

REPORT FROM: NEIGHBOURHOOD SERVICES MANAGER

TO: EXECUTIVE

DATE: 14 DECEMBER 2017

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TRANSPORT FOR THE NORTH (TfN)

PURPOSE OF REPORT

1. To advise the Executive of the functions of the Transport for the North (TfN) Body and its related Partners.
2. To report on the emerging TfN Transport Plan.
3. If applicable, to provide (verbal) feedback on the meeting with Lancashire County Council and the Lancashire Enterprise Partnership.

RECOMMENDATION

- (1) That the report be noted.
- (2) That a meeting be sought between the Executive and the new Chief Executive of Transport for the North.

REASON FOR RECOMMENDATION

- (1) To advise the Executive of current strategic transport developments.

THE ROLES AND RESPONSIBILITIES OF TRANSPORT BODIES

Transport for the North

1. Transport for the North (TfN) is empowered by a pan-Northern Partnership Board representing civic and business leaders from all 11 local enterprise partnerships (LEPs) across the North, working with Highways England, Network Rail, HS2 Limited and the Department for Transport (DfT). Together, with the support of the business, industry, and academic communities, they are tasked with setting out the requirements of the transport network through a Strategic Transport Plan for the North.

2. TfN has a clear remit focused on movement between cities and key economic centres to support a more productive and integrated Northern economy. It also has a role to play in supporting local and national government to align local investment in public transport and active modes of travel across the North, ensuring national infrastructure projects form part of a coherent investment programme.
3. The Cities and Local Government Devolution Act allows for a shift in governance and power to the North, and will enable it to become the first Subnational Transport Body (STB) in England. TfN has submitted a proposal to the Secretary of State for Transport for Sub-national Transport Body status, which would give it the legal basis to make the transformational change required.
4. The success of the UK in the global marketplace, and the achievement of the Government's Industrial Strategy, depend on the transformation of the economy of the North of England.
5. The economic gap between the North and the national average necessitates a radical change in the North's economy, which is home to internationally regarded and highly productive assets, expertise, research and businesses.
6. The conclusions of the Northern Powerhouse Independent Economic Review set out the need to support growth of the North's businesses and trade. Delivery of economic growth will require investment and improved performance in a number of critical areas, especially skills, innovation and inward investment, alongside transport infrastructure and services.
7. The North's businesses and civic leaders have been working to improve connectivity of the North, starting with the One North prospectus in July 2014, through to the publication of the Northern Transport Strategy in March 2015, and subsequent TfN Updates in Spring 2016 and 2017.
8. TfN has evolved from an embryonic partnership into an organisation with a clear ambitious vision for how transport can support transformational economic growth across the North. The organisation allows the North to speak with one voice on its strategic transport priorities.
9. Building on the Northern Powerhouse Independent Economic Review, TfN has made significant progress in developing the case for strategic transport investment across the North.
10. TfN, with its Partners, is developing a Strategic Transport Plan and accompanying long-term Investment Programme so that people and businesses can see a firm commitment to create a stronger, more diverse and resilient economy. The Strategic Transport Plan will be published for public consultation in Autumn 2017, alongside the establishment of TfN as a Sub-national Transport Body. When adopted in 2018, the Strategic Transport Plan will be TfN's principal policy document and the plan of the statutory body.
11. The Strategic Transport Plan, and its supporting evidence, will inform how HM Government, Network Rail, Highways England and High Speed Two (HS2) Limited can work with Partners in the North to deliver investment that can transform the economy.

Its Vision

12. "A thriving North of England where modern transport connections drive economic growth and support an excellent quality of life."

Rail North

13. Rail North Limited brings together local transport authorities across the North of England into one cohesive and proactive body. Rail North works in partnership with the Department for Transport to manage the two rail franchises TransPennine Express and Northern Rail. Based

in the North, it represents the regional and local economic transport and strategic objectives of the rail network, working closely with Transport for the North (TfN).

14. Rail North was formed in 2014 and has established a strong joint Management Team and Partnership Board to oversee the franchises, marking the start of increased local investment and greater local control. Working with its partners, Rail North has secured and managed two transformational and investment-led franchises and worked with Network Rail and the emergent Sub-national Transport Body, TfN, to ensure collaboration on future planning and investment for the North.

Integration

15. When TfN becomes a Sub-national Transport Body, Rail North will merge with the organisation and continue to manage the rail franchises and drive investment in the North. This provides a unique opportunity to join up planning for “track and train” so that train service solutions can be developed and implemented alongside infrastructure development.

Northern Powerhouse Rail

16. Northern Powerhouse Rail (NPR) is a major strategic rail programme designed to transform the northern economy and meet the needs of people and business. It will transform connectivity between the key economic centres of the North. The programme promises radical changes in service patterns, and target journey times. By delivering NPR, more than 40 per cent of businesses identified as having the North’s prime capabilities would be within 90 minutes rail travel of four or more of the North’s largest economic centres, compared with only 12 per cent today.
17. Currently fewer than 10,000 people in the North can access four or more of the North’s largest economic centres within an hour. This would rise to 1.3 million once NPR is delivered. NPR would transform the job market, giving businesses access to skilled workers in larger labour markets and offer individuals the opportunity for flexible career development and progression, all within the North.
18. NPR will support the transformation of the North’s economy by providing much faster and more frequent rail connectivity between the North’s main centres and with Manchester Airport.

THE NEED FOR A STRATEGIC TfN TRANSPORT PLAN

19. The North is currently home to 16 million people, almost 25 per cent of the UK population, and nearly 8 million jobs. The North’s GVA per capita has been consistently 25 per cent below the average. The success of the UK in the global marketplace, and the achievement of the Government’s Industrial Strategy, will be dependent on the transformation of the economy of the North.
20. The Northern Powerhouse Independent Economic Review set out that by 2050 a transformed North could see productivity 4 per cent higher, an increase in GVA of £100 billion, and 850,000 new jobs. The Review identified that promoting and growing the North’s four prime capabilities, and its three enabling capabilities, could result in higher productivity and growth. These are highly skilled and productive sectors that can compete on national and international stages, where the North has a number of comparative advantages.

21. These four prime capabilities are:
- advanced manufacturing;
 - energy;
 - health innovation; and
 - digital.
22. The three enabling capabilities provide essential services to the prime capabilities but they are also important growth sectors in their own right. They are:
- financial and professional services;
 - logistics; and
 - education (primarily higher education).
23. Their goal is to deliver the transport network to support the Northern Powerhouse Independent Economic Review aspirations, including allowing the North to support business growth and investment. Creating more and better jobs across the North will allow businesses to access the workforce they need, and offer people the chance to succeed in their chosen career, in the North.

Developing the Strategic Transport Plan

24. TfN is developing a Strategic Transport Plan and accompanying long-term Investment Programme to connect the North of England. The Plan will have a wide-ranging and ambitious scope, setting out connectivity priorities right across the North that will help transform economic performance up to 2050. Strategic Development Corridors will be identified with required improvements on both the road and rail networks to inform the Investment Programme.
25. The Strategic Transport Plan will present a compelling case for change – a change in relationships with Government and delivery agencies, a change in working with Partners, a change in the way that the North can encourage and support business growth, and, above all, a change in the economy of the North of England.

Economic Growth and Transport Demand

26. TfN has projected the future travel demand that could result from transformational economic growth in the North to show the contribution of transport investment.
27. Using the transformational growth scenario set out in the Northern Powerhouse Independent Economic Review, analysis shows the different future scenarios that they need to plan for, depending on how compact and mobile the North is between now and 2050. It provides an economic basis for determining where the greatest additional demand on travel will be if the transformational growth envisaged by the Northern Powerhouse Independent Economic Review is realised. The current business-as-usual investment pipeline has then been examined to highlight likely strategic gaps.
28. A Northern Transport Demand Model is being produced to create a dynamic simulation of how activities at locations produce a demand for travel, including how businesses create jobs, which need to be filled by workers who have access to the available jobs.
29. TfN will continue to work with the DfT and Partners to develop the business case for the Investment Programme.

