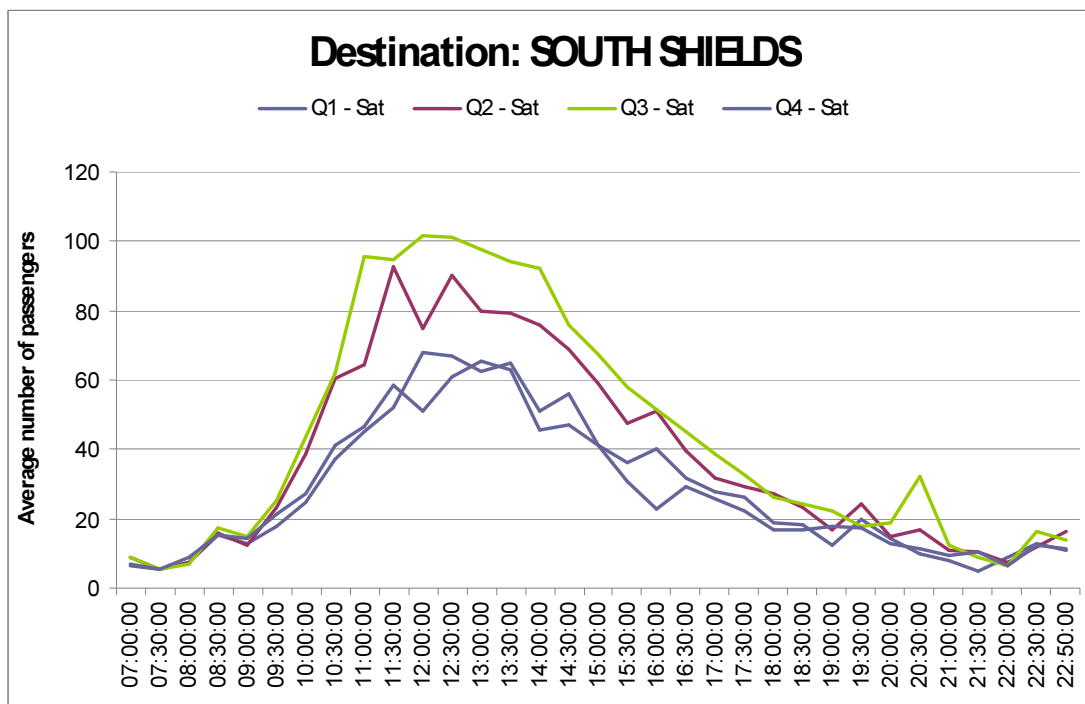



Hourly patronage by quarter on vessels travelling to South Shields for each day of the week









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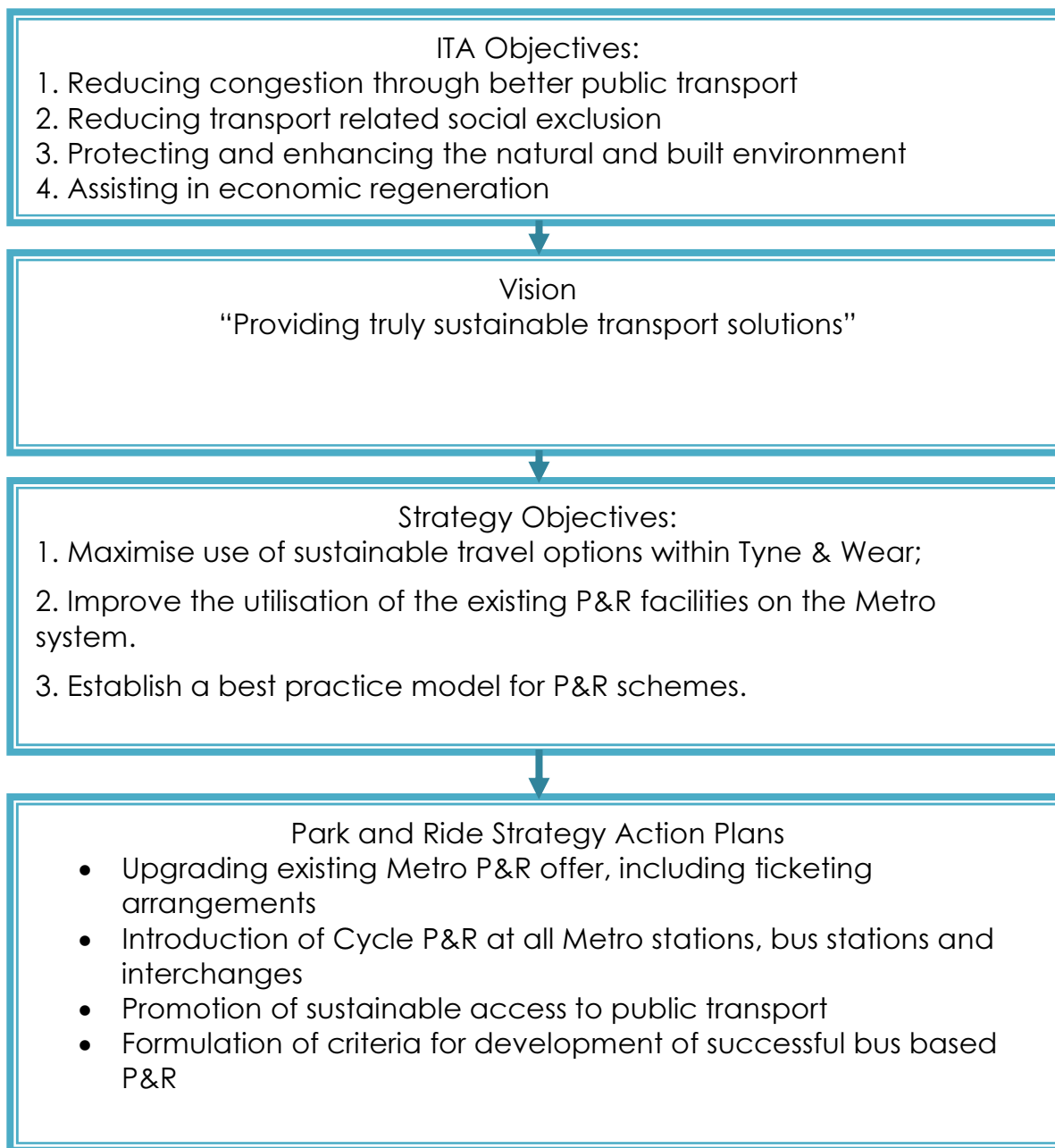
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1. Executive Summary

- 1.1 Park and Ride (P&R) schemes have become an accepted part of the overall urban transport offer in the Western world over the past fifty years and their development is often seen as a solution to urban congestion.
- 1.2 Nexus has been involved in the provision of P&R in Tyne and Wear since the development of the Metro system thirty years ago. There have also been small scale initiatives offering bus based P&R associated with special events (Sunderland Air Show, Tall Ships Race etc) or weekend shopping.
- 1.3 Most of this existing provision or previous initiatives have been carried out in an ad-hoc fashion with no real analysis of the contribution that P&R was or was not making to policy objectives and little understanding of what the customers want.
- 1.4 Research nationally suggests that P&R may have a role in very specific circumstances in reducing highway congestion but that it is more likely to be a parking provision and management tool.
- 1.5 There is also a significant difference in the role of bus based and rail based P&R and any development of P&R must acknowledge these differences.
- 1.6 There is a role for P&R within the overall transport and parking offer in Tyne and Wear but there needs to be a very clear demonstration of the financial, social and regeneration reasons justifying the investment on a case by case basis.

2. Strategic Context



3. Introduction

- 3.1 Park and Ride, whereby people use their own private transport to access an interchange point from which they travel to a final destination by public transport, has been around since private transport became widely available in the 20th Century. At first this was a very informal arrangement where advantage was taken of available space in railway station forecourts or on adjacent streets. More formal arrangements and facilities were often put in place at stations for cycle parking. The first formal P&R site for cars is believed to be one that was set up at a suburban station in Philadelphia (USA) in 1927.

The accepted classic P&R scenario where car drivers are encouraged to park on the outskirts of an urban area and complete their journey by bus to avoid city centre congestion and parking problems dates from the 1960s in the UK. At that time a number of experimental part time schemes were set up in Nottingham, Oxford and Leicester. Oxford is acknowledged as the pioneer of full time operation with its first permanent site opening in 1973 offering space for 250 cars.

- 3.2 There is a general acceptance that Park and Ride is an essential part of the overall transport offer for any urban area in the UK. When the public are asked for their views on transport people often respond that more park and ride sites are needed (MORI 2002). The examples of York, Norwich, Bristol, Nottingham, Oxford and Cambridge are held up as models of successful park and ride which other towns should seek to emulate and the Government's 10 year plan of July 2000 promised 100 new P&R schemes by 2010

- 3.3 This document will seek to examine both current experience in this area with Metro P&R and P&R schemes elsewhere in the UK. The aim is to better inform discussions with partners over the development of P&R in Tyne and Wear and to inform related strategies including those for Bus, Rail, Metro and Customer Service.

4. Objectives

- 4.1
- a) Maximise use of sustainable travel options within Tyne and Wear;
 - b) Improve the utilisation of the existing P&R facilities on the Metro system.
 - c) Establish a best practice model for P&R schemes

4.2 This will be done by:

Studying and understanding the operation of P&R schemes elsewhere in the country. In particular the motives of promoters and the financial implications (in particular revenue) of the schemes.

Making an impartial assessment of the potential for further Park and Ride development in Tyne and Wear.

Developing guidelines on the relationship that is required with the five Tyne and Wear local authorities for the incorporation of Park and Ride into district parking policies.

To provide best practice guidance on the requirements for the introduction of successful P&R based on experience elsewhere in the UK.

5. Policy Context

5.1 According to DfT demand forecasting guidance, P&R has one or more of three aims:

- To maintain or increase the number of economically desirable trips to the city centre
- To avoid using valuable city centre land for car parks and access roads
- To reduce congestion and pollution

5.2 The following are amongst the main reasons why P&R has been used as a policy tool to date:

- To provide an alternative to car use and public transport: a means of reducing the amount of car use in a city, both by people who do not live in a part of it that is easily accessible by public transport, and by those who do but are still not willing to use it.
- To allow for more economically efficient provision of parking capacity: a means of increasing parking capacity without using land in the city centre and of transferring parking capacity from the city centre to elsewhere.
- To make overall traffic reduction policies politically palatable – P&R can be used as a bargaining tool to gain support for traffic restraint schemes, because it is popular with many motorists and traders.
- To contribute to environmental objectives - a means of reducing both local and national air pollution, it also reduces the visual and noise intrusion of traffic due to decreased car use.

5.3 Regional Spatial Strategy

The Regional Spatial Strategy for the North East to 2021 considers P&R in the context of 'Developing an Urban and Rural Renaissance'. Policy 50, Regional Transport Provision suggests:

"Investigate the potential for new and expanded Park and Ride facilities to contribute to reducing congestion and to encourage greater public transport use"

Policy 53, Demand Management Measures, recommends P&R within a suite of measures to address congestion, environment and safety issues.

5.4 Local Transport Plan 2006-11

The objectives of a successful P&R scheme are supportive of the over-arching aims and objectives of the LTP. P&R accords with the LTP objectives of:

- Improved accessibility
- Safer roads
- Managed congestion
- Improved air quality

P&R is part of the toolkit of measures for congestion strategy intervention within the 2006-11 LTP, which contains a detailed congestion strategy including the stakeholder view that 'P&R is a necessary element of congestion control'. The thrust of the LTP strongly encourages reduced car penetration into the city centre, and recognises that such measures must be balanced by improvements elsewhere. P&R operation will also be examined within the quantum of parking provision across the area.

5.5 Planning Legislative Framework

The introduction of Regional Spatial Strategies enables more of a city-region approach to be adopted. The regional dimension will help to inform the identification of strategic P&R sites at a sub-regional level. No specific site recommendations within Tyne and Wear are identified within the RSS. At present, the justification for cross-boundary sites could be blurred by the differing priorities of neighbouring authorities. The objectives of the Northern Way in terms of improved intra-regional connectivity also contribute towards this process.

5.6 Planning Policy Guidance Note 2: Green Belts

A recurrent theme in the selection of potential P&R sites is planning policy on the use of Green Belt land. PPG2 states that Green Belt designation is permanent, except where there are sound reasons for change. The general presumption against development can complicate the use of otherwise appropriate locations.

5.7 Planning Policy Guidance Note 13: (Transport)

PPG 13 supports the introduction of P&R facilities. It describes how appropriate P&R schemes can promote more sustainable travel patterns, at both local and strategic levels, and improve the accessibility and attractiveness of town centres. Well-designed and well-conceived schemes, according to the guidance, should be given favourable treatment through the planning system. PPG 13 emphasises that P&R schemes and strategies should be developed as an integral part of the planning and transport strategy for the area, included in LTPs and development plans. Schemes should be designed to avoid additional travel, particularly by car. It states that:

"P&R schemes may be permissible in the Green Belt, where assessment shows such locations to be the most suitable of the available options, taking account of all relevant factors. The scale and design of such schemes will be crucial factors in determining whether the impacts on the openness and visual amenity of the Green Belt are acceptable.

Annex E of PPG 13 is an amendment of PPG 2, but does not replace it. It states that non-Green Belt locations should be looked at first, but that P&R facilities within the Green Belt may not be inappropriate provided that:

- all other options have been considered;
- a Green Belt location is, on balance, the most sustainable option;
- a scheme will not seriously compromise the purposes of including land within Green Belts;
- the proposal is included in the LTP and based on a thorough assessment of travel impacts;
- buildings are included only for essential facilities associated with the operation of the P&R scheme.

"Particular attention should be paid to safeguarding the underlying purposes and principles of Green Belt designation. Proposals which do not meet the five criteria listed above should not be approved, other than in very special circumstances".

6. National Experience

6.1 Despite the generic term Park and Ride there are significant differences in the way P&R has developed and is used depending on the 'ride' mode it is built around.

6.2 Rail based P&R has been mainly about enabling car users to easily access rail services and thereby increasing patronage. This is manifested in two ways:

a) enlarging a station's catchment for access to long distance (InterCity or Commuter) services as happens at main, often city centre, stations on the East Coast Main Line or:

b) providing access to local commuter services at stations on the periphery of major cities or conurbations to avoid the congestion and parking difficulties associated with driving into a major conurbation.

Current Metro based P&R fits in the later category.

There has also been the development of a limited number of Parkway stations on the outskirts of major urban areas although there are none in the Northeast. The aim of Parkway stations is to enable access to long distance rail services without the need to access a town or city centre station (e.g. Bristol, Warwick and East Midlands Parkway stations). There were proposals for a Parkway station to the south of Gateshead in the 1980s but these were not progressed. At that time Central Station in Newcastle still had parking capacity and investment in rail infrastructure was severely constrained.

Much of the early development of P&R at rail stations (including Metro) was the opportunistic use of redundant railway land, often former goods yards, as car parking. These were often very minimalist, unsurfaced and free to use but, as customer expectations and demand have grown, they have been improved and charging introduced. London Midland has recently contracted management of its station car parks to a commercial car park operator and is looking to expand provision by decking at stations on its route to London. First Capital Connect has provided a Multistorey car park in an attempt to satisfy demand at St Albans on the Thameslink route.

- 6.3 A recent demand forecasting study by Mott MacDonald for Network Rail has identified the availability and cost of car parking in city centres as the single most important determinant in choosing rail over car for commuting.
- 6.4 Bus based P&R has tended to develop in single centre urban areas (not conurbations) where there is significant or perceived congestion and parking problems are experienced. Congestion and parking problems tend to be common in physically constrained or historic city centres. York and Oxford are amongst the best known examples. Oxford has links between the control of city centre car parking and the provision of P&R sites. Despite the often stated aims of reducing congestion and pollution some P&R schemes are designed to complement a town's overall parking provision rather than replacing existing city centre parking e.g. Durham, Shrewsbury.

