National Centre for Social Research

Implementation and Process Evaluation: Wave 2 Report

National Evaluation of Future Transport Zones Programme

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Date: 18/09/2023
Prepared for: The Department for Transport

At **NatCen Social Research** we believe that social research has the power to make life better. By really understanding the complexity of people's lives and what they think about the issues that affect them, we give the public a powerful and influential role in shaping decisions and services that can make a difference to everyone. And as an independent, not for profit organisation we're able to put all our time and energy into delivering social research that works for society.

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Glossary

Agile project management

Agile project management approaches are iterative, meaning that a project can be regularly adjusted in response to emerging needs. Unlike traditional project management approaches, which typically work well when delivering a project with a pre-defined end, agile project management approaches allow for greater flexibility and innovation.

Bus Service Improvement Plan (BSIP)

Under the National Bus Strategy (a strategy aimed at improving bus services in England outside London), in order to access new funding for their bus services, Local Transport Authorities are required to publish a local Bus Service Improvement Plan, detailing how they propose to use their powers to improve bus services.

Capitalisation

Capitalisation is how central government permits local authorities to treat revenue costs as capital costs. It is a relaxation of the accounting convention which ensures that revenue costs should be met from revenue resources only and that council should not "borrow" to fund revenue expenditure.

Capital funding

Capital funding can be used by public bodies to purchase fixed assets, including land, buildings and equipment. These assets need to be of use or benefit for more than one financial year.

Combined authority

A legal structure established between two or more local authorities in England, for the purpose of holding greater shared decision-making power.

City Region Sustainable Transport Settlements (CRSTS)

The City Region Sustainable Transport Settlements (CRSTS) programme is a £5.7 billion investment in local transport networks. It provides consolidated, long-term capital funding to 8 city regions across England through 5-year settlements from tax year 2022/23 to 2026/27. The programme aims to deliver transformational change through investments in public and sustainable transport infrastructure. The 8 city regions include The West of England and West

	Midlands. These two Zones are using parts of CRSTS funding to facilitate aspects of work initiated under the FTZ programme.
'Local authority'	The term 'local authority' may be used interchangeably to describe all types of local government (combined authority, unitary authority, county council, district council).
LATCo	Local Authority Trading Companies are bodies that are contracted by a parent council(s) to provide services for them. They are fully owned and controlled by the parent council(s). However, they are also free to operate as commercial companies, meaning they can provide services to a wider market than solely a council department.
Matched funding	Funding allocated to a project with an expectation that the organisation receiving the funding also secures a defined proportion of funding from other sources.
Micromobility	The use of small, low-speed vehicles as a means of personal transport.
Revenue funding	Unlike capital funding, revenue funding can be used by public bodies where there is no lasting asset. It can be used to cover ongoing operating expenses, such as daily activities, services or to maintain existing assets. For example, employees pay, travel expenses and maintenance of buildings or services are all deemed to be revenue expenditure. Local authorities revenue funding is derived through grants from central government grants (including retained business rates) and council tax.
Unitary authority	A single local government responsible for services that would typically be delivered separately by a county council or district council.
Work package	A group of complementary FTZ schemes that contribute towards similar goals. The Zones that have opted to structure all or part of their programme according to work packages include TfWM and WECA.

Executive summary

In this report, we present findings from the second wave of the Implementation and Process Evaluation (IPE), which forms part of the National Evaluation of the Future Transport Zones (FTZ) programme. FTZ is a Department for Transport (DfT) funded initiative that provides a total funding amount of £92 million (£90 million via capital grant funding and £2 million via revenue grant funding) to four intervention areas (or 'Future Transport Zones'/'zones'): West Midlands Combined Authority (WMCA), West of England Combined Authority (WECA), Solent (representing Portsmouth, Southampton, Isle of Wight and Hampshire), and Derby and Nottingham (see section 1.1 for more details on each zone). The funding was provided for zones initially over a four year period to trial a range of new, integrated transport services and innovations, henceforth referred to as 'schemes'.

Figure 1. The main FTZ schemes being trialled within each zone. Appendix A provides further detail on each of the schemes displayed here.

IPE aims and methodology

The IPE is a longitudinal exploration of overall programme and selected scheme delivery. It comprises three waves of data collection:

Wave 1 (Autumn 2021): we conducted 24 online interviews with programme stakeholders across zones, to build a baseline understanding of how the programme and selected schemes were being implemented. A separate Wave 1 findings report was produced in 2022.

Wave 2 (Spring 2023): we conducted 38 online in-depth interviews with programme stakeholders across zones, to showcase FTZ implementation and capture lessons learnt to date. We also collated and synthesised the local process evaluation findings zones have captured to date.

Wave 3 (2024): our final wave of data collection will mirror the design of Wave 2 but will focus on perceived outcomes and lessons learnt following the full delivery of the programme and the majority (if not all) of selected schemes.

This report draws on our Wave 2 interviews and, where relevant, synthesised local process evaluation findings to summarise progress made and lessons learnt since Wave 1. It focuses both on learning that is applicable at a **programme level** (i.e. learning about *overall* programme implementation across the four zones) and at a **scheme level** (i.e. learning about the implementation of the *underpinning* transport services and innovations that each zone's programme is comprised of).

Each zone used FTZ funding to implement schemes of varying design and scope. As such, it has not been possible to include every scheme in our primary data collection. Instead, we explored implementation of the overall programme and took an in-depth look at three 'spotlight schemes' per zone, to provide rich examples that illustrate the key successes, challenges and lessons learnt across programme delivery. Spotlight schemes were purposively selected to ensure range and diversity in relation to scheme focus and stage of implementation. Where relevant, we have also collated and synthesised local process evaluation findings from the full range of schemes being delivered in each zone.

Key findings

This report summarises scheme progress and synthesises findings on the successes, challenges and learning that has emerged in relation to overall programme and scheme level implementation to date.

As innovative new transport services, schemes were developed through several key stages (described in more detail in section 2.2) before implementation and delivery. The spotlight schemes had progressed significantly since Wave 1 fieldwork. At Wave 1, only one spotlight scheme had moved past the conception and design stages whereas, at Wave 2, most had moved on to procurement, implementation or delivery, as displayed by Figure 2.
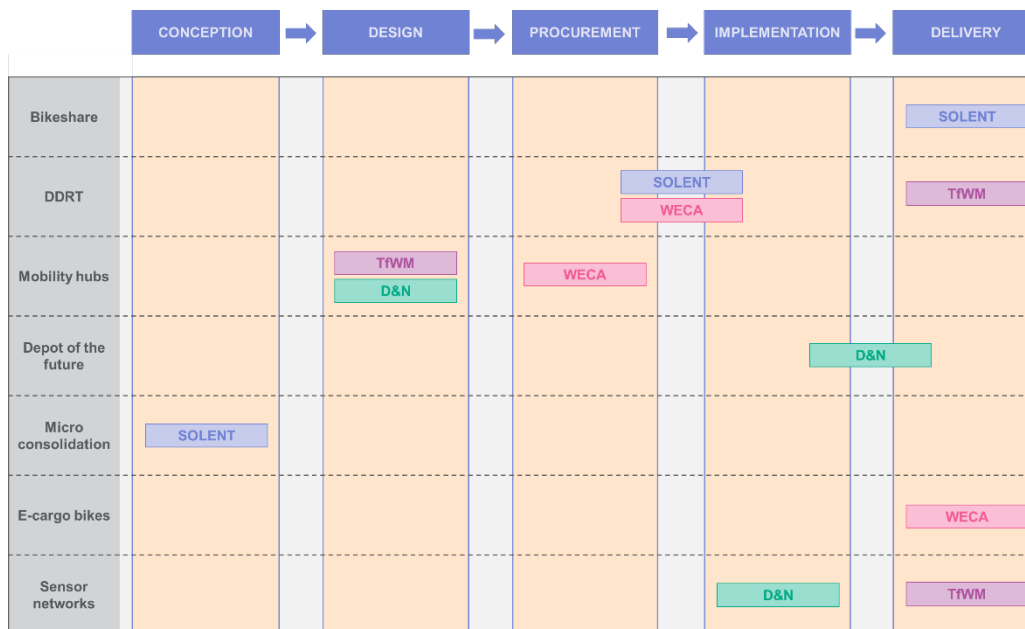

Figure 2. Progress across spotlight schemes, at the time of Wave 2 fieldwork.

Key factors affecting progress

FTZ is by nature an innovative programme which has meant that at times it has taken longer to advance the programme. Various factors had contributed to this:

- **A lack of available resource and capacity**. As was the case at Wave 1, a combination of resourcing challenges such as high staff turnover, recruitment challenges, pressure on corporate functions and emerging gaps in staffing and decision-making structures had contributed towards decisions being made at a slower pace and in an inconsistent way (for example, due to the bottlenecking of decisions).

- **Taking a partnership approach**. Though important to delivery, using a partnership approach had at times caused delays at the programme and scheme level, for example:

    - At the programme level, Derby and Nottingham were conceptualised as one zone in terms of funding, however the programme was being delivered by two unitary authorities which caused delays in relation to decision making and the release of funding.

    - At the scheme level, combined authorities (such as WECA and TfWM) experienced similar delays when developing interventions in partnership with their lower tier constituent authorities. This was because the need for joint signoff on decision making or the need to set up new governance arrangements had not been fully planned for at the programme outset.

- **A lack of revenue funding**. The capital funding model (which can only be used to purchase fixed assets) had at times caused challenges where schemes incurred operating expenses (which required revenue funding). Where feasible, zones sought Central Government permission to treat revenue costs as capital costs (via 'capitalisation') to overcome this challenge. However, this had contributed to delays in scheme implementation and furthermore, was not possible for all schemes. As a result, there was some de-scoping of schemes, as the funding model limited their ability to progress as intended. It was felt that negotiating a generous, upfront provision of revenue funding would have helped to avoid such difficulties.

- **Drawn out procurement processes**. FTZ schemes had, across the board, required extensive procurement, in some cases for highly innovative or technical services that local authorities had limited to no experience of procuring. This proved especially challenging for previously untested schemes, as their specifications were based on conceptual thinking or the requirements were not clearly detailed. At times, this meant that procurement took significantly longer than planned. Having clear and detailed specifications and drawing on internal or external expertise was reported as important in supporting the successful and timely procurement of services.

- **Stakeholder engagement**. Given their complex and novel nature, schemes have required input from a wide pool of internal and external stakeholders at every stage. This has proven time consuming and, at times, has delayed the progression of a scheme from one stage to the next.

Stakeholder engagement

The importance of effective stakeholder engagement was emphasised by zones. Input from a growing pool of direct programme stakeholders had been crucial to delivering at pace and solving complex challenges associated with trialling new and innovative schemes. This has included having timely input from:

- **Senior decision makers**, for example to progress decisions about the direction of the programme and individual schemes at pace. Zones reported different ways of managing senior input, from regular and ad hoc meetings with senior staff which helped to increase senior visibility over live challenges, to scheme-level governance structures that helped to reduce the number of decisions requiring escalation to senior decision makers.

- **Unitary authorities**, where they had responsibility for implementing aspects of schemes. Maintaining regular communication and having a nominated contact within each unitary authority was found to be an effective way of making decisions at pace, although this was not always achieved due to unitary authority resource constraints.

- **Suppliers**. Fostering a partnership approach with suppliers was found to enhance scheme design and be helpful in navigating and solving issues in a timely way.

However, facilitating buy-in and ownership from a *wider* pool of stakeholders was considered also important, particularly to achieve longer-term sustainability once FTZ funding ceased. This has required FTZ core delivery teams to find ways of generating and maintaining engagement, for example by:

- **Listening to, and addressing, stakeholder priorities and concerns**. This applied particularly to:
    - delivery partners and suppliers, whose input was needed to deliver the programme;
    - community stakeholders and the general public, so that their priorities could be reflected in scheme design; and
    - political stakeholders, whose input was needed to further integrate the programme within the wider work and ethos of each zone.

- **Running trials and showcasing events**, which helped to facilitate buy-in by providing stakeholders with a greater understanding of what schemes set out to achieve.

- **Disseminating information about schemes**, such as what they aimed to achieve and (where possible) early monitoring and evaluation data to evidence emerging delivery successes.

Long-term sustainability

Ensuring that FTZ activities can be sustained over the long term was considered crucial but will require programme endorsement from a range of internal, political and commercial stakeholders. Zones had started thinking about how to achieve long-term success and establish the commercial viability of schemes, but some challenges remained. These included:

- **Generating support for schemes to remain once FTZ funding ceases**. This required zones to align scheme outcomes with local authority strategic objectives and integrate scheme activities with each local authority's wider work.

- **Ensuring that schemes could be financially sustained over the longer-term**. As schemes moved closer to implementation, zones needed to support long-term delivery including through commercialisation or, where activities were not considered commercially viable, by securing longer-term funding to replace the FTZ grant. Engaging with senior decision-makers to secure their endorsement for continuing the work and working with private sector stakeholders was considered critical to securing further investment.

- **Ensuring the strong expertise built up by zone delivery teams was not lost**. Expertise was typically held by a small number of staff, which introduced the risk that zones would not have sufficient capacity to fully replicate programme activities in future if the individuals left their roles.

1 Introduction

This report presents findings from the second of three waves of the Implementation and Process Evaluation (IPE). The IPE is part of the national evaluation of the Future Transport Zones (FTZ) programme. In this introductory chapter, we provide background on the Future Transport Zones, our national evaluation of the programme and the IPE.

1.1 Future Transport Zone Programme

The Future Transport Zones (FTZ) programme is a Department for Transport (DfT) funded initiative that involves selected areas trialling new transport services and innovations. Future Transport Zones are a key element of the Government's Future of Mobility Urban Strategy[a] and part of the wider shift to cleaner transport technology. Through the FTZ programme, the Department for Transport (DfT) provided £92 million in innovation funding (£90 million via capital grant funding and £2 million via revenue grant funding) to selected areas[b] (referred to as 'zones'). The DfT's core objectives for the programme are to:

- trial new mobility services, modes and models;

- improve integration of services;

- increase the availability of real-time data; and

- create a digital marketplace for mobility services.

Zones are each implementing a set of schemes they have designed to meet the objectives detailed above, whilst also reflecting their local needs and ambitions.

Schemes		
1 = MaaS	6 = DDRT / DRT	10 = Delivery consolidation
2 = E-scooters	7 = Customer insight	11 = E-cargo bikes
3 = Bikeshare	8 = Sensor network	12 = Drone logistics
4 = Mobility credits	9 = Data hub	13 = Depot of the future
5 = Mobility hubs		

TfWM	WECA	Derby & Nottingham	Solent
1 2 _ 4 5	1 2 _ 4 5	1 2 _ 4 5	1 2 3 4 _
6 7 8 _ _	6 _ _ 9 _	_ _ _ 8 9 _	6 _ _ _ 10
_ _ _ _ _	_ 11 _ _	_ _ _ 13 _	_ _ 12 _

Figure 3 presents an overview of the main FTZ schemes being trialled within each zone.

Figure 3. The main FTZ schemes being trialled within each zone. Appendix A provides further detail on each of the schemes displayed here.

The four zones differ in terms of their local governance structure and how they have structured their FTZ programme. This in turn has differing implications for programme delivery, decision making powers and financial management. Below we set out a brief description of each zone. It should be noted that for the purposes of this report, the term local authority is used to describe all types of local government (combined authority, unitary authority, county council, district council). Where findings relate to a specific type of local government this is made clear.

