Public Document Pack





Joint Transport Committee Overview and Scrutiny Committee

Thursday, 28th July, 2022 at 10 am

Meeting to be held in a Bridges Room - Civic Centre

AGENDA

AGLINDA		
		Page No
1.	Apologies for absence	
2.	Declarations of Interest	
3.	Minutes of the previous meeting held on 03.03.2022	3 - 6
4.	Transport Plan - A Year in Review	7 - 30
5.	Bus Enhanced Partnership Update	31 - 36
6.	Tyne Pass Scheme	37 - 48
7.	Joint Transport Committee OSC Work Programme	49 - 54

Contact Officer: Melvyn Mallam-Churchill

Tel: 0191 433 2149

E-mail: melvynmallam-churchill@gateshead.gov.uk







JOINT TRANSPORT COMMITTEE, OVERVIEW AND SCRUTINY COMMITTEE

DRAFT MINUTES FOR APPROVAL

Thursday 3rd March 2022 at 10am

Meeting held in the Mayor's Parlour, Sunderland City Hall

Committee Members Present:

Andrew Clark Vice Chair (in the Chair) Councillor B Coult **Durham County Council** Councillor D Snowdon Sunderland City Council Councillor G Stone Newcastle City Council Councillor J Eagle Gateshead Council Councillor P Walker Sunderland City Council Councillor S Graham North Tyneside Council Councillor W Samuel North Tyneside Council

Officers:

D Gittins Transport North East E Reynard Gateshead Council F Bootle Transport North East

G Armstrong NECA

M Barker NECA (Monitoring Officer)
N McCormack Transport North East

P Darby NECA

S Gwillym Durham County Council T Hughes Transport North East

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from:

D Taylor-Gooby Chair

Councillor B Clelland Gateshead Council
Councillor C Hood Durham County Council

Councillor C Humphrey Northumberland County Council

Councillor C Lines Durham County Council
Councillor C Martin Durham County Council

Councillor D Macknight
Councillor L McHugh
Councillor M Green

Sunderland City Council South Tyneside Council North Tyneside Council

2. DECLARATIONS OF INTEREST

Cllr Eagle noted his employment with Nexus as a declaration of interest. The Committee were advised he has been given dispensation to be on this Committee.

RESOLVED:

(i) The declaration of interest was noted.

3. MINUTES OF THE PREVIOUS INFORMAL BRIEFING HELD ON 16 DECEMBER 2021

RESOLVED:

(i) The previous JTC OSC meeting was replaced with an informal briefing held virtually with a live-stream available online. The minutes of the informal briefing were noted for information.

Ahead of discussing the scheduled agenda items the Committee were provided with an update on local bus services. A discussion also took place on the proposed clean air zone and the compliance of the local bus fleet. Following the update, the Committee highlighted that it is important to ensure that bus travel is sustainable and that customers have confidence in their local services.

The Committee also noted that bus travel, particularly in County Durham, can be expensive; it was reported that Nexus has set out their aspirations for lower cost travel across Tyne and Wear, Country Durham and Northumberland but that what can be offered to customers is depended on how much Government funding is received.

It was also noted that the BSIP plans had been consulted upon and that it is hoped to have bus ridership back to pre-pandemic levels.

4. NORTH EAST RAIL AND METRO STRATEGY

The Committee received a report and presentation providing an update on the North East Rail and Metro Strategy. It was reported that the public consultation had ran from 14 February 2022 for eight weeks with the intention that the Strategy will be published by Summer 2022.

It was noted that the Strategy seeks to better integrate local rail services with the Tyne and Wear Metro and provide a clear understanding of how these services can best serve residents and businesses in the area. It was highlighted that through the increase in the number of people and goods travelling by rail and Metro it will help tackle challenges in the North East whilst supporting national agendas.

The Committee were advised that more Metro and rail use would:

- Reduce Carbon emissions through more efficient transfer of people and good (modal shift).
- Improve connectivity providing more opportunities for work, training, education and leisure.
- Improve health by encouraging a modal shift and active travel as part of the journey.
- Ensure a more secure financial future to operate key services.

The Committee questioned how the integration improvements outlined would be prioritised; concern was also noted that the list of aspirations for rail services was getting longer. Officers advised that it was best for rail services to be best prepared for when any opportunities for funding arises through sound engineering, forward planning and economic knowledge.

The Committee were advised that the Silverlink/Cobalt feasibility study had been complete and that forecasting for the Wearside line is to be done. It was also highlighted that a formal business case is to be progressed and submitted to the Government that would feature the East Coast Mainline at Consett and heavy rail links to the airport.

RESOLVED:

(i) The Committee noted the report.

5. TYNE TUNNELS UPDATE

The Committee received a report providing an update on activities at the Tyne Tunnels relating to traffic levels and the Tyne Pass barrierless scheme.

It was reported that traffic flows through the Tyne Tunnels are reviewed daily by TT2 and Transport North East officers. Following a huge drop in traffic in March 2020 during the first Covid-19 lockdown, for most of 2020 and 2021, traffic levels were around 60-85% of normal expected levels. The Committee were advised that this meant that for most of the last two years traffic and toll revenue has been significantly down on pre-pandemic levels.

It was highlighted that TT2 has suffered the income loss from the reduced toll income rather than JTC (JTC income is protected by the nature of the Project Agreement which sees JTC take the first share of traffic income while TT2 takes its income from the additional traffic over that level). From the report, it was also noted that traffic levels have improved in 2022 and that levels were at around 90% of normal traffic in January and are almost up to 100% in February.

An overview of the Tyne Pass barrierless scheme and its logistics was provided. It was reported that the scheme aimed to modernise the toll payments system, reduce journey times, reduce carbon emissions and create jobs.

The Committee were advised that TT2 had carried out a comparison with other operators in their first month of operation to see if the Tyne Tunnel systems are better or worse understood by customers. It was highlighted that Tyne Pass compared well with the other systems as the initial rate is lower than the

comparators. It was noted that it is expected in a new system that non-compliance will start at a higher level and drop in the first few months as users become familiar with the new systems.

The Committee questioned appeals data from the TT2 website; according to the website successful appeals for non-payment fines were rising. Officers advised that during the initial months of the new scheme TT2 had been asked to relax some of its rules whilst customers got used to the new system which would explain the current increase in successful appeals.

Committee members noted concern the current signage advising customers of their obligations to pay is inadequate. The Committee were advised that new permanent signage would be installed as soon as possible. The Committee acknowledged that whilst some customers had initially had a frustrating experience with the new system, overall, there had been positive feedback received.

RESOLVED:

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

6. JOINT TRANSPORT COMMITTEE FORWARD PLAN AND SCRUTINY WORK PROGRAMME

The Committee received an update on the suggested work programme for 2021/22 for the Joint Transport Overview and Scrutiny Committee.

The Committee requested that an update on the Transforming Cities Fund be added to the work programme.

RESOLVED:

(i) The Committee noted the report.