Case Study

Durham treats its P&R scheme as part of its overall parking strategy for the City. It is managed with the aim of attracting all day commuters in order to free up city centre parking spaces for shorter stay use by shoppers and visitors. All day parking in the city centre costs £6 compared with free parking and a £1.70 day ticket (per adult passenger) with the P&R scheme. Concessionary pass holders travel free and under 16s travel free when accompanied by an adult over 21. As 80% of car arrivals are in the morning peak it appears that the aim of attracting commuters is being achieved. There has been no reduction in car park provision in the city centre but the enforcement of parking restrictions has reduced on-street parking.
(ref: Durham Council 2009)

- 6.5 Both types of park and ride may be seen as undermining public transport in that journeys that might be totally undertaken by public transport are now partially undertaken by car (one study suggests that an average of 30% of bus based P&R patrons previously undertook their total journey by public transport ref: *Graham Parkhurst 1999*) or journeys to rail stations that were formerly undertaken by bus are now undertaken by car. In a 2006 survey of Metro P&R users 28% of participants indicated that if P&R was not available they would make the whole journey by public transport, 4% would walk to the station and only 34% would drive all the way (ref: *Metro Park and Ride User and Non-User Survey, WoodHolmes Group, 2006*). In order to attract car users, bus based P&R schemes are often been based around high frequencies, higher quality vehicles and lower fares than those used on neighbouring local bus services presenting a challenge to social inclusion objectives.

Case Study

Car parking in the Shrewsbury P&R scheme is free and users are charged bus fares on a per passenger basis. At £1.20 return this is considerably less than the commercial fare for an equivalent bus journey. This pricing is calculated on the basis that two adults travelling in one car will pay less by using P&R than the rate for two hours parking in an off street car park. Passengers who do not access the P&R site by car are charged a "walker" return fare of £2.40 on P&R buses, which compares with £3.40 return on the parallel, slower and less frequent commercial bus service. The Councils regard the scheme as helping to reduce congestion and pollution in Shrewsbury but are attempting to reduce the level of subsidy which was £260,000 in 2008/9. Shrewsbury offers free travel to concessionary pass holders and there is some evidence that pensioners are making longer journeys by car in order to avail themselves of free parking and free travel to the town centre by P&R. This is possibly because most local buses run less frequently than P&R buses and use of P&R obviates the need to walk to a bus stop

(ref: Shrewsbury and Atcham & Shropshire Councils)

- 6.6 A significant number of schemes require ongoing subsidy. Research by TAS in 2007 estimated that P&R schemes throughout the UK required an annual subsidy of £13m in total. Subsidy levels per passenger are in some cases quite low but in aggregate can appear substantial. The Norwich scheme, which is the largest in the UK with 3.5m passengers, receives up to £1.8m per annum in subsidy. At the other extreme is York where First Group pays a premium (£120k in 2007) to the Council for the right to operate the P&R services which are incorporated into the overall bus network for the city. Recent figures show that the annual running cost of the Durham scheme is £1.1m whilst revenue is £540k. The balance is made up from the surplus on city centre car park charges and income from civil enforcement of on street parking, emphasising the benefits of operating P&R as part of a city wide parking strategy.

- 6.7 Although Cycle parking at stations was the first manifestation of P&R in the UK and many stations provided cycle parking facilities in the early 20th Century it became largely ignored as cycle use fell. More recently cycling has become recognised as a healthy and environmentally aware mode of transport and targets have been set both nationally and locally to increase its use. The national target for cycling is to double use by 2012 and this is reflected locally. As part of this there has been a recognition of the need to improve cycle parking at destinations including stations. The DfT has recently provided significant financial support to improve cycle parking at rail stations.

Table 1

Bus Based Scheme Comparisons

Scheme	Journey Time to Centre	Bus Costs Covered by income	Site costs covered by income	Comments
Bristol, Portway	20mins	No (deficit covered by City Council)	No (covered by City Council)	City centre car parking expensive and congestion severe at peaks
Bristol, Bath Rd	20mins	Yes	No (covered by City Council)	City centre car parking expensive and congestion severe at peaks
Bristol, Long Ashton	15mins	Yes	No (covered by City Council)	City centre car parking expensive and congestion severe at peaks
Nottingham, Racecourse	10mins in 15mins out	No (cross subsidised from Queens Drive service)	No (cross subsidised from Queens Drive service)	Bus service part of overall bus network offering access outbound to employment locations/retail park. Cheaper P&R tickets available only to those boarding at P&R site.
Nottingham, Queens Drive	15mins in 18mins out	Yes	Yes	Bus service part of overall bus network offering access outbound to employment locations. Cheaper P&R tickets available only to those boarding at P&R site.
Durham, 3 sites	15mins	No (Deficit covered by surplus on city centre car parks)	No (covered by surplus on city centre car parks)	Managed as part of overall parking offer for Durham. Aimed at commuters to free up city centre parking for short stay users.

Scheme	Journey Time	Bus Costs Covered	Site costs covered	Comments
Bedford	15mins	No (subsidised by Council and surplus from town centre parking control)	No (covered by Council and surplus from town centre parking control)	Managed as part of overall parking offer for Bedford. Aimed at commuters to free up town centre parking for short stay users.
Shrewsbury, 3 sites	10 to 12mins in, 13 to 15mins out dependin g on route	No (subsidised by Council and shopping centre owner)	No	Constrained historic town centre, P&R avoids congestion and adds to parking supply. Partly subsidised by town centre parking charges. Total subsidy for all 3 P&R sites in Shrewsbury £260,000 p.a. in 2008/9
York, 5 sites	15 - 18mins in 10-17mins out	Yes	Yes	Bus services run commercially as part of overall city bus network. Premium from operator covers site maintenance. City centre parking difficult and relatively expensive.
Cambridge, 5 sites	12-22mins in 13-23mins out	Yes (run commercially)	No (covered by income from parking budget)	City centre access controlled and limited car parking.

Case Study

Nottingham offers seven P&R sites and has similarities with Tyne and Wear in that most are based on the use of Light Rail although two are bus based. All parking is free and the bus based schemes utilise routes that are part of the overall public transport network, serving some intermediate stops and destinations beyond the P&R sites. This provides balanced passenger flows in the peak travel times. Tram based P&R utilises existing system capacity. Both tram and bus offer individual or group tickets (sold on vehicle), although group tickets on the bus based P&R are considerably cheaper than those on the tram.

Security at bus based P&R sites is based on car park staff patrols while those at tram based locations have CCTV and help points which are linked to the tram's control centre. Management and maintenance costs for the tram based sites are covered within the overall management contract for operation of the tramway. The two bus based sites are revenue neutral. Both bus services are contracted within a single contract. The 'profit' made on the Queen's Drive service covers site maintenance and the 'loss' on the

- 6.8 The ability of P&R to impact on overall traffic congestion needs to be kept in perspective. The most common way to measure the impact of P&R sites is by calculating an interception rate (number of cars parked at a site as a % of the total daily number of cars passing the site). A local example is the Belmont site in the Durham scheme where the interception rate in relation to the 35,000 cars passing on the A690 was expected to be 0.57%. While the actual rate is 0.66% this is still a relatively low rate. In actual terms it represents 230 out of the total of 424 available spaces being used. If all of the capacity available at Belmont was used it would represent an interception rate of 1.2%. Interception rates at major Metro P&R sites are around 2%. This accords with a number of other sites in the UK although there are some much higher ones (e.g. York) where there are significant additional pressures to use P&R such as restricted city centre parking supply and very large numbers of visitors unfamiliar with the city's road and parking networks.

(ref: TAS Park and Ride GB 2007)

Table II Interception Rates

Location	Cars parked at P&R as percentage of passing car traffic
Edinburgh Ferrytoll (long distance)	1%
Cambridge (5 sites)	2.1% (of all traffic entering city centre)
Norwich (all 6 sites)	3% (of all traffic crossing inner city cordon)
Exeter (3 sites)	2-4%
Worcester	3.5%
Ipswich (London Road)	7.8%
York (Grimston Bar)	10.7%

(ref: *TAS Park and Ride GB 2007*)

- 6.9 The issue of whether schemes charge for the parking or travel elements of the overall scheme has a number of implications. Car parking is subject to VAT and therefore adds an additional level of administrative expense to deal with. VAT is not payable if car parking is free and only the travel element is paid for. Under the rules of the national concessionary travel scheme it is up to the administering local authority to determine whether they will allow concessionary pass holders (local or national) to travel for free on P&R bus services. Durham and Shrewsbury both allow pass holders to travel for free.
- 6.10 There has been recent interest in what is referred to as "Pocket Park and Ride". This is where parking spaces (typically at Pubs, Village Halls, Churches) that are unused during the working day and which lie along an existing bus route are signed as P&R sites and car drivers use ordinary scheduled bus services. Nottinghamshire County Council is currently promoting this model following the cancellation of a major planned P&R site at Gamston on the outskirts of Nottingham City. In principle "Pocket" P&R is a bus based equivalent of the smaller car parks on local rail lines and the Metro.

7. Current Position in Tyne and Wear

- 7.1 P&R has developed in an ad-hoc fashion as Metro has grown from first opening in 1980. P&R has largely been on the basis of opportunistic development of vacant land adjacent to stations. In the early '80s car parking at P&R sites was free, city centre car parking was relatively expensive and Metro fares relatively low. Therefore, even if all the occupants of a car had to pay for travel, P&R was a financially attractive option.
- 7.2 Patronage of sites reflected the levels of Metro service and the congestion that could be avoided. Heworth with trains every 3 minutes was very popular as was Four Lane Ends with trains every 5 minutes, but Regent Centre was less popular due to only having a train every 10 minutes. (*Appendix II gives details of all Metro car parks and their patronage*)
- 7.3 The relative significance of P&R customers and therefore the justification for investment in P&R needs to be carefully assessed. At Heworth, the most popular P&R site on the system, car drivers represent 10% of all passengers boarding Metro compared with the 60% who arrive by bus.
- 7.4 Interception rates at Callerton, Four Lane Ends and Heworth have been calculated based on survey data of usage in May 2009 and averaged 2009 figures for inbound car traffic on the adjacent main highway. The figures at Four Lane Ends are probably unrepresentative due to the numbers of cars parked there by local office workers. The interception rates are Callerton 1.2%, Heworth 1.9% and Four Lane Ends 2.9%. Even with the caveat about the Four Lane Ends figure these are better than the figures for Durham's bus based scheme (see 6.6 and table II above) and bear comparison with experience elsewhere in the UK.
- 7.5 Subsequent development of the system and provision of additional P&R sites has been similarly opportunistic. Kingston Park station opened in 1985 with a council owned car park adjacent. Due to high levels of damage and car theft this was hardly used until security staff were provided. Similar problems arose at the existing sites until staff were provided where appropriate and current information is that incidents are now very low at two per year at Four Lane Ends and six per year at Heworth. (Ref: Metro Security Manager.)

- 7.6 There have also been difficulties in that P&R car parks are managed in a variety of ways with no consistent pricing policy. For example Heworth long stay and Felling car parks are owned and managed by Gateshead Council who set the parking charges. Callerton and Regent Centre are managed on Nexus' behalf by Newcastle City Council and run as if they are City Council car parks although Nexus owns them and sets the charges. Kingston Park is owned and managed by Newcastle City Council who also set the charges.
- 7.7 In the early years of Metro operation car ownership in Tyne and Wear was below the national average but considerable growth has been experienced in recent years. As a result the demand for parking spaces throughout the area has grown considerably and particularly in areas where there are large concentrations of office based jobs. This has resulted in the two P&R sites situated near such locations being invaded by car drivers who have no intention of using public transport (at Four Lane Ends and Regent Centre 52% and 70% respectively fall into this category). The levying of separate, unlinked tariffs for the parking and travel elements means that there is no pricing mechanism to deter this. As long as this kind of use does not prevent genuine P&R customers using a site it may be viewed as additional revenue from otherwise unused parking spaces. If genuine P&R users cannot park and either drive all the way to their destination or use an alternative mode of transport it represents a loss of revenue to Metro.

Case Studies

In Dublin the Luas tram system has contracted out management of its Park and Ride sites to QPark, a commercial car park operator. Two of the sites, Tallaght and Sandyford, are adjacent to major employment locations. Parking is €2 for up to 4hrs and €4 for a whole day and must be paid for before travel. To discourage use by people not using public transport an additional charge is made on leaving the car park if a valid Luas ticket cannot be shown.

Doncaster's bus based Park and Ride scheme is based on barriered car parks and off bus ticketing. Car parking is free to avoid the issues of VAT and charges are for the bus journey only. The tickets sold from machines in the car parks are valid for a return bus journey to Doncaster town centre but must be retained and used to open the car park exit barrier.

Two of Norwich's P&R sites use similar two part tickets to the Doncaster scheme. Although they do not have barriers parked cars must display the 'parking' half of the ticket. This is to deter parking by employees at nearby business parks.

Both of these methods have merits in controlling abuse of P&R car parks and will generate revenue to support the travel mode even if people chose not to use public transport.

(ref: Luas, SYPTE and Norfolk County Council)

- 7.8 As mentioned in 7.6 above (see also Appendix II) there are complications with car park ownership and management. Under the new Metro operating concession DBTW is responsible for day to day maintenance, staffing and pricing. DBTW are planning to negotiate with the relevant councils to bring all Metro P&R sites under common management and to levy a consistent charge across the larger sites. The smaller sites will initially remain free of charge. As control of Metro fares will remain with Nexus there is not an immediate opportunity to link car park charges and travel in a single ticket product.
- 7.9 In Tyne and Wear bus based P&R includes the recently opened (September 2009) Newcastle Great Park Scheme and the now defunct Metrocentre and Manors schemes to bring people into Newcastle.

- 7.10 The Metrocentre scheme was a commercial venture by Go North East which ran for about six months. There was a dedicated bus service running every 15 minutes in the morning and evening peaks and users could use other Go North East services outside of these times. Although patronage was approximately 4,500 per 4 week period revenue only covered about 25% of the operational costs. Users were required to book and pay in advance and although this ensured that users were guaranteed a parking space it did not allow one-off ad hoc use that might have encouraged car drivers into more regular use. Information from Go North East suggests that the small number of regular users were very satisfied with the scheme.
(ref: Go North East)
- 7.11 The Manors scheme was aimed at shoppers and ran for about twenty years on Saturdays from a major edge of city centre car park which was used by car based commuters on Monday to Fridays. Car parking was paid for but the bus service was free and the overall offer was really an extension of city centre car park provision. This scheme ceased when the site was redeveloped for Northumbria University. This scheme was originally funded by Tyne and Wear PTE but in more recent years was supported by Newcastle City Council. The advantage of this scheme was that it appealed to drivers who wanted to get as close as possible to their destination but didn't want the hassle of city centre traffic to reach more centrally located car parks. (This attitude is also evidenced by the informal park and ride in residential streets close to the city centre. At West Jesmond Metro, before a residents parking scheme was introduced, 16% of surveyed Metro passengers had arrived at the station as car drivers. After introduction of residents' parking only 8% of arrivals at the station were car drivers. Ref: Nexus Market Research, Station Profiles.)

- 7.12 The Newcastle Great Park scheme was constructed as part of the planning obligations for the overall development. There are 500 spaces and the ride element was originally provided by the M46 service to the Great Park. This served all stops on the line of route, charged standard fares on a per passenger basis and took 33 minutes at peak times (22 minutes off-peak) to reach Haymarket bus station in Newcastle. Travelling time was reduced from 31st May 2010 with the introduction of a direct service the X40, taking 25 minutes at peaks (18 minutes off peak). *(No statistics on usage are available but two recent mid morning site visits revealed very low usage)*. Based on a 2% interception rate which has been achieved elsewhere in the UK and at Metro P&R sites the potential use of this site could reach 480 cars per day. However experience elsewhere suggests the travelling time, twenty minute service frequency and fare levels (in relation to city centre car park charges) may be disincentives to its use. Newcastle City Council has been approached to explore the possibility of carrying research into the performance of this scheme to better inform decisions about investing in further bus based P&R sites in Tyne and Wear.
- 7.13 Currently there is no overall approach to car parking provision or pricing within the Tyne and Wear conurbation. This means that some councils offer discounted season tickets for city centre or edge of town car parks to maximise use and revenue. There is a lot of free parking associated with edge of town shopping developments which leads to demands for cheap or even free city and town centre parking to help traders in those centres to compete. From research into schemes elsewhere in the UK, such as Durham, York, Oxford and Cambridge it is apparent that Park and Ride works well where it is planned and managed as part of an overall and integrated approach to transport and parking. This is an opportunity for the ITA to take a lead on progressing such an integrated approach with the five Tyne and Wear district councils.

