



# TRANSPORTEAST

## TSC Joined- up Journeys: Call for Evidence

Transport East response

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16 October 2025

## **Transport East**

**Subject:** TSC Joined-up Journeys: Call for Evidence

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## **Purpose**

The Transport Committee is looking at how Government can mould transport services, networks and options around the journeys that people need and want to make in their daily lives. We want to find out what kinds of changes need to be made to bring this about, including in different parts of the country and for transport users with different needs. We will consider how the costs and benefits of integrating transport should be measured and understood, and how this information influences investment and policy decisions.

The Government has announced its intention to produce an “integrated national transport strategy” which will “set the high-level direction for how transport should be designed, built and operated in England over the next 10 years”.

The Secretary of State for Transport has emphasised that this strategy will put the emphasis on people: how they want to move around, how they behave, what their ‘door-to-door’ experience is like, and how to build systems around these factors. It is intended to cover all forms of transport, taking into account micromobility, walking and parking, for example, as well as buses and trains.

The Committee intends to scrutinise the Government’s new strategy, when it is published, with reference to the evidence gathered in this inquiry

## **Questions**

- a) What are the key features that make a transport system feel joined up to the user? How would ‘integrated’ transport look different to current services and networks?
- b) What stops effective integration happening now, and how can these barriers be overcome?
- c) What kinds of interventions and policy decisions are needed to provide joined-up transport, including in areas beyond transport such as planning?

- d) How should transport integration and its benefits be measured and evaluated—including the impact on economic growth, decarbonisation and the Government’s other ‘missions’?
- e) How should the cost of interventions needed to deliver transport integration be assessed and appraised? Will proposed changes to methodology in the Treasury’s ‘Green Book’, including the introduction of ‘place-based business cases’, change this?
- f) Will integration in itself deliver other benefits such as wider transport options in more places, and behaviour changes such as mode shift? What other impacts could it have?
- g) What is needed to ensure that integration is inclusive and meets the diverse needs of transport users? Will integration necessarily lead to better outcomes for accessibility?
- h) Will the meaning of integration vary across different kinds of areas and for different kinds of journeys? (such as rural and suburban areas, and inter-city journeys)
- i) What lessons can be drawn from attempts to integrate transport elsewhere in the UK and around the world? What examples should the Government seek to emulate? What do you think are weaknesses or gaps in current practice in transport appraisal, modelling and evaluation?

## **Transport East Response to TSC's 'Joined-up Journeys: Achieving and Measuring Transport Integration' Call for Evidence**

### **Summary**

Transport East welcomes the opportunity to contribute to the Transport Select Committee's inquiry into joined-up journeys. Transport East is the Sub-national Transport Body for the East, covering Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock Councils. Our response reflects the strategic priorities of the East and aligns with the principles of the Integrated National Transport Strategy (INTS), particularly its focus on People, Place, and Partnership.

The views expressed in this response reflect the outputs of a broad transport technical and advocacy programme, together with feedback from our region through forums and meetings.

### **Key points:**

- Integration must be user-centred, enabling seamless, accessible, and reliable 'door-to-door' journeys across modes and geographies.
- Barriers to integration include fragmented governance, inconsistent data standards, and underinvestment in rural and coastal connectivity.
- Establish clear objectives with associated KPIs across departments and policy teams to ensure an integrated approach to assessment.
- Regional tools and partnerships such as BERTIE, the Carbon Assessment Playbook (CAP), and the Rural Mobility Centre of Excellence, offer scalable models for integration.
- Evaluation must move beyond journey time savings to include wider economic, social, health, and place-based outcomes.
- Opportunities for a national framework for integration, supported by devolved delivery, shared data platforms, and outcome-based appraisal.

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### **Call for Evidence Questions**

- a) What are the key features that make a transport system feel joined up to the user? How would 'integrated' transport look different to current services and networks?**

A joined-up system is one where:

- Information, ticketing, and frequent services that are integrated across modes and operators. Affordable transport that enables people to complete their daily activities.
- Physical infrastructure supports interchange, especially for active travel and mobility-impaired users.

- Planning and delivery are coordinated across transport, housing, energy, health and education.

Transport East's work on agent-based modelling (ABMs), [BERTIE](#), enables a granular understanding of user journeys and needs. Tools such as these reflect the INTS principle of putting people at the heart of transport planning and design.

