



Department
for Transport

Zero Emission Bus Regional Areas Scheme – 2021 to 2022 Application Form

Call for Expressions of Interest Applicant Information

Local transport authority: [Derby City Council and Derbyshire County Council](#)

(For joint bids only) Which local transport authority is the lead bidder: [Derby City Council](#)

Area within authority covered by bid: [Derby and major public transport corridors in Derbyshire, including the Peak District National Park](#)

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Submission of proposals:

Applications to the Scheme will be assessed against the criteria set out here and in the guidance document. Please adhere to word limits. We will not accept any additional information unless specifically requested.

Proposals must be received no later than 17:00 on the following days.

- **Fast track process** - 5pm on 21st May 2021
- **Standard process** – 5pm on 2nd July 2021.

You will receive confirmation that we have received your proposal within 1 working day.

An electronic copy only of the bid including any supporting material should be submitted to buses@dft.gov.uk.

Please include “**ZEBRA (Fast track Process) Local Transport Authority name**” in the subject line of the email if you are applying under the fast track process.

Please include “**ZEBRA (Standard Process) Local Transport Authority name**” in the subject line of the email if you are applying under the standard process.

Enquiries about the Fund may be directed to buses@dft.gov.uk.

Transparency and privacy

Please refer to the guidance for this scheme before completing the application form to understand how DfT will manage your data.

SECTION A: Mandatory Questions

A1. In total, how many new zero emission buses will your proposal deliver?

A minimum of 30 Hydrogen Buses, split between double decker (mainly urban areas) and single decker (mainly for rural areas with a mixture of main roads and narrow lanes) would be used within our project. An increased number of vehicles may be provided to satisfy duty rosters and also the routes chosen. This will be refined at time of business case preparation.

A2. Total DfT funding sought (£m)

£29.8m - £35.9m – see A5 below. The details behind the headline values needs further work as part of the development of a full business case and is likely to change as this is a dynamic market.

This is an area for further detailed work with identified commercial partners to establish implementation costs, particularly relating to infrastructure. We may also need some support and guidance from government to assist with specific commercial arrangements and appropriate financial stimulus.

The Covid pandemic has resulted in an extended period of falling patronage, which has severely damaged the public transport sector. In discussions with potential consortium members, particularly bus operating companies and vehicle manufacturers, it is clear that the most viable model is to replace existing buses with hydrogen fuelled vehicles, via a leasing scheme. The leasing options are being developed with partners to ensure that private capital makes up any shortfall to total cost of the acquisition of buses. This approach has been recommended and is supported by various consortium members, including those with leasing expertise.

A3. Third party funding contributions (£m)

The proposal is to stimulate third-party funding and commercial investment. This is an area where government support and guidance on the legal and procurement arrangements will be welcome, as we anticipate that the commercial relationships will need to embrace risks associated with new market activity, innovation and challenge the traditional lines between the commercial and public sector organisations.

Both Derby City and Derbyshire County will be making significant contributions in kind to the project with staffing costs. More importantly, both local authorities will be investing via the Bus Service Improvement Plans, to enhance bus priority measures, both physical and electronic (via our traffic control and bus location systems). The routes for the ZEBRA project vehicles will be accelerated for investment.

A5. Total cost of the proposal (£m):

Initial high-level calculations relating to the intended project have indicated that the DfT's financial support will be in the region of £29.8m - £35.9m, with the total deliver cost likely to be approximately £40m - £50m. However, as our team is actively working on a model that could be close to self-financing (see above), there is a possibility that the DfT funding support could be smaller than the figures noted here. The full cost estimate in detail will be developed as part of the full business case.

The exact total cost to establish the fuelling infrastructure is still to be determined by the consortium and there is some dependency on technology developments within a dynamic market. In addition, as the ZEBRA initiative is seen by our consortium members as a major stimulus to boosting the "supply" side of the hydrogen supply/demand growth curve.

The delivery of 'at scale' commercial fuelling is at a primary stage and we fully recognise growing pace of change and emerging options. As such, the cost model and requirements for DfT funding will be refined at the business case stage of ZEBRA's implementation.