8. Metro Park and Ride User Surveys and Research

Two recent pieces of research have profiled a sample of Metro Park and Ride users. These are "Park and Ride User Profiling" carried out in 2006 by WoodHolmes Group for Nexus and "Park and Ride: Understanding its success" an MSc thesis prepared by Jennifer Kerrison of Newcastle University in 2009. Wood Holmes carried out surveys at 19 Metro stations where formal or informal P&R was available while Kerrison's work was carried out at Regent Centre, Heworth and Northumberland Park stations.

Significant findings:

WoodHolmes:

- Majority of users come from a relatively small catchment area.
- Price is an issue for many- they feel P&R is not competitive if parking and travel have to be paid for. People don't want to pay twice.
- 18% of all P&R users are only parking
- 63% of users have a final destination in Newcastle City Centre
- 3% of users have a final destination in Sunderland City Centre
- 81% of users arrive at the P&R before 1000hrs
- If P&R was not available 34% would drive all the way but 30% would make the whole journey by public transport
- The most important factor influencing use of P&R was difficulty in parking elsewhere, followed by avoiding congestion.
- 39% of respondents were Male, 61% were Female

Kerrison:

- Only 3.6% of P&R users are over 60.
- 38% of respondents were Male, 62% were Female
- 69% of respondents stated that they would drive all the way instead of using P&R in adverse weather conditions (this may reflect problems with flooding affecting Metro at the time research was being carried out).
- Biggest factor discouraging use of Metro P&R was level of fares and parking charges.
- For non-users the top incentives to encourage use of P&R would be:
 - free parking
 - combined parking and travel tickets
 - more parking spaces
- For users the top incentives to encourage use of P&R would be:

- Lower Metro fares
 - More frequent/reliable Metro service
 - combined parking and travel tickets
- Attributes that encouraged use of P&R instead of a direct bus service were:
 - Convenient location of P&R site
 - Faster journey times by Metro
 - Avoidance of traffic congestion
- Park and Ride users coming from South Tyneside origins drive past a number of stations to reach Heworth. The research did not explain this but it is likely to be that the level of Metro service at Heworth (every 3 mins in peaks rather than every 12mins on the route to South Shields) is the probable incentive.

The above findings along with the research detailed above have informed the recommendations and action plan of this strategy.

It has not been possible to obtain the actual running costs incurred by the provision of P&R sites at Metro stations or the revenue accruing from parking charges and travel tickets purchased by P&R users.

Based on the estimated average revenue per passenger boarding in 2009/10 of 98p and known current useage of Metro P&R sites it is calculated that Metro ticket revenue to the value of £823k is derived from P&R users. This represents 2% of total Metro ticket revenue from all sources. Car Park charges are estimated to raise circa £150k per annum. An additional £180k in total is estimated to accrue to Newcastle and Gateshead councils at the sites they own and manage but which are marketed as Metro P&R sites.

Potential fares income if Metro P&R car parks were fully utilised is estimated at £1.3m demonstrating the need to promote full use of the current facilities and ensure that space is available for genuine P&R users.

9. Proposals

The basic principles of any P&R provision in Tyne and Wear should be:

- Require as low a level of subsidy as possible or be revenue neutral to Nexus in order to work within the budget set for Nexus by the ITA.
- To genuinely reduce congestion by intercepting city centre bound traffic.

- not to abstract patronage from the existing public transport network.
- planned in relation to local authorities parking policies

9.1 Developing Metro P&R

Metro based P&R proposals should aim to achieve the following:

- Modal Shift from cars but not other public transport
- Increase Metro patronage and revenue, taking advantage of available capacity on trains.
- Reduce city centre congestion which potentially will help bus movements.
- Provide environmental benefits.
- Provide economic benefits.

A consistent product is required.

- The current car parks should be efficiently and effectively managed before they are expanded or new ones provided. This needs to take into account the Metro concession arrangements where DBTW is responsible for Metro P&R sites and cycle parking. The following issues will need to be addressed in any discussion/negotiation with the concessionaire.
 - Negotiate with relevant authorities to bring all Metro P&R sites under DBTW control or agree common management standards so that a consistent product is presented to customers.
 - Management and security
 - Create dedicated car park management resource within Metro.
 - Sites should be 'actively' managed and either manned or patrolled on a regular basis.
 - Examine the potential, subject to available funding, of covering P&R sites by CCTV and, if they are remote from station help points, equipping them with help points.
 - Achieve a security accreditation for all Metro car parks. This may either be as part of the requirement for DBTW to achieve "Secure Station Scheme" or by "Park Mark" secure car park accreditation. (The Gateshead owned and managed P&R site at Heworth already has "Park Mark" status.)
 - Charging
 - DBTW is required to draw up a "Car Parking Charges and Staffing Plan". It is understood they are looking

at a consistent charge across all sites. The charge needs to be at a level that encourages use and thereby Metro patronage.

- The abuse of P&R sites by people parking needs to be monitored. If it results in space not being available for genuine P&R users a method may need to be introduced to deter this. This may be combined tickets and/or use of barriers. See above re: Dublin and Doncaster.
- Promotion
 - Accurate, easy to find publicity on Metro P&R sites should be made available on Nexus/Metro websites.
 - Likely origin points for P&R patrons should be targeted with leaflet drops, posters and newspaper advertising, particularly with regard to underused sites such as Northumberland Park and Callerton.
- Cycle Parking should be included in the overall planning, management and promotion of Metro P&R.
 - DBTW is required to produce a cycling strategy which will be agreed with Nexus as part of the concession agreement. Management of existing bike lockers has already been transferred to them.
 - It is recommended that cycle parking should be provided at all stations except where demand is unlikely due to security or vandalism concerns. As recommended in a 2008 report to Sunderland City Council (*ref: Cycle Parking at Metro Stations in Sunderland, Sustrans*) this should be located in easily accessed sites near station entrances that are subject to natural surveillance. Cycle parking should be of the 'Sheffield' design and where possible placed undercover or be provided with a roof.
 - The installation of further cycle lockers is not recommended. Experience to date shows that they are expensive to install, it is difficult to maximise their use and they are relatively expensive to manage and maintain in relation to income.
 - Nexus/DBTW should work with local authorities to ensure that where feasible cycle routes provide connections to Metro stations with cycle parking.

- Planning for the future
 - Undertake further work to understand current car based travel patterns in order to identify locations where potential P&R custom can be intercepted. Although there is current information about congestion hotspots we do not have the information on origins and destinations of the vehicles involved in that congestion.
 - Sites should not be located where they will generate traffic in sensitive areas such as town centres.
 - Where there is proven demand, and expansion is physically feasible, it should be considered.
 - In sensitive areas, where oversubscribed car parks (that cannot be expanded) cause problems, work with local authorities to develop travel plan initiatives to promote alternative transport options.
 - Take advantage of planning gain opportunities to expand P&R provision but only in locations that match the criteria for 'successful' P&R as set out in section 9.3.

9.2 Developing Rail Based P&R

Given the nature of the heavy rail network radiating from Tyne and Wear this is something that will need to be done in conjunction with the neighbouring local authorities, local rail franchisees and Network Rail.

There may be potential conflicts in the aim of reducing city centre traffic and the desire of long distance rail operators to generate additional custom by long stay P&R at city centre locations. There is currently a 428 space car park at Newcastle Central station which is generally full by 0900hrs every weekday. There has been pressure to expand this provision. Working with rail operators to promote and improve the existing integrated ticket products (plusbus, Metro add ons) to encourage access to stations by public transport may alleviate this pressure.

Currently there are relatively small scale car parks at a number of stations that are convenient for commuting into Tyne and Wear (*appendix I*) On the Tyne Valley line between Newcastle and Carlisle there has been a recent small scale improvement in P&R facilities at Prudhoe station and expansion of the car park at Hexham has been proposed.

Encouragement of such schemes has the two fold benefit of reducing congestion, albeit on a small scale, on roads to and in the Tyne and Wear conurbation while improving the economic performance of the relevant train service.

This does need to be balanced with promoting access to such stations by bus or cycle through better information, better interchange facilities and through ticketing. The latter is already available at some of the stations (Plusbus at Alnmouth, Hexham and Prudhoe) but needs to be better promoted.

As part of the proposals to reopen the Leamside line for commuter services into Newcastle there should be examination of the potential to intercept Tyneside bound drivers further afield at locations such as the current Belmont P&R site at Durham. If the Leamside line is reopened in full at some time in the future Belmont would be ideally suited for development as a Parkway location for longer distance P&R.

The above issues need to be addressed through the regular Nexus/Rail Industry liaison meetings and contacts with the Tyne Valley Community Rail Partnership.

9.3 Developing Bus Based P&R

Based on experience (see sections 5 and 6 and table 1 above) it is clear that bus based P&R does work successfully in certain scenarios although it appears to work best where there are clear links to the management of car parking and control of city centre parking.

Looking at the major traffic corridors in Tyne and Wear and applying the interception figure of 2%, which is supported by the interception rates that have been achieved for Metro P&R and bus based P&R elsewhere in the UK, gives the following figures:

Table III Actual and Potential P&R Site Patronage

Road	Daily car flow	Potential P&R use at 2% interception	Possible P&R site	Actual P&R use	Actual P&R site
A1 South, north of Newcastle	24,034	461		2	Newcastle Great Park
A184 east of Gateshead	17,435	349		337	Heworth
A696 by Airport	10,011	200		133	Callerton Parkway
A189 at West Moor	11,627	233		347	Four Lane Ends
A1 North at Washington Services	30,715	614	Eighton Banks/Follingsby		
A69 at Lemington	13,566	271	Lemington/Throckley		
A692 at Emmanuel College	5,111	102	Lobley Hill		
A690 at A690/A19 Junction	8,798	176	Doxford		
A1018 south of Ryhope	6,958	139	Ryhope		

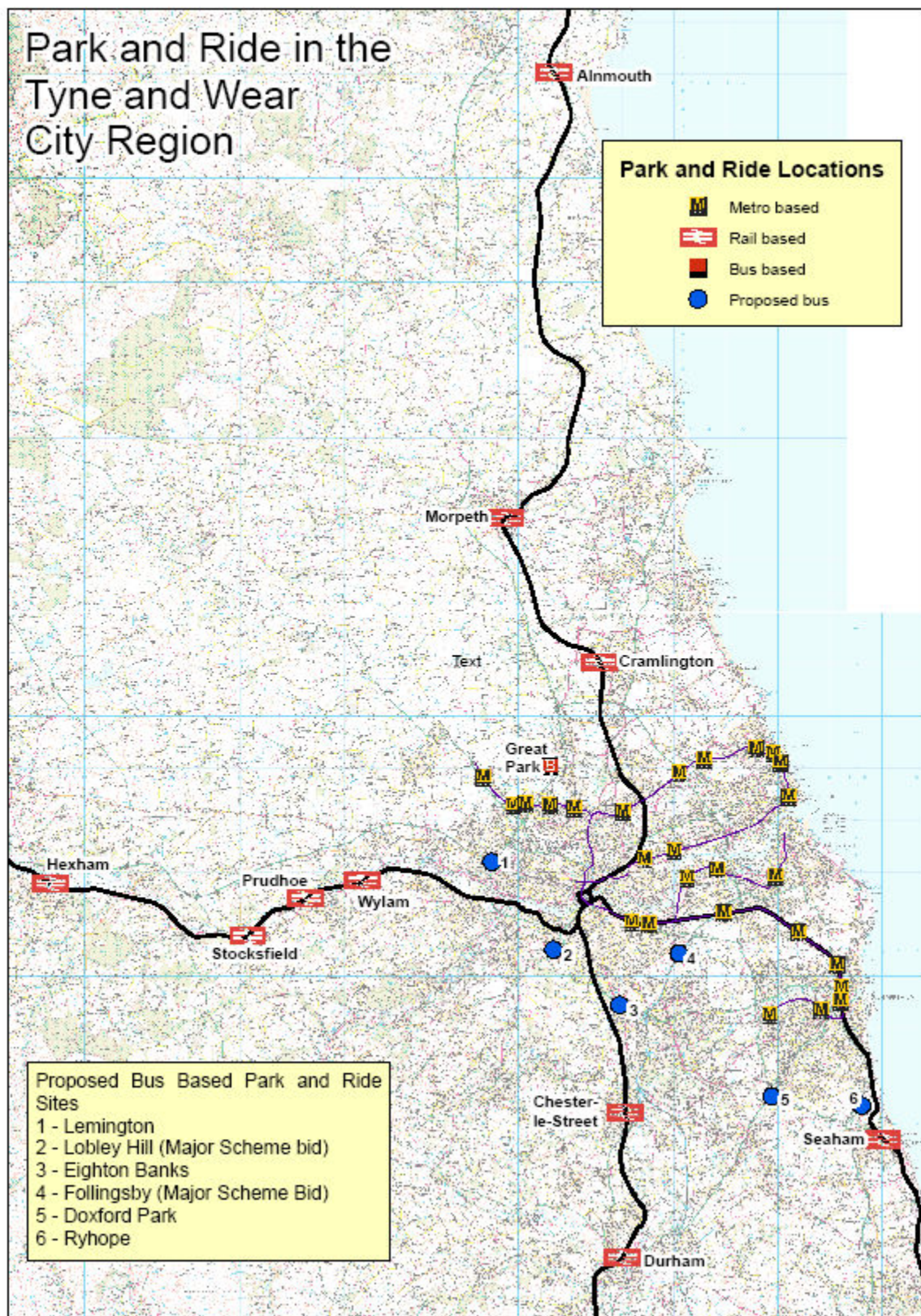
These projections of usage are on the basis of an attractively timed and priced P&R product being made available. They will also be affected by the car park pricing policies of the destination local authorities. On that basis they suggest that there is potential for bus based P&R in Tyne and Wear.

Two of the sites in Table III, Lobley Hill and Follingsby have been put forward as integral parts of Major Scheme bids for bus corridor improvements. There should however be a clear understanding of the implications for Nexus, in particular the ongoing revenue requirements. It is understood that in the current Major Scheme proposals at Follingsby and Lobley Hill the projected revenue deficit will be borne by Nexus. Lobley Hill has the advantage that it can be served by the existing high frequency commercial bus services that pass its proposed location.

There is some experience elsewhere that it is possible to link services to P&R sites with adjacent journey attractors as a more cost effective use of resources (York, Outlet shopping; Reading, business park and stadium; Norwich, business park and Nottingham, major employment locations). These can provide balanced passenger flows and, where the service is limited stop, achieve the standards that attract car drivers to use P&R. This would be appropriate in respect of P&R associated with Doxford Park and forms the basis of the new X40 service to Newcastle Great Park. In both cases management of the P&R site will need to be such that it is not monopolised by the staff of adjacent businesses and also that vehicles using the P&R do not lead to congestion problems. A study of the performance of the Newcastle Great Park scheme once the X40 service starts will give useful data to inform future decisions on bus based P&R in Tyne and Wear.

Research by TAS and the English Historic Towns Forum has led to the development of guidelines on provision of 'successful' bus based P&R sites:

- Car parks should be located close to the strategic highway network
- They should have safe and easy access and egress
- Be well sign posted and promoted
- Be sited outside the congested area
- Be capable of expansion as demand warrants
- Fit in with surrounding land uses
- The ride element should be frequent (no less than every 15mins) and a vehicle should always be at the P&R site stop
- The journey time should be competitive with the car and ideally no more than 15-20mins in length. This means that sites may need to be relatively close to their clientele's target destination.
- Overall parking and travel charges should be competitive with city centre parking charges.