DEVELOPMENT OF THE PLAN: EVIDENCE BASE

30. Building on local plans and strategies, TfN has produced two new and important pieces of evidence: the Initial Major Roads Report and Initial Integrated Rail Report. These reports will inform the Strategic Transport Plan, identifying the connectivity gaps and challenges of the North's transport system.

Initial Major Roads Report

31. The Initial Major Roads Report introduces the proposal of a Major Road Network for the North, which incorporates the Strategic Road Network, plus other economically important roads that connect the North's important economic centres, to provide a coherent and integrated network that needs to be resilient, reliable and efficient.

Initial Integrated Rail Report

32. TfN, with Rail North, has identified the strategic improvements needed to rail services and infrastructure across the North in the Initial Integrated Rail Report. This includes delivering rail franchising commitments through Rail North, development of fast, frequent east-west journeys through plans for Northern Powerhouse Rail, and identifying other strategic improvements for rail to enhance passenger and freight services.
33. TfN will publish a Single Integrated Rail Plan by the end of 2017 to support the Strategic Transport Plan. It will set out an integrated programme of schemes to deliver Northern Powerhouse Rail, HS2, Network Rail enhancements and franchise commitments. It will be informed by evidence from the Initial Integrated Rail Report, freight and logistics work and the Rail North Long Term Rail Strategy.

Integrated Sustainability Appraisal

34. Creating and sustaining transformational economic growth requires an environment where people want to live and work, businesses of the future want to invest and individuals have access to opportunities, including employment, education, healthcare and other services.
35. The Integrated Sustainability Appraisal, which will be published alongside the formal statutory consultation on the Strategic Transport Plan, will provide the framework to review and challenge objectives, policies and programmes throughout the development of the Strategic Transport Plan.
36. The Strategic Transport Plan presents a unique opportunity to encourage quality of place and good growth in the North, while taking a strategic view of sustainability challenges at a pan-Northern level. In identifying gaps in the transport network and developing Strategic Development Corridors, TfN will be able to progress solutions that maximise the use of existing infrastructure, are multi-modal and smart, and connect and protect the North's fantastic heritage and biodiversity assets.

Enhanced Freight and Logistics Analysis

37. With transformational improvements to the road and rail network, freight and access to ports and airports across the North can be improved to support the industry to drive forward the Northern Powerhouse. TfN has been building on its initial Freight and Logistics Report, published in September 2016, undertaking enhanced analysis and data modelling which has identified improved connections and demand for freight and logistics. This enhanced analysis will be incorporated into the Strategic Transport Plan, and has already informed the Initial Integrated Rail and Major Roads Reports.

International Connectivity

38. In 2016, TfN's chair John Cridland assembled an independent commission to examine the North's international connectivity needs and aspirations. The Independent International Connectivity Commission's Report, published in February 2017, indicated that better international connectivity is an important lever to drive growth. The Commission stated that better international connectivity starts by ensuring passengers and freight can easily and rapidly access the North's ports and airports.
39. The Commission recommended that, by 2050, 90 per cent of long-haul passengers should be able to fly directly from the North to their international destination, compared to just 50 per cent presently. Improving international links from the North could see 75 million air passengers travelling to and from the North each year by 2050, nearly double the current number. It also recommended that all air freight from the North should be able to fly from the North. £1.5 billion is directly contributed by ports in the North, with 33 per cent of all UK freight using these ports.
40. TfN has ensured that the surface access needs of the North's airports and ports are addressed through the Initial Major Roads and Initial Integrated Rail Reports. TfN is continuing to build further market intelligence to understand international connectivity issues and support actions to take forward.

Integrated and Smart Travel

41. Integrated and Smart Travel is TfN's programme to develop smart travel solutions across the North that make journeys on public transport as simple, attractive and convenient as possible. The programme will be delivered over three phases. The first will introduce smart season and flexi tickets on rail. A series of pilot projects will provide valuable insight for longer term plans.

Strategic Development Corridors

42. Building on the evidence from the Initial Integrated Rail and Initial Major Roads Reports, TfN has defined nine Strategic Development Corridors. These include Northern Powerhouse Rail, Integrated and Smart Travel and seven geographic connectivity priorities that reflect the economic links across the North.

OVERVIEW OF THE INITIAL MAJOR ROADS REPORT

43. The report:
 - sets out the importance of strategic road connectivity in delivering transformational economic growth;
 - builds on local and industry partner evidence to identify connectivity requirements;
 - outlines how transport forecasting within a transformed Northern economy affects passenger and freight demand in the North;
 - develops a specific network of economically important roads, a Major Road Network for the North (MRN);
 - identifies associated outcomes (Conditional Outputs) and performance measures, with recommendations for further work on developing a baseline and the future monitoring of the Major Road Network; and
 - sets out a Portfolio of Connectivity Priorities that will inform the Strategic Transport Plan and the identification of Strategic Development Corridors

Key findings

Importance of roads to the Northern economy

44. The North's road network is crucial to its economy. Sectors heavily dependent on the Strategic Road Network UK-wide employ 7.4 million people and contribute £314 billion in Gross Value Added (GVA) to England's economy. These sectors are logistics and freight, manufacturing, retail, and leisure and tourism.
45. Advanced manufacturing, logistics and freight are recognised as key growth sectors in the Northern Powerhouse Independent Economic Review. In the North, these sectors combined generate £77 billion GVA and employ 2.13 million people. Highways England's Strategic Road Network only accounts for 2 per cent of the network, and for many of the North's economic centres, it is the rest of the transport network that provides the door-to-door, first and last mile journeys.
46. Growth in the North's economic centres and assets is crucially dependent on the road network adding value to the North's economy. Delivering a step change in productivity and economic growth requires a more connected transport network that can link the key economic centres across the North.

Performance of the Major Roads Network

47. Fundamental to TfN's vision is a resilient Major Road Network offering improved, more reliable journey times, linked seamlessly to local networks and important economic centres. The Initial Major Roads Report identifies four conditional outputs that TfN will monitor, and which are central to delivering a fit for purpose road network:
 - Journey reliability;
 - Network efficiency, including a measure of average delay, enhanced use of technology and vehicle occupancy as a proxy for monitoring levels of car sharing;
 - Network resilience; and
 - Journey quality, including information provision and asset condition.

Strategic gaps and priorities for improved connectivity

48. The Initial Major Roads Report identifies a series of strategic gaps, in terms of the Major Road Network for the North, based on baseline performance, future transport demands and current investment.
 - ***East-West Connectivity and North-South Connectivity:*** The M62 is the only continuous east-west dual carriageway road across the North, carrying half of all trans-Pennine traffic. The ability of the Northern Powerhouse to work as one and generate benefits for the whole of the UK is currently heavily dependent on just one road, the M62. Even where north-south links have helped establish recognisable economic spines such as the M1 and A1/A19, current and emerging pressures in terms of efficiency, reliability and resilience are evident, and constraining potential growth.
 - ***International Connectivity*** from the North's ports and airports to transport passengers and freight to places on time as efficiently as possible, thereby enabling inward investment and trade. Airports such as Manchester, Newcastle, Liverpool, Leeds-Bradford and ports such as Liverpool, Tyne, Teesport and the Humber Ports among others can make an essential contribution if the first and last mile(s) journeys and wider strategic road links across the North function effectively.

- **Connectivity with the North's bordering areas** (Scotland, Wales and the Midlands) plays a critical role in realising the economic potential of the North and its neighbours.
- **Future access to the Major Roads Network** to help deliver nationally Significant Infrastructure Projects, major employment and major local development approvals, are all key to the achievement of the UK's energy policy, Industrial Strategy and housing needs.
- **More touch points with rail stations** will provide greater multi-modal travel opportunities, supported by ongoing Integrated and Smart Travel initiatives.