Agenda Item 4
NORTH
OF TYNE
COMBINED
AUTHORITY

North East Joint Transport Committee Overview and Scrutiny Committee

Date: 28 July 2022

Title: Transport Plan – A Year in Review

Report of: Managing Director, Transport North East

Executive Summary

This item will take the form of a presentation that reviews progress in delivering the North East Transport Plan objectives in 2021/22 and looks forward to our key priorities in 2022/23.

Recommendations

The North East Joint Transport Committee Overview and Scrutiny Committee is recommended to note this report and the accompanying presentation.

Guiding Principles for Scrutiny Members

The below are the key guiding principles to support the Overview and Scrutiny Committee Members in reading the report in advance of the meeting to:

- Consider any added value that Scrutiny can bring; and
- Promote effective discussion and consider the information in the report.
- 1. The impact the matter has on individuals in the community and across the JTC area.
- 2. Focus on the efficiency and effectiveness of the proposals, next steps and any potential changes.
- 3. Consideration of any risks that may occur.
- 4. Scrutiny focusing on any performance management or quality assurance.

1. Background Information

1.1 This item will take the form of a presentation outlining progress in delivering the objectives of the North East Transport Plan during the 2021/22 financial year, and detailing some of our key priorities during 2022/23.

2. Reasons for the Proposals

The presentation is intended to update members on progress in delivery of the North East Transport Plan, and our key priorities for the year ahead.

3. Alternative Options Available

This report is presented for information and therefore no alternative options are presented.

4. Next Steps and Timetable for Implementation

4.1 Work will continue to deliver the objectives of the Transport Plan in partnership with transport operators, local authorities and other stakeholders.

5. Potential Impact on Objectives

5.1 Successful delivery of the Transport Plan objectives will assist in supporting economic growth, as well as contributing towards our decarbonisation targets.

6. Financial and Other Resources Implications

This report is for information only and there are no direct financial, human resources or ICT implications at this stage.

7. Legal Implications

7.1 This report is for information only and there are no specific legal implications at this stage.

8. Key Risks

The various schemes and strategies contained in the Transport Plan are all the subject of appropriate risk management processes.

9. Equality and Diversity

9.1 A significant proportion of the region's population do not own a car. A comprehensive and affordable public transport network is essential for their quality of life and to enable them to access key services.

10. Crime and Disorder

There are no specific crime and disorder implications arising from the proposals in this report.

11. Consultation/Engagement

Delivery of the various schemes and strategies contained in the Transport Plan will be subject to appropriate consultation processes.

12. Other Impact of the Proposals

12.1 Encouraging alternatives to car use through delivery of the various schemes in the Transport Plan will help the region improve air quality and achieve its goal for carbon neutrality.

13. Appendices

13.1 Appendix A – North East Transport Plan 2021 – 2035; A year in review and forward look.

14. Background Papers

14.1 Item 4, North East Transport Plan

(Public Pack) Agenda for North East Joint Transport Committee, 16/03/2021 14:30
(northeastca.gov.uk)

15. Contact Officers

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

16. Sign off

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

17. Glossary

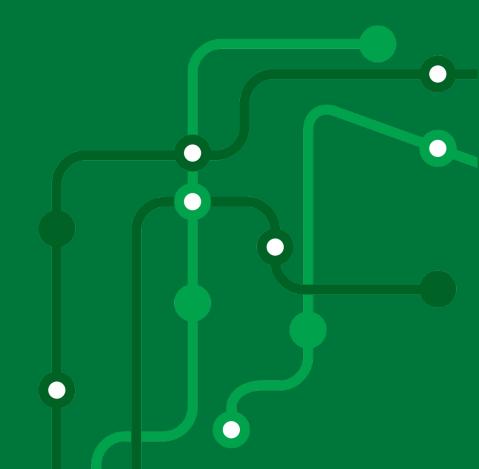
N/A.



Transport North East

The North East Transport Plan 2021-2035

A year in review and forward look



The North East Transport Plan

Covers a period from 2021 up to 2035



Carbon neutral North East

We will initiate actions to make travel in the North East net carbon zero, helping to tackle the climate emergency declared by our two Combined and seven Local Authorities, addressing our air quality challenges, and helping to achieve the UK's net zero by 2050 commitment.



Safe, secure network

We will improve transport safety and security, ensuring that people are confident that they will be able to feel safe and secure when travelling around the North East.



Overcome inequality and grow our economy

The Plan is aligned with the North East LEP's long term goals to first return the region to pre-Covid-19 GDP and employment levels and then to move forward in pursuit of the economic ambitions set down in their Strategic Economic Plan (SEP).



Healthier North East

The North East has the lowest life expectancy of all the English regions. The Plan will help achieve better health outcomes for people in the region by encouraging active travel and getting people to travel by more sustainable means, improving air quality, helping our region to attain health levels at least equal to other regions in the UK.

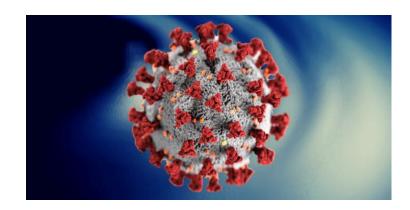
Transport North East

North East Transport Plan – a year in review 2021/22



Recovering from Covid

- Emergency Covid-19 grant received during the pandemic to cover revenue shortfalls on bus and Metro
- We have lobbied DfT and HMT to make the case for adequate restart and recovery funding
- Local Transport Fund further funding received up to October 2022 to assist while we work to recover patronage
- however -
- Bus passenger numbers remain at 72% and Metro passenger numbers at 86% of their pre- pandemic baselines



Bus Service Improvement Plan

The region had been awarded indicative funding of £163.5m for its Bus Service Improvement Plan (BSIP) and Enhanced Partnership (EP)

Spending must address the government's priorities:

- More bus priority schemes
- 'Ambitious and eye-catching initiatives that reduce and / or simplify fares'
- 'Increased service frequencies and new / expanded routes'

Details of our proposals are given later in the 'year ahead' section



Active Travel funding

- 3 tranches of Active Travel funding received:
 - Tranche 1 £2.2m
 - Tranche 2 £9m
 - Tranche 3 £18m
- Funding has been used to organise a range of Go Smarter, Go Active events and resources (cycle roadshows, days out guides and cycling and walking map) around the region
- A number of cycle schemes are also being progressed around the region using ATF funding

Moving to a green, healthy, dynamic and thriving North East.