10. Action Plan

Ref.	Recommendation	Action	Responsibility	Resources	Start Date	Finish Date
PRS1	Development of Rail based P&R outside of T&W	As part of existing liaison arrangements on rail issues. Look at development and promotion with partners	Strategy and Director of Rail and Infrastructure	Staff time + small promotional budget	Jun 2010	May 2011
PRS2	Ensure Metro P&R product is consistent and well understood by users/potential users	All car parks to be managed by Metro. Common charging regime. Better signage of underused sites. Targeted publicity.	Director of Rail and Infrastructure (DRI) and DBTW. (This is already within the concession agreement.) Will require liaison with LAs re: signing.	Staff time, costs to replace current LA arrangements at Kingston Park and Heworth	Apr 2010	May 2011
PRS3	Examination of new combined ticketing arrangements for Metro P&R sites	Research possible ticketing methods, examine best practice elsewhere. Cost out installation of ticket machines/barriers.	Strategy (to lead with DRI/Concessionaire assistance)	Staff time	May 2010	Mar 2011

Ref.	Recommendation	Action	Responsibility	Resources	Start Date	Finish Date
PRS4	Incorporation of Cycle P&R into management of Metro car parks	Transfer of relevant documentation and arrangements from Strategy to Concessionaire	DRI/Strategy/Concessionaire	Staff time	Mar 2010	Apr 2010 (completed)
PRS5	Development of Cycle P&R on Metro	Enhancement of Cycle parking facilities at Metro stations	Concessionaire is required to publish a cycling strategy and invest in transport integration facilities	DBTW's committed integration budget	Apr 2010	Mar 2011
PRS6	To ensure that P&R is considered as part of the overall parking offer in T&W, in particular to ensure that bus based P&R proposals fit in with an overall parking strategy and are appropriately funded.	Ensure Nexus has input into with Local Authorities parking strategies and LDFs. Discuss setting up parking liaison group with T&W LAs	Strategy District Account Managers	Staff time	June 2010	June 2011

Ref.	Recommendation	Action	Responsibility	Resources	Start Date	Finish Date
PR57	Research into use of bus based P&R in Tyne and Wear to better inform future decision making.	Work with Newcastle City Council to gather information about use of Newcastle Great Park P&R site. Including costs and benefits and attitudinal research.	Strategy	Staff time/Market Research budget	Contact already made with relevant officer at Newcastle	May 2011 (End point of initial NCC funding)
PR58	Undertake assessment of the suggested bus based P&R sites identified in Table III, using criteria set out in sections 9.0 and 9.3 above.	Liaison with relevant Local Authorities to assess sites in relation to bus corridor major scheme proposals. Impact of pricing, LA car park pricing policies, projected travel times and OD data of likely users.	Strategy	Initially staff time possibly costs of market research, data collection, use of consultants	July 2010	Jan 2011
PR59	Further develop any bus based schemes that meet identified criteria in above recommendation.	Draw up formal business case including robust revenue estimates.	Strategy	Initially staff time possibly costs of market research, data collection, use of consultants	Feb 2011	

Appendix I

Car Parking Provision at National Rail stations in Tyne and Wear travel to work area

Station	Car park spaces
Chester le Street	24
Durham	239
Prudhoe	20
Hexham	100
Wylam	30
Stocksfield	27
Alnmouth	76 + 40 additional planned
Cramlington	50
Morpeth	72
Seaham	9
Newcastle	428


Appendix II

Current Metro P&R sites and occupancy levels

Location:	Spaces: Total/(of which) Accessible	Pricing Mechanism:	Average Occupancy: %
Callerton Parkway (expansion easy to achieve if justified by demand)	195/7	Pay and Display	66% (May 2009)
Bank Foot	62	Free	88%
Kingston Park (owned by Newcastle City Council)	96/4	Pay and Display	62% (May 2009)
Fawdon	17/2	Free	80%
Regent Centre	183/8	Pay and Display	43% (May 2009)
Four Lane Ends	475/?	Pay on departure	73% (May 2009)
Northumberland Park (leased from developer)	393/12	Pay and Display	14%
Shiremoor	20	Free	86%
Monkseaton	22/1	Free	96%
Whitley Bay (leased to and managed by LA)	76/2	Free	80%
Cullercoats	22	Free	104%
Tynemouth (owned and managed by Station Developments)	71	Free	148%
Wallsend	24	Free	113%
Walkergate (owned by Newcastle City Council)	24	Free	104%

Felling (owned and managed by Gateshead Council)	27/2	Pay and Display	48%
Heworth (owned and managed by Gateshead Council)	392/10 long 70/7 short	Pay and Display	86% long 52% short
Hebburn	70/4	Free	
Jarrow	23/2	Free	76%
Tyne Dock	34	Free	
Fellgate	53/3	Free	123%
East Boldon (expansion being examined)	54/4	Free	129%
Seaburn	8/2	Free	100%
Stadium of Light	182/12	Free	91%
St Peters	23/4	Free	
Millfield	12/2	Free	
South Hylton	24/2	Free	92%

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Safety and Security Strategy 2011 – 2014

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1 Executive Summary

- 1.1 Public Transport in Tyne and Wear is normally very safe to use. Whilst this strategy aims to tackle problems of crime and anti-social behaviour on public transport, the vast majority of the 185 million journeys made every year on the public transport system pass off without incident.
- 1.2 There are however a number of areas where Nexus can improve actual and perceived levels of personal safety and security on public transport by engaging further with our partners. The purpose of this strategy is to develop partnerships and initiatives that will make a positive contribution towards improving the perception of personal safety and security on public transport.
- 1.3 Personal safety and security during any journey on public transport is currently supported by transport operators and Nexus in a number of ways. This complements the work of the Police and Local Safety Partnerships within the districts who meet regularly to coordinate events and initiatives.
- 1.4 Nexus research suggests that people have mixed views of safety on board public transport, with 99% feeling safe at bus stations during the day falling to 76% at night times¹. The same research finds that 99% of users feel safe travelling on buses during the day, reducing to 89% at night², indicating a greater degree of anxiety whilst waiting for rather than travelling on public transport.
- 1.5 Less than 1% of passengers actually report witnessing any sort of anti-social incident³ when surveyed. While this figure appears low, many
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¹ Nexus Market Research – Bus Station Security Tracking June 2009. Page 13 - 14

² Nexus Market Research – Bus Station Security Tracking June 2009. Page 15 - 16

³ Nexus Market Research – Bus Station Security Tracking June 2009. Page 20

incidents go unreported, making it difficult to establish the full extent to which crime and anti-social behaviour is a problem on public transport.

- 1.6 Feedback from passengers suggests that the behaviour of other passengers is an issue on public transport, with this indicator rated 9th out of 11 in terms of passenger satisfaction⁴. This suggests a degree of low-level disorder on public transport in the form of bad language, racist, sexist and homophobic abuse and general anti-social behaviour that goes unreported, and is consequently not adequately dealt with within current mechanisms.
- 1.7 Nexus also has to deal with a number of external pressures including challenging economic circumstances which suggest that resources over the coming years will be increasingly limited and that existing assets must be better utilised.
- 1.8 This strategy outlines the measures and aspirations that will tackle these immediate threats by removing the barriers to using and improving the image of public transport services to people in general. The main outcomes that we want to achieve through the implementation of this strategy are these:
 - increase actual and perceived passenger safety on the public transport network;
 - reduce the incidence of crime committed on the transport network;
 - reduce passengers' fears and perceptions of crime, and
 - reduce passengers' tolerance of low-level disorder and increase the reporting of such incidents

⁴ Nexus Market Research – Bus Customer Satisfaction Tracking 2009. Page 13

2 Introduction

- 2.1 This strategy aims to define and establish a number of interventions, processes and aspirations that will improve actual and perceived levels of personal safety and security for people using public transport within Tyne and Wear.

Main Themes

- 2.2 Every journey made on public transport within Tyne and Wear is equally important, regardless of the form of transport used. Journeys can be divided into three sections; 'travelling to', 'waiting at' and 'travelling on' each of these sections includes:
- 2.3 **'Travelling to'**; the design and lighting of streetscapes, urban maintenance and the use of community policing around and approaching public transport infrastructure. Interventions here aim to improve the safety and security of the approach to the waiting environment.
- 2.4 **'Waiting at'**; the design, build and location of public transport infrastructure including Bus, Metro and train stations, bus stops, taxi ranks and ferry landings. Interventions here are designed to provide a more safe and secure waiting environment.
- 2.5 **'Travelling on'**; the traditional 'journey' section and includes bus, rail, Metro, taxi and ferry journeys in Tyne and Wear. Interventions here are designed to provide passengers with increased safety and security while on each mode.
- 2.6 Each section will require interventions some of which may overlap and/or fall out of Nexus' scope.

The Scope of the Strategy

- 2.7 **'Travelling to'** largely falls outside the scope of Nexus and therefore, the strategy will look to signpost examples of best practice that the relevant partners can refer to when carrying out improvements.
- 2.8 **'Waiting at'** the majority of public transport facilities in Tyne and Wear are owned or managed by Nexus therefore the strategy will target direct interventions. Those that are not owned or maintained by Nexus will require partnership work which Nexus will support with examples of best practice and resources where appropriate.
- 2.9 **'Travelling on'**, The Ferry service is owned and operated by Nexus and is entirely within the scope of this strategy. Secured bus services and the Metro service are operated on behalf of Nexus and so remain in scope but may require alterations to their operating contracts, leading to potentially increased costs. Commercial bus, heavy rail and taxi services are outside the remit of Nexus and will require partnership working with the relevant operators.

Development Process

- 2.10 This Strategy has been developed in consultation with the relevant Nexus departments responsible for passenger safety and security, the Community Safety Partnerships of the five local authorities, the Police, Probation service and the major public transport operators in Tyne and Wear. The Strategy will be consulted on widely with relevant stakeholders, specifically those belonging to vulnerable groups.

Constraints of this Strategy

- 2.11 In isolation any single action will have limited impact due to the size of the public transport system within Tyne and Wear. A number of the areas identified for improvements remain outside the scope of Nexus and therefore Nexus will be unable to directly influence them. This will remain as a constraint on the strategy and will rely on partnership work.

Duration of the Strategy

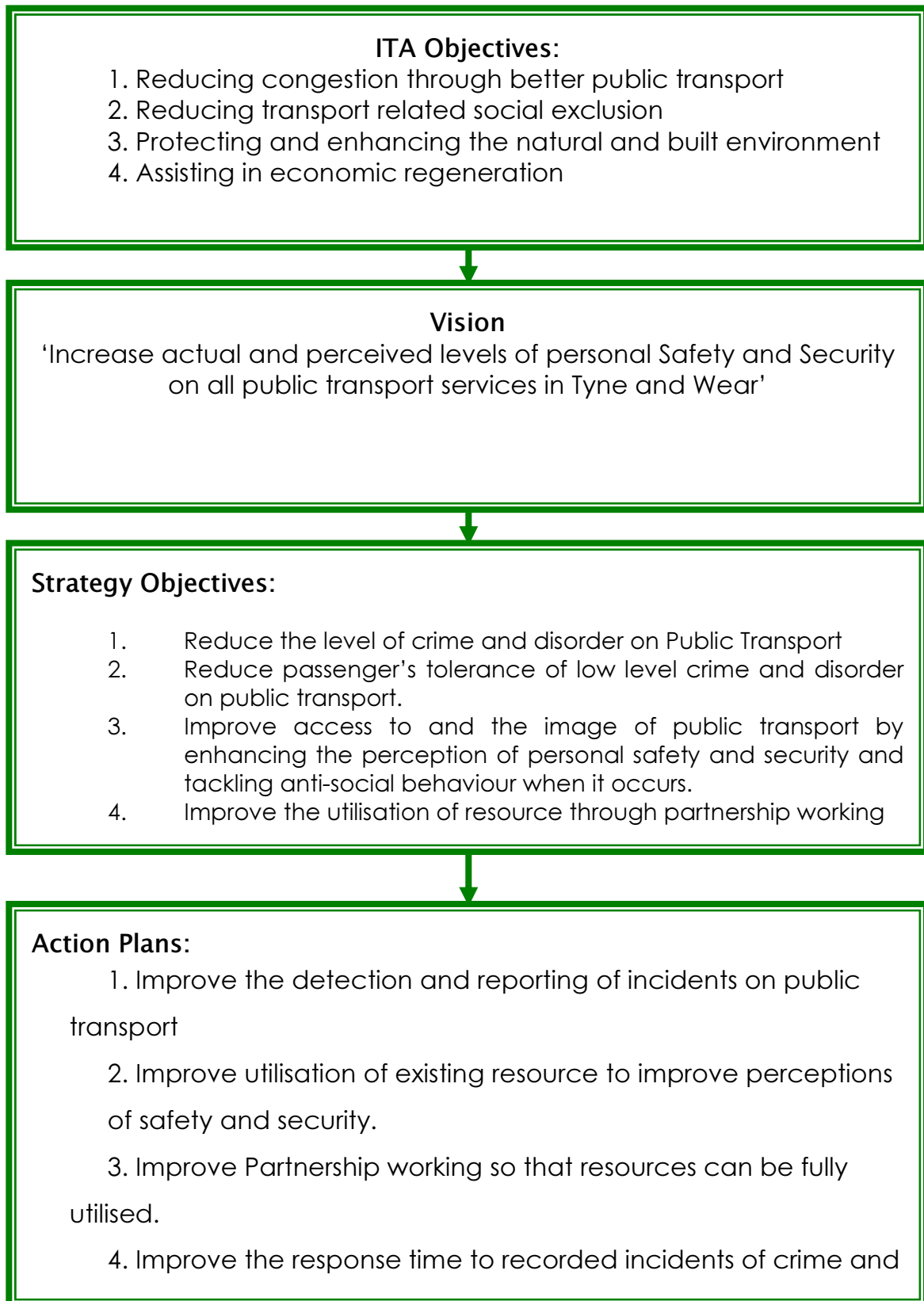
- 2.12 The Strategy will run for 3 years from April 2011. The action plan will be subject to an annual review.

Stakeholders

- 2.13 The strategy stakeholders include:

Nexus,
Tyne and Wear Integrated Transport Authority
Gateshead City Council
Newcastle City Council,
North Tyneside Council,
South Tyneside Council,
Sunderland City Council,
Northumbria Police,
Northumbria Probation Service
British Transport Police,
Train Operating Companies,
Passenger Focus,
Bus Companies,
DB Regio Tyne and Wear
Arch
Department for Transport

3 Strategic Context



- 3.1 This strategy aims to enhance the image of public transport by improving both actual and perceived levels of safety and security which will directly contribute to all four ITA objectives.

Legislation and Policy Context

- 3.2 Actual and perceived personal safety and security on public transport is covered by legislation designed to tackle antisocial behaviour and hate crime such as the **1998 Crime and Disorder Act** and other transport specific legislation, including the **2008 Local Transport Act**.
- 3.3 The **2008 Local Transport Act** created Integrated Transport Authorities (ITA) to replace existing Passenger Transport Authorities (PTA). The act extended the ITA's scope beyond those of the PTA and designated new powers including the 'power of wellbeing' that will allow the authority to take measures which they consider will improve well-being of their area, unless explicitly prohibited elsewhere in legislation. These new powers provide the ITA with a useful tool to address perceived and actual safety and security on public transport.
- 3.4 In addition the Act also introduced the 'buses' champion' with **Passenger Focus** assuming responsibility for representing views of bus, coach and Metro passengers outside of London from April 2010. Passenger Focus has carried out mystery shopper research and satisfaction surveys in Tyne and Wear. The experience of Passenger Focus in helping to drive up standards on rail services will be invaluable in repeating that success on bus and Metro services.
- 3.5 The majority of incidents which impact on perceived and actual levels of safety and security can be classed as anti-social behaviour. Anti-social behavior is defined as "any aggressive, intimidating or destructive activity that damages or destroys another person's quality of life" and covers a broad range of actions including noise, vandalism, fare dodging, intimidation and loitering.