OVERVIEW OF THE INITIAL INTEGRATED RAIL REPORT

49. The report:

- identifies nine evidence-based Pan-Northern Connectivity Priorities which alongside the Initial Major Roads Report will contribute to a Portfolio of Connectivity Priorities within the Strategic Transport Plan;
- provides evidence to the Single Integrated Rail Plan, where they will be brought together with an updated Rail North Long Term Rail Strategy and outputs from Northern Powerhouse Rail; and
- provides evidence to Network Rail's North of England Route Study.

Importance of Rail to the Northern Economy

50. An effective rail network is key to encouraging and sustaining transformational economic growth, supporting commuting, business travel, education, tourism and freight. Rail can transport large numbers of skilled workers into city centres avoiding congested highways.
51. Improving rail connectivity in the North will deliver the following benefits:

Improved commuting

The current modal share for rail commuting in the North of England is 3.4 per cent comparable to most of England outside of London and the South East; however on certain corridors associated with Leeds and Manchester city centres, the modal share is closer akin to London. There is significant potential for a greater modal shift towards rail through the provision of user-friendly, joined up networks, frequent services, light rail and a smart, multi-modal ticketing system with simplified fares.

Better business links

Growth in knowledge intensive jobs in the North such as those in sectors highlighted by the Northern Powerhouse Independent Economic Review will lead to increased demand for business-to-business travel. Six of the seven prime and enabling capabilities have a higher than average trip rate by rail. Faster journeys would encourage greater agglomeration between Northern cities, as well as increasing productivity and efficiency.

An economic boost for leisure and tourism

Inbound tourism brings the North around £1.9 billion (GVA) in revenue, with huge potential to attract more international tourists to the region's world-class attractions. Improved access to and from airports in the North would increase its global connectivity. Leisure and tourism has the potential, not only to provide GVA and jobs growth, but, handled appropriately, can

enhance quality of life in the North. This will help to retain and attract a skilled and experienced workforce who can maintain and develop these attractions.

Improved quality of life

The North's quality of life is an asset which supports its economy, particularly in providing an attractive place for people to live, work, invest and visit. Rail has an important part to play in further improving quality of life as a means to providing better access to education and training, greater skills retention around university and research facilities, and to meet increasing and varied demands for travel associated with housing growth and a more varied catchment of employment opportunities.

Greater international connectivity

Global connectivity, for people and for goods, will allow the North to realise its specialisation opportunities. Better connectivity will allow businesses to meet customers, suppliers and collaborators with greater ease and improve the North's ability to import and export goods.

Growth in freight

Freight accounts for 9 per cent of the country's GDP and supports every industry with access to goods and services. In the UK, a total of 1.65 billion tonnes of freight are lifted by all modes per annum. A little over a third of freight activity takes place in the North of England. In Britain, rail freight transportation is heavily focussed within the North.

THE PLAN: POSITION STATEMENT AT JUNE 2017

52. Please see Appendix 1 to this report.

THE LATEST POSITION AT NOVEMBER 2017

53. On 30 October 2017 we received the following communication from TfN:

"Dear Stakeholders,

We would like to let you know about a piece of work Transport for the North (TfN) is starting, looking at options to improve transport connections across three strategic corridors in the north of England. The output from this work will be a high level strategic programme of transport interventions, sequenced for delivery over the short term (up to 2025), medium term (2025–2035) and long term (post-2035).

We want to ensure you are aware of this work and have an opportunity to help us shape this important work by Summer 2018, when our finalised Strategic Transport Plan for the North will be published.

Background

Building on the evidence from the Initial Integrated Rail and Initial Major Roads Reports, TfN has defined seven Strategic Development Corridors. TfN and the Transport Authority Partners have agreed to proceed with feasibility work on three of these corridors during 2017/18 – all of which are defined as 'multi-modal corridors' and share a common set of deliverable business cases. The three multi-modal corridors are as follows:

- Connecting the Energy Coasts: Links a cluster of advanced manufacturing and energy generation facilities located in the North East, Tees Valley, Lancashire and Cumbria and also North Yorkshire. Better connecting people, business and goods between the non-

carbon energy and research assets located along the North West and North East coastlines and the national road and rail networks. Will also examine providing a more resilient east-west route across the North of England.

- Central Pennines: An east-west corridor which broadly extends from Lancashire through to West Yorkshire, North Yorkshire, East Riding and Hull, and includes links to Liverpool City Region Atlantic Gateway, Greater Manchester, Leeds North West Quadrant and to North Yorkshire's east coast. As such the corridor connects two of the North's main ports (Liverpool and Hull), seven cities (Liverpool, Manchester, Preston, Leeds, Bradford, York and Hull) and two airports (Liverpool and Leeds Bradford). Across the corridor there are key population centres and a diverse mix of strategic movements that serve emerging capabilities that need to be catered for, as well as providing enhanced and additional road and rail capacity across the Pennines. Freight and logistics has a key role in supporting the ports, airports and inland ports as well as servicing the businesses located across the corridor.
- West and Wales: Links population and economic centres in Liverpool and Manchester with Cheshire and Warrington, as well as providing a gateway to the West Midlands and London. There is also a strong strategic link between the West of England and North Wales. Improving links, for people and goods, to, from and through the Cheshire Science Corridor and Atlantic Gateway, Manchester Airport HS2 to North Wales Arc, and Crewe Northern Gateway, taking into account cross-border movements into the Midlands and North Wales.

Transport Consultants WSP have been commissioned by TfN to work on the first two of the above SDCs with the third taken forward by Jacobs. Stakeholder engagement will be an important part of all three studies, and we are keen that the views, ideas and experiences of a wide range of organisations in the region are able to inform each study. Jacobs and WSP are working closely with TfN and with each other on the engagement activity, in order to ensure consistency in their approach and to avoid duplication. Where stakeholders are likely to have interests in different corridor studies we will aim to make it as easy as possible to contribute across the board.

Stakeholder Engagement Timescales and Your Potential Involvement

The critical period for these studies will be between the new year and February 2018, when we will use insights and intelligence from stakeholders to contribute to an appraisal of the options relating to each Corridor. By July 2018 we will communicate the outcomes of the Corridor studies to stakeholders and identify strong advocates to champion the development corridors locally, regionally and nationally.

At this stage, we just want to make you aware that these studies are underway and to ask you to keep a look out for upcoming engagement opportunities.

If you know of other stakeholders in your area who you believe we should also be engaging with please let us know. If you are involved in local government, please be aware that a senior officer and member in your authority should already have been contacted.

If you would like to find out more about TfN, its role and remit, or about the SDCs specifically, you can visit: <http://www.transportforthenorth.com/strategic-development-corridors/>”

54. We were advised subsequently of the venues and dates for the Stakeholder events:

Date	Location	Corridor Focus
Tuesday, 21 November	Hull	Central Pennines
Tuesday, 21 November	Chester	West and Wales
Thursday, 23 November	Preston	Central Pennines
Friday, 24 November	Darlington	Energy Coasts
Friday, 24 November	Leeds	Central Pennines
Tuesday, 28 November	Carlisle	Energy Coasts
Wednesday, 29 November	Warrington	West and Wales
Thursday, 30 November	Newcastle	Energy Coasts

55. Pendle officers attended the Preston and Leeds events.

At both there was very strong support for reinstatement of the Colne to Skipton rail link.

There was also very strong support for improvements to the transpennine road links East Lancashire to North Yorkshire (Skipton and beyond) and West Yorkshire (Aire Valley route).

EAST-WEST CONNECTIVITY STUDY

56. Minute 6 of the Executive meeting on 25 May 2017 reads:

“The Neighbourhood Services Manager submitted a report on the history of the East-West connectivity issues at Pendle including previous studies and Pendle and Lancashire County Council’s current scheme proposals.

The report also provided details of a study report by Cushman and Wakefield and SYSTRA (formerly JMP) dated March, 2017. The study was commissioned by the Lancashire Enterprise Partnership together with the West Yorkshire Combined Authority and the York, North Yorkshire and East Riding LEP. Its purpose was to explore the potential economic benefits that might arise across the North of England from enhanced connectivity between Lancashire and North and West Yorkshire.