West Midlands Combined Authority (WMCA)/Transport for West Midlands (TfWM)

- Programme timings: 2018-2023 (pathfinder zone[c])

- Capital grant total: £20 million

- Revenue grant[d] total: £2 million

- WMCA structure: the combined authority was established as a legal entity in 2016 and can make certain collective decisions across council boundaries. Within the combined authority there are seven constituent local authorities[e]. The combined authority is chaired by an elected Mayor. While the mayor does have some executive powers, most decision making must be approved by members of the combined authority. The FTZ programme is being delivered by Transport for West Midlands (TfWM), who manage the region's transport system on behalf of the West Midlands Combined Authority (WMCA). TfWM[f] schemes have been divided into five main work packages, a number of which focus on use of data.

West of England Combined Authority (WECA)

- Programme timings: 2020-2025

- Capital grant total: £24 million

- WECA structure: the combined authority was established as a legal entity in 2017 and contains three constituent unitary authorities[g]. The combined authority is also chaired by an elected mayor. Again, while the mayor has some executive powers, most decision making must be approved by

members of the constituent authorities. The programme consists of five schemes that make up the WECA FTZ programme.

Derby and Nottingham

- Programme timings: 2020-2025

- Capital grant total: £16 million

- Derby and Nottingham structure: Derby and Nottingham are both unitary authorities. While the two areas are seen as one zone for FTZ funding purposes, the conceptualisation, set-up and delivery of the schemes is undertaken separately. However, the FTZ programme is being overseen by a joint governance board which includes senior stakeholders from each council. The FTZ has three core schemes which aim to build on the Zone's existing transport offer.

Solent

- Programme timings: 2020-2025

- Capital grant total: £28.8 million

- Solent structure: this FTZ programme is delivered by Solent Transport which represents a partnership with three unitary authorities (Portsmouth City Council, Southampton City Council and the Isle of Wight Council) and one county council (Hampshire County Council)[h]. Solent Transport is not a legal entity and Southampton City Council are the budget holders on Solent Transport's behalf. Solent Transport oversee FTZ programme delivery and require buy-in across the four local authorities for all programme decisions around scheme design and delivery. Solent Transport[i] also draw on support functions such as procurement, legal and finance teams from across the four local authorities. Schemes sit under two themes: 1) personal mobility and 2) sustainable urban logistics.

1.2 Background to the national evaluation

The national evaluation aims to provide and promote opportunities for learning, to understand how new digitally enabled mobility modes, services and business models can be delivered successfully, and to assess the extent to which the programme has achieved its intended outcomes. NatCen's role is to evaluate the FTZ national programme as a whole, bringing together insights from across the zones.

Further detail about our overall approach to the national evaluation (and how the IPE sits alongside other strands of national evaluation activity) is provided in Appendix C. The rest of this chapter provides background to the IPE itself.

1.3 Background to the IPE

The IPE takes a longitudinal view of programme delivery (and some scheme delivery – see section 1.4 for scheme selection rationale), to assess how the programme has progressed, and to contribute evidence to test the national evaluation programme theory at the end of the evaluation. It aims to draw out differences in terms of governance, programme design, and programme

management approaches and to understand what factors have impacted on the successful delivery of the schemes. Lessons can then be identified and used to inform and support similar schemes in the future.

The IPE comprises of three waves of data collection each with a slightly varying design and set of aims, as displayed below:

Wave 1 (Oct-Dec 2021)	<u>Aim(s)</u>: build a baseline understanding of how the programme and selected schemes have been implemented <u>Design</u>: • Six FTZ stakeholder interviews per zone • Deep dive into two schemes in each zone
National evaluation rescope (2022)	In 2022, the national evaluation was rescoped[j], leading to changes in IPE scope.
Wave 2 (Jan-Mar 2023)	<u>Aim(s)</u>: showcase implementation and capture lessons learnt to date for the programme and selected schemes <u>Design</u>: • 10-12 FTZ stakeholder interviews per zone • Focus on a wider range of stakeholders than in Wave 1 • Deep dive into three 'spotlight' schemes in each zone • Synthesis of zones' local process evaluation findings
Wave 3 (TBC)	<u>Aim(s)</u>: capture lessons from the implementation of the programme and selected schemes (when schemes have been fully delivered or are approaching full delivery), and capture evidence on perceived outcomes <u>Design</u>: to mirror Wave 2.

Table 1 Overview of IPE aims and design at each wave of data collection.

The redesigned national evaluation**Error! Bookmark not defined.** has a greater focus on the implementation of the programme and associated schemes. In practice, this means that the scope of the IPE has increased since Wave 1, with a larger number of qualitative interviews being conducted in Waves 2 and 3 and a wider range of schemes included. Alongside our primary data collection, we have also introduced the synthesis of local process evaluation findings, via a standardised reporting template that each zone is asked to update with available findings at Wave 2 and three.

The IPE aims to answer the following research questions:

1) How is the programme being implemented across zones?

2) What has gone well and what has proved challenging?

3) What lessons have been learnt?

4) What factors such as governance structure and characteristics of the local area affect the delivery of the programme and schemes?

As outlined above, the IPE focuses on lessons from the national FTZ programme and takes an in-depth look at a selection of 'spotlight schemes'. As each zone was trialling a large number of schemes, it was not possible to include every scheme. Instead, three 'spotlight' schemes were chosen per zone, to provide rich examples that would illustrate the key successes, challenges and lessons learnt. Spotlight schemes were purposively selected based on what would offer the richest findings at the time of fieldwork, whilst ensuring range and diversity in relation to scheme focus and stage of implementation.

Three selection criteria were used to decide which schemes were focused on ensuring that the achieved sample included:

- at least one scheme which features in two or more zones;
- one scheme that has been launched on or before the point of fieldwork; and,
- one scheme from the Movement of Goods pathway[k] (where applicable).

Final scheme selection was concluded in partnership between NatCen and each zone. An overview of the schemes focused on in Wave 1 and 2 is displayed in the table **Error! Not a valid bookmark self-reference.**. Each scheme can be described as follows (for full details see Appendix C):

- **Bikeshare**: shared rental bikes/e-bikes
- **DDRT**: digitally enabled, shared transport services that respond to real-time changes in traveller demand
- **Mobility hubs**: creation of 'hubs' that provide multiple transport services (including micro-mobility) in one space
- **Depot of the future**: Derby & Nottingham specific project encouraging electrification of service vehicle fleets
- **Micro consolidation**: small-scale logistics delivery consolidation via local hubs
- **E-cargo bikes**: electrified bikes for delivery of goods
- **Sensor networks**: installation of sensors to capture real-time transport data
- **Customer insight**: TfWM specific project to better understand customer views and attitudes to transport

In parallel to this IPE study, we are delivering a separate MaaS longitudinal case study (see Appendix C or methodological details). As such, insights relating to MaaS and its associated data infrastructure were collected separately via a simultaneous wave of fieldwork and presented via a dedicated MaaS report.

Scheme	Zone	Wave 1	Wave 2
Bikeshare	Solent	x	x
DDRT	TfWM		x
DDRT	WECA		x
DDRT	Solent		x

Mobility hubs	TfWM	x	x
Mobility hubs	WECA	x	x
Mobility hubs	Derby and Nottingham	x	x
Depot of the future	Derby and Nottingham		x
Micro consolidation	Solent	x	x
E-cargo bikes	WECA		x
Sensor networks	TfWM		x
Sensor networks	Derby and Nottingham		x
Customer insight	TfWM	x	

Table 2. Schemes showcased at Wave 1 and 2. Appendix A provides a more detailed definition for each type of scheme displayed here.

1.4 IPE methodology

This wave of the IPE draws upon primary data collected with stakeholders responsible for programme and scheme delivery and was undertaken by the national evaluation team. In total, 38 in-depth interviews were conducted with a range of stakeholders with varying expertise and involvement in the programme and associated schemes. Further details on the methodology can be found in Appendix B.

The IPE also draws on local process evaluation findings that have been compiled to feed into the national evaluation. These findings were synthesised alongside the data from the Wave 2 interviews but drew on a wider range of schemes, including non-spotlight schemes. Throughout the report, local insights are used to further exemplify themes emerging from the interviews conducted at Wave 2.

The timelines for local process evaluation data collection for each zone do not neatly match with the national evaluation's IPE data collection. As a result, some of the findings detailed in the reports shared with NatCen in February 2023 had already been captured and presented in the Wave 1 IPE report and therefore do not feature in this report. Further details on the local process evaluation findings, including data collection approaches/methods and the timing of data collection can be found in Appendix B.

1.5 Interpreting the findings

This report draws only on qualitative data and as such, the findings reflect a range and diversity of views, experiences and recommendations offered up by those who took part. However, the findings may not apply to every aspect of the FTZ programme and all of its schemes. This is because the research adopted a purposive sampling approach, whereby participants and schemes were selected because of their relevance to the research aims and not with the aim of representing all stakeholders and work delivered under the programme.

1.6 Report structure

Findings are reported thematically, with comparisons between zones and schemes discussed where relevant. The report is structured as follows:

Chapter 2 examines progress with the implementation of FTZ schemes. An overview of the schemes selected for inclusion at this stage is provided, alongside scheme specific challenges, successes and lessons learnt reported at the time of fieldwork.

Chapter 3 explores cross-cutting successes, challenges and learning affecting both scheme and programme delivery since Wave 1.

Chapter 4 concludes the report with an overview of the key lessons learnt and next steps for the IPE.

2   Progress towards scheme implementation

This chapter provides an overview of progress towards implementation for the seven spotlight schemes, as well as any scheme-specific key successes, challenges and lessons learnt.

2.1 Overview of each scheme

The tables below present the seven spotlight schemes at Wave 2 and summarises their overarching aims (see Appendix A for more detail on each scheme). Each table covers schemes included under a different pathway within the overarching Theory of Change (for more details on the Theory of Change see Appendix C):

- Table 3 covers schemes in the customer offer pathway
- Table 4 covers schemes in the movement of goods pathway
- Table 5 covers schemes in the use of data pathway

In the following section we provide more details on each scheme and progress made.

Table 3 Overview of FTZ schemes included in the Wave 2 implementation case study under the customer offer ToC pathway. Schemes also showcased at Wave 1 are displayed with an asterisk.

Scheme	Zone	Aim
Bike share*	Solent	Strengthen sustainable transport offer and rates of active travel by introducing shared bikes and docking stations to the public
Dynamic Demand Responsive Transport (DDRT)	TfWM	Understand what value a DDRT service can provide within the region
DDRT	WECA	Improve connectivity between selected areas through the provision of alternative last/first mile travel options, particularly where traditional modes do not currently present as a viable option
DDRT	Solent	Provide greater transport connectivity to those in areas with less access, with a focus on community transport

Mobility hubs*	TfWM	Support greater transport connectivity, with a focus on deprived areas
Mobility hubs*	WECA	Promote multi-modal journeys and enable seamless interchange between transport modes
Mobility hubs*	Derby and Nottingham	Provide electric vehicle charging, car club and other electric modes (e-scooters, e-bikes) in one place
Depot of the Future	Derby and Nottingham	Trial new vehicle innovations and create training and skills development opportunities in the sector

Table 4 Overview of FTZ schemes included in the Wave 2 implementation case study under the movement of goods ToC pathway. Schemes also showcased at Wave 1 are displayed with an asterisk.

Scheme	Zone	Aim
Micro consolidation*	Solent	Provide a more sustainable, lower carbon last mile delivery and collection offer
E-cargo bikes	WECA	Enable local businesses, communities and organisations to deliver goods and services with less detrimental effects on the environment whilst supporting their growth

Table 5 Overview of FTZ schemes included in the Wave 2 implementation case study under the use of data ToC pathway. Schemes also showcased at Wave 1 are displayed with an asterisk.

Scheme	Zone	Aim
Sensor networks	TfWM	Enable collection of regional data to help provide local authorities with a near to live picture about the state of the transport network

		Enable collection of regional data to help provide local authorities with a near to live picture about the state of the transport network. In Derby and Nottingham, this data will be accessible via the data hub (a separate scheme being developed under the use of data pathway, which aims to improve the integration of transport services and access to data collected and processed in real-time by pulling together and standardising different data sources)
Sensor networks	Derby and Nottingham	

2.2 Overview of progress across all schemes

below, we provide a diagrammatic summary of progress (at the time of fieldwork) against key stages of project management for all spotlight schemes. In the following sections, we take an in depth look at each of the spotlight schemes in turn. It should be noted that the stages we describe are a broad reflection of the lifecycle for a *typical* FTZ scheme, but not every stage necessarily applies to every FTZ scheme as described here – or, in some cases, at all – and progress may not always occur in a linear fashion (for example, some of these stages may take place concurrently for different components of the same scheme):

1. **Conception**. Developing the business case for the scheme (i.e. justification for undertaking the project based on expectations around its feasibility, user demand and the value it is likely to deliver), and an initial plan for its development, implementation and delivery.
2. **Design**. Developing a more detailed plan for the scheme, including a full specification for the product/service to be delivered.
3. **Procurement**. Acquiring the resources (e.g. supplies, services, staff) necessary to further develop and/or deliver the scheme.
4. **Implementation**. Undertaking the necessary arrangements to prepare for scheme delivery, for example, the installation of transport infrastructure, app development or training of delivery staff.
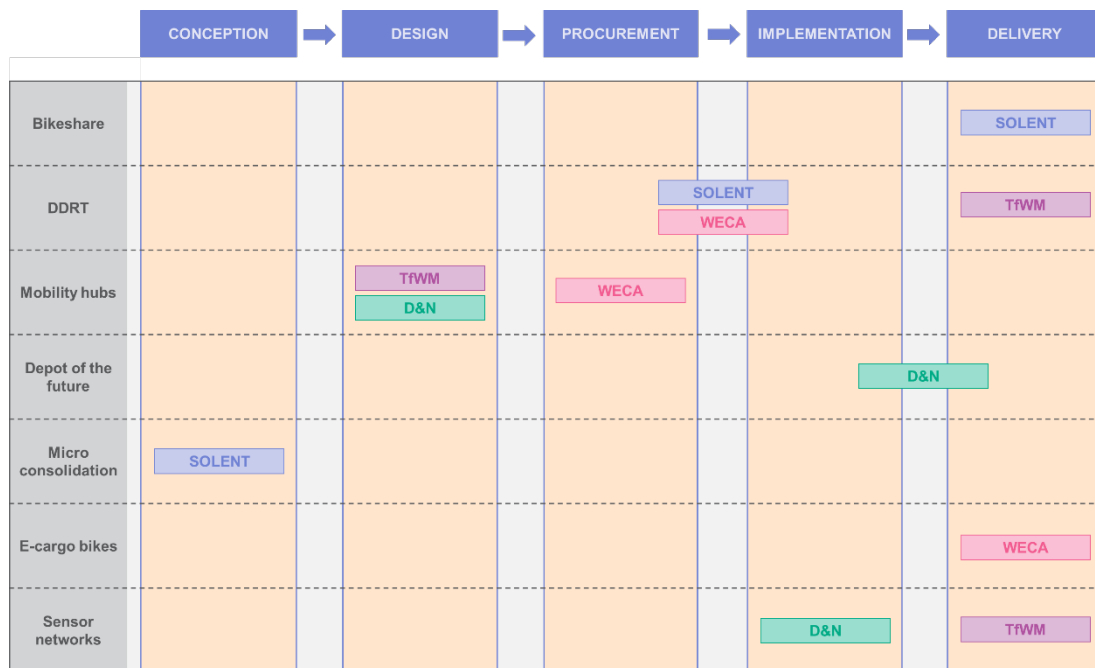5. **Delivery**. Fully launching the product or service to its user base.