- 3.6 The **1998 Crime and Disorder Act** saw the introduction of Anti Social Behaviour Orders (ASBO) designed to prevent harassment, distress or alarm to one or more persons by an individual. Once a person has been issued with an ASBO they can face up to 5 years in prison if it is breached. Although not used specifically on public transport within Tyne and Wear yet, an ASBO is an important tool to tackle persistent offenders.
- 3.7 The powers of ASBOs were further strengthened in the **2003 Anti Social Behaviour Act** as were those of Police Community Support Officers (PCSO) and Accredited Security Officers. PCSO are currently being used on sections of the Metro's Sunderland line helping to improve levels of safety and security. Powers of accredited support officers were extended to the issuance of fixed penalty notices to people throwing stones at the railway, trespassing on the railway and drinking in areas with Designated Public Places Orders (DPPO).
- 3.8 DPPOs were established under the **2001 Police and Criminal Justice Act** and are often more commonly referred to as 'alcohol exclusion zones'. These can be targeted to specific locations known for persistent issues with alcohol related disorder. These orders have a number of uses within public transport and can be placed on or around public transport infrastructure with known problems enhancing the Police's ability to tackle disorder. The Metro system has an established DPPO which means that no alcohol can be consumed whilst on network premises.

- 3.9 Hate Crime is defined as any criminal offence committed against a person or property that is motivated by an offender's hatred of someone because of their race, religion, sexual orientation, disability, class, ethnicity, nationality, age, gender, gender identity or political affiliation. Within Tyne and Wear it is generally under-reported, although 33% of bus users report 'behaviour' of other passengers as a concern. The strategy will look to use acts such as **1986 Public Order Act**, the **2006 Racial and Religious Hatred Act** and the **2008 Criminal Justice and Immigration Act** to increase reporting and tackle hate crime on public transport.
- 3.10 The **2008 Criminal Justice and Immigration Act** also introduced Anti Social Behaviour Closure Orders, which allow the police or local authorities to apply to magistrates to close down premises associated with significant or persistent disorder and serious nuisance to members of the public. This power extends to all business and residential premises and in principle could include bus shelters and other enclosed public transport infrastructure. Improvements in problem areas must be made to ensure these orders are not placed on public transport infrastructure leading to the detriment of its image and reducing access to the public transport network.
- 3.11 In 2009 the Department for Transport (DfT) commissioned an independent review examining the ways in which it could increase general satisfaction levels with railway stations across England. The report titled '**Better Rail Stations**' made a number of recommendations by dividing all stations across England and Wales into six different categories, with minimum standards identified for each. The minimum standards highlight a specific set of facilities which stations should have within each category. These include real time information, emergency and information help points and lighting on platforms and the station approaches, all of which will help improve actual and perceived safety and security. Also in 2009 the DfT commissioned a report looking

into **The Role of Soft Measures in Influencing Patronage Growth and Modal Split in the Bus Market in England**. The study looked into the success of 'soft' measures designed to improve safety and security for bus passengers including the use of CCTV, lighting and the presence of staff.

- 3.12 The strategy will also utilise best practice guides published by non-transport organisations. The Police are one such source and have an active resource titled "secure by design" which looks to design crime out of the built environment. A further reference will be **Safe From Bullying on Journeys** published by the Department for Children Schools and Families, as a guide to tackling bullying during school bus journeys.
- 3.13 Each Authority within Tyne and Wear has produced **Safer Communities Strategies** which will be used as points of reference and guides to tackle district specific problems.
- 3.14 In March 2010 the Department for Transport launched a consultation '**Improving Bus Passenger Services through the Regulatory Framework**'. The consultation includes a review of the Conduct Regulations (SI 1990/1020) which covers bus and coach drivers, inspectors, conductors and passengers. Among other issues the review will consider prohibiting alcohol consumption on buses. Any findings and recommendations will be included in the annual review of this strategy.
- 3.15 Finally, the strategy will also look to link with existing Nexus strategies and to cite best practice examples from fellow Passenger Transport Executives.

4 Objectives

Vision and Values

'Increase actual and perceived levels of personal Safety and Security on all public transport services in Tyne and Wear'

4.1 The objectives of the strategy are:

1. Reduce the level of crime and disorder on public transport
2. Reduce passengers' tolerance of low level crime and disorder on public transport
3. Improve access to and the image of public transport by enhancing the perception of personal safety and security and tackling anti-social behaviour when it occurs
4. Improve the utilisation of resource through partnership working

4.2 The first objective of this strategy is to reduce the actual levels of crime and disorder on the public transport network. The number of reported incidents on public transport is already low; the strategy will seek to reduce this even further by implementing the action plans within this strategy.

4.3 Market research and anecdotal evidence suggest that levels of crime and disorder on public transport may be higher than the number of reported incidents would suggest, as some victims believe there is little point in involving the authorities. Therefore the second objective of the strategy will look to reduce passengers' tolerance towards these incidents, and encourage greater levels of reporting, so that existing resources can be effectively targeted.

- 4.4 Market research continually shows that perceptions of crime and disorder on public transport do not match the reality. So the third objective is for Nexus and partners will to reduce this gap by improving perceptions of public transport.
- 4.5 The current financial crisis means that public bodies are coming under increasing budgetary pressures and must use existing resources more effectively. Therefore the fourth objective is to ensure that the measures within the strategy are affordable and optimise the use of available people and assets.
- 4.6 This strategy contributes to all four overarching ITA objectives:
- Reducing congestion through better public transport
 - Reducing social exclusion
 - Protecting and enhancing the environment
 - Helping economic regeneration
- 4.7 Below these objectives, the ITA **Passenger Transport Policy Statement 2007/08 to 2009/10** includes a number of policies that this strategy will help deliver. These are:
- Passenger facilities that are of high quality and have particular regard to the Disability Discrimination Act and passenger security.
 - Heightening the perception of security for all public transport passengers.
 - To provide information to assure passengers that services are running to schedule, or to make alternative plans in the event of disruption or delay.
 - Improved access to public transport networks.
 - Improving access to jobs, education and training by public transport.

Where do we want to be in 3 years time?

4.8 The progress of this strategy will be measured using three performance indicators, one for each objective of the strategy.

4.9 **Reduce Levels of Crime and Disorder on Public Transport** – Although relatively rare, this strategy will further reduce the number of actual offences committed on public transport.

Target – Reduce the percentage of passengers surveyed who have witnessed an incident on public transport to below 0.5% by 2014.

4.10 **Reduce Tolerance of Public Transport Crime** – Passengers will not accept low level disorder as being part of the public transport experience. Effective and simple reporting structures are in place ensuring that all high and low level crime is captured. This allows resources to be effectively targeted so that repeat offenders are challenged.

Target – Reduce the number of incidents, reported on Public Transport by 30% by 2014⁵.

4.11 **Improving and Enhancing the Image of Public Transport** – Perceptions of safety and security on public transport will improve. People will perceive public transport to be a safe and secure way to travel.

⁵ Baseline to be established in 2010/11 following launch of campaign encouraging reporting

Target – Reduce the % of passengers feeling unsafe whilst travelling on and waiting for public transport by 5% by 2014

4.12 **Improving Utilisation of Resources** – All transport operators the Police and local authorities will work together to tackle crime and disorder improving perceptions of Safety and Security. Existing frontline staff will be used more effectively to provide visible reassurance to passengers.

Target – By 2014 increase by 5% the % of travellers who have seen a uniformed member of staff, or police officer on the public transport network⁶.

⁶ Current Figure for Metro is 22% Police Officer and 32% for Customer Service Staff (January 2010)

5 Current Situation

- 5.1 There is a significant problem of under-reporting of crime and disorder on public transport. The British Crime Survey suggests that 80% of UK adults said that they had witnessed but not reported an act of harassment, violence or physical assault whilst on public transport⁷.
- 5.2 Most anti-social behaviour on public transport is low level disorder. The British Crime Survey stated that the most common forms of disorder on public transport were; being stared at in a hostile way (35%); being deliberately jostled or pushed (28%); being threatened with violence (18%) or verbal harassment (14%)⁸. Within Tyne and Wear attacks against the physical fabric of the system is a recurring problem, including missile attacks against buses, Metro and trains, and damage to bus shelters.
- 5.3 Nexus and partners already carry out a number of activities aimed at improving the levels of personal safety and security on public transport. Summarised below are the current activities which the strategy will look to build upon.

Travelling To

- 5.4 Travelling to the stop or station remains the jurisdiction of the relevant local authority. Nexus is only able to directly improve land it owns or manages surrounding its Metro stations, bus interchanges and ferry landings. There are a number of partnerships in which Nexus plays a full and active part, especially in the area of joint working with district council planning and highways teams to plan new development such that it can be safely accessed from the public transport network, and

Anti Social Behaviour on buses, Scottish Executive Social Research 2005. Page 9.
⁸ Ibid

existing routes improved, for instance by lighting improvements or shrubbery management.

- 5.5 The CCTV network covering the Metro system includes Pan Tilt Zoom (PTZ) cameras at each station, these are able to monitor the areas surrounding and leading up to each station. All cameras on the Metro system are linked to the local authority monitoring centres allowing them to follow offenders into and around the system.
- 5.6 Nexus currently works in partnership with the local authorities and advises them through regular liaison meetings if any changes are needed around or leading to public transport infrastructure.

Waiting At

Bus Infrastructure

- 5.7 There are over 6,000 bus stops in Tyne and Wear, where Nexus provides information and maintains and updates the bus stop flag. The position regarding bus shelters is more complicated. In Newcastle, shelters are managed by Clear Channel under contract to Newcastle City Council. In the other four districts there are 1,174 bus shelters which are maintained by Clear Channel under contract to the relevant local authority, and a further 1,911 shelters maintained by Nexus. Nexus also manages and maintains 14 bus stations in Tyne and Wear including Eldon Square, Park Lane and Gateshead Interchange. Go North East manages Washington Galleries and Gateshead MetroCentre bus stations.
- 5.8 Nexus carries out a refreshment programme across all of its bus stops on a four-year cycle. In addition we operate to strict guide lines; removing graffiti within 12 hours of being reported and repairing damaged shelters within 5 working days. There are also ongoing programmes introducing lighting within bus shelters to improve Safety and Security with Nexus spending over £100,000 on the project in 2009/10.

- 5.9 Major Bus Stations have designated Managers who oversee 11 Bus Station Customer Assistants (BCAs). The BCAs are a dedicated resource for the major bus stations offering passengers support and information. Staffing hours at interchanges vary:

Interchange	Customer Service Staff Presence (Mon – Sat)	Customer Service Staff Presence (Sun & Bank Hols)	Security Staff Presence (Mon – Sun)
Eldon Square	0700 – 1900	1000 - 1730	NA
Haymarket	0800 – 1800	1000 - 1730	NA
Park Lane	0700 - 1900	1000 - 1730	1600 - 2300
Gateshead	0800 - 1900	1000 - 1730	1600 – 2300
Heworth	NA	NA	1600 - 2300
Four Lane Ends	NA	NA	1600 - 2300

At some bus stations an 'out of hours' security phone number is available to passengers waiting for services in the evenings. The number connects passengers to security staff if an incident causes them concern.

- 5.10 Current CCTV coverage of bus infrastructure is limited and disjointed with some sections covered by the Metro system and others covered by cameras linked to TV units within the interchange. Electronic displays have been introduced into the major bus stations and provide timetabled information. The coverage and extent of real time information which offers passengers a sense of reassurance remains limited, pending the implementation of technical upgrades. Nexus has recently piloted the use of CCTV in a limited number of bus shelters; this is seen as a potentially valuable tool in the fight against persistent damage to shelters at specific locations.

Passenger Focus – Market Research:

Passenger Focus is now the watchdog for bus passengers within England excluding London. In preparation for this they undertook market research that found that overall the quality of bus stops across Tyne and Wear scored above average in terms of presence of shelter and information, cleanliness and low levels of litter and graffiti

Metro Stations

- 5.11 There are 60 Metro stations across the Tyne and Wear Metro system. These vary considerably in size and nature, including busy city centre stations in central Newcastle and Sunderland, well-used interchanges such as Heworth and Four Lane Ends and quieter suburban stations. The Metro stations are owned by Nexus but are operated by DB Regio Tyne & Wear. In addition to the stations, DBTW also has a responsibility to report any faults in the immediate vicinity of Metro stations to the relevant local authority.
- 5.12 The Metro system is monitored 24 hours a day by 550 digital CCTV cameras covering platforms, station approaches, subways and car parks. The system is linked into local authority control centres and is thus able to operate proactively as well as retrospectively. The Metro system operates with real time information displays providing reassurance to passengers that a train is due. In addition, each platform is fitted with a help point that connects directly to an operator within the Metro control room.
- 5.13 Metro stations are overseen by eight station managers who each have responsibility for various sections of the network. From April 2011, each section will also have a corresponding user group to comment on various aspects of station condition, including safety and security. Nexus also employs a dedicated team of six full time employees, whose task is to keep the system free of graffiti.

- 5.14 DBTW also aims to have 'Secure Station' accreditation for all stations (excluding those on the Sunderland extension) by the end of March 2012. In addition from the end of 2011, DBTW will be trialling 'Safe Zones' at three stations. 'Safe Zones' entail designating certain parts of the platform as such; typically this involves improving lighting and CCTV coverage in that particular part of the station.

Rail Stations

- 5.15 There are five local rail stations within Tyne and Wear: Heworth, Manors, Dunston, Metrocentre and Blaydon and two national rail stations, Newcastle Central and Sunderland. All seven stations at present do not meet the minimum requirements established within the Better Stations report recently published by the DfT.
- 5.16 Both national stations are staffed whilst the others operate as un-staffed way side halts. However, Heworth benefits from its connections to the Metro system and bus interchange whilst the Metrocentre benefits from its location and high patronage levels.
- 5.17 Newcastle Central is operated as part of the East Coast franchise whilst all other stations are operated by Northern Rail as part of theirs. Sunderland Station has recently undergone extensive renovation, funded by Nexus, which will dramatically improve passengers' perceptions of safety and security.

Sunderland Station – A Station of Light

Nexus has invested £7 million in Sunderland station which will be the biggest single investment in any train station within Tyne and Wear. The refurbishment will include artwork designed by a leading artist, providing a platform length wall of light. General lighting levels and waiting areas will also be improved, providing greater safety and security.

Ferry Landings

- 5.18 There are two ferry landings within Tyne and Wear located either side of the Tyne in North and South Shields. South Shields landing is located close to a main road and is used as the berth for both ferries giving it a regular staff presence during operation and is monitored by CCTV.
- 5.19 North Shields landing has no permanent staff presence and is located in a quiet area of the quayside. To access the landing passengers must walk through an alley. Security has recently been improved with the introduction of a new lighting system and is covered by CCTV. Proposals for the Shields Ferry are covered in greater detail in the Nexus Ferry Strategy.

Taxi Ranks

- 5.20 Taxis make up a key part of the public transport network and through the Nexus TaxiCard scheme provide subsidised transport to those who have difficulty in accessing the public transport network. Taxis also help support the night-time economies of the major centres within Tyne and Wear by providing transport beyond the hours of operation of bus and Metro.
- 5.21 A number of authorities in Tyne and Wear currently fund taxi marshals during the weekends and particularly busy periods. Taxi marshals help maintain order whilst people are queuing for taxis, preventing people pushing in line which is often a flash point for violence.

Taxi Marshals – North Tyneside:

During the Christmas period in 2009, North Tyneside Council introduced a Taxi Marshal scheme in Whitley Bay to cope with the additional number of revellers over the festive period. This was then extended to Tynemouth after funding of £30,000 was received through the Home Office's alcohol strategy unit.