RESOLVED

- (1) That the report be noted.
- (2) That a meeting be sought with Lancashire County Council and Lancashire Enterprise Partnership to discuss both road and rail options and in particular how the Colne Congestion Relief proposals could be developed.

REASON

To keep members updated in light of the publication of the report and the recent resolutions at Pendle and County Hall.”

The meeting was scheduled to take place in Pendle on 15 September 2017. However, the meeting was postponed and is yet to be rearranged. It is hoped that a representative of TfN will attend.

REMINDER OF STRATEGIC TRANSPORT POLICIES

Pendle

57. Pendle's Local Plan Part 1 Core Strategy 2011–2030 Policy ENV4 "Promoting Sustainable Travel" reads:

"The Council will support those strategic transport schemes as outlined in the most up-to-date versions of the Local Transport Plan and the East Lancashire Highways and Transport Masterplan. In addition, the Council will lobby for, and support the following strategic transport schemes:

- Provision of a strategic road link towards Yorkshire (the A56 villages bypass).
- Reinstatement of the Colne to Skipton railway line.

In supporting these schemes this policy will protect the route of the former Colne–Skipton railway for future transport use."

Lancashire County Council

58. Minute 6 of the Lancashire County Council Full Council meeting on 23 February 2017 reads:

"Full Council resolves to write to the Department for Transport and Transport for the North calling for stronger East/West connectivity – improving key road and rail corridors, linking Lancashire with key economic centres in Yorkshire and the North East, as a complement to the Manchester to Leeds axis."

REMINDER OF PREVIOUS TRANSPORT STUDIES

59. The most relevant ones are set out below in Appendix 2 to this report.

IMPLICATIONS

Policy: As set out in the report.

Financial: As set out in the report.

Legal: None arising directly from the report.

Risk Management: None arising directly from the report.

Health and Safety: Any transport infrastructure improvements will lead to improved air quality (in Colne and Barrowford in particular).

Sustainability: Pendle's Core Strategy Sustainable Transport Policy refers.

Community Safety: None arising directly from the report.

Equality and Diversity: None arising directly from the report.

APPENDICES

Appendix 1: Position Statement at June 2017.

Appendix 2: Previous Transport Studies.

LIST OF BACKGROUND PAPERS



Strategic Transport Plan Position Statement

June 2017



Transport for the North's Vision

“A thriving North of England, where modern transport connections drive economic growth and support an excellent quality of life.”



About Transport for the North (TfN)

Transport for the North (TfN) is empowered by a pan-Northern Partnership Board representing civic and business leaders from all 11 local enterprise partnerships (LEPs) across the North, working with Highways England, Network Rail, HS2 Ltd and the Department for Transport (DfT). Together, with the support of the business, industry, and academic communities, we are tasked with setting out the requirements of the transport network through a Strategic Transport Plan for the North.

TfN has a clear remit focused on movement between cities and key economic centres to support a more productive and integrated Northern economy. It also

has a role to play in supporting local and national government to align local investment in public transport and active modes of travel across the North, ensuring national infrastructure projects form part of a coherent investment programme.

The Cities and Local Government Devolution Act allows for a shift in governance and power to the North, and will enable it to become the first Sub-national Transport Body (STB) in England. TfN has submitted a proposal to the Secretary of State for Transport for Sub-national Transport Body status, which would give it the legal basis to make the transformational change required.

Context

Transforming the economy of the North of England

The success of the UK in the global marketplace, and the achievement of the Government's Industrial Strategy, depend on the transformation of the economy of the North of England.

The economic gap between the North and the national average necessitates a radical change in the North's economy, which is home to internationally regarded and highly productive assets, expertise, research and businesses.

The conclusions of the Northern Powerhouse Independent Economic Review set out the need to support growth of the North's businesses and trade. Delivery of economic growth will require investment and improved performance in a number of critical areas, especially skills, innovation and inward investment, alongside transport infrastructure and services.

The North's businesses and civic leaders have been working to improve connectivity of the North, starting with the One North prospectus in July 2014, through to the publication of the Northern Transport Strategy in March 2015, and subsequent TfN Updates in Spring 2016 and 2017.

TfN has evolved from an embryonic partnership into an organisation with a clear ambitious vision for how transport can support transformational economic growth across the North. The organisation allows the North to speak with one voice on its strategic transport priorities.

Building on the Northern Powerhouse Independent Economic Review, TfN has made significant progress in developing the case for strategic transport investment across the North.

TfN, with its Partners, is developing a Strategic Transport Plan and accompanying long term Investment Programme, so that people and businesses can see a firm commitment to create a stronger, more diverse and resilient economy.

The Strategic Transport Plan will be published for public consultation in Autumn 2017, alongside the establishment of TfN as a Sub-national Transport Body. When adopted in 2018, the Strategic Transport Plan will be TfN's principal policy document and the plan of the statutory body. The Strategic Transport Plan, and its supporting evidence, will inform how HM Government, Network Rail, Highways England and High Speed Two (HS2) Ltd can work with Partners in the North to deliver investment that can transform the economy.

The Northern Powerhouse Independent Economic Review sets out that by 2050, in a transformed North:



The Strategic Transport Plan

The case for change

The Strategic Transport Plan will present a compelling case for change – a change in relationships with Government and delivery agencies, a change in working with Partners, a change in the way that the North can encourage and support business growth, and, above all, a change in the economy of the North of England. The Plan will be:



Multi-modal

Setting out an evidence-led and clear case for investment, focusing on pan-Northern connectivity priorities that support smart ticketing and integrated travel, a major roads network, strategic rail links, strategic access for freight and logistics, and connectivity priorities to support international connectivity.



Complementary to the policy documents of TfN's Partners

Aligning and complementing Strategic Economic Plans, Single Transport Plans and Local Transport Plans, as well as seeking to influence the strategies and policy documents of TfN's Development Partners including the Department for Transport, Highways England, Network Rail and HS2 Ltd.



Objective-led and have a flexible approach to investment

Taking account of a changing environment in the North, including changes to the political, social, economic, technological and funding landscape.



Ambitious wide-ranging scope

Undertaking work on Strategic Development Corridors to transform economic performance up to 2050.

The structure of the Strategic Transport Plan

Why?

Making the economic and strategic case for pan-Northern transport improvements needed to support transformational economic growth, delivering a greater contribution to the UK

What?

Developing a Portfolio of Connectivity Priorities from the Integrated Rail and Initial Major Roads Reports that will inform Strategic Development Corridors.

How?