Transforming Cities Fund

- A range of schemes have been funded using TCF resources
- Nexus has been awarded £94.7m for Metro Flow
- £103.8m allocated for further cycling / walking / public transport schemes around the NE



Zero emission vehicles

A new Zero Emission Vehicle policy has been published whilst we have continued to install new infrastructure through a range of funding programmes:

- Go UltraLow NE
- Office for Zero Emission Vehicles taxi
- chargers
- Local Growth Fund EV infrastructure funding



Tyne Pass

- Tyne Pass Scheme to introduce barrierless open-road tolling for Tunnel users came into full operation on 8th November 2021
- After some initial system issues, the payment processes and ANPR cameras are working well
- 95% of users are paying the toll successfully online or via phone or Paypoint
- Benefits:
 - Journeys are faster
 - Carbon emissions have been significantly reduced

North East Transport Plan – forward look 2022/23



Devolution and City Region Sustainable Transport Settlement (CRSTS)

- £5.7bn funding available to 8 City Regions for a five-year period to 2027
- North East is included subject to having a Mayoral
 Combined Authority in place
- This would become our main future source for capital transport investment
- Discussions are underway to develop proposals based on the 'pipeline' of schemes in the Transport Plan, however
- This is contingent upon a successful outcome of devolution negotiations



Enhanced Bus Partnership scheme

Through the Enhanced Bus Partnership scheme, we plan to begin delivery of a range of improvements to the bus network during 2022-23 using BSIP funding. These are likely to include:

- Enhancements to the regional bus network and more bus priority schemes
- A package of fares offers including an Under-19 single capped ticket and new multi-modal regionwide tickets
- Regionwide central website and app for transport information, ticket sales and journey planning, accompanied by a regional brand which will become a 'kite mark' of quality
- Additional transport staff and cleaners at major interchanges
- Pilots for Demand Responsive Transport schemes in rural areas

New strategies

The following new strategies /studies will be brought to the JTC for approval in 2022-23:

- North East Rail and Metro strategy (approved June 2022)
- Making the Right Travel Choice strategy
- Zero Emission Vehicle strategy
- North East Active Travel strategy
- North East Road Infrastructure strategy
- North East Freight study



Health and Active Travel

- We will publish an Active Travel Strategy in 2022/23
- A **Public Health secondment** will start in August for 12 months to focus on strategy and policy development this fulfils a long-held aspiration to better 'join-up' transport and public health strategy
- Clearer messaging around public health and the environmental impacts of how we travel will help people to make the right travel choices.

Levelling Up fund

We are submitting a **bid for funding** from the government's Levelling Up Fund

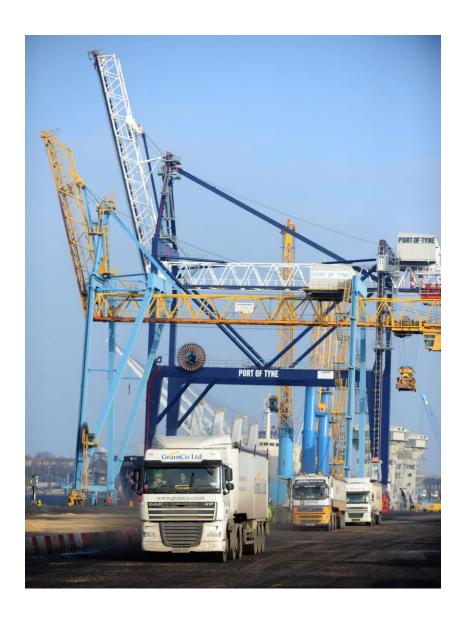
Our bid is to be submitted in early July and comprises a Transport Decarbonisation package:

- Zero Emission Buses
- Electric Vehicle charging at key destinations across the region
- Electric Vehicle charging at Park and Ride stations



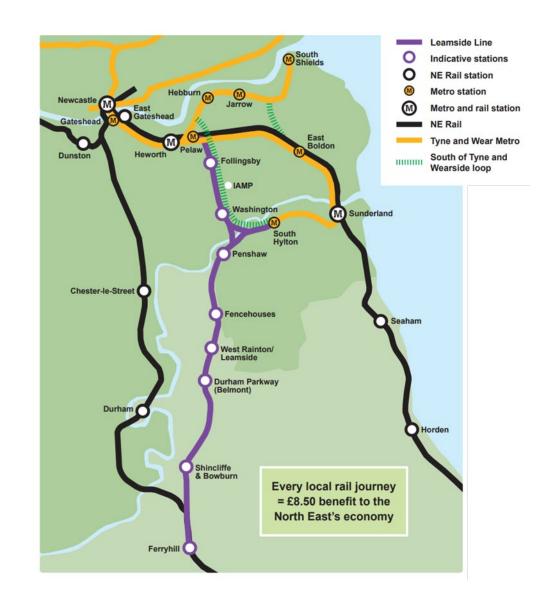
Highway and Freight improvements

- We are working with Transport for the North
 (TfN) to submit our highway aspirations for the
 next Road Improvement Strategy (RIS3) to be
 published by National Highways to commence
 in 2025
- These include key junctions on the A19 at Moor Farm, Seaton Burn and White Mare Pool
- TfN's new Freight Strategy this autumn will set out how more efficient movement of logistics and more use of rail freight will boost the economy, strengthen Northern ports and tackle carbon.
- Carrying out a Freight Study for the region



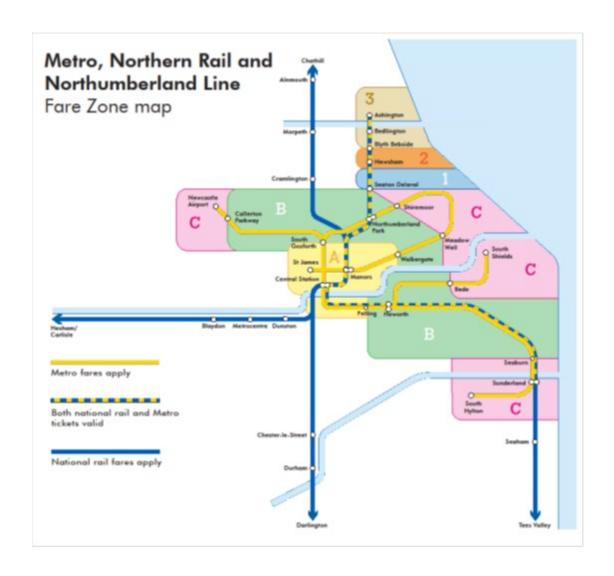
Leamside line

- During 2022/23, we will continue to develop a Business Case for re-opening of the Leamside line
- Re-opening the line could have a range of benefits:
 - Help to tackle capacity issues on the East Coast Main Line
 - Take cars off the roads by improving local rail access
 - Restore train services to Washington, closed under the Beeching cuts



Northumberland line

- In the year ahead, work will continue on the re-opening of the Northumberland line, linking Newcastle with South-East Northumberland
- Six new stations are to be built, including stations at Ashington, Bedlington and Seaton Delaval, and 18 miles of track upgraded
- The new passenger service should be running in 2024

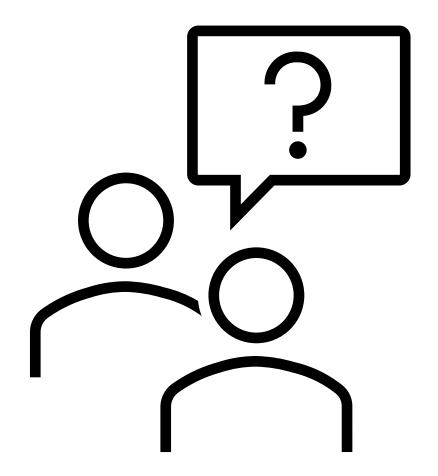


Tyne Pedestrian and Cyclist Tunnels

- A historic gem, the Tyne Pedestrian and Cyclist Tunnels first opened to the public back in 1951
- Following completion of work on the new glass inclined lifts, completion of the refurbishment and full re-opening is expected later in 2022



Thank you for your time. Any questions?