Travelling On

Buses

- 5.22 There are over 140 million journeys made on buses within Tyne and Wear each year, accounting for over 75% of all public transport journeys⁹. The vast majority of these journeys are made on the services of the three main operators; Stagecoach, Go North East and Arriva.
- 5.23 Compared to other areas of the UK, bus travel is perceived as being 'safer' in Tyne and Wear. Research carried out by Passenger Focus suggests that 88% of Tyne and Wear bus passengers are satisfied with their level of personal safety and security whilst travelling on buses; this compares to 82% nationally. The figure for 'waiting at bus stops' is 81% satisfied, which is the same as the national average¹⁰.
- 5.24 Buses have a visible staff presence on board in the form of the driver, in addition each operator employs teams of revenue enforcement officers whose main role is revenue enforcement but also provide a level of reassurance to the passenger. However, because of the size and scale of the network and the relatively small number of enforcement officers, they have a very low presence. Currently Nexus does not provide any additional revenue support for safety and security on board buses but have provided capital support for the purchase and installation of CCTV.

⁹ Nexus Business Intelligence

¹⁰ Passenger focus. Bus Passenger Survey Tyne and Wear May 2009.

- 5.25 The current industry structure means that the reportage of incidents on buses has become confused as each operator has different incident reporting procedures which act as an additional deterrent for customers. Bus drivers are encouraged by all operators to report incidents during their shift, however due to time pressures it is often difficult for them to do so on a regular basis.

CCTV on Buses:

Over the last 3 years Nexus and the bus operators have been working in partnership introducing CCTV equipment onto buses across Tyne and Wear. Through the LTP programme Nexus has provided match funding to the operators to purchase and install the equipment. In total £X was provided by Nexus.

Metro

- 5.26 The Metro currently accommodates almost 41 million passenger journeys every year. The service is operated by DBTW according to the specification set out by Nexus. DBTW is required to achieve a Personal Safety and Security Customer Satisfaction Survey score of 7.3 by September 2012, and maintain it thereafter. DBTW is committed to fortnightly task and co-ordination meetings with Northumbria Police and the British Transport Police. The latter are responsible for policing of the system between Pelaw and South Hylton.
- 5.27 The current contract includes a requirement for DBTW to provide 1880.5 hours of customer service staff per week, increasing to 3271 hours following the completion of the 'Ticketing and Gating' project – all ticket barrier lines must be staffed during their hours of operation. All customer service staff will be equipped with PDAs and personal alarms by the end of March 2011, allowing the real time reporting of incidents. In addition, DBTW provides a minimum of 18 Customer Service Staff on

trains and at stations between 1800 and 2400 every day. To promote the importance of safety and security on the Metro system, a staff recognition scheme for achievements in this area will be introduced before the end of 2010.

British Transport Police Community Support Officers:

In 2009 four BTP PSCO's funded by Nexus were introduced on the Sunderland Extension between Fellgate and South Hylton. This has doubled the amount of visible police hours leading to the number of reported incidents of crime falling 50% and general feelings of Safety and Security rising to 71% on trains.

Train

- 5.28 Local rail journeys within Tyne and Wear account for only a small proportion of the total public transport journeys within Tyne and Wear. Last year local rail accounted for just over 1.7 million journeys. Northern Rail currently holds the franchise for all local services in Tyne and Wear. National figures suggest that around 3.4 million journeys on the National Rail network originate at Newcastle and Sunderland Central Stations¹¹.
- 5.29 All trains carry conductors and so have a constant visible staff presence, but not all carry CCTV equipment to capture incidents.

Ferry

- 5.30 Ferries carry a staff complement of at least three when in operation, so have a highly visible staff presence. In addition, they are both fully equipped with CCTV so are able to record any incidents which occur.

Police Activity

- 5.31 The police currently patrol the public transport network in the course of their regular policing duties. A special unit of the Northumbria police force is dedicated to the Metro system. British Transport Police are responsible for the stretch of Metro between Pelaw and South Hylton. The Police have stated that if the number of reported incidents were to increase, they would be prepared to invest more resource into the network. For instance, if a problem route was identified, then officers would be encouraged to ride on the service in question at particular times to provide re-assurance and identify offenders.

¹¹ Source – Nexus Business Intelligence

Hate Crime

- 5.32 The main agency tackling hate crime within Tyne and Wear is ARCH – the third party reporting centre for racist and homophobic hate incidents. Currently ARCH only operates in Newcastle and Sunderland, but will soon be expanded to cover Gateshead as well as North and South Tyneside. It provides victims of hate crime with a free phone number and support when they are attacked. ARCH has identified to Nexus that a large proportion of the reports they receive are generated on the public transport network.

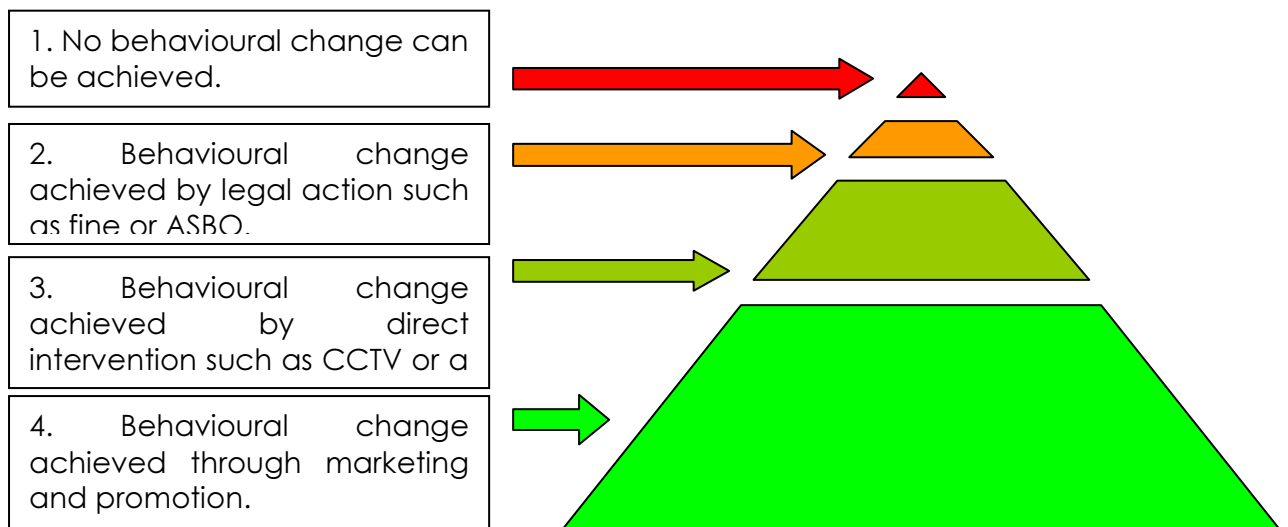
Partnership Working

- 5.33 Nexus currently works with bus operators, the police and local authorities via the 'Transport Alert' forum. This partnership seeks to reduce crime and anti-social behaviour by identifying problem hot spots across the network. The forum is currently limited to the bus network, separate arrangements exist for Metro.

6 Options and Recommendations

- 6.1 There is a range of actions and interventions that can be taken to improve perceptions of safety and security on public transport. These interventions are designed to address the different types of offenders responsible for crime and disorder across the system.
- 6.2 The Police refer to the 'The Pyramid of Offenders' as shown in the figure below. The majority of people will moderate their behaviour through marketing and promotion, whilst a minority of people will not adjust their behaviour following any form of intervention.

'The Pyramid of Offenders' (Northumbria Police)



6.3 These interventions are designed to be targeted at various parts of the 'Cycle of Problems' as shown in the figure below.

'Cycle of Problems'



6.4 These can be broken down in the three broad objectives of the Safety and Security Strategy. These are assessed in this section against a 'do nothing' scenario.

'Do Nothing' Implement no changes and continue with current processes and procedures

6.5 The do nothing base case would entail no changes to the way Nexus tackles crime and perceptions of Safety and Security on the public transport system. This would mean:

- There will be a continued tolerance of low level anti-social behaviour on public transport which would result in continued poor perceptions of safety and security on public transport;
- There will be a lack of evidence that there is a problem of low level disorder on public transport, which will make it difficult to encourage the police to take a keener interest in public transport;
- There will be no visible evidence that perpetrators of anti-social behaviour are punished, which will re-enforce passenger tolerance of low level disorder, under-reporting of incidents and send the wrong messages to would be offenders;
- Passengers and staff will continue to be subject to hate crime on public transport and will find it difficult and be disinclined to report such incidences;
- There will continue to a less co-ordinated approach to safety and security issues among the different public transport operators;

This option fails to build on the successes that have been achieved in recent years in reducing the number of incidents of crime and anti-social behaviour in recent years (insert evidence from Metro on recorded offences and perceptions of S&S).

Reduce tolerance of crime and anti-social behaviour on public transport

Encourage the reporting of incidents

6.6 Encouraging passengers and staff to report incidents of anti-social behaviour and hate crime is an important way in which tolerance of low-level crime and disorder can be reduced. Evidence can be used to improve driver training, target resources and use current CCTV resources to identify offenders. In the West Midlands the 'See Something, Say Something' campaign logged over 1,700 incidents in its first year of operation. This has enabled the Safer Travel Partnership in

the West Midlands to target resources. As a result Travel West Midlands has been able to prosecute over 100 people for violating smoking laws and the Safer Travel Team have been able to study CCTV footage to bring forward prosecutions¹².

- 6.7 Public transport staff often do not report incidents of anti-social behaviour simply because of the time and paperwork involved. The process needs to be as simple and straightforward as possible. In many instances of low level disorder, all that may be required is a simple tick box exercise stating that some form of event occurred.
- 6.8 Criminal damage to bus shelters is not reported to the police as routine, this
- 6.8 In instances where more serious events have occurred, then recording the incident should be made as simple as possible. In Edinburgh for instance, buses are equipped with recording devices so that passengers can give a verbal record of any incident on the spot, this can then be transcribed and acted on later. Nexus should work with bus operators and fund a pilot exercise whereby drivers on a route are provided with recording devices to capture incidents quickly and expediently.
- 6.9 A significant amount of the low level disorder on public transport is hate crime, although this is not often appreciated by the victims of 'Hate Crime' who are not aware the definition. Nexus and public transport operators should publicise and highlight a contact that will deal with any complaint of abusive behaviour in a sensitive manner. The contact details for 'Arch' would be ideal for this purpose. The contact details should be visible on every public transport vehicle. Making this message highly visible on public transport, not only

¹² National Express West Midlands. Press release, Bus Passengers help combat anti-social behaviour. <http://www.travelwm.co.uk/news/news-article.jsp?newsID=619>

provides a valuable reporting procedure to the passenger, but can also act as a deterrent to would be offenders since a highly visible message would suggest that a reporting mechanism for this type of anti-social behaviour exists. Marketing the message correctly will be very important since the need to encourage people to report incidents must be balanced against the danger of worsening passenger perceptions of public transport.

- 6.10 For staff the process needs to be different. Staff need to be educated as to what can constitute 'hate crime'. Arch can offer public transport operators assistance in spreading this message to public transport staff. Educational materials and publicity can be distributed to depots and staff rest facilities. Other bus operators have already begun to take action, educating drivers and placing promotional materials in bus depots. Nexus should also adopt this approach.
- 6.11 In addition to promoting Arch and educating public transport staff about hate crime, operators need to simplify the reporting procedures for staff. The process needs to be as simple and non-time consuming as possible. Nexus should work with operators, via Transport Alert to develop a simple and easy process for staff to follow when reporting incidents. Nexus should also become a reporting agency for Arch, passing on any incidents recorded by the One Stop Shop. The One Stop Shop should also become a medium through which passengers and staff are encouraged to report incidents as they occur on the network. This would tie in the 'We'll back you up' service which is explained below.

Increase, publicise and promote Community Payback

- 6.12 Nexus and local authorities should aim to work with the probation service and develop a programme of Community Payback schemes on or close to the public transport system.

- 6.13 The number of suitable schemes that would be suitable for 'Community Payback' is limited, but Nexus and the local authorities should produce an annual list of suitable schemes that could be used. Nexus should work in partnership with the district councils to identify suitable schemes and should contribute staff resource towards their implementation. Initial investigative work suggests that the number of suitable schemes on Nexus infrastructure is limited, therefore involvement is likely to be via providing support to Local Authority schemes.
- 6.14 Nexus participation in 'Community Payback' should be widely publicised in the local media.

Public Transport 'Respect Awards'

- 6.15 Nexus should either sponsor an award at local authority 'Respect Awards' or organise and sponsor its own Annual Award ceremony that rewards passengers and staff that have contributed towards tackling safety and security issues on public transport. Experience from local authorities that take part in these awards suggests they are a good way of rewarding citizens that actively tackle anti social behaviour and 'recognising the commitment of ordinary people who do extraordinary things to make their area better'¹³.
- 6.16 The ceremony would not only encourage staff and passengers to tackle and report low level disorder, but would also help portray an image that this type of behaviour will not be tolerated on public transport.

¹³ Cllr Joe Mitchinson, Awards for Gatesheads Local Heroes. March 2009.

Promote and Revise the SafeMark scheme

- 6.17 Safemark is a scheme that currently operates on some bespoke school buses. One of its key aims is to reduce instances of bullying on dedicated school bus services. The School Travel Strategy aims to roll out this service to all public services. The SafeMark scheme involves having a dedicated liaison officer within Nexus who can liaise with schools and public transport operators to tackle bullying and also ensure that bullies are brought to the attention of schools and are appropriately dealt with, this may involve withdrawing Concessionary Travel passes, or banning offenders from some services or waiting facilities. The scheme also tackles incidents of anti-social behaviour carried out on buses by school children specifically.
- 6.18 Awareness of this scheme needs to be promoted among public transport staff. Around 12% of children travel to school on mainstream public transport services¹⁴, public transport staff should therefore be aware of to whom they should report any incidents of bullying among school children they witness.
- 6.19 Customer rewards have been adopted by a number of operators. Customers are rewarded for providing evidence that leads to a conviction. This scheme could be expanded to reward not only the ones that lead to convictions but all people who report incidents can be entered into a draw.

¹⁴ School Travel Census 2008.

6.20 A customer code of conduct that would be heavily publicised and supported by all operators would encourage people to report more incidents. The code of conduct would provide passengers with an opportunity to report behaviour that did not meet the standard required. The Code of Conduct would also be promoted in schools as part of work nexus already does in schools. This recommendation will be developed further pending the results of the Department for Transport's consultation '**Improving Bus Passenger Services through the Regulatory Framework**'.

Enhance the image of public transport by improving perceptions of Safety and Security

Travelling to the stop/station

- 6.21 Travelling to the stop or station is the area over which Nexus has least direct control, however there is still scope for Nexus to work with partners in order to prioritise improvements.
- 6.22 Nexus should take the opportunity to invite local neighbourhood policing forums to highlight approaches to stops and stations that are particularly unwelcoming. Since Nexus does not have the resource to attend all 40 neighbourhood policing forums within Tyne and Wear, the Personal Safety Co-ordinator should write to all the forums inviting them to put forward their views on problem approaches. This intelligence should then be used to draw up a programme of improvements with local authorities.
- 6.23 There are currently 27 Park and Ride facilities across Tyne and Wear, 26 of these are located at Metro Stations. The SafePark award is given to car parks that meet good security standards and offer a safe and secure parking environment. When resources allow, Nexus should work with the DBTW to bring parking facilities up to the SafePark standard.