A6, if your bid is successful, are you able to invest DfT funding within the time outlined by your scheme?

Yes, particularly so as our intended project was already being developed prior to ZEBRA being announced.

A7. If your bid is successful, are you able to capitalise DfT grant funding?

Yes. This will be undertaken via the procurement model to be put in place that provisionally will have a leased vehicle "philosophy" and partnerships using private and public sector capital to deliver the infrastructure.

A8. Have you considered whether additional zero emission buses are needed to replace existing buses?

The joint scheme proposal seeks to replace diesel buses with zero emission hydrogen buses with a direct one-to-one ratio. This is possible to due refuelling rates and the vehicle range. Hydrogen is the only feasible option for the mix of rural and urban routes, servicing the Derby travel to work areas from rural Derbyshire, and the Mill Towns and Market Towns to centres of employment in and around Derby and the Region's hinterland.

Other centres of employment within Derbyshire, for example Chesterfield, also require similar longer distance connections, to locations such as the former mining communities. Electric powered bus units are not suitable for these routes, due to range and terrain, and duty cycles for bus companies. However, this is not to entirely rule out electric buses as

they have a role to play, particularly in urban areas. Nevertheless, hydrogen powered buses are the main focus of our project.

The scheme also adds value to travel for learning and skill development. The University of Derby, for example has a commitment to decarbonisation and to public transport, with a fleet of contracted services for sites in Derby and in Derbyshire, which would benefit from being key targets in the proposed scheme and benefit the surrounding communities. Of relevance to this discussion is our analysis work regarding Transport Hubs (funded by Midlands Connect) that has included the potential for hydrogen powered vehicle usage for the very rural parts of Derbyshire, which incorporates the University's campus at Buxton.

Over time, the relative cost of hydrogen is predicted to fall below diesel fuel, which will help with the cost of travel and assist with promoting travel for learning in disadvantaged communities, particularly in rural areas.

Our recent study into the potential of hydrogen in the Region has confirmed that hydrogen powered units offer the best alternative for the key corridors across Derbyshire employment catchments and the Derby travel to work area. Electric buses introduce scheduling constraints due to charge times and cannot at present manage the range required for rural routes.

Zero emission buses can play a critical role in providing clean transport for residents and visitors within the Peak District National Park, providing improvements to the Derwent Valley Mills World Heritage Site, which links the heart of Derbyshire to the centre of Derby. The importance of open space and culture has been highlighted by the pandemic and the Peak District has over 13 million visitors visit every year. Mobility that can sustain tourism is strategically important not only for ourselves but nationally and internationally.

Our proposal includes the proposals for the generation of green hydrogen from renewable energy sources. Research work by the University of Sheffield (represented at the SMT), sponsored jointly by the County Council and the Peak District National Park Authority has shown that a small fleet of hydrogen powered buses can have served by a station/production site powered by a medium sized wind turbine in the climatic conditions that prevail in the Region.

A9. Have you provided a breakdown of infrastructure costs for your proposal?

Yes, however, the infrastructure development is still at an early stage and there is a real possibility that the sites included in this proposal will be the first of their kind in the UK, as we are seeking to exploit the engineering and research developments with the East-Midland Region.

A10. Does your proposal have the support of bus operator(s) in the area?

Yes, there is support from bus operators across the proposed area of the scheme.

A11. Have you spoken with any energy companies when preparing your proposal?

Yes, Derby City Council is in the process of finalising and publishing an extensive study into implementing hydrogen fuel, not just in the city, but across the Region. As part of this process we have led the Region in contacts with future fuel providers, energy distributors, and potential storage operations in relation to hydrogen.