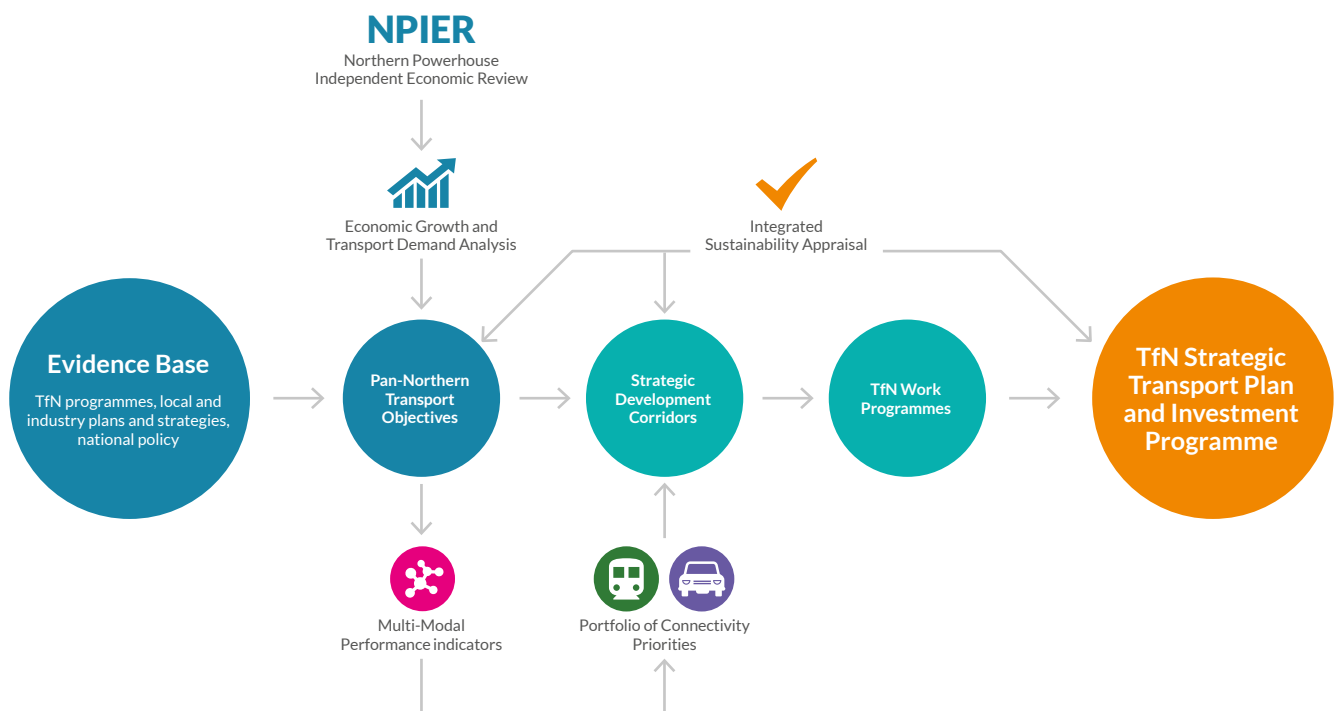
Setting out the governance, funding and financing options, and decision making processes that will underpin the delivery of TfN's Investment Programme. Examining the possible impacts of social, technological, economic, political and environmental change.

The Strategic Transport Plan is adopting an integrated approach to economic and transport planning across the whole of the North. This will support the North to make the case for investment and align funding. Having a long term Investment Programme will provide more certainty and allow greater confidence to public and private investors supporting the wide range of skills needed to develop, deliver, operate and maintain the transport investments.

TfN will provide better value for the taxpayer by developing the right transport interventions through robust analysis and modelling.

Mindful of the need to understand environmental and sustainability impacts and opportunities, TfN is undertaking an Integrated Sustainability Appraisal of the Strategic Transport Plan.

Process for Developing the Strategic Transport Plan



Why?

TfN will continue to make the case for strategic transport improvements that can support transformational economic growth. This will require the delivery of a sustained Investment Programme across the North to build infrastructure, strengthen skills, harness innovation, and encourage smart technology. Achieving this will allow the North to make a greater contribution to the UK economy through higher productivity and will increase job opportunities across the region.

TfN will achieve its vision by working towards its Pan-Northern Transport Objectives. These objectives will be used to understand and drive the development of required interventions within TfN's Investment Programme through the development of Strategic Development Corridors.

Evidence setting out the role of transport investment in improving the North's economy was presented in the Northern Transport Strategy, reinforced in the Northern Powerhouse Independent Economic Review. The evidence underpinning the Strategic Transport Plan will set out the interventions needed to support the Northern economy of the future. This will reinforce the strategic case for transport investment across the North, as well as focussing transport interventions where future growth is planned, alongside specific objectives for the Strategic Transport Plan and the Investment Programme.

TfN has been undertaking innovative research and analysis to investigate the likely range of future transport demand scenarios that a transformed Northern economy would place on the transport network across the North, as well as a representation of demand to and from other regions of the UK. These scenarios reflect the economic growth envisaged in a transformed Northern economy in 2050, as set out in the Northern Powerhouse Independent Economic Review.

The outputs of this work will inform the case for the Strategic Transport Plan, and will also provide the supporting evidence base for the Strategic Development Corridors.

A Northern Transport Demand Model is being produced, based on demand for road and rail. This model will create a dynamic simulation of how economic activities at locations produce a demand for travel, including how businesses create jobs which need to be filled by workers who have access to the available jobs. Travel demand is segmented into three types of trip: commuting, business and other.

Pan-Northern Transport Objectives

Prime objective



Transforming economic performance

Enabling objectives



Increasing efficiency, reliability and resilience on the transport system



Promoting and supporting the built and natural environment



Improving opportunities across the North

What?

The Strategic Transport Plan and Investment Programme will be informed by two new pieces of evidence, an Initial Integrated Rail Report and Initial Major Roads Report.

The Initial Integrated Rail Report identifies long term pan-Northern investment requirements in the North's passenger and freight rail network, to support the potential for economic growth in the prime and enabling capabilities identified in the Northern Powerhouse Independent Economic Review. The Report also encompasses emerging plans and proposals for Northern Powerhouse Rail, and will be used to help develop a Single Integrated Rail Plan for the North by the end of 2017.

The Initial Major Roads Report introduces the concept of a Major Road Network for the North, which incorporates the Strategic Road Network, plus other major pan-Northern routes that connect the North's important economic centres. This will provide a coherent and integrated network that is resilient, reliable and efficient.

The Reports have incorporated Enhanced Freight and Logistics Analysis, as well as building on the recommendations set out in the Independent International Connectivity Commission's Report.

The Initial Integrated Rail and Initial Major Roads Reports identify where connectivity priorities are required to achieve a set of performance indicators.

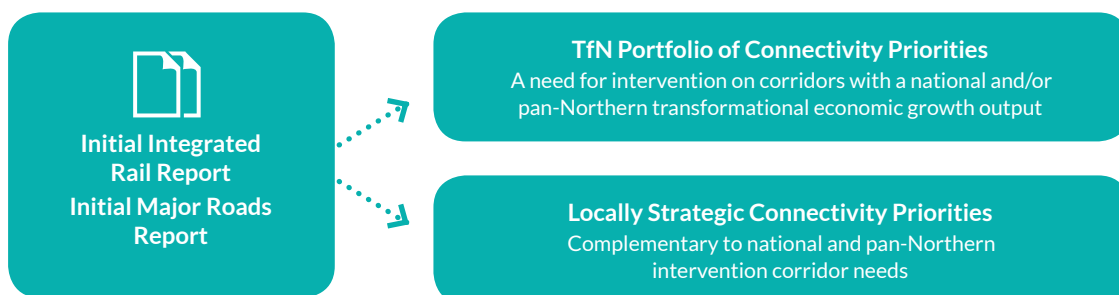
These performance indicators have been set with a view to developing a transport system that can support the economic potential outlined in the Northern Powerhouse Independent Economic Review.

At this time TfN has identified Strategic Development Corridors that it will take forward as part of the long term Investment Programme. They will also be used to inform the development of the upcoming Road Investment Strategy 2 (RIS2) programme with Highways England and the Control Period 6 (CP6) programme with Network Rail.

The Strategic Development Corridors will encompass the needs of freight and logistics, and will be developed to understand how they complement and align with more locally strategic interventions, as shown below. Local interventions are critical in providing seamless door-to-door journeys, and supporting the Strategic Development Corridors.

TfN will sequence the interventions in Strategic Development Corridors that will form the long term Investment Programme. Although the sequencing process itself will take place throughout 2018, this Position Statement describes the agreed means by which connectivity priorities from the Initial Major Roads and Initial Integrated Rail Reports have been developed in partnership across the North.

Portfolio of Connectivity Priorities within the Strategic Transport Plan



Strategic Development Corridors

Building on the evidence from the Initial Integrated Rail and Initial Major Roads Reports, TfN has defined nine Strategic Development Corridors, as shown opposite. These include Northern Powerhouse Rail, Integrated and Smart Travel and seven geographic connectivity priorities that reflect the economic links across the North.