Agenda Item 5
NORTH
OF TYNE
COMBINED
AUTHORITY

North East Joint Transport Committee Overview and Scrutiny Committee

Date: 28 July 2022

Subject: Bus Enhanced Partnership Update

Report of: Managing Director, Transport North East

Executive Summary

The purpose of this report is to provide an update on the progress made since the publication of the National Bus Strategy and the work on the regions Bus Service Improvement Plan and Enhanced Partnership. To provide an update on bus service performance within the region.

Recommendations

The Overview and Scrutiny Committee is recommended to note the content of the report.

Guiding Principles for Scrutiny Members

The below are the key guiding principles to support the Overview and Scrutiny Committee Members in reading the report in advance of the meeting to;

- consider any added value that Scrutiny can bring
- 1. The impact the matter has on individuals in the community and across the JTC area.
- 2. Focus on the efficiency and effectiveness of the proposals, next steps and any potential changes.
- 3. Consideration of any risks that may occur.
- 4. Scrutiny focusing on any performance management or quality assurance.

1. Background Information

- In March 2021 the government published the National Bus Strategy (NBS) which set out the governments vision to improve bus services (outside London) through partnership working between local transport authorities and local bus operators. The NBS required that each local transport authority implement an Enhanced Partnership (EP) under the Bus Services Act 2017. It also stated that each local transport authority must produce a Bus Service Improvement plan (BSIP) which would be reviewed by the Department for Transport (DfT) to determine the level of funding each area would receive for its bus network improvements.
- 1.2 Transport North East worked in partnership with the local highways authorities, Nexus and bus operators to produce and publish the regions BSIP in October 2021, this can be found on the Transport North East website. The BSIP set out an ambitious £804m package of interventions that would deliver a bus network where:
 - Buses are more frequent, more reliable, easier to understand and use
 - Better coordinated and cheaper
 - Providing a fully integrated service with simple, multi-modal tickets
 - More bus priority measures
 - High-quality information for all passengers in more places
 - Better turn-up-and-go frequencies that keep running into the evenings and at weekends
- In April 2022 the DfT announced that the region had been awarded an indicative BSIP funding allocation of £163.5m, the largest single award in the country.

 Transport North East and partners have been working to the new deadlines set out by the DfT to unlock this funding and formally make the EP Plan and Scheme.

2. Bus Service Update

- 2.1 Bus services have been heavily affected by the Covid-19 pandemic with severe reduction in patronage due to lockdowns and work from home orders. While central government has provided grant funding to both bus operators and local transport authorities throughout covid to ensure that bus services have continued to run this funding will end in October 2022.
- 2.2 Patronage levels regionally and nationally sit at around 80% of pre-pandemic levels, these levels are seen as the new baseline for the network. This reduction in patronage along with the current rises in running costs such as fuel and energy prices, bus operators have been reviewing the commercial bus network to determine what is viable with the current passenger levels. Northumberland County Council, Durham County Council and Nexus have worked with the bus operators to review and mitigate, where possible, these reductions in services.
- 2.3 Staff shortages have also been an issue throughout the pandemic, while driver shortages have reduced over the last few months some operators are still reporting high turnover in staff so while the recruitment pipeline is strong work is needed to retain staff.

- 2.4 The BSIP sets out a number of Key Performance Indicators (KPIs) which aim to address this reduction in passenger numbers following the pandemic, they also aim to grow patronage above 2019 levels. The hope is that the investment we make through the BSIP funding, to improve services and the infrastructure that supports them will rebuild patronage and allow more services to return to a commercially viable level. The full list of the BSIP KPIs can be found in Appendix A.
- 2.5 The formation of the EP Plan and Scheme allows Transport North East and local authority partners to work more closely with operators and gain access to information and data that will allow us to effectively monitor the impact of the interventions and ensure we are achieving our KPI targets.

3. Reasons for the Proposals

3.1 Not Applicable

4. Alternative Options Available

4.1 Not Applicable

5. Next Steps and Timetable for Implementation

- 5.1 Transport North East will continue to work with local authorities, local bus operators and DfT to enable access to the £163.5m indicative funding and start work on mobilising the workstreams in preparation for funding being received.
- In time, local authorities and Transport North East will continue to engage with bus operators around changes to the network to limit the impact to passengers.

6. Potential Impact on Objectives

6.1 The Enhanced Partnership (EP) has been developed in line with the regions BSIP and how it can play a significant part towards achieving the vision and objectives set out in the Transport Plan.

The EP aims to get more people using public transport which has a positive impact on the Combined Authorities' objective to improve air quality and reduce carbon emissions. This is also in line with the Transport Plan objectives and the Combined Authorities' objectives to response to the Climate Change Emergency which has been declared by all constituent authorities.

7. Financial and Other Resources Implications

7.1 There are no financial implications arising directly from this report, which is for information.

All costs for the Transport North East resource in the development of the BSIP and EP have been covered by the capability funding provided by DfT. Ongoing resource costs will be covered in by the BSIP funding allocation.

8. Legal Implications

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

The EP Plan and Scheme are legal documents that form a partnership between local authorities and bus operators. They commit the local authorities to provided stated facilities and measures and for the bus operators to meet required service standards. These documents have, and will continue, to be reviewed by each local authorities legal teams.

9. Key Risks

9.1 There are no key risks associated with this report.

10. Equality and Diversity

10.1 There are no implications for equalities and diversity arising directly from this report.

11. Crime and Disorder

11.1 There are no implications for crime and disorder arising directly from this report.

12. Consultation/Engagement

12.1 Consultation on the content of the EP Plan and Scheme has been ongoing with local authority officers, bus operators and bus user groups. This follows the Big Bus Conversation which was run in September 2021 to get the public views on what the priorities for improving the bus network.

13. Other Impact of the Proposals

13.1 Not applicable

13. Appendices

13.1 Appendix A - North East BSIP Key Performance Indicators

14. Background Papers

14.1 Bus Service Improvement Plan BSIP (transportnortheast.gov.uk)

Your Vision for Buses North East Vision for Buses (transportnortheast.gov.uk)

North East Transport Plan North East Transport Plan (transportnortheast.gov.uk)

15. Contact Officers

15.1 Philip Meikle, Transport Strategy Director, Philip.meikle@transportnortheast.gov.uk

16. Sign off

- The proper Officer for Transport: ✓
- Head of Paid Service:

Monitoring Officer: ✓

• Chief Finance Officer: ✓

17. Glossary

BSIP - Bus Service Improvement Plan

EP - Enhanced Partnership

DfT – Department for Transport

NBS - National Bus Strategy

KPI - Key Performance Indicator

Appendix A: North East BSIP – Key Performance Indicators (KPIs)

KPI 1: Bus ridership to achieve 162.4m trips during the year 2022/23, returning us to a baseline level of 2018/19.