Figure 4 Overview of progress across all spotlight schemes.

2.3 Customer offer

The customer offer pathway included schemes targeting the travelling public. Four schemes sitting within this pathway were selected for inclusion at Wave 2. These were bike share, Dynamic Demand Responsive Transport (DDRT), mobility hubs and depot of the future.

Scheme overview: bike share

Figure 5. Progress made on bike share.

At the time of fieldwork, Solent's bike share scheme had significantly progressed since Wave 1 of the IPE. As demonstrated in Figure 5, following procurement of the supplier the scheme had launched and bikes were available for general public use in Southampton, Portsmouth and the Isle of Wight. At the point of launch (October 2022) there were a lower number of bikes and bike docking stations than originally intended. This was due to delays in gaining approval for parking bays from the local authorities (where the bikes were to be placed). Since launch, these numbers had gradually increased, with 100 regular bikes and 100 e-bikes in both Southampton and Portsmouth, and 10 regular bikes and 30 e-bikes in the Isle of Wight.

As outlined in the Wave 1 report, elements of the scheme design had been left open at the tendering stage, to offer potential suppliers the opportunity to suggest the optimal design. A Pay-As-You-Go payment system was implemented, as this was the chosen supplier's standard model. Decisions around where to locate bike docking stations were made based on the locations of rental e-scooters and with

the use of heat maps, with the aim of bike docks eventually being a five-minute walk apart from one another.

Another element that was left open at the tendering stage was approaches to parking, such as the use of painted bays, physical docks or a mixture of both. Each local authority had taken a different approach to placing the bikes, based on local preferences. Prior learning captured when negotiating the placement of e-scooters in the different local authorities was used to help navigate the governance process between the local authorities and how to best facilitate agreement between them.

As part of the design, rather than the bike supplier commissioned by Solent managing scheme delivery, the supplier chose to commission local bike operators to do this on their behalf in Portsmouth and Southampton. Engaging local bike operators with knowledge of the area was considered to be a successful model; their local insight was particularly useful when trying to locate missing bikes, planning bike routes, bay locations and on marketing and promotions.

At the time of fieldwork, ridership had been low since the launch of the scheme. Participants speculated that the winter season, that brings wet and cold weather, and competition with the e-scooter trial could be two reasons for this.

Next steps

Next steps for the bike share scheme in Solent involved continuing to increase the number of parking bays across the region. The scheme was set to run for two years, between autumn 2022 and autumn 2024, with an option to extend up to 10 years.

Scheme overview: Dynamic Demand Responsive Transport

DDRT is generally considered to be a more flexible alternative to traditional bus services, as vehicles can adjust routes and schedules in response to the user. However, as opposed to a taxi service, DDRT is typically more efficient and environmentally friendly as it can transport multiple passengers while still operating a dynamic service. Moreover, a successful DDRT service is also considered convenient enough to encourage the reduction of privately owned vehicles and can reduce the 'dead mileage' that occurs when buses run empty.

The DDRT schemes in place across Solent, TfWM and WECA aimed to understand whether and how DDRT services could be implemented successfully, including risks, the demand and uptake, and barriers to a successful service. Both TfWM and WECA intend to monitor uptake and demand of the scheme, as well as explore participants' experience of the service, as part of their local evaluation plans. At the time of fieldwork, Solent had not finalised their evaluation plans. In WECA the scheme specifically intended to provide public transport in areas that had poor transport links and to improve access to employment, by connecting areas with high levels of unemployment to areas with employment opportunities.
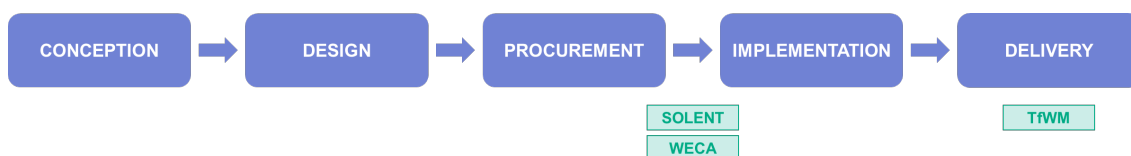
Figure 6. Progress made on DDRT

Each DDRT scheme varied in design, particularly regarding the target audience. DDRT in Solent was focused on two community transport operators, one in Southampton and one in the Isle of Wight, whose services were largely used by older or disabled people. The scheme in TfWM initially focused on providing transport to and from the University of Warwick to staff and students. It was later expanded into Coventry (through funding from the local authority), providing the general public with a shared form of transport across the city. The scheme had since been incorporated with an existing service that provided shared transport to disabled people and those with mobility impairments. In contrast, owing to WECA's aim of improving access to employment, their DDRT scheme provided first and last mile travel options connecting with MetroWest, Park and Ride and key interchanges/mobility hubs. Analysis of data on the public's travel behaviours and identification of high density of businesses and workplaces were used to inform locations.

Both the schemes in TfWM and Solent had changed in scope since initial development. After moving their trial at the University of Warwick[i] into its delivery phase, TfWM expanded their DDRT service to operate across a wider geography than was originally planned. This followed a procurement exercise which sought to demonstrate that local transport operators had the appetite and capacity to deliver a DDRT services within Coventry and surrounding areas. This evidence enabled TfWM to secure additional funding from Coventry City Council and the University of Warwick. Meanwhile, Solent's DDRT scheme was at an earlier stage at the time fieldwork was conducted. Their initial plan was to implement DDRT with commercial vehicles, like buses. However, in response to changes in the public's travel behaviours post COVID-19, like the reduction in public transport ridership, this was deemed unfeasible. Instead, focus was shifted onto existing community transport operators.

Scheme progress and next steps

Each zone had procured a back-office operator to develop the app on which the service would be accessed, and all were planning on integrating DDRT into their MaaS solution in the future. Each scheme was at a different stage of the project at the point interviews were completed:

- **Solent** were in the process of procuring their back-office operator, with phase 1 (involving a small-scale pilot) planned to launch in April/May 2023,

- **WECA** were in the final stages of service design. Having procured their operator, they were in the process of developing their app, with launch planned in April 2023, and,

- **TfWM** had launched their initial DDRT service at the University of Warwick in April 2021, with expansion in the Coventry region taking place in January 2022 and incorporation of the existing service taking place in January 2023.

Thirteen vehicles were available through DDRT services, and the area covered was 129.3 square kilometres.

Scheme overview: Mobility hubs

In academic literature, mobility hubs are generally understood to offer seamless connectivity to multi-modal and public transport. This is achieved by providing a choice of various shared transport, active travel and micromobility options at a single mobility hub site. There is often a focus on e-mobility and, increasingly, mobility hubs also seek to improve the public realm through provision of wider community and commercially oriented amenities such as cafes, gardens and parcel lockers. A range of mobility hub sites will typically be placed throughout a region to form a mobility hub network.

At the point interviews were conducted, all three mobility hub schemes in TfWM, WECA and Derby and Nottingham were at similar stages. Progress had been made on the conceptual design of the hubs, selection of locations and local community engagement to support with design features.

Figure 7. Progress made on mobility hubs.

All three zones had procured suppliers to lead on the design work, with procurement for this still underway in TfWM. Concept designs and selection of sites were either in progress or completed. Zones were engaging with local communities to help inform mobility hub design, but different approaches to this had been taken. For example, in Derby, a working group had been created with local residents of the 'Six Streets Hub', who were actively involved in its design. In contrast, it was planned that the local residents, where mobility hubs would be placed in Nottingham, would be invited to engage with scheme design once detailed concept designs were in place.

In some instances public engagement events had received mixed success, as illustrated by WECA's mobility hub scheme. Site visits with groups representing disabled users had generated useful learning, however, limited time and resource meant it was not possible to engage with local communities at all 13 sites. Furthermore, varying levels of attendance at community design workshops and low response rates to resident surveys were reported.

In WECA, the approach to design has remained the same since scheme conception. This was similar for Nottingham, although on-street and off-street car parking had been added to the design of the six hubs since Wave 1. In TfWM, there has been a significant change in scope and focus of the mobility hubs. The initial aim was to address social exclusion in the area; however, this had been scaled back with greater focus placed on trialling the hubs and monitoring their use in the West Midlands. This shift in focus was a result of various challenges encountered when scoping the introduction of mobility hubs to areas with high levels of social deprivation. These challenges included:

- wider ongoing work in target areas (such as schemes related to inclusive growth frameworks and preparation for the commonwealth games), which meant that introducing a mobility hub would not have been appropriate

- limited availability of cycle hire, and

- stakeholder preconceptions about introducing schemes into deprived areas, including concerns around vandalism, antisocial behaviour and theft.

Next steps

All mobility hub schemes were in the process of finalising their designs and planning to commence construction in 2023.

Scheme overview: Depot of the Future

The Depot of the Future scheme in Nottingham aimed to transition Nottingham City Council's refuse fleet to Electric Vehicles (EVs). It also intended to encourage wider adoption of EVs across other local authorities and public sector organisations, by removing barriers to their adoption and sharing learning. It sought to achieve these objectives through a variety of projects, many of which had shifted in focus and scope owing to changes in legislation and financial considerations. Two of these projects were in focus for Wave 2[m], including:

1. **Electrification of Nottingham's refuse vehicle fleet**. This is to be achieved through the procurement of specialist EVs. A related project is seeking to fit all EVs owned by the local authority with green number plates, to raise awareness of ultra-low-emission vehicles and encourage their wider adoption.

2. **Installation of a shared EV charging network**. This is managed by public sector partners and aims to make it easier for public sector organisations (such as local authorities, fire and rescue and universities) to operate EV fleets.

Scheme progress and next steps
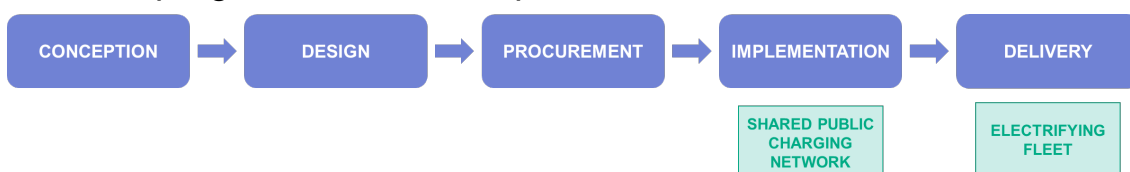
Figure 8. **Progress made on Depot of the Future.**

At the point of interviews, the shared-public sector charging network had received collaboration from 14 local authority partners and all of the local authority's EVs had been fitted with green number plates. The purchase of specialist EVs had seen over half of Nottingham's fleet now being electric, including 20 26-tonne bin wagons and the entire small van fleet. Although this project had started prior to the FTZ programme, FTZ funding had been used to supplement it. Next steps included the roll out of permanent chargers and continued maintenance of the vehicles.

2.4 Movement of Goods

Two schemes were selected for inclusion in this report that come under the movement of goods pathway of the ToC. These schemes were the micro consolidation in Solent and e-cargo bikes in WECA.

Scheme overview: Micro consolidation

As outlined in Wave 1, micro consolidation streamlines trips made in the 'last mile' of the delivery journey through provision of local 'points' at which shipments are dropped off. Goods may then be picked up directly by customers, or electric vehicles such as e-cargo bikes to complete deliveries.

Solent's micro consolidation scheme was expected to enable more last mile deliveries using e-cargo bikes and promote better use of parking spaces when dropping off shipments. In the longer term, and in combination with the macro consolidation scheme, it was expected to reduce the number of freight trips, reduce congestion, bring about improvements to air quality and increase the sustainability of last mile journeys.

Participants reported that there were various trials under consideration which formed part of the micro consolidation scheme. These included potential micro consolidation sites in Portsmouth and Winchester, a shared fleet/logistics service consolidation trial and micro transhipment hubs in Portsmouth.
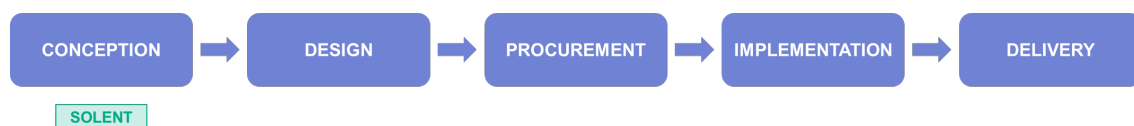

Figure 9. Progress made on micro consolidation.

At the point that fieldwork was conducted, the micro consolidation scheme was still in the scoping and conception stage, as was the case at Wave 1. Since Wave 1, Solent had engaged with logistics businesses and freight operators, both national and local, to inform what might be needed to ensure scheme viability and to support decisions around site selection. Participants felt that so far this engagement with large operators had worked well. They had shown interest in the scheme and shared examples of what they had done elsewhere and their minimum requirements for sites, in regard to square footage, power sockets and internet. In some cases, they had provided data on deliveries made, which was analysed and matched against council-owned land in attempt to find ideal site locations. As well as informing site selection, this enabled clear visualisation of the problem that the scheme was aiming to address (such as the number of freight trips taking place in Solent). However, participants noted that it was typically difficult to engage small independent businesses, who would use micro consolidation for 'only mile' journeys[n], unless it was guaranteed that micro consolidation would be more cost-effective than their current delivery method.

Another trial under micro consolidation was the shared fleet/logistics service. This project intended to maximise the use and efficiency of Southampton Council's vehicle fleet, with the opportunity to use existing spare capacity to undertake both commercial work and support local NHS trust activity. NHS services under

consideration were South Central Ambulance Services, NHS Pathology Services and NHS Blood and Transplant services. The shared fleets/logistics service was still in the scoping phase at the time of fieldwork, with discussions with commercial operators planned to take place in autumn 2023.

Next steps

At the point of fieldwork, an assessment of all sites under consideration for micro consolidation had been undertaken, with sites being graded for viability. Participants noted that site selection needed to achieve a between balance operator requirement, the land the local authority were able to provide and what would be feasible in practice.

Next steps involved presenting the most viable sites to the engaged freight operators and gaining their input on how well the suggested sites would work for them. Such engagement with operators was considered crucial in ensuring scheme sustainability. Solent aimed to have a live trial, which would involve an operator running a micro consolidation centre and e-cargo bikes, by the end of summer 2023.

Scheme overview: E-cargo bikes

E-cargo bikes are typically used as a form of micro consolidation, to fulfil trips in the first or last mile of delivery that would be traditionally undertaken by a diesel van. They were one of the projects that came under WECA's Urban Freight work package. The scheme aimed to offer local businesses, communities and other organisations the option of delivering goods and services with less detrimental effects on the environment, including on air quality. For this scheme, WECA were trialling e-cargo bikes on campus sites and other solutions within the wider community, such as shared use e-cargo bikes for public hire.
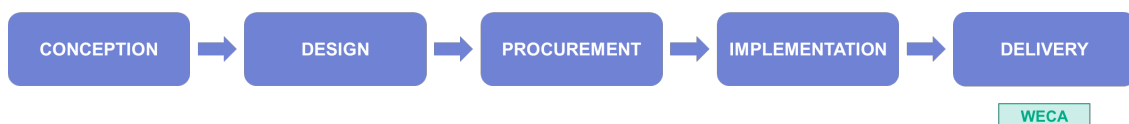
Figure 10. Progress made on e-cargo bikes.