Multi-Modal

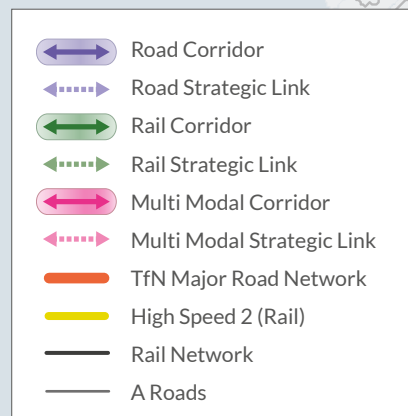
- 1 Connecting the Energy Coasts**
Better connecting people and goods between the non-carbon energy and research assets located along the North West and North East coastlines and the national road and rail networks. It will also examine providing a more resilient east-west route across the between North of England.
- 2 Central Pennines**
Across the corridor there are key population centres and a diverse mix of strategic movements that serve emerging capabilities that need to be catered for, as well as providing enhanced and additional road and rail capacity across the Pennines. Freight and logistics has a key role in supporting the ports, airports and inland ports as well as servicing the businesses located across the corridor.
- 3 Southern Pennines**
Improving strategic East-West links between the economic centres and key assets within Liverpool, Greater Manchester, Sheffield City Region, and Hull and Humber. Transformational improvements to Transpennine road and rail links between Sheffield and Manchester, better access to the growing Doncaster Sheffield Airport and strengthening this key multi-modal logistics corridor, especially to the ports in Liverpool and the Humber, could provide greater resilience and opportunities, along with associated economic growth.
- 4 West and Wales**
Improving links, for people and goods, to, from and through the Cheshire Science Corridor and Atlantic Gateway, Manchester Airport HS2 to North Wales Arc, and Crewe Northern Gateway, taking into account cross-border movements into the Midlands and North Wales.
- Integrated and Smart Travel**
Pan-Northern TfN Programme to develop smart travel solutions.

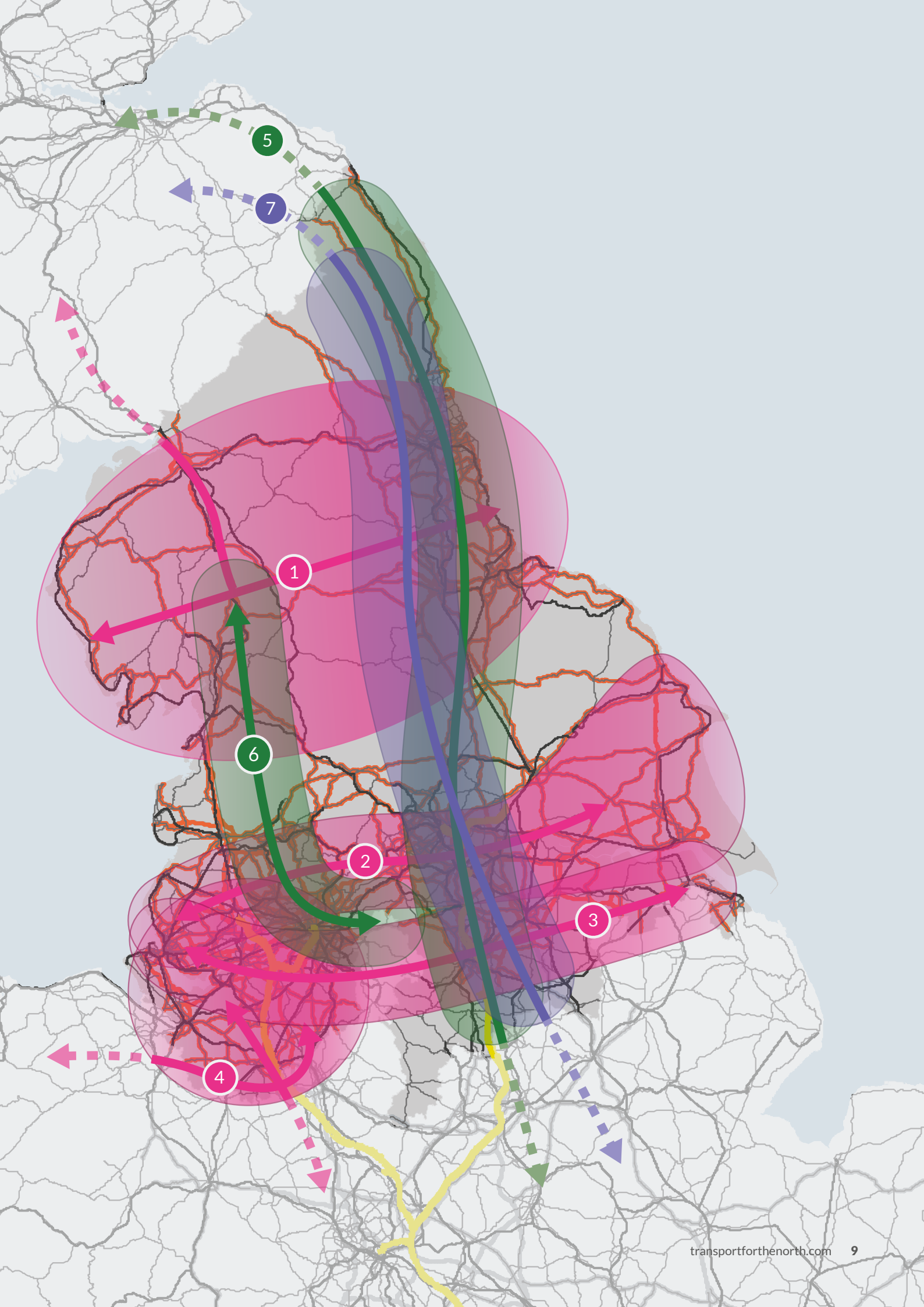
Rail

- 5 East Coast Corridor to Scotland**
The East Coast Main Line provides a key spine for north-south movements from which wider strategic and local connectivity is provided, but this corridor also encompasses parallel rail lines connects the key economic centres in the North East of England to each other and to the rest of the UK.
- West Coast to Sheffield City Region**
This will support the links between advanced manufacturing clusters in Cumbria, Lancashire, Greater Manchester and Sheffield City Region, and is primarily a rail corridor to complement other investments being pursued in road improvements to the North West of Manchester and across the Pennines.
- Northern Powerhouse Rail**
Pan-Northern TfN Programme to improve connectivity between key economic centres.

Road

- 7 Yorkshire to Scotland**
This complements the East Coast Corridor to Scotland and will examine the requirements to better connect the eastern side of the North beyond the current Road Investment Strategy commitments, also extending into the East Midlands.