KPI 2: Modal share of buses to grow by 1 percentage point in 2023/24 from the baseline of 6.4%, and a further 1 percentage point in 2024/25.

KPI 3: Modal share of bus use for journeys to work and education to grow by 1 percentage point in 2023/24, and a further 1 percentage point in 2024/25.

KPI 4: Bus patronage to grow by 10% in 2023/24, and then by a further 10% in 2024/25.

KPI 5: Bus patronage from people under the age of 25 to grow by 10% in 2023/24, and then by a further 10% in 2024/25.

KPI 6: Bus boarding at rural bus stops to grow by 10% in 2023/24, and then by a further 10% in 2024/25.

KPI 7: Overall bus passenger satisfaction to grow from a baseline of 91% to 92% in 2023/24 and to 93% in 2024/25.

KPI 8: Average speed of buses to grow, relative to the average speed of general traffic, in each year of the BSIP.

KPI 9: Bus reliability to be 99.5% throughout the period of the BSIP.

KPI 10: Bus punctuality at point of origin to be 95% in 2022/23, 96% in 2023/24 and 97% in 2024/25.

KPI 11: Bus punctuality at all timing points to be 90% in 2022/23, 95% in 2023/24 and 95% in 2024/25.

KPI 12: Bus fleet emission standard to Euro 6 or better to be 63.2% in 2022/23, 80.8% in 2023/24 and 91.1% in 2024/25 and to be 100% at the start of 2025/26.



Agenda Item 6
NORTH
OF TYNE
COMBINED
AUTHORITY

North East Joint Transport Committee, Overview and Scrutiny Committee

Date: 28 July 2022

Subject: Tyne Pass Scheme

Report of: Managing Director, Transport North East

Executive Summary

This report provides an update on the Tyne Pass Scheme at the Tyne Tunnels and its operation during the first months of the scheme.

The report provides information on the payment systems, improved journey times, reduction in carbon emissions and the non-compliance rate.

A number of petitions and campaign groups have proposed changes to the Tyne Pass scheme.

A proposed appraisal of the Tyne Pass scheme is detailed in the report and will be undertaken over the summer months.

Recommendations

The North East Joint Transport Overview and Scrutiny Committee is recommended to:

- i. Note the contents of the update; and
- ii. Note that an appraisal of the Tyne Pass Scheme will take place over the summer months with a report to be prepared for next Joint Transport Committee Tyne & Wear Sub Committee meeting.

Guiding Principles for Scrutiny Members

The below are the key guiding principles to support the Overview and Scrutiny Committee Members in reading the report in advance of the meeting to:

- Consider any added value that Scrutiny can bring; and
- Promote effective discussion and consider the information in the report.
- 1. The impact the matter has on individuals in the community and across the JTC area.

- 2. Focus on the efficiency and effectiveness of the proposals, next steps and any potential changes.
- 3. Consideration of any risks that may occur.
- 4. Scrutiny focusing on any performance management or quality assurance.

1. Background Information

- 1.1 The Tyne Tunnels are jointly owned by the five Tyne and Wear Councils through their membership of the North East Combined Authority (NECA) and the North of Tyne Combined Authority (NTCA). Through the region's joint transport arrangements the interests of the local authorities are represented by the Joint Transport Committee's Tyne and Wear Sub Committee (TWSC) and administered by officers of Transport North East.
- 1.2 The Tyne Tunnels comprise of two vehicle tunnels (one northbound and one southbound) and the pedestrian and cyclist tunnels all passing under the River Tyne and linking North Tyneside with South Tyneside. The first vehicle tunnel was opened in 1967, and the second was opened in 2011 having been financed and built using a PFI style contract. The Tyne Tunnels receive no central government funding nor any local subsidy, with all operational costs and debt financing costs being met from the tolls charged to users of the vehicle tunnels.
- 1.3 TT2 Ltd as Concessionaire is responsible for the day-to-day management and operation of the Tunnels, in accordance with the Project Agreement which is in place from 2007 to 2037. This is monitored by the Tyne Tunnels Manager on behalf of Transport North East with political oversight provided by the TWSC.

2. Tyne Pass Scheme update

- 2.1 The Tyne Pass Scheme for barrierless open road tolling was approved by TWSC in 2020 and was launched on 8th November 2021. The barrierless scheme has modernised the payment system at the Tyne Tunnels and provides other benefits for the area, including significantly reduced carbon emissions.
- 2.2 The scheme was planned with the following aims:
 - Modernisation of the toll payment system;
 - Reduced journey times;
 - Reduced carbon emissions;
 - Creation of new local jobs.
- 2.3 These aims have been realised in the first few months of the new system. 80 new local jobs have been created with roles for IT staff and customer service staff working in an expanded customer contact centre onsite at TT2 offices in Howdon. The payment system is now modernised and the main method of toll payment is online, with 96% of payments being made using digital channels. A 24x7 telephone payment option is available and in person cash payments can be made via a Paypoint retailer for those who wish to continue to pay by cash, but to date only 1.4% of payments are made via this method. The outdated payment barriers have now been removed and traffic can flow through without stopping.
- 2.4 Journey times have improved for drivers with average journey times in both directions reduced as shown below, as there is no longer a requirement to stop and queue at payment barriers. At peaks, journey times have been shown to be up to 8

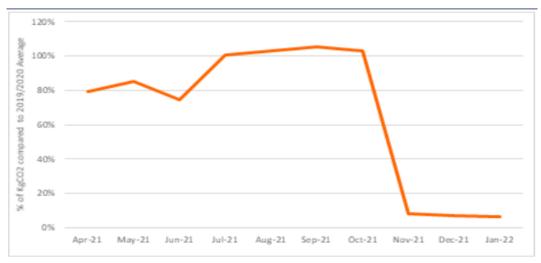
minutes faster.

Journey Times



2.5 The Tyne Pass scheme has been successful in reducing carbon emissions significantly in the local area. The effects of cars and lorries accelerating and declerating at the toll plaza was the main cause of increased traffic emissions in the area at the mouth of the tunnels. This has been significantly affected by the removal of the toll barriers, in spite of the increase in traffic levels as we emerge from the impact of the Pandemic.

Carbon emissions under Tyne Pass Scheme



Payment of the Toll

2.6 Under the new Tyne Pass system, tolls must be paid by midnight the day after a journey through the Tyne Tunnels.

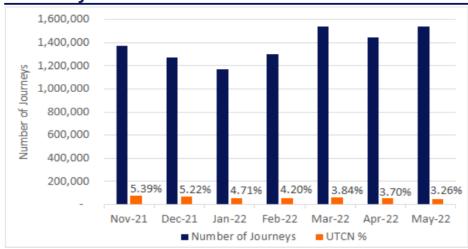
Tyne Tunnel Toll Pay online by midnight tomorrow

This timeframe was assessed as the most suitable for barrierless toll payment as it was already in place in Mersey and Dartford (as well as Dublin M50) who operate the same barrierless system. Most users have adapted well to the payment system and during the first two months of operation more than 95% of users used the system correctly making the required toll payment on time.