At the point of interviews, the campus e-cargo bike project was being trialled in partnership with hospitals and universities who typically deliver goods and services by diesel vans.

- **British Royal Infirmary trial**. Two e-cargo bikes were being trialled at the British Royal Infirmary, one of which delivers specimens like blood and PPE around the hospital, while the other delivers IT equipment. The bike delivering specimens was reported to be working well and was being used regularly, while the other was not working as intended; riders were having difficulty riding the bike up a steep hill (that even cars experience difficulty with), particularly during wet weather.

- **University of West of England trial**. A third e-cargo bike was being trialled at the University of the West of England, which was being used to deliver post around the campus. Participants felt that this demonstrated a great use case of e-cargo bikes with pedestrianisation on campus, by showing deliveries could be efficient on a bike, which can ride through the campus,

as opposed to a van. However, encouraging those responsible for delivering the post around campus (those who were previously using vans to move the goods) to use the bike proved difficult. Participants thought that this could be due to the attention that the novel type of vehicle was attracting among members of the public. Riders had reported that members of the public would often stare at them riding the bike and engage in conversation with them, asking various questions about the e-cargo bike. This was uncomfortable for the riders, who simply wanted to get on with their job.

"[E-cargo bikes] do turn heads… People come up to you and ask, 'Oh, what's this vehicle? It looks really different. What's this all about?' […] That was an interesting thing and perhaps something that will resolve itself as e-cargo bikes become more popular." (WECA)

Next steps

The Urban Freight work package was set to be expanded with additional trials at different locations across the region and the introduction of shared use e-cargo bikes made available to the public. The implementation of the shared use e-cargo bikes had been pushed back to align with the re-procurement of e-scooters and e-bikes. Given the strong overlaps between the three shared micromobility schemes, it was felt there were efficiencies to be gained from undertaking a joint procurement exercise. At the time of fieldwork, launch was expected to take place in summer 2023.

2.5 Use of data

The final pathway under the ToC that will be explored in this report is the use of data. This report focuses on one scheme under this pathway; sensor networks. In both Derby and Nottingham and TfWM, sensor networks were part of a wider number of schemes involving changes to the way data is used within the local authority.

Scheme overview: Sensor networks

TfWM and Nottingham were both introducing a traffic sensor network scheme to expand the amount of transport data available to local authority officers. Sensors would capture real time data on traffic, cycle and pedestrian counts, average journey times and air quality. The scheme aimed to provide long-term trend analysis, enhanced monitoring and evaluation, and more informed operational and strategic decision making about the local transport network, with the intention of increasing efficiencies on the network and enhancing the customer journey experience.
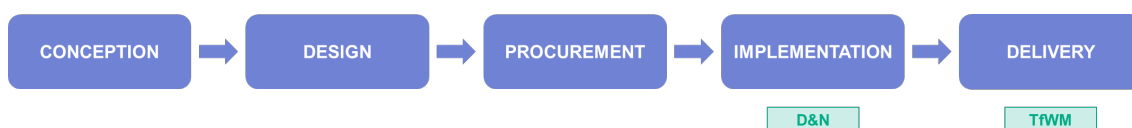
CONCEPTION	DESIGN	PROCUREMENT	IMPLEMENTATION	DELIVERY
			D&N	TfWM

Figure 11. Progress made on sensor networks.

At the point of interviews, TfWM had 300 traffic sensors and 62 weather/air quality sensors in place over seven local authorities (Wolverhampton, Walsall, Dudley, Sandwell, Solihull, Coventry, Birmingham). Nottingham was planning on having 200 traffic sensors (traffic count and journey time) installed across its main radial and orbital routes by summer 2023.

There were a range of ways in which the two schemes varied in terms of design and progress made. The sensor network in Nottingham placed greater focus on journey time sensors, while TfWM's focus was on 5G connectivity for the sensors (as opposed to 4G as in Nottingham).

The two zones were at different stages of scheme implementation. TfWM deployed sensors across their network from December 2021 and data collection commenced in February 2022. At the time of Wave 2 fieldwork, TfWM had collected sufficient data to demonstrate the value of its collection. In contrast, Nottingham were at an earlier stage, having conducted a sensor trial prior to the FTZ programme, which was used to inform the current sensor scheme. Deployment of sensors had been split into four stages, to enable learning and manage capacity. At the point fieldwork was conducted, the first set of sensors had been installed and were waiting to be wired by the street lighting contractor.

In both zones, the installation of sensors needed to be undertaken in cooperation with the contractors responsible for street light maintenance, which posed various challenges. For example, the contractors had experienced capacity issues, which prolonged the installation stage. However, this was reported as being a wider issue across local authorities nationwide at the time, rather than a zone-specific issue. It also appeared to be slightly easier to manage in Nottingham, as only two contractors were involved, whereas TfWM needed to engage seven. Both suppliers and local authorities suggested that such delays could have been avoided by clarifying roles and addressing capacity issues at an earlier stage. In Nottingham, such negotiations were taking place at the time of fieldwork, to prevent the continuation of this challenge during future roll-out.

3 Cross-cutting factors affecting programme and scheme delivery

In this chapter, we describe the approaches zones had in place at the time of fieldwork to manage or prepare for the delivery of the FTZ programme and its individual schemes. Where applicable, we explore any cross-cutting challenges, successes and lessons learnt from this.

3.1 Legal status

Each FTZ programme was being delivered according to the requirements of a different legal status (that is, the statutory powers zones had). This influenced the ease with which decisions around the programme and associated schemes could be made. The Wave 1 report outlined a range of opportunities and challenges associated with the legal status of each zone. At the time of Wave 2 fieldwork, some of the zone-specific challenges remained, as summarised by Figure 12.

- For zones that operated from within a combined authority (WECA, TfWM) or in partnership between local authorities (Solent, Derby and Nottingham), highway and unitary authorities often needed to be consulted before decisions could be reached about schemes. This at times complicated scheme planning as it meant that:
    - There were added layers of decision-making to scheme sign-off processes (i.e. because decisions had to go through multiple internal and external approval processes).
    - Buy-in was required from a wider range of stakeholder audiences.
    - Reaching stakeholder alignment on one decision could be more challenging and time consuming, particularly when each authority had different views on how schemes should be implemented in their jurisdiction.
- For zones operating outside of a combined authority, having mayoral signoff was perceived to have been important for keeping the programme on track.
- Finally, as a newly established combined authority, WECA were experiencing ongoing and extensive organisational growth which at times led to gaps in the senior ownership of programme decisions.

Figure 12. Challenges associated with zone legal status at both Wave 1 and Wave 2.

At Wave 2, as schemes neared implementation, undertaking joint decision making across different parties was not always straightforward and, at times, delayed timetabled plans. For example, in Solent, it was necessary to develop joint data sharing agreements between the four partnering local authorities that Solent Transport represented, where customer facing schemes were implemented (including MaaS, bike share and DDRT). The local authority

partners had not done this before, and data governance had not been fully considered or assigned the necessary resource from each local authority at the outset. This meant that it took longer to progress decisions around data governance.

A potential solution to avoid this challenge in the future, put forward by participants in the Wave 2 IPE fieldwork and in Solent's local process evaluation findings, was for Solent Transport to set up a 'special purpose vehicle', such as a Local Authority Trading Company (LATCo). Participants explained that a LATCo would give Solent Transport the autonomy to make decisions on behalf of all partner organisations. It was felt that this would have put them in a stronger position to make agile decision making in relation to considerations such as data governance.

A challenge unique to Derby was ensuring that any funding released to suppliers was in line with legal requirements. For instance, Derby City Council received their FTZ funding via Nottingham City Council and one of Derby Council's key suppliers was Derby University, who had been contracted to design and implement a mobility hub on their University campus. The University were reliant on Derby City Council to release funding to allow for the construction of their mobility hubs. Identifying how to release the funding without compromising on legal programme requirements necessitated a period of drawn-out decision making and, at the time of fieldwork, an official pause to the mobility hub project was in place until this could be figured out.

3.2 Facilitating stakeholder input

Since programme inception, the number of stakeholders involved in decision making (both internally and externally) had naturally expanded. Having strong mechanisms for facilitating stakeholder input into decisions made about the programme as a whole, and each individual scheme, continued to be an important requirement for effective decision-making.

Figure 13 illustrates the broad range of stakeholders involved in programme management and scheme delivery at the time of fieldwork. Owing to the innovative and ever-changing nature of the FTZ schemes, programme and scheme leads had not always known which stakeholders they would later benefit from engaging with. For this reason, they emphasised that being able to draw in and engage with new stakeholders as and when needed had been crucial to effective decision making. Below, we outline the facilitators and barriers to effectively involving stakeholder groups in decision making at different levels.
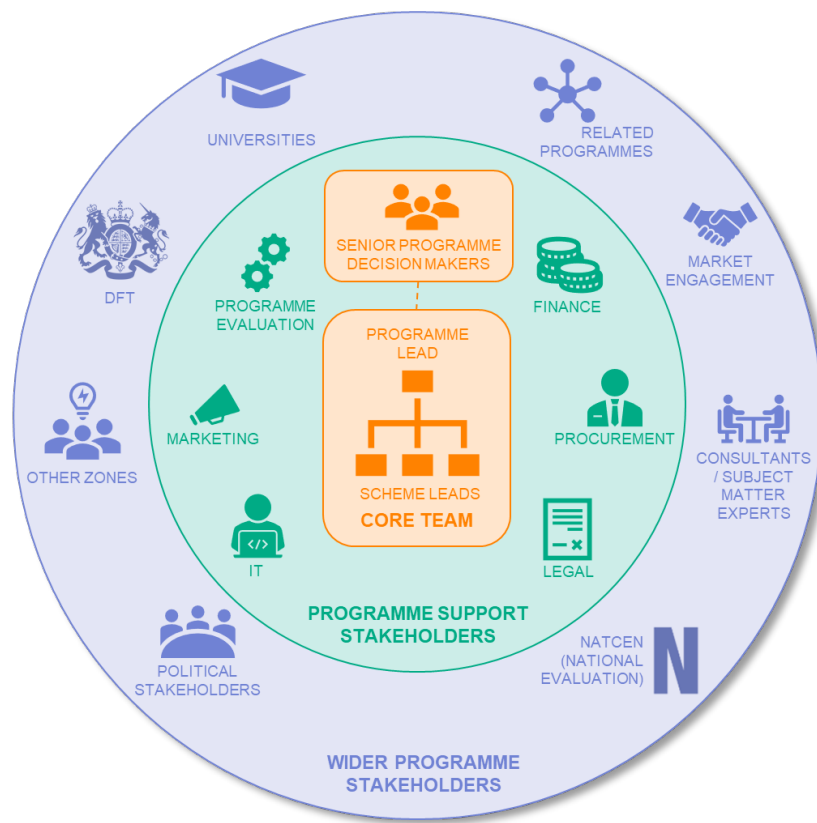
Figure 13. Examples of stakeholders engaged in the programme at different levels. The examples displayed here are indicative, rather than being an exhaustive representation of all stakeholders involved in the programme.

3.2.1 Facilitating senior programme input

Participants described the programme and associated schemes as operating in a dynamic environment that was sensitive to changes at the micro level (for example changes in political leadership within local authorities) and macro level (for example those triggered by geo-political issues that impact things such as the costs of materials). Participants felt that being able to make decisions about the ever-changing direction of schemes, with sufficient support and quality assurance from senior staff, was crucial to enable schemes to be delivered at pace. This in turn posed the benefit of freeing up resource among programme and scheme leads who might otherwise have been required to provide this oversight in addition to their existing responsibilities. Facilitating such input required effective mechanisms for providing senior stakeholders with ongoing visibility over the emerging challenges they faced. Participants highlighted two mechanisms that had proved effective:

- Having proportional senior involvement in FTZ board level meetings. For example, one zone held regular meetings between FTZ delivery staff and senior staff, which had helped to increase senior visibility over live challenges.

- Scheme-level governance structures had helped to reduce the number of decisions that required escalation to senior decision makers, thereby freeing up their capacity to review decisions that carried a higher risk.

Participants highlighted two key challenges associated with engaging senior decision makers:

- Firstly, the traditional ways of working typically adopted by senior decision makers did not always align with the agile programme management approach adopted by FTZ delivery staff. Local process evaluation findings indicated one example where a decision had been ready for approval in November 2021 but did not receive it until March 2022, which had partly been ascribed to a lack of available opportunities for submission and a stringent and prolonged approval process.

- Secondly, participants reflected senior thinking was typically geared towards remaining within budget and schedule, while a focus on whether schemes were still meeting intended aims and objectives was felt to be lacking.

3.2.2   Facilitating learning across zones

A core aim of the FTZ programme was to coordinate the sharing of learning, ideas and solutions that bore relevance to scheme design across zones. Participants reflected that such information sharing, when facilitated via channels such as the national evaluation Community of Practice workshops, had been useful. However, one feeling was that such information sharing could have been accompanied by closer, ongoing guidance by DfT about how it could be applied across different operating contexts and in a way that avoids the possible duplicating of learning, where multiple zones had trialled something similar.

3.2.3   Facilitating multi-level scheme input

Within each zone, scheme-level decision making was enhanced with multi-level input from a range of stakeholders, as illustrated by Figure 13. This included other scheme leads within the core FTZ team; stakeholders involved in the delivery of similar transport schemes as part of other, related programmes, for example, schemes delivered via Transforming Cities Funding (TCF) or City Region Sustainable Transport Settlement (CRSTS) – and wider programme support stakeholders. Furthermore, it included input not only from those with transport expertise but also expertise in relation to corporate functions. Below, we explore factors that had affected the ease of facilitating stakeholder input for two different purposes, to inform cross-scheme decision making and to support collaborative working.

Cross-scheme decision making

Zones took a range of approaches to ensure that cross-scheme decision making could benefit from relevant insights held beyond the immediate team:

- Nottingham took a '**matrix management' approach** whereby all FTZ scheme leads attended the monthly FTZ programme board, which enabled the sharing of ideas and resource across schemes. Derby and Nottingham's local process evaluation findings highlighted that this approach led to the identification of links between the data required for the MaaS solution and data hub that were included in both scheme specifications. Participants in Wave 2 of the IPE also noted that having the same senior programme

manager responsible for the FTZ and TCF programme also facilitated useful knowledge sharing and led to effective and timely decision-making.

It was felt that adopting a collaborative approach to working and information sharing helped demonstrate where stakeholder visions were aligned across FTZ schemes, or with another programme, thus putting them in a better position to collaborate again in future.

> *"We need to be talking to stakeholders about both schemes, not trying to have separate meetings with the same stakeholders independently. Partly because it's not efficient use of resource or time, but also the issues and commonalities are so strong." (Derby & Nottingham)*

- In TfWM, participants explained that **daily programme meetings** were attended by the FTZ programme lead, scheme leads and programme support stakeholders. Participants considered this an effective way of providing visibility across schemes and enabling timely decision making. The FTZ programme accountant was also in regular attendance, to ensure they had immediate visibility over emerging risks and to facilitate faster financial decision making, which was important given the fast-evolving nature of the programme.

One barrier to effective cross-scheme management was a lack of suitable project planning and knowledge sharing software. Participants reported that the tools in use at the time of fieldwork were limited in scope and did not meet all needs. Sharepoint was utilised by multiple zones, but participants felt that it had limited functionality and reported that it was not always accessible to suppliers delivering aspects of schemes. Some participants felt that an 'all-in-one portal' would have offered greater value and so is something other local authorities may wish to consider using in the future. Similarly, Smartsheets was used for project management but participants noted that it was not flexible enough to fully account for scheme co-dependencies and their ever-changing scope, which had led some staff to use Excel spreadsheets in its place.