**b) What stops effective integration happening now, and how can these barriers be overcome?**

Barriers include:

- Transport East undertook a region wide travel and behaviour survey, [Travel Behaviour Survey: The East - Transport East](#), this included questions about barriers to using public transport, walking, cycling and different forms of car use. The top concerns were
  - cycling - safety linked to road traffic and lighting
  - Bus – lack of direct services, infrequent services and travel time
  - Walking – time constraints and fitness
  - Car use – Cost of fuel
  - EV Cars – purchase costs and access to charging infrastructure
  - CAV – personal security and fear of technology
  - Car share – reduced flexibility and personal security
- Transport East's Rural Mobility Centre of Excellence has undertaken work to understand the impact of transport provision in rural areas, this includes a recent study [Young People's Journeys - Transport East](#). The study showed that 30% of students reported that transport influenced their educational choices. Other key themes included the availability of services, cost, reliability of transport, safety and transport accessibility.
- Siloed governance and funding streams, particularly between transport and spatial planning.
- The need for cross-mode coordination of services, for example bus times aligning with rail
- The need to consider an integrated road network. For example, issues on the strategic road network, SRN, may be improved/resolved by measures on the local road network, currently funding and delivery responsibilities would not support a cross-network approach.
- Lack of rural policy focus, which limits integration in non-urban areas.
- Overreliance on journey time savings in appraisal, which undervalues wider economic, social and health benefits.

Solutions:

- Embed place-based business cases in appraisal frameworks.

- Strengthen cross-departmental collaboration (e.g., DfT, DEFRA, DESNZ, MHCLG, DfE).
- Invest in regional data and analytic capabilities, as demonstrated by Transport East's 'Transport Regional Insights Platform (TRIP), BERTIE (ABMs), and pan-STB tools such as the Carbon Assessment Playbook (CAP) and EVCI Framework.

**c) What kinds of interventions and policy decisions are needed to provide joined-up transport, including in areas beyond transport such as planning?**

- National guidelines for integration, with flexibility for regional adaptation.
- Integrated ticketing systems, supported by open data standards.
- Cross-sector partnerships, especially with housing, health, energy and education.
- Devolved funding and decision-making, enabling local regional partnerships to tailor solutions to local needs.
- The ability to assess different places in a way that enables the value of interventions in rural and less densely populated market towns and smaller urban areas to be understood and valued. Not to be compared detrimentally to cities and metropolitan areas where population density more easily supports change. Without this the divide between these types of places will get wider impacting access to jobs, education, leisure and services, personal and national productivity and growth

Transport East's submission to the INTS call for ideas emphasised the need for unified standards, cross-sector collaboration, and empowered local leadership.

**d) How should transport integration and its benefits be measured and evaluated—including the impact on economic growth, decarbonisation and the Government's other 'missions'?**

Evaluation should:

- Include qualitative and outcomes-focused metrics, such as accessibility, health, and social inclusion.
- Use agent-based models to simulate real-world behaviour and impacts and understand impact on people and place.
- Reflect regional diversity of place typologies, especially rural and coastal contexts
- Establish clear objectives with associated KPIs across departments and policy teams to ensure an integrated approach to assessment.

- There are key areas where data and evidence are not available or understood sufficiently to be included in the development of business cases or the performance of a scheme/mitigation once delivered, for example bus alighting data and freight value and routing. To ensure consistent assessment and monitoring, establish mechanisms to obtain and use this type of data.
- Provide ONS data at a geography that relates to the emerging mayoral and combined authorities rather than historic regional geographies such as the East of England.
- Optimise the use of tools such as the DfT Connectivity Tool and the STB Carbon Assessment Playbook.

Opportunities:

- Reforming TAG to better capture transformational change.
- Publishing business cases to improve transparency.
- Building capacity in local authorities to undertake robust appraisal.

**e) How should the cost of interventions needed to deliver transport integration be assessed and appraised? Will proposed changes to methodology in the Treasury's 'Green Book', including the introduction of 'place-based business cases', change this?**

Transport East supports the Treasury's move towards place-based business cases, recognising that traditional appraisal methods, particularly those focused on journey time savings, fail to capture the full value of transport integration. A copy of the Transport East AMES consultation response can be found [here](#).

Key recommendations:

- Adopt multi-dimensional appraisal frameworks that include social, health, and environmental outcomes alongside economic metrics.
- Establish a methodology that enables small towns, market towns and rural areas to be assessed favourably alongside larger and metropolitan places. Recognising the differences in population density, distances needed to travel and different types of economic activity.
- Utilise innovative tools such as BERTIE (ABMs), the Carbon Assessment Playbook (CAP), and the Transport-Related Social Exclusion (TRSE) tool to reflect regional and local needs and behaviours.
- Strengthen rural and coastal appraisal methodologies, addressing current gaps in TAG and ensuring equitable weighting for interventions in underserved areas. An opportunity would be to focus pilot studies and

research in rural and coastal areas to build up an effective data base of evidence.

The Green Book reforms, particularly the emphasis on transformational change and capacity-building, are a positive step. However, their impact will depend on how consistently they are applied across departments and how well local authorities are supported to implement them.

**f) Will integration in itself deliver other benefits such as wider transport options in more places, and behaviour changes such as mode shift? What other impacts could it have?**

Yes, integration has the potential to unlock a range of benefits beyond improved connectivity:

- Mode shift: Seamless interchange and integrated ticketing encourage users to switch from private cars to public and active modes.
- Wider transport options: Integration enables better service coordination, particularly in rural and peri-urban areas where standalone services may be less viable.
- Social and health outcomes: Improved access to education, employment, and healthcare supports inclusive growth and wellbeing.
- Environmental benefits: Integrated planning supports decarbonisation through modal shift and efficient land use.