Derbyshire County Council has led on further extensive market testing specifically on the ZEBRA proposal

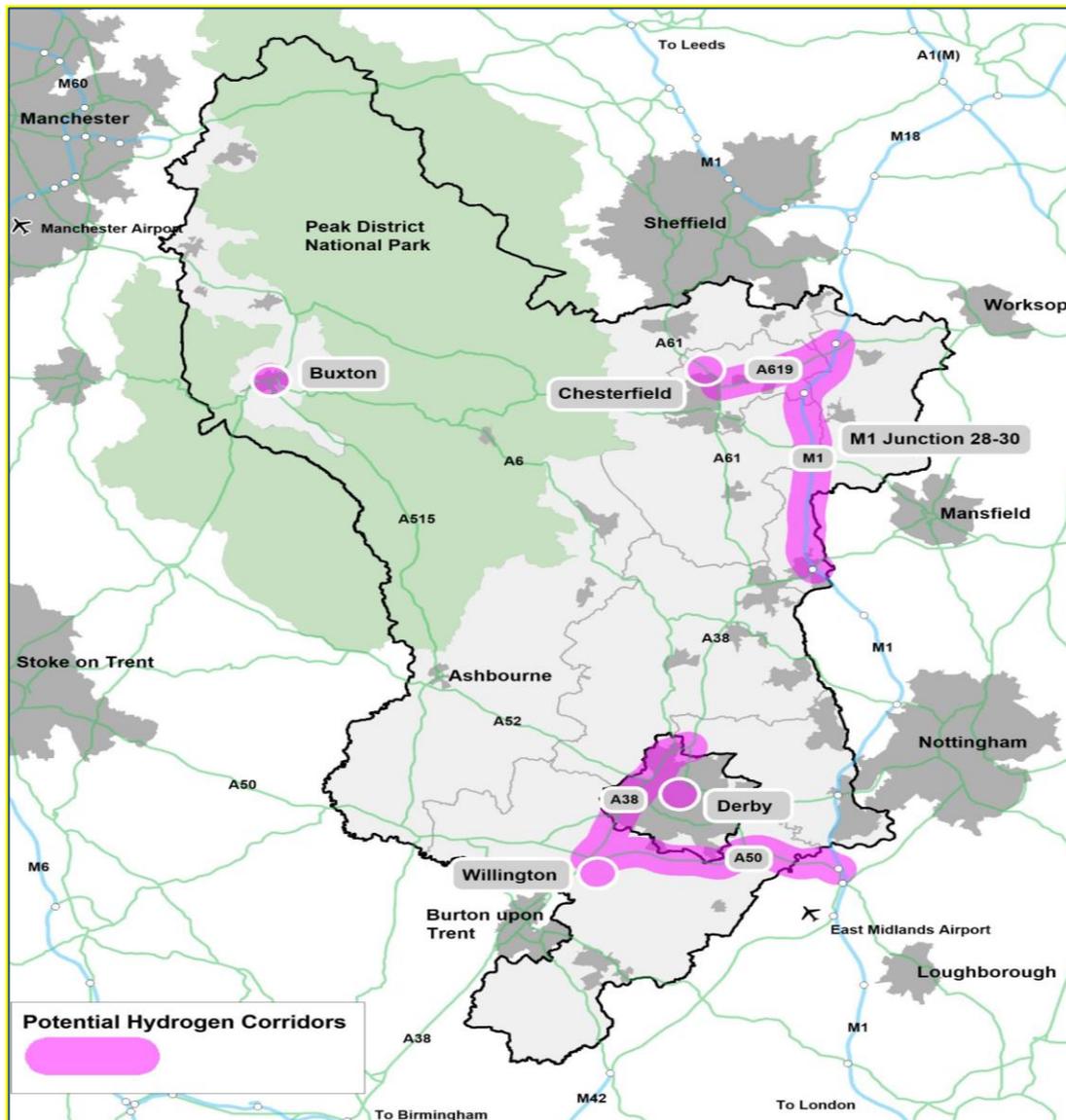
A12. Does your proposal comply with the accessibility requirements set out in the scheme guidance?

Yes – the technology already exists across much of the Region, with the primary bus operators meeting or exceeding the standards for accessibility. As the buses to be provided within our project will be new, they will meet or exceed all the necessary requirements within the Public Service Vehicles Accessibility Regulations (PVSAR) 2000.

It is expected that the National Bus Strategy – Bus Services Improvement Plans for both local authorities (which will have common elements due to route continuity over boundaries) will enhance the standards for customer service and accessibility.