- 2.7 Under the Tyne Pass system, ANPR cameras in the tunnels take several images of a vehicle's registration number as it passes through. Once payment of the toll is made by a driver, the systems will link up a toll payment with a vehicle registration and will record that the journey taken is paid for. If a journey remains unpaid after the payment deadline, the system will consider the journey as an unpaid contravention and a process will begin to produce a Unpaid Toll Charge Notice (UTCN) to be sent to the registered keeper of the vehicle.
- 2.8 Each UTCN sent out to a registerer keeper for an unpaid toll charge is recorded as 'non-compliant' journey, as they have not paid the toll due for their journey on time. 'Non-compliance' is measured each month to establish whether tunnel users are sucessfully making a toll payment via the TT2 systems and whether more or less people are receiving a Unpaid Toll Charge Notice (UTCN). TT2 is incentivised by means of a contractual commitment to improve compliance to minimise the number of users receiving a UTCN.
- The statistics show that during May 2022 there were over **1.5 million journeys** through the Tyne Tunnels. This is a high level of traffic. In recent months traffic has seen a strong recovery to pre-pandemic levels and has risen above target levels. In April 2022 there were **1,445,047** vehicles passing through the tunnels and in May **1,540,348** vehicles. In May traffic numbers are the highest they have been since 2015 and seem surprisingly unaffected by the fuel price crisis.
- 2.10 During the same month **96.7% of users** were "compliant", i.e. used the payment systems successfully to pay the toll required on time. The chart below shows that journeys have been increasing (blue columns) while the percentage of tunnel users receiving a UTCN has decreased month on month (orange columns).

2.11

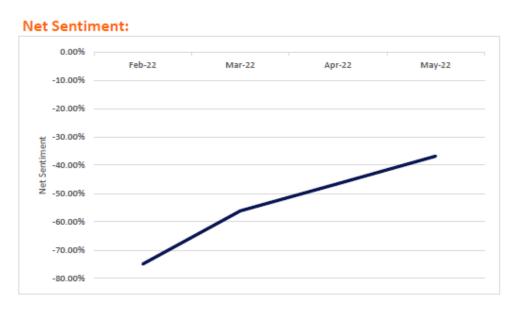
Journeys vs UTCNs



- 2.12 The data shows a positive trend, as the non-compliance rate has reduced month on month and the percentage of drivers receiving a UTCN in May 2022 is down to less than 3.3% which compares well with previous months. It was anticipated that the rate of non-compliance would reduce as the system bedded in and users got used to the new ways of paying the toll, and this is proving to be the case.
- 2.13 Similar systems at Dartford and Mersey started at higher levels of non-compliance than the Tyne Pass, but all systems have reported a gradual reduction in non-compliance levels in the first months of the new system. Dartford and Dublin have stabilised at around 5-6%, while Mersey Gateway has reduced to 2.6% after four years of operation. TT2 is targetting to be at or better than the Mersey performance.
- 2.14 Based on previous years' customer data, it is likely that the non-compliance rate may trend slightly upward during the summer months (June, July and August) as there is a different customer profile during those months and more one-off journeys (made by drivers who may be less familiar with the system) rather than regular commuters. It is expected to resume the downward trend in September when the customer profile changes back to more regular users.
- 2.15 To prepare for the changing customer profile and one-off journeys expected over the summer period, TT2 has worked on a Summer Holiday Campaign which includes the following:
 - Targeted social media adverts to promote Pre-Paid, pre-pay and how to pay with informative graphics and visual North East locations;
 - Smooth Radio Morning Partnership beginning on 20 June for 4 weeks;
 - Metro Radio Travel Partnership 27 July for 5 weeks;
 - Working with North East Family Fun (regional family blogger) on a how to use the tunnels video;
 - Contacting the 'Visit' tourism sites to include payment/how to use info on their websites and social media pages.

Customer feedback

- 2.16 Whilst only a small percentage of users receive a UTCN, individuals can be active on social media and many are dissatisfied that they have received enforcement charges to pay. There have been two online petitions, a campaign website and a social media campaign group set up by tunnel users who are dissatisfied with the enforcement element of the Tyne Pass Scheme.
- 2.17 Although we would always recommend that users go to the TT2 website for the most accurate information about using the Tyne Tunnels and paying the toll, we accept that independent user groups can play a useful role. One campaign website for example has been providing some advice to tunnel users that we consider to be reasonable and accurate, and the same group has provided some helpful feedback direct to Transport North East in terms of specific common issues experienced by customers using the payment systems. This has been passed on to TT2 who have used it to inform decisions over improvements to systems and processes.
- We have on the other hand been concerned that at least one group on social media has been giving advice that we consider misleading, by recommending that tunnel users should not pay charges on the basis that they 'will never be taken to court'. This is incorrect, as there is a court process as part of the last stage of enforcement. This has been raised with the group involved.
- 2.19 Customer sentiment has, as with Dartford and Mersey when they went live, steadily improved as motorists become used to the new ways of payment, systems have bedded in and locals become aware of the new road layout.



Net sentiment is calculated by a sophisticated tool designed to obtain consumer intelligence. It is determined from data obtained across all online mentions of the Tyne Tunnels including various forms of social media, blogs, and websites.

2.20 Whilst two online petitions in particular have gathered a large number of electronic signatures, it has been unclear to whom the petitions are addressed and they have

never been formally presented to the Joint Transport Committee, the TWSC or Transport North East. Nevertheless, we have reviewed the petitions to see whether any of the issues being raised can reasonably be addressed.