Waiting for public transport

- 6.25 There are opportunities to improve the perception of the safety and security on public transport by making a few small scale improvements to waiting facilities and by ensuring that the design of new waiting facilities fully considers the impact of design on perceptions of Safety and Security.
- 6.26 A lot has already been achieved in recent years, notably through improved designs of bus shelters, improved lighting at bus stops and the introduction of good practice in the maintenance and repair of the stock of bus shelters that ensures they are kept in good repair.
- 6.27 Nexus should carefully monitor the CCTV in bus shelter pilot schemes that will be rolled out across Tyne and Wear. Initial feedback suggests these cameras are assisting police in bringing forward prosecutions, although many of the incidents have not directly taken place on the public transport network.
- 6.28 Nexus should continue to invest in and promote the existence of CCTV at bus shelters; research carried out by the Institute of Transport, Leeds University, suggested that CCTV can generate a 5.7% increase in bus use¹⁵. The outcomes of the two pilot schemes in Tyne and Wear should be used to inform a clear policy for the future deployment and roll out of CCTV at bus shelters. Nexus should closely monitor the impact of both schemes on:
- Passenger Perceptions
 - Detection of crimes
 - Deterrence of criminal activity

¹⁵ GUIDANCE NOTE FOR LOCAL AUTHORITIES AND BUS OPERATORS. The Role of Soft Measures in Influencing Patronage Growth and Modal Split in the Bus Market in England. Page 11.

- 6.29 The design of waiting facilities can also have an impact on the perceptions of safety and security among passengers. Any new designs for waiting facilities should be referred to the Police Unit dedicated to designing out crime. In addition Nexus should embark on a programme of audits of existing waiting facilities in conjunction with vulnerable user groups, in order to highlight any small scale improvements that could increase perceptions of safety. This process should consider all Nexus Metro Stations and bus interchange facilities – including those managed by other agencies.
- 6.30 The bottom up approach to neighbourhood policing provides an opportunity use the numerous groups that exist across Tyne and Wear to highlight problem bus stops and shelters. The neighbourhood groups should be asked to provide the details of any stops on the network which could be improved by small scale works, in the same manner as outlined in 6.20. Minor works could include foliage removal or improved lighting. Nexus should work with local authority partners to draw up a programme that will deal with any highlighted issues.
- 6.31 The introduction of Real Time Information at bus stops can reduce anxiety whilst waiting at remote bus stops. Nexus is already committed to rolling out Real Time Information via SMS text and via electronic displays at bus stations. This strategy supports the need to install RTI displays at stops, as well as making this service available via SMS and would recommend that Nexus adopts a position whereby RTI displays are rolled out at stops.
- 6.32 Taxi ranks can often be a focal point for crime and anti-social behaviour late at night after mainstream public transport has stopped operating and taxis become the main mode of public transport. Successful taxi marshalling schemes have been tried at various locations across Tyne and Wear.

- 6.33 There are some locations where taxis ranks and late night bus and Metro services converge, for example in Newcastle City Centre, buses depart as late as 0330 on Sunday mornings and one bus service now operates 24 hours a day, 7 days a week. Nexus should consider part funding marshals during problem hours at locations where there are a number of people waiting for taxis, buses and Metros. Any funding should be closely tied to the marshalling scheme bringing definable benefits to both taxis and mainstream public transport services. Any contribution should be capped to a maximum of £1,500 per district.

Travelling on public transport

- 6.34 CCTV is already extensively used on public transport with around 80% of buses now covered by CCTV and X% of Metrocars are fitted with CCTV. The extension of CCTV on Metrocars is now covered by the Concession agreement with Deutsche Bahn. Metro should work with bus operators to ensure that CCTV is rolled out as part of partnership agreements currently being developed with the bus operators.
- 6.35 The Police are currently entitled to free travel on public transport if they are wearing their uniform. However this privilege is not widely publicised within the force. Nexus should write to all local Inspectors within the force area to remind and encourage officers to board buses and Metros as part of their routine duties within neighbourhoods. Where bus operators or neighbourhoods identify particular problem routes, this should be reported to local Inspectors who will respond to such requests with an increased presence. Problem routes should be regularly brought to the attention of the police to further encourage a police presence on these services.

- 6.36 Consideration has been given to procuring additional staff resource specifically for the bus network, however the cost of providing this resource has proved to be unfeasible due to costs. For example the cost of procuring just 4 Police Community Support Officers to patrol the bus network would cost £150,000 per year. Given that there are roughly 15,000¹⁶ individual bus vehicle journeys everyday in Tyne and Wear, the costs of more comprehensive coverage would therefore be prohibitively expensive.
- 6.37 A potentially more cost effective way to increase the uniformed presence of staff on the public transport network would be offering Nexus Staff the opportunity to undertake 'special constable' duties. This could take the form of allowing staff to undertake a certain proportion of their working week on 'special constable' duties, stipulating that those hours must be spent patrolling the public transport network. This would be a considerably cheaper way to increase the uniformed police presence on the network and support staff in furthering their professional development. Such a scheme has recently been introduced by South Yorkshire PTE. Nexus should monitor the effectiveness of this scheme and if successful and feasible should aspire to introduce a similar scheme here.
- 6.38 The use of conductors on buses and Metros is often raised in focus groups with public transport users as being an effective way of both reassuring passengers deterring acts of anti-social behaviour and protecting revenue. Unfortunately the impact of the cost of conductors on the cost of operation makes them prohibitively expensive. There is however scope to make better use of current staff resource to maximise the reassurance value that uniformed personnel can provide.

¹⁶ Estimate based on Nexus Routelines Service Frequency Table 2008

- 6.39 Nexus should work with operators to make best use of current staff on the public transport network to provide reassurance to passengers. Nexus has an aspiration to create a 'We'll back you up' service, whereby passengers can call the One Stop Shop to report anti-social behaviour, and a uniformed staff presence boards the vehicle at the first available opportunity to take appropriate action against the perpetrator, ejecting them from the vehicle if necessary. The service would provide a 'back up' service to passengers and bus drivers when dealing with anti-social behaviour. This service could make use of the following staff resource:

Interchange Security Staff
Interchange Customer Service Assistance
Bus Operator Inspectors
Special Constables
Youth Outreach Workers
Police Community Support Officers
Police
Metro staff

Nexus will look to lead in the development of this service by developing relationships with the external agencies such as the police and when resources allow will look to introduce and promote the service to public transport users..

- 6.40 Nexus should train all customer facing staff to be proactive in providing re-assurance while they are out on the system by interacting more with passengers and proactively providing customer care whilst on duty. The police presence on Metro should be similarly directed, to actually engage with passengers. In South Yorkshire this approach has received a good deal of positive feedback from passengers and the custom has been endorsed by the Department for Transport as 'best practice'.

- 6.41 For those offenders who cannot be dissuaded from committing crime and disorder on public transport. Nexus in association with the operators will look into the feasibility of the introduction of network bans to avoid problem passengers simply passed onto another mode of public transport.

Improve the Utilisation of Resources

- 6.44 Transport Alert is the current forum used by bus operators, the police and Nexus to exchange intelligence on criminal damage occurring on the public transport network. This group could be enhanced and act as a conduit for information exchange, not only between operators and Nexus, but also between the multitude of neighbourhood policing groups that have been established across Tyne and Wear. The group should form the contact point for all public transport related issues raised at these groups.
- 6.45 All the Neighbourhood Policing forums in Tyne and Wear should be contacted and encouraged to put public transport issues onto their agendas as a standing item and encouraged to feedback any issues to Nexus. Where particular problems are highlighted a representative from Transport Alert should provide feedback to the Neighbourhood Policing Forums on remedial actions taken.
- 6.46 In the West Midlands all issues around policing public transport are carried out under the 'SaferTravel' brand, this co-ordinates action by police, Centro and public transport operators. Nexus should work with Northumbria Police and operators to launch a similar group in Tyne and Wear that can co-ordinate activities in this area. The group will monitor incidents of anti-social behaviour, analyse data and direct resources accordingly. This group should bring together resources currently devoted to Metro policing and identify a point of contact within Northumbria Police responsible for issues on the bus network.
- 6.47 31 members of staff at Nexus have undertaken training in the Derwent Initiative. This training was developed to protect the public in general

but, in particular, children and vulnerable adults, by helping to prevent grooming and sexual offending in public places. Moving forward there is potential to extend this training to all Nexus customer facing staff and work with colleges across public transport to further increase the number of people in receipt of the training.

7. Action Plans and Performance Measures

Key objective and outcomes	Ref:	Action	Responsibility	Resources	Start Date
1. Reduce passenger's tolerance of low level crime and disorder on Public transport. Key Performance Measure – Increase the reporting of incidents on public transport by X% from 2009/10 levels	SSS1.1	Promote Arch as a contact to deal with sensitive or hate crimes on Public transport.	Nexus Marketing and Head of Transport Integration	To be encompassed within marketing of One Stop Shop	2010 (Initial promotional material already in some interchange)
	SSS1.2	Nexus to become a 'Reporting Agency' for Arch recording incidents via the One Stop Shop	Communications and Support Services	To be encompassed within marketing of One Stop Shop	2010
	SSS1.3	Staff Education, ability to determine and detect hate crime.	Human Resources	TBC	2011
	SSS1.4	Promotion of Arch to private operators	Head of Transport Integration	Within current resource	2010
	SSS1.5	Simplified incident report procedure for all public transport Staff	Head of Transport Integration and Metro Concession	Within current resource	2010

SSS1.6	Strategy to engage with Metro and Local Authorities to establish partnership approach to Community payback schemes.	Strategy	Contribution to projects in kind – e.g. materials, staff time.	2011 (first project)
SSS1.7	Publicise Community Payback around infrastructure	Nexus Marketing	Local press releases as appropriate	2011
SSS1.8	Sponsor or Develop Respect award for public transport users.	Communications and Support Services	£1,000 per award sponsored.	Planning to begin in 2010 with first awards in 2011
SSS1.9	Reform SafeMark into a scheme to promote good behaviour on all public transport services and tackle incidences of bullying and anti-social behaviour	Social Inclusion/Communications and Support Services	Additional Schools and Community Liaison Officer (funding to be identified in School travel Strategy)	2011

	SSS1.1 0	Passenger Code of Conduct (young people)	Nexus Marketing	To be disseminated in schools via DBMs, SCLOs and local authority travel planners.	Planning to begin in 2010 with delivery in schools from 2011.
	SSS1.1 1	Passenger Code of Conduct	Nexus Marketing	Subject to agreement with operators, to be marketed and promoted jointly with operators on vehicles and at interchange.	Draft code of conduct to be developed in 2010

Key objective and outcomes	Ref.	Action	Responsibility	Resources	Start Date
<p>2. Improve access to and the image of public transport by enhancing the perception of personal safety and security.</p> <p>Key Performance Measure – Reduce the difference between and increase the overall feelings of safety and security of users and non users of public transport.</p>	SSS2.1	Carry out 'safety and security' audits of approaches to public transport infrastructure as identified by neighbourhood policing groups.	Head of Transport Integration	Within existing resource	Pilot audits in 2010
	SSS2.2	Safety and Security Audits of Public transport infrastructure	Head of Transport Integration	Within Existing Resource	Pilot audits 2010 (combined with approach audits)
	SSS2.3	Safepark award for all park and ride facilities.	Metro Concession Office	TBC	TBC with Concession
	SSS2.4	All new public transport infrastructure meets the safe by design guidelines.	Infrastructure Manager, Nexus Rail	Within current resource	2010
	SSS2.5	Monitor current CCTV at Bus Stops	Head of Transport Integration	Within current resource	2010

	SSS2.6	Real Time Information	Head of Network Development	Within Existing resource	
	SSS2.7	Expansion of Taxi Marshals to also cover night buses	Head of Transport Integration	Revenue contribution towards taxi marshals in locations where night buses also operate – up to £1,500 per marshal.	2011
	SSS2.8	Letter to all Northumbria Police Officer	Director General	£400	2010
	SSS2.9	Work with operators to introduce Network Banning orders to repeat offenders.	Head of Transport Integration, Legal,	Within Existing Resource	Exploratory discussions in 2010 with view to implement bans from 2011 if feasible.

Key objective and outcomes	Ref.	Action	Responsibility	Resources	Start Date
3. Improve the utilisation of resource through partnership working with and between; Private Operators, Local Authorities and the Police. Key Performance Indicator – Increase the presence of uniformed personnel on the system.	SSS3.1	Enhance the role and scope of Transport Alert.	Head of Transport Integration	Within Existing Resources	2010
	SSS3.2	Establish baseline position for bus journeys that determines the % of travellers that have seen a police officer or other uniformed personnel (excluding driver) while making their journey.	Nexus Market Research	Within Existing Resource (To be included in current research studies)	2011
	SSS3.3	Full customer facing staff training in the Derwent Initiative.	Human Resources	Training 20k Membership 3k/annum	2011

SS3.4	Investigate feasibility of allowing Nexus Staff to undertake 'Special Constable' duties and monitor SYPT scheme	Nexus Strategy in liaison with Human Resources.	Depend on take up. Cost of staff time being diverted towards Special Constable patrol duties.	If feasible look to begin the scheme in 2011
SS3.5	Begin discussions with operators and police on feasibility of a 'We'll back you up' pledge on public transport	Communications and Support Services/Head of Transport/Integration/Strategy/Bus Infrastructure/Bus Operators/Northumbria Police	Within current resource	Begin discussions with external agencies and review the potential operating costs 2010
SS3.6	Depending on feasibility of project, design and launch 'We'll back you up' service.	As Above	Within current resource	2011

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Appendices

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Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November, 2010

TITLE: DRAFT ITA WORK PROGRAMME

**REPORT TEAM MANAGER TRANSPORT
OF:**

1. Summary / Purpose of Report

- 1.1 To discuss an updated forward plan of reports to the ITA (Appendix A).

2. Recommendation

- 2.1 The committee is asked to comment on an updated draft and to consider how this informs their own work programme.

3. Background

- 3.1 Attached is a **draft** forward plan. This builds on the draft shared at the last meeting. Forward planning is extended beyond 2010/11. Whilst the programme is subject to change, feedback would be appreciated.
- 3.2 The panel will recall that at their last meeting, they agreed to move away from scrutiny meetings based around DaSTS¹ themes. This was to ensure a more timely hold to account of the ITA and keep abreast of emerging issues. It also addresses a request by a member of the ITA's Standards and Audit Committee that this committee prioritises, in its annual report to the ITA, how it has acted as an effective 'critical friend' to the ITA.

4. Opportunities/Risks

- 4.1 There is an opportunity to comment on reports to be considered by the ITA.

5. Background Papers

- 5.1 Agenda and Minutes 16th September, 2010
Agenda and Minutes ITA 23rd September, 2010

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Tyne and Wear ITA - Forward Programme for remainder of 2010/11

*Note: All items listed are indicative and subject to change

ITA Meeting Date	Report title	Report by
25 November 2010 (Chair's Pre 15 November)	General Transport Update	ITA Policy Manager
	Nexus Strategies	Director General Nexus
	New Tyne Crossing Update	NTC Project Director
	NESTI Update	Director General Nexus
	Capital Programme Review Budget Monitoring Report	ITA Treasurer
	Bus Corridor Major Schemes Update	Nexus
27 January 2011 (Chair's Pre 17 January)	Local transport funding (looking at outcomes of Departmental spending decisions and implications for IT Block, Maintenance, Major schemes etc)	ITA Treasurer
	Local Transport Plan 3 Update – Report from Consultation	LTP Team Leader
	City Region transport update	ITA Policy Manager
	Rail / High Speed Rail update	Nexus / ITA Policy Manager

	Financial Strategy Capital Programme	ITA Treasurer & Director of Finance and Resources Nexus
	New Tyne Crossing update	NTC Project Director
	Budget Monitoring Report	ITA Treasurer
	ITA Work Programme 2010/11 – 2011/12	ITA Policy Manager
25 March 2011 (Chair's Pre 14 March)	Local Transport Plan (final for approval)	LTP Team Leader
	City Region transport update	ITA Policy Manager
	Rail / High Speed Rail update (?)	Nexus / ITA Policy Manager
	New Tyne Crossing update	NTC Project Director
	ITA Corporate Document	ITA Policy Manager
	NESTI Update	Director General Nexus
	Budget Monitoring Report	ITA Treasurer
	Policy Update	ITA Policy Manager
	Annual Review of Members Allowances	ITA Clerk
	Risk Register Update	ITA Treasurer
26 May 2011 Annual Meeting (Chair's Pre 16 May)	Local Transport Plan Update	LTP Team Leader
	City Region transport update	ITA Policy Manager

	Rail / High Speed Rail update (?)	Nexus / ITA Policy Manager
	New Tyne Crossing update	NTC Project Director
	Membership of Authority - Appointments	Clerk
	Calendar of Meetings 2009/10	Clerk
	Review of Corporate Governance	Clerk
	Financial Regulations	ITA Treasurer
	Annual Governance Statement & Local Code of Corporate Governance	ITA Treasurer
	Other Reports	?