Derby City has Transforming Cities and Future Transport Zone funding which will supplement some of the existing data systems with benefits stretching outside of the Derby boundaries, this will add to the information and data available for customers.

SECTION B. Defining the place



Derbyshire and Derby have an exceptionally strong strategic case to deliver a hydrogen bus scheme as part of a wider ambition to implement clean, integrated energy systems for transport, industrial and domestic uses. This is reflected the strategic ambition to develop Derby as a UK Centre of Excellence for Future Fuels and the D2N2 Local Enterprise Partnership’s aim to have the biggest carbon turnaround in the country.

The strategic case for our ZEBRA project is enhanced by the geographical location of Derby and Derbyshire on key north-south trunk routes. The refuelling infrastructure will “fill in” gaps between the West Midlands and Yorkshire and the Humber, providing a spine of multifuel refuelling stations. The strategic national benefit of adding this infrastructure growth cannot be overstated.

The Region has a unique density in the UK of advance engineering manufacturing companies, accounting for around 27% of the Derby market area economy. There is a

highly skilled workforce, employed by world leading companies, such as Rolls Royce, Toyota, Alstom, and the high value supply chains.

The Region will also be enhanced by the designation of the East Midlands Freeport. This will stimulate the development of sites, to include clean energy and the advantages of cost predictability, and further strengthen the manufacturing and innovation capacity to deliver expertise and engineering components world-wide. The East Midlands Intermodal Park site sits in South Derbyshire, strategically placed close to the Toyota manufacturing plant at Burnaston.

The extensive study, led by Derby City Council, into the introduction and integration of hydrogen, has revealed the extent of current activity, across commercial and academic research, the investment already committed by major companies, and manufacturing developments in the transport and vehicle sector. The Region boasts the HSE Hydrogen Safety Research Centre in Buxton and is home to most of the UK domestic and commercial heating systems manufacturing.

The simple process of commissioning the study and bringing sectors and market leaders together to contribute, has already begun to stimulate collaboration between organisations and to germinate new ideas and product ventures.

The Region can be characterised as rich in assets, skill, and innovation activity. It is fertile ground on which to grow UK industry, with the key stimulus being the unlocking of supply and demand. Our joint ZEBRA proposal is an attempt to begin to break down the barriers to fuel and energy change.

The core geographic area will be Derbyshire and Derby, at this stage although it is expected that some routes will cross into neighbouring counties due to practical service delivery. Colleagues in Nottinghamshire and Nottingham are supportive of our ambitions and the work is also informing the D2N2 LEP Low Carbon Growth Group.

The area has key employment zones around Chesterfield in the north eastern part of the County and Derby in the south. The primary aim of this initial scheme is to introduce hydrogen buses to the high volume, longer distance travel to work routes as a viable alternative to diesel.

The County also has key leisure and tourist destinations, including the Peak District National Park, and the Derwent Valley Mills World Heritage Site. Replacing diesel buses with hydrogen buses would be a clear statement of intention and ambition and provide high profile public impact, with strong links to environmental progress and demonstrating that the next revolution in energy is introduced in the area where the industrial revolution began.

SECTION C: Ambition

C1. Public transport ambitions

Derby and Derbyshire have been working together on economic recovery plans, with the support of the Local Economic Partnership (D2N2) to bring together local authority strategies and businesses, across a range of sectors. A new intensity in these relationships has matured quickly in an environment dominated by the COVID pandemic and the need to diversify the local economy and provide a sustainable future for our communities.

The focus has been on action and seeking early delivery which will promote rapid recovery and long-term resilience. Our Local Authorities were already exploring low carbon energy, integration, energy cycles and how to break down the barriers to implementation, particularly around supply and demand barriers. Derby commissioned a Hydrogen study which has provided clear direction in terms of creating demand and stimulating supply for hydrogen, with buses emerging very early as a key deliverable to kickstart development. ZEBRA presents a funding source that would support a strategy that had already evolved via the COVID recovery work, being led by the joint Low Carbon Mobility Task Force. The County Council has been working for more than two years with the Peak District National Park Authority on a Low Carbon strategy. ZEBRA will enable many of these initiatives to be fast-tracked. The screenshot below shows an extract from the Peak District's Carbon Management Plan where it will be seen that our project within ZEBRA is entirely in harmony with this.