Collaborative working

Where decisions needed to be taken collaboratively between local authorities and wider/external stakeholder groups, participants responsible for programme management and scheme delivery emphasised the importance of maintaining positive working relationships and giving stakeholders the opportunity to feed into important decisions such as scheme design.

For example, participants belonging to combined authorities described a misalignment between the pace at which the combined authorities and their constituent authorities were willing to make decisions. This perceived tentativeness was thought to stem from the fact that constituent authorities would be responsible for the business-as-usual delivery of a scheme, should it continue once FTZ funding ceased. Co-design had proved effective in combating this, for example in the case of TfWM's mobility hub scheme. In this instance, co-design was seen to facilitate timely scheme delivery by simultaneously providing the scheme delivery team with access to a more granular level of local knowledge needed for such a project (i.e. via the constituent authorities) and fostering a greater sense of ownership over the scheme within the constituent authorities.

Adopting a partnership approach with external stakeholders, rather than the typical 'contractor/supplier' relationship was also felt to have worked well in supporting schemes to meet their intended aims. For example, one partnership between TfWM and a transport operator involved in providing DDRT services in the West Midlands meant that as the scheme progressed, less focus was placed on delivering exactly to specification and budget, *above all*. Instead, the success of the service was prioritised.

> *"[...] it's never felt to me we're treated as suppliers and, 'We pay the bills, therefore you do what we say'. It's always very collaborative [...] very much done in partnership, which is why I think we've been able to get the best of each other [...] we try and do things as much as we can within, even outside of the scope of the contract we'll do additional things if we think it makes sense for the success of the service."* (TfWM)

Key learning

The following key learning is particularly relevant for local authorities delivering wide-ranging programmes and novel schemes that require the development of new expertise and/or working arrangements:

- **Ensure that senior decision makers have ongoing visibility over emerging challenges**. This is especially important during the implementation of new and innovative schemes, which will likely be subject to a frequently evolving set of challenges, which in turn have changing implications for the scheme's scope. Maintaining such oversight means senior staff can more readily support scheme staff with key decisions, without them needing to escalate issues, and thus avoid unnecessary delays. To support this, appropriate feedback mechanisms should be established early on.
- **Foster true partnership with constituent authorities that would be responsible for the implementation of novel schemes**. Such partnerships can enhance the quality of their input and strengthen their commitment, which will in turn enhance scheme management and delivery. Adopting ways of working such as co-design and joint decision-making can be effective facilitators of true partnership.
- **Foster true partnership with suppliers**. Rather than simply delivering against the minimum requirements of their procurement, suppliers may be more inclined to engage in responsive problem solving if local authorities foster a collaborative working relationship.
- **Establish mechanisms to coordinate shared learning**. To avoid the duplication of learning and maximise the benefits realised across schemes, funders should coordinate shared learning and provide ongoing guidance on how learning should be applied across different operating contexts, for example by building mechanisms into programme design at the very start.

3.3 Financial management

As zones drew closer to scheme implementation and delivery, participants noted that three key aspects of financial management had become increasingly important – managing changes in the overall programme spend, capital funding allocations, and procurement.

3.3.1 Changes in spend

Producing fully accurate funding allocations at the beginning of the funding period had been difficult for some schemes, due to their innovative nature. As an example, participants in Solent reported that the budget for their MaaS solution had required ongoing reassessment as they had no precedent to base costs on (including for their MaaS app). As a result, allocations were largely based on early estimates and assumptions about spend requirements. Furthermore, for various schemes, unforeseen changes in the macroeconomic landscape (such as the UK's exit from the European Union, lasting effects of the COVID-19 pandemic, the Russian invasion of Ukraine and the impact on energy prices) had led to increased cost in the supply of construction materials, energy and labour, which contributed to a misalignment between predicted and actual spend.

Participants welcomed the flexible funding model as it allowed for the reallocation of budget across schemes as they progressed. Reallocation proved to be largely straightforward where some schemes had incurred lower costs and others higher. TfWM, for example, were able to reallocate the underspent budget from mobility credits to another scheme within the same zone, to meet higher than expected costs. Some zones also reported setting aside a generous contingency fund to address any unexpected costs that should arise.

3.3.2 Capital funding allocations

Most zones had only been provided with capital funding by DfT, however, some of their planned work relied on revenue funding to cover operating expenses. At Wave 1, participants had described combatting this issue by assessing whether spend could be allocated more flexibly. At Wave 2, some zones reported that they had undergone a process of capitalisation to manage their capital funding. For example, Derby and Nottingham included data feed and maintenance costs within their initial contract for their sensor network. The rules governing the use of capital funding and capitalisation are illustrated by Figure 14.
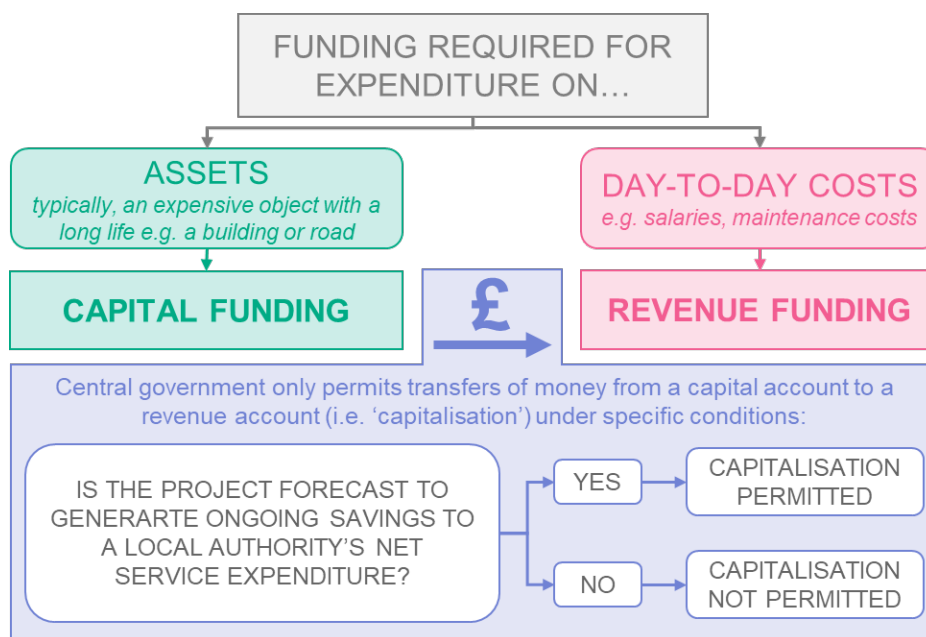
Figure 14. Overview of rules governing the use of capital funding and capitalisation.

A limitation of this approach was that local authorities are subject to strict rules concerning the types of expenditure that can be categorised as capital, meaning that capitalisation was not feasible for all FTZ activities. Participants in some zones reported undertaking significant work in order to identify alternative means of meeting revenue expenditure. For some schemes, this represented an unresolvable challenge at the time of fieldwork. For example, Derby and Nottingham had originally planned to include a project focusing on vehicle telematics as part their 'Depot of the Future' work. The scheme was removed from the programme and delivered separately after it was established that there was no way of meeting delivery costs using only capital funding. One participant at Solent reflected that this should be a key lesson learnt from the FTZ programme:

> *"If there is a lesson learned here that is that no budget should be totally capital […] there are quite a few issues there about the revenue versus capital that have been quite difficult to navigate and have cost us a lot of time […] Ten or twenty per cent [revenue funding] would probably be wise going forward." (Solent)*

3.3.3 Procurement

As noted in Chapter 2, at the time of fieldwork, many of the schemes included in this wave of the IPE had reached the stage of procuring suppliers to support with scheme delivery. Participants discussed various challenges and solutions associated with their search for suppliers who held appropriate skills and with procuring at pace when a scheme's concept was not fully defined. Participants highlighted that procuring suppliers to support the delivery of data schemes was particularly challenging, especially when the services being procured were highly technical; and/or were pushing the boundaries around pioneering technologies. Two approaches were used to navigate these challenging procurement processes:

1) Drawing on internal stakeholders or consultants with expertise in data helped some zones to overcome this.

2) Taking a partnership, rather than 'supplier/contractor', approach when developing new innovative data services which allowed for scheme leads to work with the supplier to shape the product exactly to fit their needs, rather than buying an 'off the shelf' product.

In some instances where zones had procured new and emerging suppliers to deliver innovative solutions, suppliers reported that there had been a misalignment between the zone's expectations and the supplier's capabilities. As a result, processes such as the set-up of Service Level Agreements were drawn out.

Participants highlighted the importance of a clear and detailed specification. While this is a well-established requirement of any public sector procurement, achieving this proved challenging at the earlier stages for some innovative schemes, where the specification could only draw on *conceptual* thinking. In such instances, some zones had struggled to procure data suppliers at pace. In one example, contract negotiations with a preferred data hub supplier took longer than expected, as the zone had to iron out specific details around permissions and controls associated with the hub.

Reaching an agreement and signing off services that were being procured by a combined authority also took time to get right where it would ultimately be the responsibility of constituent authorities to maintain the service. For example, the process of agreeing whether a combined authority, constituent authorities or supplier would be responsible for managing and maintaining the micromobility vehicles placed at mobility hubs slowed the procurement process down.

Key learning

- **Give full, upfront consideration to revenue costs**. For programmes that are likely to require both capital and revenue spend, securing a viable means of meeting scheme revenue costs, far in advance of when they will need to be made, is essential to the timely delivery of the affected schemes. Meetings should be held at programme initiation to assess whether and how revenue costs can be met. Agreeing a sufficient, upfront allocation of funding to capital *and* revenue expenditure may often represent the most efficient way of funding such programmes. Where this is not feasible, early consideration should be given to the best alternative approach for meeting key revenue costs.
- **When procuring for novel schemes, aim to provide as much detail about the requirement as possible**. As with any public sector procurement, if a tender does not detail the local authority's requirements upfront and in as much detail as possible, more work will be required to find and onboard a relevant supplier. Furthermore, procurement requirements can be especially difficult to specify for previously untested schemes, those that are more complex than what is typical for the local authority, or where the end-product is not yet clear. Seeking input from internal or external procurement experts and undertaking early market engagement can help to refine a specification before it goes out to market.

- **When procuring a service that will require maintenance by constituent authorities, ensure supplier vs constituent authority roles are clearly detailed in the specification**. Without the prior agreement of such responsibilities (for, example, the management and maintenance of equipment), procurement may be subject to delays as this is negotiated. This is likely to prove more straightforward by first agreeing responsibilities with the constituent authority, before going out to market.

3.4 Resourcing

Having access to the right level of staff resource has been a key challenge for all zones since programme inception. At Wave 1, it was reported that a lack of resource, particularly in senior decision-making roles, corporate functions and technical roles, had contributed to delays to programme planning and setup. This had continued to be the case at Wave 2 and participants felt that a range of short- and long-term resourcing issues were contributing to this.

3.4.1 Managing resource

When it came to managing resource, participants highlighted the importance of having dedicated leads and nominated points of contact within organisations, particularly large organisations like combined authorities and within constituent authorities where schemes were being implemented. It was felt that this was important for simplifying communication channels and speeding up decision making by ensuring that the right people were engaged. Both participants in Wave 1 and 2 highlighted this as being crucial for timely scheme progression. In WECA, one participant acknowledged that while this was the intended approach to engaging with unitary authorities, it had not always been successful owing to limited capacity.

> *"We've not always been able to talk to the right people, so having had one […] contact within each unitary authority we thought would work really well, and then be a gatekeeper to talking to other people within the authorities. That hasn't always worked partly just down to resource and availability of that gatekeeper role. Not for willing on their side, but more about resources to do so […] I think involving the right people much earlier on in the process would give us, […] a much better understanding of their needs, wants, thinking than we've had at various times during the course of the project." (WECA)*

3.4.2 Capacity

Insufficient capacity was highlighted by participants as a barrier to timely decision making and therefore scheme progress at Wave 1. At Wave 2, zones described overreliance on a small number of senior decision-making staff, those with technical expertise and internal support staff.

Firstly, in some zones, participants described senior decision-making staff as at times being 'thinly spread'. A range of factors had contributed to this, including staffing decisions (for example, the assignment of a single manager to each scheme had meant that decision making could sometimes become

'bottlenecked'), high turnover and difficulty recruiting into key senior programme or local authority roles. In some zones, the latter issue meant that programme leads and other senior programme staff had taken on greater responsibility and were under significant pressure as a result. Where interim staff were in place, they were not always able to make long-term decisions about schemes, which put more pressure on senior programme staff or delayed decisions until a permanent replacement was in post. Similarly, participants described delays resulting from a lack of dedicated staff with technical expertise to help deliver on issues relating to a number of schemes, such as data governance.

Meanwhile, internal support staff in functions such as procurement and legal, as well as stakeholders within smaller organisations such as unitary authorities and small businesses, were not always able to prioritise their work on FTZ (this was particularly evident in local authorities during the peak of the pandemic). In Solent, limited capacity among support staff had led to delays in procurement, while in TfWM it necessitated a shift in focus away from innovation to operational considerations.

3.4.3 Ensuring institutional memory remains

In the longer term, some participants were keen to ensure that the knowledge built through scheme delivery was embedded into their zone's 'institutional memory'. WECA's local process evaluation findings also highlighted the risk that important knowledge and skills would be lost, should local authority officers or suppliers responsible for delivery move on once funding ends.

Some participants felt that local authorities in general lacked the ability to sustain short-term innovations over the longer-term, as many of the staff delivering them were recruited on a short-term basis. While this risk applied to all zones, some participants in TfWM described the zone as having greater resilience to the loss of individual programme staff members because they had a large team of staff with relevant expertise in their Innovation and Future Transport Team. Other mitigations reported by participants included the use of capacity building mechanisms such as the ongoing documentation of learning, succession planning, staff upskilling and providing senior programme decision makers with good visibility over core programme activities.

Key learning

The following learning reflects resourcing challenges that are well understood in the public sector but should nonetheless be given due consideration when trailing and building knowledge on new and innovative technology and services:

- **Truly collaborative working can enable more effective capacity sharing.** Where constituent authorities lack capacity, they may struggle to lead on all aspects of scheme delivery. To help with this, combined authorities may be able to step up their role in delivery but truly collaborative working and joint decision making is key to balancing the quality and commitment of input from both sides (see Collaborative working, page 34).
- **Maintaining continuity in staffing arrangements**, where feasible, is important for limiting pressure on core delivery staff and for avoiding delays to decision making throughout the lifetime of the programme. Succession

planning and timely recruitment are crucial mitigation strategies against the possibility of turnover within key roles.

- **Monitor anticipated resourcing shortages** (particularly within constituent authorities). This can enable better preparation and mitigation against shortages, and in turn avoid delays to delivery. One way this can be achieved is by building in programme flexibility to upscale the available resource during busy periods. For example, by temporarily increasing staff numbers when a scheme is undergoing change such as geographical expansion or inclusion of another service.

- **Avoid long-term reliance on individual staff members; and ensure any learning or expertise developed throughout delivery is translated into institutional memory**. Doing so is important for any programme, regardless of whether adopting a fully internal or hybrid approach to programme staffing, as it will support the delivery of similar work in future (with or without the same staff present). To support this, adequate time should be set aside for capturing learning/expertise and a combination of short and long-term capacity building mechanisms should be factored into programme design.