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Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November 2010

TITLE: SUMMARY OF DECISIONS:
INTEGRATED TRANSPORT AUTHORITY 22ND JULY 2010

REPORT OF: SCRUTINY MANAGER, ITA SCRUTINY COMMITTEE

1. Summary / Purpose of Report

1.1 A short digest of business transacted by the ITA on 22nd July 2010.

2. Recommendations

2.1 The Committee is asked if it would like to add any issues arising from ITA discussion to its own work programme.

3. ITA DISCUSSION:

3.1 Minutes 25th March, 2010: Matters Arising

Work at Sunderland Station would be complete in September. A report on bus lane strategy, originally scheduled to this meeting, would now be considered in September.

3.2 Resident Petitions

The ITA referred a petition from Ferneyhough Hall residents to the South Tyneside Better Bus Partnership noting Member comment about service user impact and recent changes to service 33. A petition from West Allotment and Forest Hall residents, was referred to the Commercial Manager of Arriva North East

3.3 2009/10 Capital Programme: Out-turn Report

The Nexus Director of Finance and Resources presented a report on out-turn at 31st March, 2010 and impact on the three year programme to 2012/13. A request was made for a common format for reporting numbers in future reports.

The ITA noted the position outlined and affected changes set out in the report

3.4 **Concessionary Travel Outside England**

The Nexus Director of Resources advised there would be significant costs in amending Tyne and Wear passes to permit UK wide travel. Devising and funding reciprocal arrangements, say with the Scottish Parliament, were not cost efficient given the few cross border services (currently one trip daily). It was accepted detailed costings could be considered as part of the budget setting 2011/12 and beyond.

The ITA agreed, on affordability and practical grounds, not to pursue UK wide travel.

3.5 **Capital Programme**

The Nexus Director of Finance and Resources updated on the impact to the three year Capital Programme of recent decision by Government, suggesting a revised programme 2010/11. Confirmation had been received that the Metro Asset Renewal Grant was unaffected, but Local Transport Plan grant 2010/11 of £6.426m had been reduced, by £1.607m, to £4.819m. Changes in the programme, to meet the new budget, were set out by District, spread over years 1-3 and scheme type.

The ITA agreed to a revised programme as set out.

3.6 **Public Transport Trends 2009/10**

The Director General, Nexus, outlined key trends 2009/10. A report also set out Nexus activity at the District level. Total public transport use had increased by 1.5%, to 186 million journeys. Bus accounted for 77% of trips, Metro 22%, Rail .9% and Ferry .3%. Analysis showed an increase in children's travel on buses and fall in fraudulent travel. It was recognised further work was needed to ensure an even take up of concessionary fares. As yet, taxis were not included in data. It was recognised the state of the economy would have an impact on future patronage.

The ITA noted information and asked for reports on increasing Concessionary Fare take up, future proofing for economic change and data on trends in seasonal travel.

3.7 **Superoutes**

The Clerk and Director General, Nexus set out reasons for discontinuing the Superoutes brand. The creation of the Superoutes voluntary partnership in 2003 was, at the time, the most effective collaboration to improving major bus services. Superoutes, however, now duplicated work elsewhere, eg in East Gateshead and South Tyneside and did not provide the flexibility of local response sought. The partnership ethos and lessons learned from would be taken forward.

The ITA agreed to discontinue Superoutes

3.8 **Major Transport Schemes**

The Clerk and Director General, Nexus advised that the following schemes had been suspended. Detailed guidance on identifying and funding future schemes would follow after the Comprehensive Spending Review. Schemes suspended were: A19 Junctions (Coast Road, Moor Farm, Testos and Seaton Burn), Northern Gateway,

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Sunderland Central Route, Sunderland Strategic Transport Corridor, Tyne and Wear Bus Corridors Phase 1, Tyne and Wear Bus Corridor Phase 2.

The ITA noted the report.

3.9 ITA KEY Output Measures

The Clerk and Director General, Nexus informed on performance against Key Output Measures approved in January 2009. A new national approach was described which, it was suggested, should be considered as part of developing Local Transport Plan 3 indicators. It was important to ensure the sharing of information amongst statutory agencies, eg access to new health services

The ITA noted progress and agreed that output measures would be reviewed as part of LTP3.

3.10 New Tyne Crossing - Progress Report

The Project Director provided an overview of progress and tabled a booklet showing recent photographs. The ITA congratulated all those involved for their commitment to keeping local residents informed.

The ITA noted progress.

3.11 Tyne Pedestrian and Cycle Tunnels - Investment Proposals

The Project Director advised on the need for investment to secure the future of the Tyne Pedestrian and Cycle tunnels. In 2009, 250,000 trips had been made. Monies had already been allocated to replace lifts and re-enforce lift shafts. Because of the age of the tunnels, requirements of current legislation (e.g. fire and safety), its Listed Building status and a desire to promote greater use, a number of elements of work had been identified. Detailed costings, across 6 options, were set out together with a list of general improvements including: better energy efficiency and building and conservation repairs. All works needed to be viewed in the light of advice from English Heritage. Options presented were tested, by Members, to assure value for money. The new 'U' sign, to be used on Nexus maps, was supported.

The ITA agreed to replace one wooden escalator, on either side of the river, with an incline lift (plus general improvements described in the report), support signage and logo design proposals in the report and an outline budget of £6m - to be part funded by external grant if available.

3.12 Revenue Budget Monitoring Report (April 2010 - June 2010)

The Deputy Clerk and Treasurer provided a Revenue Budget Monitor for April - June, 2010. Spend was within the anticipated profile of the agreed budget. ITA borrowing and lending were described.

The ITA noted the current financial position.

3.13 **Local Transport Plan 3 Development**

The Clerk set out progress in developing LTP3, including engagement to date with stakeholders and proposals for public consultation.

The ITA noted the report.

3.14 **Tyne and Wear Taxi Study Update**

Discussion at the ITA Joint Transport Steering Group, on how the hackney carriage and private hire trade might be better recognised in transport planning, was set out. The role of the trade was recognised and it was suggested next steps be considered at an ITA Member Seminar.

The ITA agreed to discuss the role of the taxi trade at a future policy seminar.

3.15 **Substitute Members for Metro Sub-Committee 2010/11**

The ITA approved a number of substitute Members.

3.16 **Funding for Metro Reinvigoration Project**

The Director General, Nexus set out agreement to funding for Metro Reinvigoration.

The ITA welcomed the positive funding statement from the Chancellor of the Exchequer on 22nd June, 2010.

3.17 **ITA Members' Visit**

The ITA agreed arrangements for their annual visit on 26th and 27th August, 2010 (Doncaster [Metrocar refurbishment] and Nottingham [rapid transit])

3.18 **NESTI Progress Update**

The Clerk and Director General updated on the collaboration agreement between authorities. June had seen the first NESTI enabled ticket machines being installed on the Sunderland - Durham route (service 20). NESTI branding had been agreed as:



The ITA noted progress being made.

3.19 **Confidential Reports**

A confidential report was considered on negotiating the concessionary travel settlement with operators.

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Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November 2010

TITLE: SUMMARY OF DECISIONS:
INTEGRATED TRANSPORT AUTHORITY 23RD SEPTEMBER 2010

REPORT OF: SCRUTINY MANAGER, ITA SCRUTINY COMMITTEE

1. Summary / Purpose of Report

- 1.1 A short digest of business transacted by the ITA on 23rd September 2010.

2. Recommendations

- 2.1 The Committee is asked if it would like to add any issues arising from ITA discussion to its own work programme.

3. ITA DISCUSSION:

3.1 Revenue Budget Monitor Report (April 2010 - August 2010)

The Deputy Clerk and Treasurer ITA introduced a budget monitor for the period April - August, 2010. Spend was broadly in line with expectations with no issues anticipated at year end. The ITA had no exposure to Icelandic Banks. In the current financial climate interest rates on money lent was low.

The ITA noted the position.

3.2 Preparation of the Financial Strategy 2011/12 - 2013/14

The Deputy Clerk and Treasurer, ITA and Director of Finance and Resources, Nexus presented a report on budget strategy to 2013/14. Strategy needed revisiting in the light of the financial framework set by the Coalition Government. A decision made as part of the 2010/11 budget setting process, to limit the increases in District Levy to 1.5% in 2011/12 and 2012/13, would be reviewed. The new Medium Term Strategy would be presented to the ITA in January, 2011 post the Comprehensive Spending Review and discussion with Council Leaders. To prepare the ground for ITA savings, service transformation and efficiency reviews had been established looking at:

governance, support costs, pensions and financial charges. Nexus was undertaking a restructuring of its business.

The ITA received the information and noted an update would be provided at a Policy Seminar on 28th October, 2010.

3.3 Audit Commission - Annual Governance Report 2009/10

S Nicklin and J Dafter, Audit Commission, presented and answered questions on the Annual Governance Report 2009/10. It was confirmed the ITA had in place good arrangements to secure the economic, efficient and effective use of resources. Staff were thanked for their work. This would be the last report of the Audit Commission as the Coalition Government had announced they were to be abolished. Deloitte had been appointed to provide future external audit services.

The ITA noted the contents of the Commission's report

3.4 Annual Report and Accounts 2009/10 and Annual Governance Statement

The Deputy Clerk and Treasurer set out, following approval of the audited accounts, the ITA's Annual Report and Accounts and Annual Governance Statement for 2009/10. Changes in financing rules had seen a positive impact on reducing pension liabilities. In terms of the Chairman's foreword, it was recognised the ITA's commitment to working with taxi trade would be reflected once liaison arrangements were confirmed. The accounts had been considered by the ITA's Standards and Audit Committee in September. As part of deliberations, a member of the committee asked that the Scrutiny Committee prioritise, in its annual report, how it acts as an effective 'critical friend' to the ITA.

The ITA approved the Annual Report and Accounts 2009/10 and Annual Governance Statement

3.5 Consultation on Concessionary Travel Funding Formula Response

The Deputy Clerk and Treasurer gave a detailed presentation on the implication of consultation proposals to change concessionary travel funding arrangements from 2011/12. A draft response was set out. Consultations closed on 6th October, 2010. The main structural change was the transfer of specific grant funding, currently received by the ITA, into the formula grant received by districts. The Department for Communities and Local Government had produced a range of different funding formulae for distributing resources. Further exemplifications had recently been published and more were possible. The picture remained fluid. In its response, the ITA would also seek to address a number of longstanding issues around funding and the cost of operating the scheme. ITA members enquired about the approach being taken to present the local case.

The ITA agreed to delegate to the Chairman, in consultation with officers, a response based on the draft circulated with agenda papers (as updated orally at the meeting).

3.6 Department for Transport Consultation on Local Transport Funding

The ITA Deputy Clerk and Treasurer and Nexus Director of Finance and Resources set out a draft response to consultations aimed at simplifying the way in which capital funding was allocated. Consultation closed on 6th October, 2010.

The ITA agreed the response set out.

3.7 2010/11 Non-Metro Capital Programme - First Quarterly Review

The Clerk to the ITA and Director General, Nexus set out the profile of spend in the non-Metro Capital Programme at the end of Quarter One (30th June, 2010). The total revised budget for 2010/11 was £58.8m. It was confirmed consideration had been given to the impact of (a) Local Enterprise Partnership (LEP) covering Tyne and Wear.

The ITA noted the Quarter One report and variations to the programme set out in the report.

3.8 Dinnington Bus Service Petition

The Director General, Nexus set out concerns in a petition from 785 residents. This requested re-instatement of service 45. Other services operated locally. Passenger loads had been low. The decision to withdraw had been a commercial one.

The ITA referred the petition to the Commercial Manager of Arriva North East.

3.9 High Speed Rail - Remit from Scrutiny Committee

The Director General Nexus responded to a request from this committee to set out what role the ITA played in promoting high speed rail to the North East. The report highlighted that an all party Parliamentary Group had been established. One of the Vice-Chairs was Ian Mearns, MP for Gateshead. It was also noted that Newcastle Councillors Beecham and Shipley had been elevated to the House of Lords. Assurances were given that every opportunity was taken to promote the local case.

The ITA asked the Director General to provide regular reports to Ian Mears MP

3.10 ITA Member Visit

The Director General Nexus and ITA members reported back on the visit to Doncaster and Nottingham on 26th/27th August, 2010. The first of the Metro cars was being refurbished in Doncaster. Nottingham City Council was pursuing a number of interesting transport initiatives, including work-based parking charges that might be the subject for a future ITA member seminar.

The ITA noted the report.

3.11 New Tyne Crossing - Progress Report

The Project Director provided an overview of progress and circulated a booklet of recent photographs. Works were continuing as per the agreed programme. The ITA

praised officers for communication with local residents. It was noted that the Scrutiny Committee had walked the site on 16th September, 2010.

The progress report was noted.

3.12 Strategic Risk Update

The Clerk to the ITA provided an annual report on the ITA's Strategic Risk Register. The Chair and Vice-Chair of this committee had been consultees on the draft Register. Formal comment had been sought from the Standards & Audit Committee. A number of revisions were suggested at the meeting reflecting the likely financial framework the ITA would now be operating in and impact of LEP(s).

The ITA endorsed the Register as amended.

3.13 Local Transport Plan 3 Development

Representatives of the Joint Transport Steering Group highlighted work since the last update in July, 2010. The report shared had been considered by this committee on 16th September, 2010.

The ITA noted the report including the revised period of consultation and various methods of communications being used to engage stakeholders and the public.

3.14 Priority Lanes in Tyne and Wear

Representatives of the Joint Transport Steering Group outlined a possible approach to standardising new lanes across Tyne and Wear. It was appreciated there had been long and complex discussions, but there was some concern AT a large number of permitted variations. Discussion particularly focused on access by buses and taxis. As a way forward it was agreed the position outlined be agreed with districts looking to see if existing lanes could be made to fit the new standard.

The ITA agreed, in principle, to the approach set out, asked that Districts ascertain which local lanes might meet the new standard and the use of civil enforcement powers be investigated.

3.15 Minutes

The draft minutes of the Metro Sub-Committee on 8th September, 2010 were received. The Director General Nexus outlined measures to enhance the flow of performance data whilst protecting commercially sensitive information. It was also confirmed Nexus would not make payments to the concessionaire in the event of industrial action by DBTW staff.

3.16 Confidential Reports

A confidential report was considered on Nexus Board membership.

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Tyne and Wear Integrated Transport Authority

Scrutiny Committee

18th November, 2010

TITLE: ITA SCRUTINY COMMITTEE WORK PROGRAMME

**REPORT SCRUTINY MANAGER, ITA SCRUTINY COMMITTEE
OF:**

1. Summary / Purpose of Report

1.1 To schedule items for discussion at meetings of this committee.

2. Recommendation

2.1 Having discussed current issues for the ITA, to determine an agenda for the next meeting and schedule, if possible, items for the March meeting.

3. Background

3.1 The committee agreed, at its last meeting, that its agendas should shadow policy items being considered by the ITA. This was to provide timely scrutiny and input into debate.

3.2 Dates and venues agreed for the Scrutiny for the remainder of 2010/11 are set out below:

- 20th January, 2011 (Gateshead)
- 17th March, 2011 (Sunderland)

4. Opportunities/Risks

4.1 There is an opportunity to input into local transport policy and to hold to account the ITA.

5. Background Papers

5.1 Agenda and Minutes 16th September, 2010

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