We have excellent existing partnership arrangements with the bus operators across the Region. Together we have historically worked in partnership on resolving 'pinch points', providing real time information, quality passenger infrastructure, and implementing priority measures. Over the next two years, the Investment of Transforming Cities funding in the Derby travel to work area (which includes a significant part of the surrounding County area) will add further information and priority measures.

In October 2020, Derby announced the Future Fuels strategy, which supports rapid decarbonisation in energy including transport, with Derby as the UK Centre of Excellence for future fuel engineering and product manufacturing.

Both Local Authorities have declared a Climate Emergency. Both also have decarbonisation as a top-level priority with the economic recovery plans for the area.

Derby and Derbyshire have policies for the rapid change of the Local Authority operational vehicle fleets, and we are working with vehicle suppliers to support the development and testing of heavier and specialist fleet for early adoption.

We are both part of the D2N2 LEP Electric Vehicle charge point programme and are working with key partners on introducing EV vans to business users through a 'try before you buy scheme'.

The ZEBRA proposal supports the current ambitions to change the perception of the bus travel and provide an exciting and clean offer. This supports sustainability across rural and urban areas. The proposal is also part of a clear strategic and policy background.

C2. Community benefits

The D2N2 LEP strategy for the Region to achieve the biggest transition in terms of decarbonisation requires the implementation of a range of measures, with the primary focus on changes in energy types to future fuels, and changes in energy use, with transport pathfinder projects at the forefront of transition.

The area is rich with world leading engineering in transport and in heating systems, with the supply chain and research skills already established. Initiatives, such as ZEBRA present the opportunity to begin to develop segments of market demand, which then in turn, begin to release supply as a response. The benefits to making a clear shift towards introducing hydrogen for transport are clear, but the ambition of the Derby Future Fuels strategy and the extensive study work on hydrogen extend beyond transport, and provide benefits for the whole community and for the future of industry in the Region.

Derbyshire, Derby and the East Midlands currently has the assets and skills required to drive the UK economy in terms of manufacturing for future fuels. ZEBRA is part of a much wider, long-term plan for the Region. Buses offer a deliverable element in the relative short-term, but the ambition is clearly for the Region to lead in innovation in transport. We also have a wider plan for integration of energy, and the growth of further expertise and manufacturing of components to enable the UK to successfully accelerate energy decarbonisation.

The immediate goal is to retain the immense world leading skill range in the Region and retain the world leading manufactures within the Regional economy. These companies, and research assets, already have global reach and long-established partnerships, which links the Region internationally in engineering manufacturing in ways unrivalled by any other UK Region.

Covid has impacted on the Regional manufacturing base, but is already innovating to survive, and there is a clear focus on diversifying and building for future energy production and accelerating the development of products, components and expertise to ensure future job growth and skills development.

As the Region is seeking to develop and exploit the potential of a range of future fuels and integration of energy, then there is already early work being done to explore how renewable energy outputs can be stored, and used in cycles with hydrogen, small scale nuclear, and how battery technology can be used as part of a secondary market, before material re-cycling takes place. The University of Derby and Derby College are collaborating on skills for de-carbonisation including a proposal to develop an Institute of Technology in the Region.

Hydrogen, and Regionally significant production of green hydrogen, is integral to the implementation plan, coupled with the aim of being able to receive supplementary hydrogen via pipeline connections from mass production areas, possible on the east coast or closer to the Region. Initially we are seeking to develop commercial scale fuelling infrastructure (to meet demand from early adopter sectors) in the immediate future. It is this early adoption that ZEBRA has the clear potential to directly support.