- 2.21 Some of the proposals can be responded to positively including requests for:
 - a marketing campaign for pre-paid customers
 - clearer website information on the appeal and enforcement processes
- TT2 Ltd has engaged and will continue to engage in the extensive marketing of prepaid accounts. At the start of the Tyne Pass scheme there was a contractual obligation on TT2 to carry out an extensive PR and marketing campaign pre-launch. This was delivered and marketing is ongoing. The campaign so far has been highly effective and has brought about the highest level of pre-paid account take-up in the UK. 78% of users now pay for their journey via a pre-paid account which shows the success of the campaign. Pre-paid customers have lower levels of non-compliance than occasional customers who have more of a tendency to forget to pay.
- 2.23 The TT2 website has recently been updated to provide clearer information about the appeals process: see https://www.tt2.co.uk/help/customer-faqs/appeals-process-info/
- An additional recent proposal, which has been discussed with representatives from the campaign website, is for an Enforcement Policy document to be published to assist members of the public in understanding what processes are in place for recovery of unpaid tolls. It is hoped that representatives from the campaign website will agree to work with Transport North East in a collaborative way over the next few months on this Enforcement Policy document which should benefit all tunnel users.
- Some other petition proposals are not practical and cannot be taken forward without significant funding from local or central government. For example, a request to cancel all UTCNs prior to January 2022 or reduce the UTCN rate. The current UTCN charge of £30 is based on the actual recovery costs to ensure that the costs of enforcement are met by drivers who have not paid the toll. The initial sum was agreed with the Department for Transport in 2020 and is in line with other similar schemes (local parking £35, Dartford tunnel £35, Mersey Gateway £25). If this cost is not covered by those who do not pay the toll, then the costs will need to recovered either by increasing the toll for all tunnel users, or by asking national or local government to provide a subsidy which ultimately would be funded by taxpayers. We do not therefore consider that arbitrarily reducing or abolishing the UTCN charge is in the interests of most tunnel users or of taxpayers.
- 2.26 The tunnels are currently self-funding using toll income and require no funding from local council tax or other government funding. However, the toll needs to be collected from every driver to keep the tunnels funded into the future, as there is still a significant amount of debt to be repaid which was incurred in the building of the second road tunnel.
- 2.27 At the TWSC meeting in January 2022, members requested that a scheme was put in place to offer a form of support for tunnel users who had received a charge but were in financial hardship and were struggling to pay. This was actioned and a scheme was put in place from April 2022 involving a process with links via Payplan

and Citizens Advice Bureau to help vulnerable people in financial hardship to access assistance, advice, and in some cases remission of the enforcement costs incurred via an Unpaid Toll Charge Notice (UTCN).

Proposal

- 2.28 Given that the Tyne Pass scheme has been fully operational for six months, it is proposed that an appraisal is carried out to assess the effectiveness of the scheme so far, and to consider areas where further improvements for can be made, focussing on:
 - how the Tyne Pass scheme functions;
 - what the original aims were and what they are currently;
 - how effective the scheme is in achieving those aims; and
 - whether any further improvements can be made to increase its effectiveness.
- 2.29 Taking into account the feedback from all sources it is considered that the following areas are worthy of inclusion in the review:
 - Roadworks and traffic management
 - · Payment system and customer service
 - · Payment window 'Pay by Midnight tomorrow'
 - · Level of enforcement charges
 - · Pre-paid customers
 - One-off customers
 - Hardship support
 - Misread registration plates
 - Appeals
 - Blue badges
 - Signage
 - 3rd Party Enforcement
- 2.30 The appraisal of the Tyne Pass scheme will take place over the summer months with a report to be prepared for the TWSC meeting in September 2022.

3. Reasons for the Proposals

The review of the Tyne Pass scheme is proposed as a timely appraisal of the scheme following its first few months of operation. It will include a response to feedback received over the first few months from customers and stakeholders.

4 Alternative Options Available

Alternative options would be:

a) not to carry out any appraisal or

b) to delay an appraisal until a later date.

5. Next Steps and Timetable for Implementation

5.1 The appraisal of the Tyne Pass Scheme can take place over the summer months with a report to be prepared for the Tyne & Wear Subcommittee meeting in September 2022.

Any improvements to be implemented as a result of the appraisal will be set out in the report with a timetable for implementation.

6. Potential Impact on Objectives

The Tyne Pass scheme continues to operate and any proposed improvements to its effectiveness will be beneficial to customers. The scheme provides significant environmental benefits which contribute to the Combined Authorities' objective to improve air quality and reduce carbon emissions. This is also in line with the Transport Plan objectives and the Combined Authorities' objectives to respond to the Climate Change Emergency which has been declared by all constituent authorities.

The Tyne Pass scheme creates new jobs for local people which contributes to the Combined Authorities' objectives to improve employment opportunities in the region and reduce levels of unemployment.

7. Financial and Other Resources Implications

7.1 There are no financial implications arising directly from this report, which is for information. The appraisal will be carried out in the main by Transport North East officers. Any external support which may be required will be funded from the tunnels revenue budget for 2022/2023.

8. Legal Implications

There are no legal implications arising directly from this report.

9. Key Risks

There are no key risks associated with this report.

10. Equality and Diversity

There are no implications for equalities and diversity arising directly from this report.

11. Crime and Disorder

There are no implications for Crime and Disorder arising directly from this report.

12. Consultation/Engagement

The Head of Paid Service, Monitoring Officer and Chief Finance Officer have been consulted. Regular updates are provided to the Transport North East (Tyne and Wear) Sub-Committee. TT2 website and the Pedestrian and Cycle Tunnel website both provide updates to the public on all matters related to the Tunnels.

13. Other Impact of the Proposals

Not applicable.

14 Appendices

None.

15. Background Papers

River Tyne (Tunnels) Order 2005

River Tyne (Tunnels) (Modification) Order 2011

Tyne Tunnel Update reports to the scheduled meetings of the Tyne and Wear Sub-committee:

Report dated 9 July 2021 - Tyne Tunnels Update

Report dated 9 September 2021 - Tyne Tunnels Update

Report dated 4 November 2021 – Tyne Tunnels Update

Report dated 13 January 2022 - Tyne Tunnels Update

Report dated 7 April 2022 - Tyne Tunnels Update

16. Contact Officers

16.1 Fiona Bootle, Tyne Tunnels Manager, Fiona.bootle@transportnortheast.gov.uk.

17. Sign off

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

18. Glossary

18.1 TPCT – Tyne Pedestrian and Cyclist Tunnel

PA – Project Agreement (Concession agreement with TT2 Ltd)

JTC - Joint Transport Committee

UTCN - Unpaid Toll Charge Notice

DfT – Department for Transport







North East Joint Transport Committee, Overview and Scrutiny Committee

Date: 28 July 2022

Subject: Joint Transport Committee Forward Plan and Scrutiny Work

Programme

Report of: Policy and Scrutiny Officer

Executive Summary

The purpose of this report is to provide an update on the suggested work programme for 2022/23 for the Joint Transport Overview and Scrutiny Committee.

Recommendations

The Overview and Scrutiny Committee is recommended to:

i. Review and comment on the suggested work programme.

1. Background Information

- The Joint Transport Committee (JTC) Forward Plan is a document which the Joint Transport Committee is required to maintain under the Combined Authorities (Overview and Scrutiny, Access to Information and Audit Committees) Order 2017. The Forward Plan for the Joint Transport Committee, and its Subcommittees is published on both the North East Combined Authority's website and on the North of Tyne Combined Authority's website. It lists the decisions that the Joint Transport Committee and its Officers intend to take in the coming months and must include all decisions to be made in the next 28 days. The JTC Forward Plan template contains specific information relating to each decision, including the date the decision will be made, a brief explanation of the topic, the consultation to be undertaken, and contact details of the author. The JTC Forward Plan template has recently been updated and includes further information including if the decision is a 'Key Decision' and if an item will be discussed in private.
- 1.2 Details of each decision are included on the JTC Forward Plan 28 days before the report is considered and any decision is taken. This supports the transparency of decision making across the Joint Transport Committee and allows members of the public to see the items that will be discussed. There are special procedures for circumstances where publication for the full 28 clear day period is impractical or where there is special urgency. Both of these procedures involve the Chair of the Overview and Scrutiny Committee and would be reported to the committee at the next meeting.