3.5 Generating stakeholder buy-in

As outlined above, having effective mechanisms for facilitating stakeholder input was crucial for undertaking timely and informed decisions. However, the first step towards this was ensuring stakeholders recognised that their ongoing involvement in a particular scheme would be worthwhile. Some participants felt that without sustained buy-in, schemes might ultimately fail. The factors associated with generating and sustaining buy-in from different types of stakeholders are explored below (and then explored further in Section 3.7). Figure 12 provides an overview of these factors.
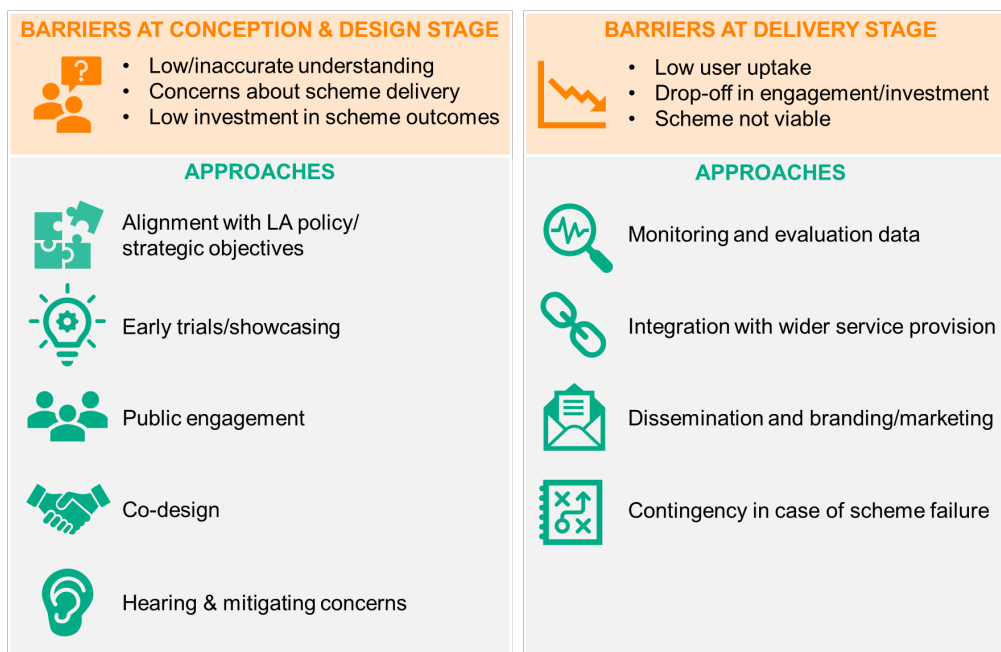
Figure 15. Key approaches to generating and sustaining scheme buy-in.

3.5.1 Direct programme stakeholders

Participants noted that the following factors were considered important for generating buy-in from direct programme stakeholders such as local authority officers within each zone, unitary authorities' decision makers and delivery staff:

- **Demonstrating the value of schemes with less tangible outcomes:** For example, participants in Nottingham reported difficulty gaining support from some local authority officers for specialist EVs as the primary benefits of the scheme (reduced carbon emissions) were intangible. In other zones, getting schemes on the ground quickly, for example via early trials and showcasing a proof of concept, had proved to be a powerful way of combating this. For example, TfWM participants reported that showcasing the progress of their DDRT scheme had led to greater openness and acceptance among stakeholders.

    "A really common attitude in the public sector side of transport. Too busy, too many jobs. If I can't get my head round it in five minutes and make an intuitive decision, […] I'm not doing it, and I'll defer to the more tangible problem that I understand now." (TfWM)

    Similarly, despite expressing initial reservations about the TfWM sensor network, participants reported that unitary authority stakeholders were using the data from the sensors and could see the benefits. So much so, that some stakeholders had requested additional sensors at the time of fieldwork.

- **Mitigating limited investment**: Stakeholders in constituent authorities, within a combined authority, local authority officers and internal support staff (such as procurement teams) were not felt to be as invested in schemes that did not directly involve, affect or benefit them, or that had started prior to them being in post. Participants noted that early engagement, providing

advanced warning of upcoming work and the development of positive personal relationships, fostered and improved engagement from such stakeholders.

- **Achieving political buy-in**: Political buy-in from councillors and mayors was considered by participants as particularly important for improving the public perception and therefore the success of novel technology and services delivered under FTZ. Participants reflected that buy-in was relatively easy to gain where manifesto pledges and combined authority branding aligned with FTZ programme aims. However, achieving political buy-in had proved more challenging in the lead up to local elections when local councillors were focused on maintaining their seat and might have been hesitant to endorse new innovative services and technologies.

- **Mitigating concerns about scheme design or delivery**: Despite stakeholder concerns, participants highlighted some effective mechanisms for reassuring stakeholders. For example, in WECA, unitary authorities expressed apprehension about the financial, health and safety liabilities associated with placing mobility hubs on their land. In response to this, WECA had engaged in conversations to reassure the unitary authorities, for example, by explaining that maintenance costs would be low and that WECA would have ultimate responsibility for the sites if local authorities could not afford to maintain them. Another example raised at both waves was the potential safety risks micromobility vehicles posed to the general public and in particular disabled people. At Wave 2, WECA's e-cargo bike team had consulted a pre-existing e-scooter equalities group to identify cross-cutting safety concerns and the mitigations that were taken so that they that could be embedded into the e-cargo bike trial.

- **Providing contingency plans in case of scheme failure**: Where existing operations had been changed, some participants raised a concern that stakeholders might wish for a return to business as usual. Nottingham, for example, had struggled with generating buy-in to transition the city council's fleet of refuse trucks to EVs under the Depot of the Future scheme. Diesel vehicles remained available for three months after the EV fleet were launched, in case issues arose. Meanwhile, in Solent, participants expressed concern about the risk of losing revenue should technological issues occur with the back-office DDRT operator and service users were not able to book using the app. To mitigate against this, the decision was made for operators to keep their existing telephone booking systems in place as a back-up, particularly in areas with low connectivity like the Isle of Wight.

3.5.2 Public and community stakeholders

Encouraging use of public-facing schemes required buy-in from the public and a range of community stakeholders, such as equality groups and local residents' groups. The following factors were considered important for this:

- **Public engagement events** were considered by participants as effective not only for co-designing a scheme with local communities but also for demonstrating its intended benefits to the community (particularly where outcomes included action on climate change). This was in turn expected to translate into greater uptake by the public. As an example, TfWM relocated some of their DDRT pick-up points following market research with local

residents, to ensure passengers would feel safe while waiting for their transportation.

- **Tackling misunderstanding/misinformation**. Misinformation about 5G technology had created a threat of vandalism to the cameras within the sensor network in some zones. To mitigate this, zones had shifted the focus of scheme marketing from the 5G element of the sensors to the benefits they could offer the general public.

- **Dedicated scheme marketing**. While it is not traditional for local authorities to undertake marketing of public-facing transport solutions, participants explained that owing to the novelty of schemes such as DDRT, a dedicated marketing strategy aimed at increasing public awareness and engagement was needed. However, participants raised two key challenges with this:

  1) Some zones had struggled to design scheme branding that aligned well with existing branding initiatives used in the zone.

  2) While some zones had established a dedicated marketing approach, budget and resource allocation early on, others had not proactively planned for this. In these zones, there was a need to reallocate budget to marketing at a later stage and, due to a lack of familiarity with marketing in the core team, a need to bring in dedicated resource either from elsewhere in the organisation or via an external marketing agency.

Key learning

For local authorities seeking to develop and roll-out services/products that are largely novel and untested, generating stakeholder buy-in is crucial to their development and uptake. This is particularly true for public facing schemes but also where local authority staff constitute the user base.

- **Take action to reassure delivery stakeholders when they raise concerns.** First taking the time to understand unitary authority stakeholder concerns (for example, about how a scheme might work once funding ceases) and then providing them with guidance ensures that unitary authorities are adequately informed on all of the risks they are up against and supports them in effectively planning mitigation actions.
- **Early on, ensure all stakeholders have fully and accurately understood a scheme's aims**. Without doing so, stakeholders may not buy into the value a scheme could deliver, which may result in limited input later on. Furthermore, where the concept underpinning a scheme is vague, this may result in the aims of the scheme being misinterpreted. Effective stakeholder engagement from the design stage onwards can mitigate against this, for example via genuine discussion and co-creation with unitary authorities and local community groups.
- **Give early consideration to whether public facing schemes would benefit from a dedicated marketing strategy**. This requirement may be easily overlooked by local authorities who do not typically have a requirement for scheme marketing, and it can be difficult to introduce one at a later stage. Considering potential requirements (such as cost, marketing support and branding requirements) from programme inception onwards will help to support the quality of an eventual marketing strategy.

3.6 Longer-term scheme sustainability

What the future holds for the schemes launched using FTZ funding was always a key consideration faced by all zones and one which participants highlighted had become increasingly important at the time of fieldwork. Given the early stage of delivery most schemes were at, zones were not able to confidently comment on expectations around this. However, they had nonetheless started to explore how to achieve the commercial viability and overall sustainability of schemes.

3.6.1 Establishing commercial viability

In some instances, particularly where schemes involved infrastructure that required maintenance (for example the infrastructure associated with a mobility hub) or continued marketing to encourage use, zones had considered accessing other financial resources to replace FTZ funding. Only TfWM, the pathfinder zone, whose programme delivery was a year ahead, had accessed funding for some schemes for this purpose[o].

The alternative was to ensure schemes would become commercially viable and therefore self-sustaining. Connected to this was a risk that the maintenance costs of some schemes (for example the cost of maintaining specialist EVs as part of Nottingham's depot of the future scheme) would prove to be higher than expected, necessitating greater financial subsidy.

Examples of where scheme commercial viability had been questioned at Wave 2 included:

- **TfWM's DDRT scheme**: There was some apprehension that TfWM's DDRT scheme would not be commercially viable. Participants explained how similar services, including bus services, were often maintained via heavy subsidisation rather than outright commercial viability. Participants suggested that incorporating other existing services into DDRT, which were already heavily subsidised, could help to sustain DDRT as a service. Another view was that DDRT's value should be measured by the benefit the service brings to the community and the operational cost savings that DDRT offers compared to existing services, rather than outright commercial viability.

    "You are delivering public transport that historically existed in some form or another, but you're doing it at a lower cost […] that's still a win because it's still ultimately then saving you money […] to give people public transport versus what you've historically paid. Even if those services aren't commercially viable. Or maybe that's not the benchmark you should be targeting because they were never commercially viable to begin with." (TfWM)

- **Solent's bike share scheme**: The bike share supplier and e-scooter supplier in the Solent region were different at the time fieldwork was conducted. The bike share supplier's perception was that the scheme would likely be more viable if one supplier could provide both bikes and e-scooters, as it was felt that bikes alone would not generate enough revenue.

3.6.2   Establishing scheme sustainability

Participants thought that schemes showed promise of being self-sustaining where, at the time of fieldwork:

1) the biggest cost to the scheme had been covered by FTZ funding (such as purchasing Solent's DDRT app);

2) alternative funding options were known to be available (such as BSIP funding), or;

3) schemes were already being used and integrated with business-as-usual operations (such TfWM's sensor network).

It was expected that if schemes later proved to be clearly commercially viable, this would lead to greater longevity, but participants did not yet feel able to speculate confidently on this. For example, mobility hubs in Derby had specifically been designed with the intention of expanding them in the future.

Some of the factors considered important to achieving initial buy-in from a range of stakeholders to support scheme implementation and delivery, highlighted in section 3.6.1, were also viewed as important to achieving the sustainability of schemes. These included:

- **Alignment of FTZ objectives with local authority strategic objectives**. This was considered crucial to secure buy-in to the continuation of FTZ activities. For example, Nottingham's local process evaluation findings highlighted that pursuing FTZ activities that promoted active travel and low carbon mobility transport options had led to greater political acceptance. As, if successful, such activities would make a tangible contribution to achieving Nottingham's Carbon Neutral 2028 Action Plan. Similarly, in WECA, participants reported that designing FTZ activities to align with the combined authority's ambitions to promote net zero and improve employment outcomes had increased political buy-in. Having high profile, senior decision makers endorse schemes, both internally and externally, as well as disseminating emerging successes at conferences or events was also thought to have encouraged buy-in from commercial and political stakeholders, as well as stakeholders in other local authorities.

- **Maintaining the interest and engagement of unitary authorities**. At Wave 1, participants reported it to be challenging to maintain the interest and engagement of these stakeholders prior to implementation and delivery of some schemes. This was particularly the case for innovative services or technologies, such as mobility hubs or sensor networks, which were initially abstract. At Wave 2, participants reflected that the attitudes embedded in local authority culture were at times preventing early engagement with innovative services, even when the FTZ delivery teams had evidence to support their potential for addressing market needs. As noted above, delivering early trials were highlighted as an effective way of achieving buy-in, by tangibly demonstrating scheme merits to stakeholders. An example of this in TfWM was Rules of the Road[p], where delivering an early pilot had helped to generate buy-in to the value of the scheme among local authority

stakeholders and their subsequent input, which was necessary to progress the scheme in a timely fashion.

- **Dissemination of scheme progress and early outcomes among local authority stakeholders**. Participants explained that this was essential for increasing awareness of the FTZ activities taking place, promoting the benefits of such activities and for generating buy-in to intended scheme outcomes. However, there were various barriers to dissemination. Firstly, it could not always be assumed that constituent authorities and other delivery partners would effectively cascade information about schemes. One view was that this should be handled directly by the core delivery team. Secondly, there was a view that some local authorities do not see the value in dissemination as it is not a standard feature of traditional transport projects: "*why do you need to disseminate? You just do it and deliver it and then we've delivered it*". Finally, in some zones, corporate communication functions at times had limited capacity to support marketing the programme, which made it harder for core teams to be confident the political messaging surrounding the programme was consistent.

4 Conclusions and key lessons learnt to date

This final chapter provides a summary of the factors affecting progress to date, as well as the key lessons learnt, before setting out the next steps for the evaluation.

4.1 Key factors affecting progress

This section highlights the key programme learning put forward by zones, based on the successes and challenges they have encountered since Wave 1. The key learning relates to a range of factors that have come into play at both programme and scheme level and have been categorised according to two cross-cutting themes: pace of programme delivery and stakeholder engagement.

4.1.1 Pace of programme delivery

FTZ is by nature an innovative programme, both in terms of the untested transport solutions it seeks to develop and the non-traditional implementation approaches that delivering these solutions has required zones to adopt. Reflecting this, implementing the programme in a way that can deliver on its intended outcomes has taken time because the achievable pace of programme delivery was not known from the outset. This has meant that schemes have, at times, taken longer than originally planned to move into delivery, in turn extending timeframes both for schemes to deliver their intended outcomes and for zones to collect sufficient monitoring and evaluation data to evidence scheme successes. Four factors have contributed to a slower pace of delivery:

- **A lack of available resource and capacity**. Firstly, in programme and scheme delivery teams, a combination of the decision to opt for light-touch staffing arrangements, high turnover and difficulty recruiting into certain roles had at times placed pressure on a small number of core staff. Where staff such as programme leads had needed to take on greater decision-making responsibility, this had at times caused delays as a result of bottlenecking. Secondly corporate functions and smaller suppliers had been affected by capacity issues that had resulted from wider challenges facing the public sector in general (such as ongoing issues resulting from the COVID-19 pandemic) and more context-specific issues affecting individual organisations (such as a high turnover of senior staff experienced by WECA).