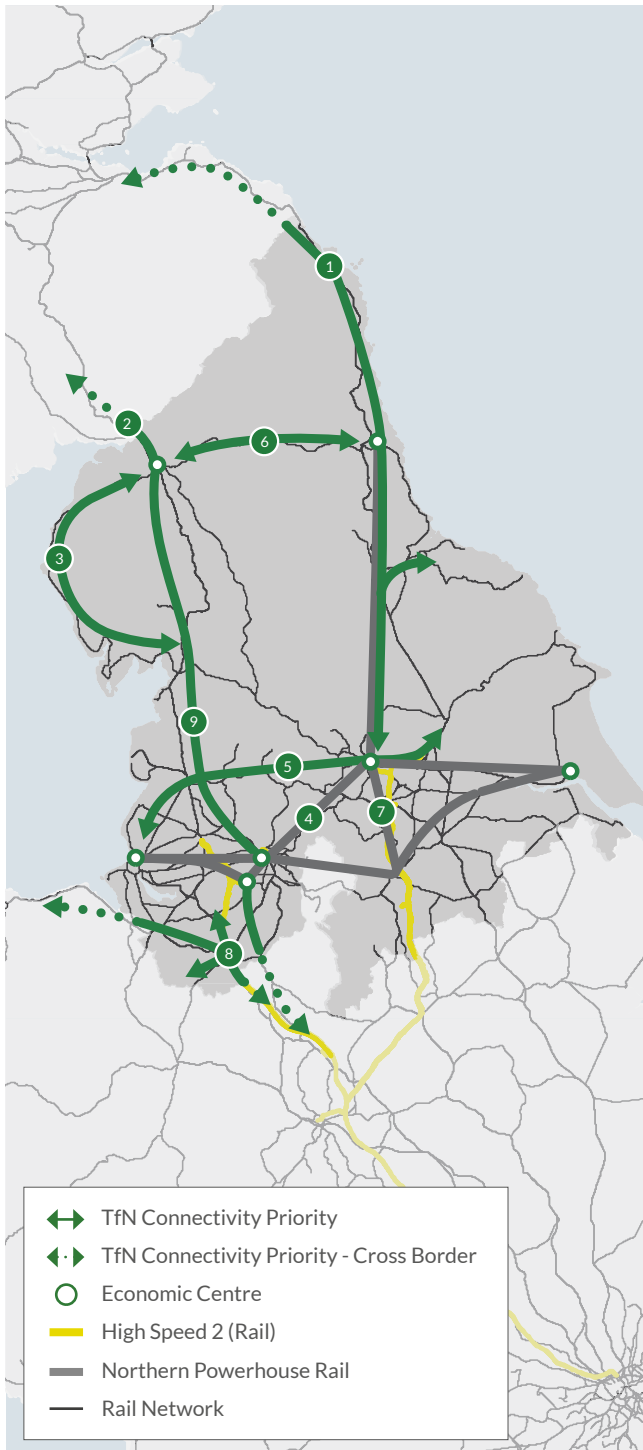






Portfolio of Rail Connectivity Priorities

The Initial Integrated Rail Report identifies nine connectivity priorities for development and sequencing, in addition to Integrated and Smart Travel and Northern Powerhouse Rail. These will sit alongside those identified within the Initial Integrated Rail Report, through the Strategic Transport Plan.



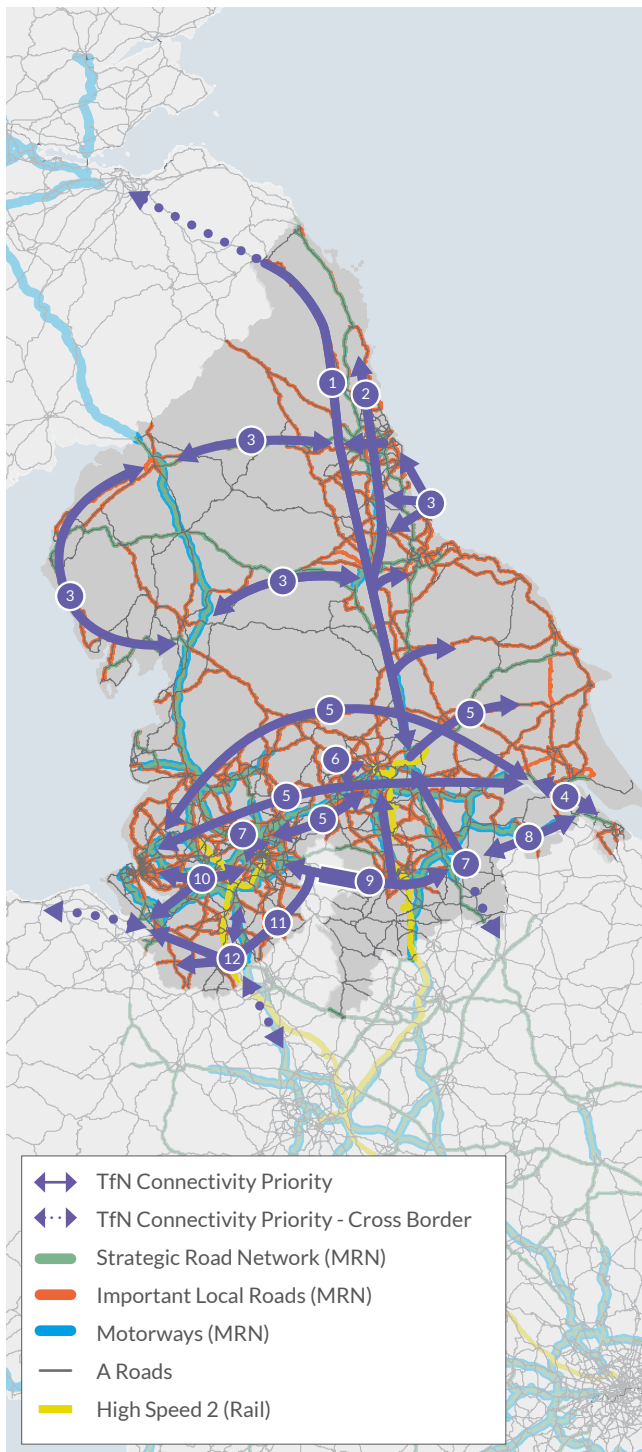
- 1 North – South: Eastern Corridor (Connecting the North East, Tees Valley, North Yorkshire, Leeds City Region, and Sheffield City Region, Cross Border)
- 2 North – South: Western Corridor (Cumbria, Lancashire, Cheshire & Warrington, Cross Border)
- 3 West Cumbrian Coast (Cumbria)
- 4 East – West (Liverpool City Region, Greater Manchester, Leeds City Region, Hull & Humber)
- 5 East – West (Lancashire, North Yorkshire, Leeds City Region)
- 6 East – West (Cumbria – North East)
- 7 North – South (Leeds City Region, Sheffield City Region)
- 8 East – West (Greater Manchester, Cheshire & Warrington, Liverpool City Region)
- 9 East – West (Lancashire, Greater Manchester, Sheffield City Region)
- 10 Integrated and Smart Travel (Pan-Northern TfN Programme)
- 11 Northern Powerhouse Rail (Pan-Northern TfN Programme)



Portfolio of Road Connectivity Priorities

The analysis of the Major Road Network's baseline performance, alongside existing committed and proposed interventions provides a clear narrative of the gaps across the North in realising the economic prize. The Initial Major Roads Report identifies 13 connectivity priorities for subsequent development and sequencing, alongside those identified within the Initial Integrated Rail Report, through the Strategic Transport Plan.

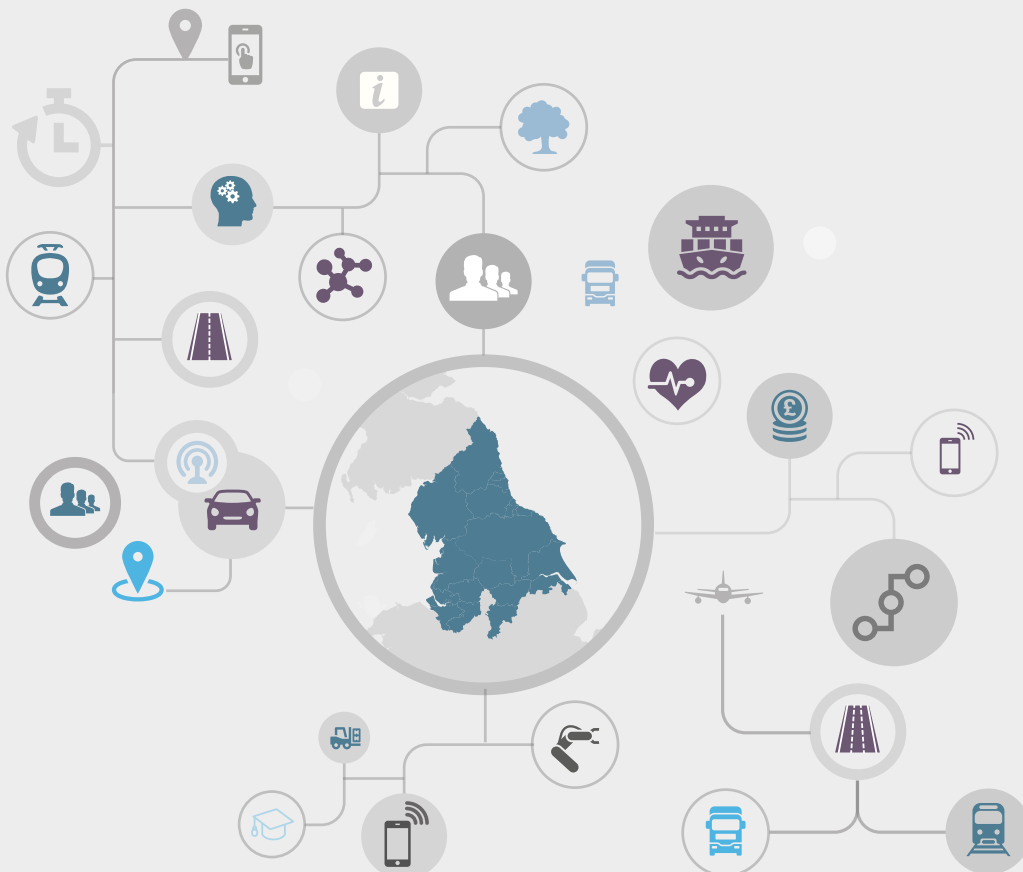
The map below illustrates an overall summary of 12 of the 13 Connectivity Priorities and how these interface with major international and multi-modal economic assets, such as ports and airports and potential HS2 stations. Priority 13 is to identify a programme for multi-modal interchange to maximise use of public transport, freight distribution parks and inland ports for strategic journeys. This is in addition to Integrated and Smart Travel.