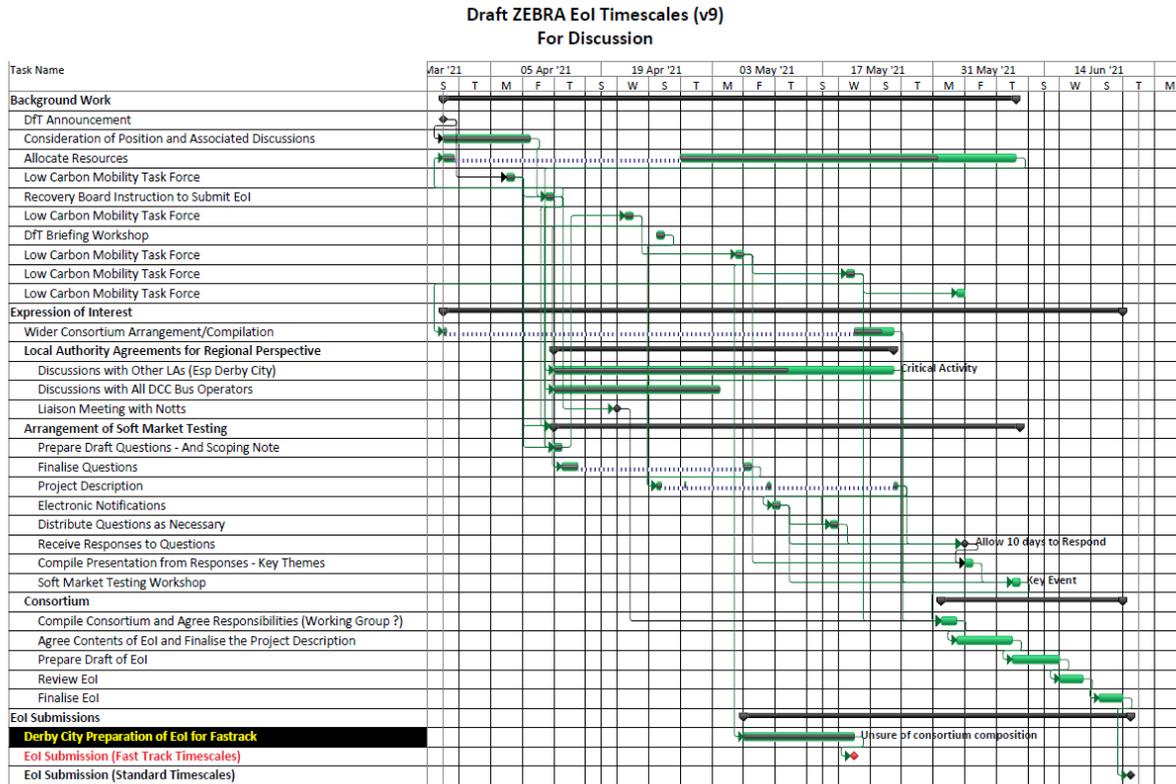
C3. Support for your proposal and wider vision

Although a potential low carbon vehicle project, likely to be based on hydrogen as a fuel was already under way, with the availability for ZEBRA funding, a SMT was conducted from 18/5/21 to 10/6/21 culminating in a webinar on 10th June when 30 interested parties were represented and 54 individuals attended.

Specifically, in the SMT representation was present from -

- Management consultants
- Refuelling infrastructure providers
- Refuelling infrastructure construction companies
- Bus Companies
- Universities and Research Institutions
- Local Districts and Boroughs
- Bus Manufacturers (in associating with leasing companies)
- Back-office system providers

In the preparation of the EOI we have engaged with a wide variety of partners, and to manage this process we have adopted a formal early project management approach to ensure that we can meet the ambitious timescale.



The local bus operators have indicated their clear support for the ZEBRA proposal from Derby and Derbyshire. At this stage they want to be part of the development of the

proposal and to share their business and operational expertise and commercial links as part of a full partnership bid.

The D2N2 Local Enterprise Partnership is fully supportive of the proposal for a hydrogen bus scheme in our area. D2N2 is also supporting the local authorities to work with Midlands Connect as part of identifying opportunities and to coordinate actions within the whole Midlands region.