- **Stakeholder engagement**. As with any government funded initiative, the FTZ programme and individual schemes have required input from a wide pool of internal and external stakeholders at each stage of planning and delivery. However, given the programme's multifaceted nature and the complexity and novelty of some of the schemes being launched, this pool of stakeholders was considerably large. Although crucial, it has been time consuming engaging with a wide range of stakeholders, and where scheme or programme milestones were dependent on stakeholder input (e.g. from

multiple delivery partners or constituent authority stakeholders), progress had at times taken longer.

- **A lack of revenue funding.** The FTZ programme differs from a typical transport programme in that it has required a hybrid spend on capital and revenue costs, rather than just one or the other. Given the extent of revenue spending required (particularly as schemes have moved closer towards delivery), identifying how to meet revenue costs in a way that complies with strict local authority rules has proven time consuming. There was some suggestion that meeting revenue costs would have been significantly more straightforward with upfront provision of revenue funding by DfT.

- **Innovative scheme design**. The transport solutions underpinning the programme are largely untested, meaning that initial scheme designs have often been limited to conceptual knowledge and each stage of scheme development has required considerably more time than would be typical for tried and tested transport solutions. Procurement has been a prominent example of this, with Zones needing to first build capacity for procuring highly technical and pioneering technologies before being in a position to go out to market. Furthermore, delivering innovative schemes at pace has required core teams to adopt an agile project management approach which has at times conflicted with local authority processes that are typically set up to deliver traditional programmes, at a comparatively slower pace.

Key learning

- **Fully develop programme teams**. Local authorities should seek to fully establish core teams, clearly define the ownership of key programme decisions at all levels and where feasible maintain continuity in staffing arrangements throughout the lifetime of the programme.
- **Maximise knowledge input into the programme** by establishing efficient and flexible mechanisms for drawing on a wider pool of stakeholders outside of the core team, who can offer complementary learning.
- **Negotiate an upfront provision of revenue funding** if the available options for meeting revenue costs are limited or will create undue burden, and ensure that the split of capital and revenue funding will comfortably meet all revenue costs.

4.1.2   Stakeholder engagement

Facilitating stakeholder input at every stage is fundamental to the success of all FTZ activities, starting with the initial planning and design, through to delivery and establishing a programme legacy. The following types of stakeholder input were important:

- **Support for design and delivery**. Carrying out the work that underpins programme design and delivery requires timely input from a range of stakeholders beyond the core team. The FTZ programme is both multifaceted and innovative by nature, meaning that core teams will inevitably be somewhat limited in their extent of knowledge. Ensuring that the programme can address key knowledge gaps by drawing on any available expertise (especially highly technical, specialised, or localised knowledge) is therefore crucial, whether that be via formal mechanisms (for example, the procurement of subject matter experts) or informal

mechanisms (for example, shared learning with complementary programmes).

- **Listening to, and addressing, stakeholder priorities and concerns**. Achieving successful programme outcomes requires that stakeholder priorities are understood and that their concerns are effectively mitigated. This applies in particular to delivery partners and suppliers, whose input is needed to deliver the programme; community stakeholders and the general public, whose priorities should be reflected in scheme design; and political stakeholders, whose input is needed to further programme integration.

- **Endorsement for the programme**. Ensuring that FTZ activities can be sustained over the long term requires programme endorsement from a range of internal, political and commercial stakeholders. Firstly, public facing schemes must be able to generate sufficient revenue to become financially self-sustaining, which requires commercialisation. To achieve this, zones must be able to attract buy-in and financial investment from a range of key stakeholders including the local authorities involved and, at times, commercial stakeholders in the private sector. Since some zones generally had limited experience of commercialising transport services, this had required them to undergo operational and cultural change. Secondly, establishing a legacy for the overall FTZ programme will require sustained integration with the wider work of each authority delivering the programme. To achieve this, zones initiated stakeholder engagement for the purpose of furthering integration of FTZ activities with wider local authority activities, and to ensure that the outcomes of schemes remain in alignment with local authority strategic objectives over the long term.

Key learning

Regardless of how stakeholders will be expected to input into the programme; whether on a one off or ongoing basis, some combination of the following learning will be important for guaranteeing timely stakeholder input when required:

- **Seek to identify linkages** throughout the lifetime of programme, where activities would benefit most from integration with wider work that sits within or outside of the local authority.
- **Engage with stakeholders at the outset**, with a focus on:
  – Providing stakeholders with an adequate understanding of intended programme and scheme outcomes, (particularly where activities are highly conceptual initially).
  – Notifying stakeholders of when their input will be required and identifying future capacity constraints, so that these can be mitigated in advance.
- **Establish strong working relationships**, underpinned by regular communication with nominated points of contact who can cascade information effectively within stakeholder organisations. This helps to ensure stakeholders continue to work in alignment and that the programme can benefit from shared learning.
- **Establish and promote the mutual benefit of schemes to stakeholders** who do not already have a vested interest in the achievement of intended programme and scheme outcomes. For example:
  – Pursuing co-creation can increase a sense of ownership over scheme

outcomes
– Undertaking early trials and showcasing events can build further understanding and buy-in by demonstrating the value of programme activities, particularly if no tangible activity has yet taken place.

- **Seek to understand stakeholder priorities and concerns**, for example via community engagement events and resident surveys, so these can be adequately reflected and mitigated against in scheme design.
- **Draw on marketing teams**, to ensure that consistent messages are going out, in a way that is joined up with the authority's political messaging and service branding.

4.1.3 Supporting scheme sustainability

While strong programme and scheme delivery teams had been built up throughout the course of the programme, the expertise gained through delivery was typically held by a small number of staff. This introduced the risk that zones would not have sufficient capacity to fully replicate programme activities in future if the same individuals were not present. To mitigate this, programmes should make adequate time and arrangements for long-term capacity building, by taking a range of short and long-term measures such as systematically documenting learning, succession planning, upskilling staff and providing senior programme decision makers with good visibility over core programme activities.

4.2 Next steps

The key objective of the IPE is to capture lessons learnt from the design and implementation of the FTZ programme across the four zones, in order to build an evidence base that supports future rollout of similar programmes and schemes.

This report summarises implementation of the FTZ programme as zones have moved closer to delivering all of their schemes. It builds on the Wave 1 report by furthering much of the learning, particularly in relation to delivery and establishing a legacy for the programme but, given the early stage of delivery most activities are at, it can only offer early insight.

In the third and final wave of the IPE, we expect to focus on programme and selected scheme progression, with a focus on capturing further developed reflections on implementation towards the end of the programme and any available evidence on perceived programme outcomes.

5   References

Enoch, M. (2018), Mobility as a Service (MaaS) in the UK: change and its implications. Government Office for Science, p. 2.

Appendix A: scheme types & definitions

Schemes		
1 = MaaS 2 = E-scooters 3 = Bikeshare 4 = Mobility credits 5 = Mobility hubs	6 = DDRT / DRT 7 = Customer insight 8 = Sensor network 9 = Data hub	10 = Delivery consolidation 11 = E-cargo bikes 12 = Drone logistics 13 = Depot of the future

TfWM	WECA	Derby & Nottingham	Solent
1 2 4 5	1 2 4 5	1 2 4 5	1 2 3 4
6 7 8	6 9	8 9	6 10
	11	13	12

Figure 16 The main FTZ schemes being trialled within each zone.

No	Scheme type and definition
1	**MaaS (Mobility as a Service)** schemes involve the development of a digital transport service platform that enables users to access, book, pay for, and get real-time information on a range of public and private transport options (Enoch, 2018). **Key trip generator engagement** is a type of scheme specific to Solent, which seeks to integrate and promote lift sharing capabilities within their MaaS app, with a focus on influencing travel behaviour change by targeting 'key trip generators' in the region (such as Universities, hospitals, leisure venues and large employers).
2	**E-scooter** schemes provide rental e-scooters and docking infrastructure to the public. Although included in all zones' FTZ programmes, e-scooters are out of scope for the National Evaluation, as the wider rental e-scooter trial has been evaluated separately.
3	**Bikeshare** schemes provide bikes and/or e-bikes for short-term hire and docking infrastructure to the public.
4	**Mobility credit** schemes provide customers with a sum of money that can only be redeemed on sustainable forms of travel. Sometimes these credits are provided in return for engaging in another form of sustainable transport behaviour (for example, scrapping an older, polluting car). In other cases they are provided as part of other programmes targeting those who are unemployed or on low incomes (for example, to job-seekers).
5	**Mobility hub** schemes provide sites that bring together shared transport, active travel and/or micromobility services (such as e-scooters and e-bikes) in one location. Typically, multiple hubs are positioned throughout a region to form a mobility hub network, thereby increasing regional connectivity to multi-modal and public transport.
6	**DDRT/DRT (Dynamic Demand Responsive Transport/Demand Responsive Transport)** schemes provide a flexible mode of shared

	transport that responds to real-time changes in traveller demand. For example, rather than having traditional buses which operate along a scheduled route, smaller minibuses may take multiple people directly to, and from, destinations they specify, completing multiple journeys at one time.
7	**Customer insight** schemes enable user research that seeks to better understand the attitudes and behaviours of transport users, with the aim of ensuring that new transport modes and services are likely to succeed.
8	**Sensor network** schemes involve the installation of sensors throughout a region for the purpose of capturing real time traffic data such as cycle and pedestrian counts, average journey times and measures of air quality. This information is typically relayed to one central, digital location (such as a <u>data hub</u>) to enable better informed service planning and improvement.
9	**Data hub** schemes provide online platforms that aggregate, host and process both historic and real-time data from a range of sources. They are typically used by local authorities and customers to enable better informed decisions about service planning and improvement.
10	**Delivery consolidation** schemes involve the 'consolidation' of freight shipments within a central location, with the aim of enabling more efficient (e.g. fewer) or more sustainable (e.g. less polluting) trips by delivery vehicles within a city or region. This may occur via: a) Macro consolidation: routing deliveries through a delivery consolidation depot outside a town to ensure that delivery vehicles only enter the town with full shipment capacity. b) Micro consolidation: facilitates sustainable deliveries in the 'last mile' of the delivery journey through the provision of local 'points' from which shipments are dropped off. These local points may serve a campus or neighbourhood. The 'last mile' of the journey is then fulfilled via a sustainable delivery service (e.g. using an e-vehicle such as an <u>e-cargo bike</u>) or directly by the customer.
11	**E-cargo bike** schemes involve the use of electric powered bikes with storage components attached, for the transportation of goods. They are typically used as a form of <u>micro consolidation</u>.
12	**Drone logistics** schemes trial the use of drones to fulfil deliveries across short distances. This scheme is being trialled exclusively in Solent, to fulfil deliveries to the Isle of Wight.
13	**Depot of the future** is a scheme specific to Nottingham, that encourages the adoption of Electric Vehicles (EV) within service vehicle fleets (primarily refuse trucks) by local authorities and public sector organisations within the region.

Table 6 Schemes by zone.

Appendix B: IPE methodology

Sampling and recruitment

A purposive sampling approach[q] was used to recruit four key types of stakeholders with varying expertise and involvement at both a programme and scheme level. This allowed a diverse range of insights to be captured. Stakeholders at the programme level included staff with direct responsibility for delivery of the programme and internal stakeholders, such as senior leadership and personnel responsible for programme project management. Stakeholders at the scheme level included project managers leading on schemes and external stakeholders working on specific schemes. Each zone was well represented and a fairly even spread of programme and scheme level stakeholders was achieved. A breakdown of the achieved sample by zone and stakeholder type is shown in Table 5.

Stakeholder type	Derby & Nottingham	Solent	TfWM	WECA	Totals
Programme Delivery	3	2	2	2	9
Programme level stakeholder	2	2	1	2	7
Project manager/lead	3	3	3	2	11
Project stakeholder	4	1	3	3	11
Total	12	8	9	9	38

Table 7. Achieved sample by Zone and stakeholder type.

Fieldwork and analysis

A topic guide, designed in collaboration with the DfT, was used to guide the interviews. The guide was designed to be used across the types of stakeholders and was thus organised into modules. The main themes covered included background and context, programme management, scheme implementation and any lessons learnt.

All interviews were audio recorded with participants' permission and then transcribed verbatim. The transcripts were managed and analysed using a framework analysis, which allows in-depth exploration of the data by case and by theme. Coded data was then reviewed to draw out the range of views across participants to identify any similarities and differences within and across zones. Patterns in responses were identified to ensure analysis went beyond just a description of themes and offered a rich explanation, where possible.

Local process evaluation findings

Zones were also asked to provide their own process evaluation findings from their local evaluations to feed into the IPE report.

Zone	Data collection method	Details	Date
Derby & Nottingham	Depth interviews	Interviews with programme and project leads (details unknown)	January 2023
Derby & Nottingham	Synthesis of programme documentation	Review of Portfolio Monitoring Office (PMO) monthly progress	Ongoing documentation

		reports, FTZ Board meeting minutes and Programme Report Risks, Issues, Decisions, Changes, Approvals and Lessons (RIDCAL) toolkit	
Derby & Nottingham	Synthesis of programme documentation	FTZ workshop held to review the overall programme	January 2023
Solent	Synthesis of programme documentation	Unknown	September 2022
WECA	Depth interviews	10 interviews with programme, scheme and evaluation leads and programme support staff. Interviews focused on the initial mobilisation and delivery period following FTZ funding approval.	June – August 2022
TfWM	Depth interviews	7 interviews with programme and work package leads. Interviews focused on understanding the implementation of the work packages to date.	September – October 2021

Table 6 outlines the data collection methods employed in the local areas and the time period covered.

Zone	Data collection method	Details	Date
Derby & Nottingham	Depth interviews	Interviews with programme and project leads (details unknown)	January 2023
Derby & Nottingham	Synthesis of programme documentation	Review of Portfolio Monitoring Office (PMO) monthly progress reports, FTZ Board meeting minutes and Programme Report Risks, Issues, Decisions, Changes, Approvals and Lessons (RIDCAL) toolkit	Ongoing documentation
Derby & Nottingham	Synthesis of programme documentation	FTZ workshop held to review the overall programme	January 2023
Solent	Synthesis of programme documentation	Unknown	September 2022
WECA	Depth interviews	10 interviews with programme, scheme and evaluation leads and programme support staff. Interviews focused on the initial mobilisation and delivery period following FTZ funding approval.	June – August 2022
TfWM	Depth interviews	7 interviews with programme and work package leads. Interviews focused on understanding the implementation of the work packages to date.	September – October 2021

Table 8 Methodological details for local process evaluation findings synthesised at Wave 2.

Appendix C: Overall approach to national evaluation

Introduction

To provide a consolidated assessment on how areas designed, implemented and delivered their FTZ programmes, in October 2020, the Department for Transport commissioned NatCen to conduct a national evaluation of the FTZ programme. The core objective of the national evaluation was to maximise the opportunities for learning to understand how new digitally enabled mobility modes, services and business models could be delivered successfully. The national evaluation sought to adopt a theory-based evaluation approach, building on the local area evaluation plans. This was due to be complemented with a range of longitudinal and rapid case studies designed to supplement local area data collection activities and fill evidence gaps.