However, other key factors that would need to be considered and addressed are:

- Affordability - not only the cost of travelling, either on a single mode of considering multi-modal end to end journeys, but also the ability to pay. Considering disposable income to account for the different costs of living by place.
- Safety - across all modes safety was raised as a concern in the Transport East Travel & Behaviour survey [here](#).
- Accessibility - for all abilities and ages to be able to access transport, noting the increasing aging population in the Transport East region.
- Frequency – has been proven to be a key enabler for increasing patronage of public transport and in itself improves integration. For example, for rail, providing an hourly service on the East Suffolk line, Norwich to Sheringham, Norwich to Cambridge and Ipswich to Cambridge; where passenger numbers increased between 100% and 260% following the provision of a core hourly frequency.



- Funding is a key factor to driving improvements. Significant improvements have also been delivered by the Norfolk County Council BSIP, [progress report](#), where:
  - 10% growth in passenger journeys between 2023/24 and 2024/25
  - Between April 2024 and March 2025 passenger journey were up to 15% higher than pre-pandemic levels
  - Improved passenger satisfaction, an improvement of 10% in 12 months

Transport East’s modelling and evaluation tools, such as BERTIE, demonstrate that integration can lead to behavioural change, particularly when supported by targeted interventions and community engagement.

**g) What is needed to ensure that integration is inclusive and meets the diverse needs of transport users? Will integration necessarily lead to better outcomes for accessibility?**

Integration must be designed with inclusivity at its core, not assumed to deliver accessibility by default.

Opportunities:

- Embedding the social model of disability into policy, communication and culture to move away from thinking about “accommodations” to designing systems that work for everyone from the start.
- Embedding Transport-Related Social Exclusion (TRSE) metrics in planning and appraisal to identify and address barriers faced by marginalised groups.
- Co-designing services with users, especially those with mobility, sensory, or cognitive impairments.
- Ensuring digital inclusion, so that integrated information and ticketing systems are accessible to all.
- Understanding the diverse needs of transport by age/gender/ability for different purposes across different places.

While integration can improve accessibility, it must be actively managed to avoid unintended consequences, such as service rationalisation that reduces coverage in low-demand areas.

**h) Will the meaning of integration vary across different kinds of areas and for different kinds of journeys? (such as rural and suburban areas, and inter-city journeys)**

Yes, integration must be context-sensitive:

- Rural areas: Have larger networks with less population density, supporting new and flexible service models will enable all ages and abilities to access services. There is also significant potential to integrate service demands with health and education access. There are also very different types of rural and coastal areas that will have different needs and solutions.
- Suburban areas: Prioritise active travel links, bus-rail interchange, and last-mile connectivity. Emphasise timetable coordination, ticketing interoperability.
- Inter-urban journeys: Emphasise timetable coordination, ticketing interoperability, and strategic investment in corridors.

Transport East's Rural Mobility Centre of Excellence and regional connectivity studies highlight the need for tailored integration strategies that reflect geography, demographics, and travel patterns.

**i) What lessons can be drawn from attempts to integrate transport elsewhere in the UK and around the world? What examples should the Government seek to emulate? What do you think are weaknesses or gaps in current practice in transport appraisal, modelling and evaluation?**

Lessons from the UK and abroad show that successful integration requires:

- Strong governance and coordination, as seen in Germany's Verkehrsverbund model, [here](#).
- Universal ticketing systems, like Switzerland's national public transport network.
- Investment in data and modelling, enabling evidence-based planning and evaluation.

Transport East identifies the following gaps in current UK practice, more information can be found in our AMES consultation response [here](#):

- Overreliance on journey time savings in appraisal, which undervalues social and environmental benefits.
- Limited rural/coastal appraisal capability, due to lack of dedicated policy and data.

- Insufficient support for innovative approaches, tools and solutions such as agent-based modelling and qualitative evaluation, despite their potential to capture real-world impacts.

The Government should emulate models that combine national frameworks with regional delivery, supported by robust data, inclusive design, and long-term funding certainty.

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### **Regional Examples and Case Studies**

1. Behavioural Modelling for Integration (BERTIE): Used to simulate multi-modal journeys and assess the impact of interventions on user behaviour. Demonstrates how ABMs can support joined-up planning.
2. Rural Mobility Centre of Excellence: Develops methodologies to address gaps in rural appraisal and supports equitable delivery of transport outcomes.
3. Rural Mobility Centre of Excellence: Young People's Journeys.
4. EV Infrastructure Planning: Transport East's EV:Ready tool and insights reports support integrated planning across local authorities, enabling consistent and accessible charging networks.
5. Transport East Travel & Behaviour survey