D2N2 is a key supporter of the Hydrogen study and the plan for the Region in relation to energy development, economic development, and the proposals for decarbonisation. This support extends to the Local Energy Hub, which is being reformed to take clear aim at future energy and the manufacturing and research role of the Region as a global leader and a driver of the UK economy.

Under the strategy for Future Fuels, Derby City Council has not only led on the hydrogen study, but also developed a future workstream of partnership building. This has helped to promote early activity across sectors.

The ZEBRA project is an excellent opportunity for Derby and Derbyshire to seek to innovate, with our key commercial partners in terms of procurement and commercial models, not only for vehicle strategies, but also for rolling out commercial scale infrastructure.

The Region is also home to two of the leading rail rolling stock leasing companies, as well as major commercial road vehicle leasing companies. These are important potential partners and contributors to the develop of the ZEBRA proposal and other initiatives in the Region.

The bus operators across the area are a combination of medium size Regional companies and national organisations. Across the operators there is strong market knowledge and experience, as well as clarity of business models for the recovery from the pandemic and growth in future years. Both Derby and Derbyshire have active Strategic Bus Partnership groups, which will be developed into Enhanced Partnerships. Support for the development of Enhanced Partnerships is very strong across the Region.

The strong support of D2N2 is providing additional assistance with developing options for future innovation and models for the introduction of buses through ZEBRA, but also to expand to highlight the opportunity to initiate development in other sectors of interest.

All the above provides this joint ZEBRA proposal with a range of financial and market expertise, which should offer innovation and security, and promote market development.

SECTION D: Air Quality

Derby was one of the first five trial areas for projects to reduce roadside NO₂. During this process the extensive modelling showed that there was one area within Derby which exceeded the legal limit. However, the modelling also showed other areas which would benefit from a long-term intervention and rapid changes to vehicle emissions. The Council

was also able to re-assess the continual activity for measuring parts of the local road network and Air Quality Management Areas.

The local public transport operators have responded to the information provided by the Council over the last five years and have invested in converting over 90% of the local bus fleet to Euro6. However, this still leaves a concern about carbon emissions. Ideally, we want to achieve zero emission public transport over the next 10 years.

It is worthy of note that our proposals, which may in whole, or in part, incorporate the production of green hydrogen in the Region, will offset air quality problems elsewhere as the need to physically deliver hydrogen (by vehicles) and its production from high carbon means, is reduced or negated altogether.

The roadside NO₂ work and the changes made by the bus operators also fails to address the continuing emissions of particulate matter (PM10 and PM2.5). Zero emission buses will clearly help with leading the market demand for infrastructure which will then create supply dynamics for other heavier vehicles to come to the market as part of local authority and commercial fleet changes.

Derbyshire also has Air Quality Management Areas, which would benefit from the reduction in carbon, nitrogen dioxide, and particulates, along densely populated corridors and in town centres.

In practice the only feasible way of delivering viable zero emission buses to link with and across the Peak District National Park is with hydrogen powered vehicles. Alternatives utilising EV do not have the range or capability to cover the distances and topography of the area.

SECTION E: Value for Money

At the present time we are working with commercial partners on developing the details of infrastructure costs, procurement, and commercial support models. We are exploring the range of market opportunities to accelerate the demand and supply. While we cannot provide a clear value for money statement, at this stage, relating to the ZEBRA project, the scale of ambition, the strategies, knowledge and industrial and commercial base already exists to secure value from investment and to show growth beyond an initial bus scheme, across the Regional economy. ZEBRA funding is seen as a primer with the actual value in our Region delivering the foundation for massive and sustainable economic benefits, with multiplier benefits for support industries.

Work that is being undertaken to assess the involvement of private capital and leasing of vehicles, along with production of hydrogen from renewable sources, is designed to reduce costs and maximise efficiency to increase, under any circumstance, the value for money. Indeed, the higher the investment from third parties directly, in kind, or as a result of the means of hydrogen production will mean that we can be more ambitious still and the value of the DfT's support will be pro-rata significantly enhanced.

In addition to the above, the Health and Safety Executive, with laboratories in Buxton have indicated their willingness to work with our team to assess the health and safety element of the project. Whilst this is very important to us, it is also a vital component of the full, holistic assessment of our ZEBRA "demonstrator".