However, in 2022, it became clear that the national evaluation should be re-scoped. This decision was taken as a result of a number of factors. First, the innovative nature of the programme and the fact that it is designed to trial and test innovative schemes, led to a longer than expected mobilisation phase for the areas. The nature of the schemes, many of which are adaptive by nature or based in small geographic areas, has meant that a number do not lend themselves to evaluation using impact evaluation methodologies (i.e. experimental or quasi-experimental methodologies). This is largely owing to the fact that scheme level counterfactuals and sufficient effect size are difficult or impossible to establish. In addition, the onset of the programme coincided with a period of substantial change in the transport sector – brought about by the COVID-19 pandemic. It has also come at a time of greater focus on the shift to net zero and other wider macro-level changes triggered by geo-political forces.

As a result, and in collaboration with the DfT, over the summer of 2022, the scope of the national evaluation was adapted to reflect the changes to programme delivery timelines and the design of the local evaluations. The redesigned national evaluation has a much greater focus on lessons learnt from the roll-out of FTZ through the upscaling of the Implementation and Process Evaluation (IPE) and maintaining a specific focus on Mobility as a Service (and the associated data infrastructure).

In late 2023 the timeline of the national evaluation and the approach to the final synthesis report was again revisited. As local areas had been granted extensions to their delivery timelines, the original timetable of the evaluation activities no longer aligned with the areas' work. As a result, it was agreed that data collection for wave 3 of the case studies would be delayed. NatCen's contract will end as planned in March 2025 following conclusion of Wave 3, and zones will be supported by DfT on the delivery of the remainder of their evaluation work.

Table 7 provides an overview of the national evaluation data collection that has taken place or is due to take place by the end of the evaluation, as well as the associated national evaluation outputs. In the sections below we provide further

detail on 1) Implementation and Process Evaluation; 2) MaaS case study, and 3) support for local evaluations.

Table 9 All planned national evaluation data collection and associated outputs (current and upcoming).

Strand of national evaluation	Sub-strand	Data collection	Report produced
Implementation and Process Evaluation	IPE	Wave 1 (Oct-Dec 2021)	2022
Implementation and Process Evaluation	IPE	Wave 2 (Jan-Mar 2023)	2023
Implementation and Process Evaluation	IPE	Wave 3 (2024)	2024
Implementation and Process Evaluation	MaaS & Data	Wave 1 (Oct-Dec 2021)	2022
Implementation and Process Evaluation	MaaS & Data	Wave 2 (Jan-Mar 2023)	2023
Implementation and Process Evaluation	MaaS & Data	Wave 3 (2024)	2024
Theory-based evaluation	Final synthesis	Collation of local evaluation findings and national findings	TBC

Implementation and Process Evaluation

The rescoped IPE (2022/2023) is comprised of the following components:

- **This longitudinal IPE study** (see Introduction for methodological details).

- **A MaaS longitudinal case study**, focussing both on zones' MaaS apps and the data infrastructure underpinning them. The case study is being delivered in parallel to this IPE study. Across zones, MaaS is core to the FTZ programme and many other schemes are linked to it. As such, we have dedicated a case study to understanding the whole process of developing and delivering a successful MaaS intervention in detail, exploring how this varies in different contexts and drawing lessons to inform future local authorities seeking to develop MaaS. Further details about the MaaS and Data case study are provided in the Wave 1 and Wave 2 MaaS reports.

Theory based evaluation

The evaluation is taking a theory-based approach – this stipulates that all programmes have an underlying theory or rationale as to how they expect change to occur. Following a familiarisation stage, a programme-wide Theory of Change (ToC) and associated logic maps were developed. The ToC for the FTZ programme articulates the overall intended impacts, short and long-term outcomes of the programme and associated schemes, as well as the assumptions that underpin the programme to make it a success. The overall programme level Theory of Change (ToC) has been built around a typology that has categorised schemes based on their ultimate aims. Broadly speaking each pathway is aligned with an overarching objective:

- **Customer offer pathway:** to improve the customer offer and experience to encourage sustainable transport use.

- **Use of data pathway**: to improve the availability and quality of transport data to improve transport planning capability within local authorities.

- **Movement of goods pathway**: to use new technologies to make the movement of goods more efficient.

The ToC, as it was originally drafted, is provided on page 62. Support with local evaluations

The national evaluation always included a core requirement of support to the areas with their local evaluations and sharing of learning across the four areas. In our role as national evaluator, we provide the following support to each zone:

- **Quarterly one-to-one meetings** with each zone, focussing on updates to the design and delivery of local monitoring and evaluation activity, including any areas where NatCen may be able to offer additional support or guidance on evaluation quality.

- **Bi-annual community of practice meetings** with all zones, which aim to provide programme stakeholders from each zone to share updates, identify cross-cutting themes and promote shared learning/problem solving.

- **Evaluation resources** including guidance on baselining; a question bank; reporting templates and frameworks for assessing quality of evidence. Zones are also able to request ad-hoc support on specific issues from the national evaluation team who will draw on expertise across the National Centre for Social Research.

National Centre for Social Research
Implementation and Process Evaluation: Wave 2 Report

National evaluation theory of change

		Key assumptions	Short term outcomes		Mid-term outcomes	

Customer offer
- Ticketing
- E scooters
- Bike Share
- DDRT
- Mobility Hubs
- Mobility Credits
- MaaS

- Real time data available to users
- New options increase awareness

- Improved awareness of transport options
- Greater ease of using transport options

- Awareness & ease of new modes leads to modal shift

- Increased use of new transport options/ active travel

Use of data
- Data hubs
- Sensor network
- Segmentation models

- Data available & sufficient quality

- Better data available for LAs for transport planning

- LAs able to use data to improve decision-making/ management

- Improved network performance/management

Movement of goods
- Macro & Micro consolidation
- Drone logistics
- E-cargo bikes

- Successful trials lead to growth

- Greater usage of new delivery modes (depots/e-cargo bikes/ drones)

- Uptake of new delivery modes leads to greener delivery

- Greener first/last mile delivery
- Reduction in freight trips

Evaluation
- Local evaluations
- National evaluation

- Learning captured & shared

- Emergent learning on design and development

- Data available to measure effectiveness

- Insights into effectiveness of new transport services

IMPACTS
- Fewer car and freight journeys will lead to less congestion (Travel & transport)
- More transport services will lead to seamless travel (Environmental)
- Improved access to transport enables increase in productivity & employment (Social impacts / Learning)

Year 1 — Year 2–3 — Year 5+

Appendix D: Wave 2 topic guide

Overview of the topic guide:

An overview of the different sections and who they are aimed at is provided below.

- Section 1 - ALL: Introduction
- Section 2 – ALL: background and role
- Section 3 – stakeholders (A) and (B): programme management
- Section 4 – stakeholders. Primarily (C) and (D): scheme delivery, but could be used for certain (A) or (B) stakeholders
- Section 6 – ALL: lessons learnt

This topic guide contains specific prompts for:

- Stakeholder type that featured in Wave 1, denoted by ==EXISTING==
- Stakeholder type not featured in Wave 1, denoted by ==NEW==
- Stakeholders working on FTZ schemes that featured in Wave 1, denoted by ==EXISTING SCHEME==
- Stakeholders working on FTZ schemes not featured in Wave 1, denoted by ==NEW SCHEME==

Background and context [ALL]

Participant's role and responsibilities
==If EXISTING, ask about any changes since autumn 2021.==

- Role and team
- ==IF A&B== Programme delivery structure
- ==IF C&D== Scheme objectives, timeframes and staffing approach

Understanding of FTZ programme management [Stakeholders A & B]

This section is aimed at those directly involved in the FTZ at the programme level – including both the direct programme delivery team as well as other key but more peripheral stakeholders. It aims to explore overall programme delivery but also structures that support delivery governance and financial management, and the successes and challenges surrounding each of these.

==*Explain that for this section the focus is on the **whole programme**, not specific scheme issues. If necessary, remind participants of this if they provide too much scheme specific detail.*==

Progress with programme implementation

- Progress made with programme implementation since Autumn 2021
- Any major changes to FTZ programme since Autumn 2021

Governance

- <mark>Stakeholders A & B only if issue raised in previous interview,</mark> whether and how the structure (and legal status) of lead organisation continues to impact on delivery

- Any changes or developments in how the programme is overseen since <u>Autumn 2021</u>

- Any changes in political governance of local authorities *(i.e. as part of May 2022 local elections)* and impact on FTZ

<mark>If governance board member</mark>

- Governance board structure

- How governance boards operate

- Involvement of board in implementation of programme and specific schemes to date

Financial management

- Views on FTZ funding model

- Financial management processes

- Any changes to budget and spend since <u>Autumn 2021</u>, including allocation of budget across schemes

- <mark>*For each scheme launched,*</mark> whether running costs align with expectations

- Approach to financial risk management

- Expectations for commercial viability of schemes once FTZ funding ends

Stakeholder management

- Experience of working with *internal* stakeholders *(Local Authorities, internal teams i.e. procurement, finance)*

- Experience of working with *external* stakeholders *(transport operators, consultants, suppliers, technology/data providers)*

Ongoing programme management

- Any changes to project management approach (e.g. using Agile, Prince2, Scrum etc) since <u>Autumn 2021</u>

- How FTZ programme interacts with other transport programmes delivered in region *(e.g. TCF, CRSTS)*

- Level of continuity/turnover in staffing since <u>Autumn 2021</u>

- Experience of procuring services/suppliers to meet programme needs <mark>*(cover in general, procurement related to schemes in focus covered below)*</mark>

- <mark>*Remind participants risks raised in Wave 1,*</mark> any new key programme risks emerged since <u>Autumn 2021</u>

- Adaptation to risk management processes, including mitigation measures

Delivery of specific FTZ scheme(s) [Stakeholders A, C & D]

This section is aimed at those directly involved in delivering FTZ – programme managers, project scheme leads, as well as external stakeholders that are directly involved in scheme delivery. It aims to explore specific issues related to the key schemes selected in the area.

A maximum of three schemes will be discussed per area. Please refer to the list of selected schemes to ensure you are asking about the right ones. If discussing more than one scheme, interviewers will need to manage the time to ensure that they are achieving coverage of both schemes, while being mindful of the fact that stakeholders may only have knowledge of certain aspects.

For stakeholders A – this section may have to be covered quite briefly.

Explain that this section focuses on the schemes selected for the prioritisation in the FTZ programme (name those schemes).

Understanding of FTZ programme

- If NEW SCHEME, brief overview of scheme and how it fits within the FTZ programme
    - If NEW stakeholder D, how working with internal local authority delivery team
    - If EXISTING stakeholder D, any changes in how working with internal local authority delivery team since Autumn 2021

Scheme overview and objectives

- If NEW SCHEME, overview of scheme objectives, intended impact and key audience
- If NEW SCHEME, resource and staffing needed at planning stage (e.g. staff, expertise, specific tools) – any challenges in meeting needs
- Whether scheme objectives changed since design stage and changes occurred and why
- *If not covered above*, overview of governance structure and oversight of scheme

Scheme implementation

1. Progress made to date/since Autumn 2021
2. Key milestones reached (e.g. successfully procured key supplier, set-up of service)
- Any changes in scheme scope to date/since Autumn 2021 – overall or to specific aspects
- Factors impacting on implementation to date/since Autumn 2021 – internal, external
- *If not covered spontaneously*, whether scheme has launched. If not, when planned
- *If scheme has launched*, what level of take-up has it achieved?

Key stakeholders

- If NEW SCHEME, who are the key stakeholders supporting implementation
- If EXISTING SCHEME, any new stakeholders since Autumn 2021
- For ALL, experience of working with each stakeholder mentioned above
- Experience of achieving senior support *(e.g. senior officers, councillors etc)* for scheme implementation

Staffing

- Staffing needed to implement scheme e.g. internal FTZ programme teams, others integral teams etc.

- Level of continuity/turnover in staffing to date/since <u>Autumn 2021</u>

Procurement

- Whether and which suppliers procured (e.g. micromobility provider)

Marketing strategy <mark>*(only applicable to schemes that are close to/have launched)*</mark>

- Key principles of marketing approach

- What has worked well and less well

- Any early insights on reach and take-up of scheme

- Lessons learned in relation to marketing scheme

Financial management

- Sources of scheme funding – FTZ only or additional funding (e.g. matched funding)

- Whether planned budget enough to implement and deliver scheme

- Whether scheme is commercially viable beyond FTZ funding, <mark>*if not covered above*</mark>

- Expectations for scheme longevity: FTZ funding period only/defined extension/intention to be permanent

Risk management

- Any risks emerged to date/since <u>Autumn 2021</u>

Key successes and challenges

- Main successes and challenges of scheme implementation to date/since Autumn 2021

- Things that would do differently in future

- Key learning for implementation of similar schemes

Lessons learnt [All stakeholders]

- Main successes of the programme to date

- Main challenges of the programme to date

- Whether FTZ programme is meeting initial expectations

- Things that would do differently in the future

- Key learning for other FTZ areas/other Local Authorities hoping to introduce similar schemes

Endnotes

[a] See the Department for Transport's [Future of Mobility: Urban strategy report](#) for more detail.

[b] With the exception of West Midlands which is a 'pathfinder' area, zones applied to receive FTZ funding.

[c] West Midlands Combined Authority (WMCA), was selected by the DfT to act as a 'pathfinder zone' (i.e. to act a guide to future local authorities receiving the funding) in 2018. The West of England; the Solent region and; Derby and Nottingham were selected in March 2020 following a competitive bidding process.

[d] WMCA was the only zone to receive revenue grant funding from DfT.

[e] Birmingham City Council, Sandwell Metropolitan Borough Council, Solihull Metropolitan Borough Council, Coventry City Council, Walsall Metropolitan Borough Council, Dudley Metropolitan Borough Council, and the City of Wolverhampton Council.

[f] The FTZ area will be referred to as TfWM for the remainder of the report.

[g] Bath and Northeast Somerset, Bristol and South Gloucestershire.

[h] Southampton, Portsmouth, Isle of Wight (unitary authorities) and Hampshire County Council.

[i] The FTZ area will be referred to as Solent for the remainder of the report.

[j] Further details about what prompted the rescope and changes to national evaluation design can be found in Appendix C.

[k] The overall Theory of Change for the national evaluation is made up of three pathways of which Movement of Goods is one. See appendix C for full details.

[l] This trial made DDRT available for students and teaching staff at the university, as well as local community members.

[m] Other activities under Depot of the Future not in focus at Wave 2 included:

- **Nottingham Electric Vehicle Services Maintenance and Repair Centre:** being established to encourage growth in the region's EV sector by attracting EV related business, research and development).

- **Autonomous Vehicle (AV) trial:** involving the use of an 'autonomous scrubber' to clean parking infrastructure at a shared charging site, with a view to exploring how AVs may be used in future, if their use on public roads is legalised.

- **'Future of EVs' project:** aims to elongate the life of existing EV fleets by refurbishing their batteries.

[n] 'Only mile' refers to short, local journeys typically undertaken by businesses with a small geographical operation, such as a florist.

[o] This included the use of City Regional Sustainable Transport Settlements funding to support the continuation of their Innovation Showcases.

[p] Rules of the Road is a scheme involving the digitisation of Traffic Regulation Orders which have traditionally only been held on paper. Digitising these assets will provide local authority stakeholders with easy access to information about the road network and enable the easier application of such data within other technological solutions.

[q] A purposive sampling approach identifies respondents who possess certain characteristics or experiences relevant to the research aims.