Role of Overview and Scrutiny

- 1.3 The Joint Transport Committee, Overview and Scrutiny Committee has been established in accordance with Schedule 2 (4) of The Newcastle Upon Tyne, North Tyneside and Northumberland Combined Authority (Establishment and Functions) Order 2018.
- The Joint Transport Committee, Overview and Scrutiny Committee can examine any decisions of the Committee be that by the JTC itself or a subcommittee, constituent authority, or officer holding delegated authority. This Scrutiny occurs in public and ensures democratic and public accountability.
- 1.5 One of the main functions of this Committee is the review and scrutiny of 'Key Decisions' made by the Joint Transport Committee and its Officers. The relevant regulations set out a test for what should be considered a Key Decision being those which are most significant in financial or other terms. This is explained in the Decision-Making Protocol of the North East Combined Authority that was adopted by the Joint Transport Committee for its use at its inaugural meeting in November 2018.

Requests for Special Urgency/General Exception

1.6 In accordance with the Decision Making Protocol, it was agreed by Members that the request of any Short Notice Procedure that involved the Chair of the Overview and Scrutiny Committee would be reported at the next Committee. The table below

shows the number of requests made since the last meeting was held:

Type of Short Notice Procedure	Number of Requests since previous Committee
Requests for Special Urgency	0
Request for General Exception	0

Details of requests for Special Urgency and General Exception can be found at this website https://northeastca.gov.uk/decision-making/forward-plan/special-notice-and-urgency-provisions/.

Annual Work Programme – Approach for ongoing overview and scrutiny of Transport Plan

- 1.7 A JTC OSC working group was set up in March 2021 to discuss an approach for ongoing oversight and scrutiny of the Transport Plan when it comes into effect and recognised that that the Transport Plan gives the OSC clarity of the policy framework it is operating within and focus for the future.
- 1.8 At the 25 March 2021 OSC meeting members discussed and agreed that the Transport Plans objectives and policy statements can provide structure to the OSC's Work Programme over the next few years, by enabling it to focus on a particular area in each meeting. The committee also discussed an approach to structuring future meetings which involved receiving and debating an overview on progress being made on the Transport Plan and its objectives, planned future actions, and then providing the opportunity to scrutinise particular areas of the plan in more detail.

1.9

- The scheduling of these areas of would be informed by whichever is the most advanced in the development of its delivery plan. This would provide the OSC the opportunity to have an effective and productive input into the delivery of the Plan. By the end of each meeting, the OSC should understand the Objective and its delivery plan so it is then able to monitor it and assist in providing ideas/proposals to support delivery or overcome obstacles (e.g. by identifying alternative actions for consideration by the JTC).
- 1.10 There is the opportunity to use, where appropriate, external input into the OSC meetings when considering the objectives and specific issues that may be on interest to certain groups.
- 1.11 The most recent version of the work programme (appendix two) has been compiled to allow the Overview and Scrutiny Committee the opportunity to consider items that will be of regional importance to the Joint Transport Committee, the JTC forward plan and items previously raised by Members. A link to the current forward plan can be found here.
- 1.12 It should be noted that the work programme covers items that will be discussed at the meetings. It does not preclude 'deeper dives' providing more focused scrutiny of particular topics by a sub-group of the committee outside of these meeting dates.

These topics can be raised with the Chair and Scrutiny Officer at any time.

2. Annual Work Programme – Update

2.1 The Committee is asked to review and discuss the suggested work programme.

3. Reasons for the Proposals

- To provide an opportunity for Committee members to input on any additional items as part of continued planning for the Work Programme for 2022/23.
- The work programme will be refreshed and updated at each meeting of the Committee throughout the year.

4. Alternative Options Available

4.1 There are no alternative options available.

5. Potential Impact on Objectives

5.1 Development of a work programme and review and scrutiny of decisions in the JTC Forward Plan will contribute towards the development and implementation of the policy framework of NECA, NTCA, Nexus and the North East LEP as well as providing appropriate challenge to decisions taken.

6. Financial and Other Resources Implications

6.1 No financial or other resource implications are identified at this stage.

7. Legal Implications

7.1 There are no specific legal implications arising from these recommendations.

8. Key Risks

8.1 There are no key risks associated with the recommendations made in this report.

9. Equality and Diversity

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

10. Crime and Disorder

10.1 There are no crime and disorder implications arising from this report.

11. Consultation/Engagement

11.1 On-going consultation takes place with Officers and Scrutiny Members across the local authorities that make up the Joint Transport Committee, in regard to the items for the Annual Work Programme as Appendix One.

12. Other Impact of the Proposals

The proposals consider the wider impact and take into account the Principles of Decision Making. They allow Members' consideration of the items on the JTC Forward Plan and allow them the opportunity to have an overview of all performance, decision making and developments across the Joint Transport Committee structure.

13. Appendices

13.1 Appendix One – Annual Work Programme

14. Background Papers

14.1 None.

15. Contact Officers

15.1 Gavin Armstrong, Policy and Scrutiny Officer

Email: gavin.armstrong@northeastca.gov.uk Telephone Number: Tel No: (0191) 4247537

15.2 Mike Barker

email: mikebarker@gateshead.gov.uk

Telephone: (0191) 433 2100

16. Sign off

• The Proper Officer for Transport: ✓

Head of Paid Service: ✓

Monitoring Officer: ✓

Chief Finance Officer: ✓

17. Glossary

17.1 NECA - North East Combined Authority

North East LEP - North East Local Enterprise Partnership

NTCA – North of Tyne Combined Authority

Joint Transport Committee: Overview and Scrutiny Work Programme July 2022

Standing Items for each Committee Meeting:

- Declaration of Interest
- · Minutes of Previous Meeting
- JTC Forward Plan and Work Programme Report

Source of work programme and items of importance:

The Overview and Scrutiny Committee obtains work programme items from the following sources:

- a) Items submitted by Members of the Committee (and including items referred by other members of the Combined Authorities)
- b) Suggestions from Officers
- c) The Budget and Policy Framework; Transport Plan
- d) The JTC Forward Plan
- e) The Proper Officer for Transport
- f) Evidence for any policy review work regarding Transport

Suggested Work Programme 2022-2023

Meeting Date	Subject
October 2022	Engagement Strategy
	 Making the cost of public transport accessible
December 2022	Active travel strategy
	 Collaboration between Public Health
	and Transport North East
	 Bus partnership board activities
March 2023	 ZEV strategy
July 2023	 Road Infrastructure Strategy

It should be noted that the work programme covers items that will be discussed at the meetings. It does not preclude 'deeper dives' providing more focused scrutiny of particular topics by a sub-group of the committee outside of these meeting dates. These topics can be raised with the Chair and Scrutiny Officer at any time.