A final element of consideration, but not part of our core initial work is to use the infrastructure provided through ZEBRA to incorporate appropriate freight vehicles into the overall low carbon strategy. There is an immediate need associated with emissions by quarry based vehicles (the Region has some of the largest quarries in Europe within its boundaries). In liaison with the various Boroughs and Districts in the Region, it is also known that there is a willingness and impetus for changing, for example, refuse lorries from diesel to hydrogen. Again, not directly included in our ZEBRA proposals, the ZEBRA work would be an enabler for such initiatives, and therefore, again enhances the gross value of ZEBRA to the Region.

SECTION F: Deliverability

F1. Method of delivery and timescale for implementation

The partnerships and interaction across all sectors within the Region are very strong and the bus operators are key to the delivery of the proposed scheme. Their engagement at an early stage has been secured and they recognise the work already done to bring world leading companies, already present in the Region, into the dialogue around Derby's Future Fuels Centre of Excellence Strategy and the detailed work and relationships that have produced the Hydrogen Strategy.

The Region has an established high value engineering supply chain and is fertile ground for SMEs and innovation start-ups. These companies are attracted in part by the excellence of the academic establishments, and partly on the presence of world leading companies. The ZEBRA project is a fantastic opportunity to stimulate the development of SMEs, as it has clear merits as a transport project, but also it is part of the development of a much wider strategy, for communities, industries, and economic growth.

The current view is that the timescale for the first buses to be 'on the road' as part of the scheme would be primarily driven by the availability of infrastructure for fuelling. The current estimate, based on expert advice from partners, is that reliable commercial hydrogen fuelling will take approximately eighteen months to complete. Well within two years from the agreed DfT funding of our project, a phased solution could be provided for an initial smaller fleet of up to ten buses with robust plans for moving at pace to the full 30 fleet.

The commercial fuelling sites across the area will have an element of EV charging, which of course could be brought forward earlier and, whilst not being directly linked to the ZEBRA hydrogen bus project, they will add commercial value to the strategically located sites, and bring value to the commercial operating partners.

Together both Local Authorities share the aspiration for zero emission buses across the Derby travel to work area and hinterland to the Region, as this covers significant areas of the County Council, and all the City Council administrative areas.

The risks with the implementation of new technology are clear, however reliable expertise being shared across organisations.

The critical risk surrounds the making of a new market for energy and being able to break the paradox of supply and demand - at scale. The commercial risks are clear to our partners, however there is appetite from fuel providers and vehicle suppliers to invest, if there is clear support from Local Government (which is secure) in the Region, and support from Central Government to help with stimulus and the initial 'market making' activity.

The ZEBRA project and our proposal are an opportunity to take an initial step towards a wider roll-out of hydrogen implementation. We are confident that the risks can be mitigated by the strategies in place, the long-term vision for the Regional economy, and the quality and scale of the partnerships that are being assembled.

This Region is actively committed to implement hydrogen as part of a landscape of future fuels, with the advanced engineering sector within the Region providing expertise and manufacturing capability to a successful UK energy sector and enabling the UK to take a world lead.

F2. Monitoring and evaluation

As with any major project we will develop a set of metrics for measuring the success of the project in terms of bus operations, passengers, and the commercial development of the whole project. The University of Derby have indicated their willingness to bring together the evaluation through the Derby Economic Observatory.

Derby is fortunate to be one of the 'live labs' for Future Transport Zones and is working with government appointed consultants, and academics, locally and nationally, to develop monitoring and evaluation for innovative programmes. This experience will provide the background for developing a full view of monitoring and evaluation for the proposed project.

F3. Procurement, State Aid and subsidy rules

Yes, initial discussions have been held with legal experts to ensure that our proposals, even in draft are commercially and legally sound. Further discussions will be necessary as the business case is built and at that time, specialist support from outside the LTAs will be sought and procured.

The commercial agreements and leasing details are yet to be developed however we will develop these in close collaboration with our partners and we will seek appropriate legal advice and ensure compliance with the legal requirements for subsidy control.