- 1 A1 Scotch Corner to Scotland
- 2 A19 Expressway
- 3 (Nuclear and Wind) Energy Coasts Access Improvements
- 4 Port of Hull (A63) to A1 (M) / M1 and westwards
- 5 Central Trans-Pennine Corridor Connectivity
- 6 Leeds City Region NW Quadrant
- 7 A1 Improvements (Doncaster to Sheffield, West Yorkshire and Nottinghamshire)
- 8 South Humber Trans-Pennine Connectivity
- 9 Short to medium term Trans-Pennine improvements
- 10 Cheshire Science Corridor and Atlantic Gateway
- 11 Manchester Airport HS2 to North Wales Arc
- 12 Crewe HS2 Northern Gateway
- 13 Strategic Multi-Modal Opportunities
- Integrated and Smart Travel (Pan-Northern TfN Programme)

The possible impacts of social, technological, economic, political and environmental change will be considered. The Strategic Transport Plan will seek to deliver a transport system that is user-centric, smart, autonomous and integrated, as well as resilient and sustainable. As the needs of the economy can change over time, the policy measures and interventions proposed must be flexible.

TfN will also work closely with businesses across the North to understand their investment plans and ensure that the Strategic Development Corridors and interventions within the long term Investment Programme happen when and where required. There will be a focus on supporting and exploiting the prime capabilities identified within the Independent Northern Powerhouse Economic Review, which are spread across the North.



Transformational growth

What TfN and the Strategic Transport Plan could do:



For the UK

Improving competitiveness, rebalancing growth and allowing our economic assets to thrive, redressing the financial liability of the long term economic activity gap on the tax payer.



For employers and businesses

Better access to a highly skilled and talented labour market, with improved links to the supply chain, more diverse and cost effective business opportunities and a more buoyant marketplace.



For freight and logistics operators

Ability to meet ever increasing demands for smart logistics activities and drive down operating costs, helping to attract additional investment as companies cluster in more accessible locations.



For users of the transport network

Easier and higher quality journeys that feel seamless and enable people to do more while they travel, with more choice about travel options, information and greater reliability.



For Government

A greater return on investment from public expenditure through higher productivity and increased economic participation.



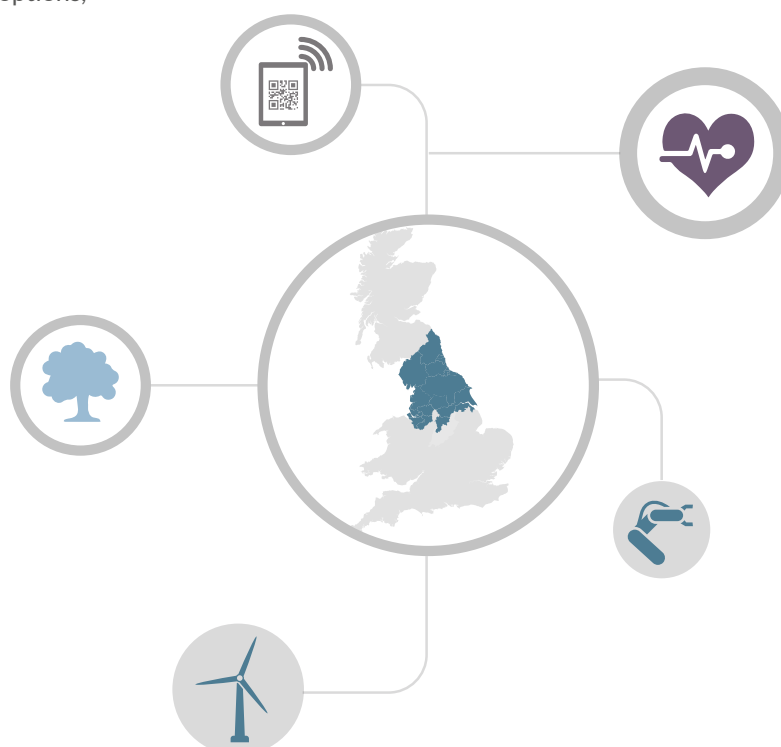
For the visitor economy

An improved transport network in the North, along with enhanced international connectivity, can ensure that the North's key tourism and leisure assets, such as its five national parks, are better connected.



For the North and its 16 million people

Providing access to more work and leisure opportunities, enhancing the quality of life, and improving living standards and the communities of the North.



Timescales

Developing the Strategic Transport Plan



The opportunity

Transforming economic performance

The North now



Our assets today



The future by 2050











North

Previous Transport Studies

ROAD

A56 Villages Bypass

1. In 1999 a public consultation exercise was carried out on the A56 traffic corridor. The three options presented were:
 - (a) Do Nothing;
 - (b) No Bypass. (Modest engineering improvements to make the best use of the existing infrastructure); or
 - (c) **A56 Villages Bypass.**
2. Traffic studies at the time showed that regarding through traffic in Colne, approximately two-thirds was travelling to and from North Yorkshire (the West Craven and Skipton direction) and one-third from West Yorkshire (the Keighley direction).

Prioritisation of Major Highway Schemes in Lancashire County Council's Local Transport Plan

3. In 2003 LCC carried out a Scrutiny Review of all major highway schemes across the county and "scored" them on a Benefit-Cost ratio (BCR).
4. The result was:
 - (a) M6–Heysham Link (Lancaster Bypass);
 - (b) Ormskirk Bypass; and
 - (c) A56 Villages Bypass.
5. Since this time, the M6–Heysham Link (part of the Trans European Network) has been built and the Ormskirk Bypass scheme has been rescinded (at a public inquiry, the inspector ruled that alternative public transport-related solutions were available).

Pennine Lancashire Multi Area Agreement

6. In 2008 the A56 Villages Bypass was made second priority future transport scheme (behind widening of the M65 around Blackburn) in the Pennine Lancashire Multi Area Agreement.

Atkins Sub-Regional Transport Framework for Lancashire Report

7. In 2009 this “broad brush” report recommended the inclusion of the A56 Villages Bypass as part of a “Fylde Coast–Pennine Lancashire–Yorkshire and Humber” corridor.

Highways and Transport Masterplans

8. Although the Local Transport Plan process continues (another one is planned by LCC), to a large extent the process has been taken over by Highways and Transport Masterplans (East Lancashire in our case) and Local Enterprise Partnerships (and City Deals, etc).
9. As part of this process, LCC commissioned their consultant (Jacobs) to carry out an M65 to Yorkshire Corridor Study. A major part of its remit was to investigate whether a bypass of Colne remains an appropriate solution to Colne’s congestion problem and to accommodate potential development proposals.
10. The study included a substantial traffic survey (counts, roadside interviews, etc).
11. At the end of the study (in 2014), the favourite one emerged as the Brown Route. The route is shown attached. The cost is approximately £34m (±40 per cent).

RAIL

East Lancashire Rail Connectivity Study

12. A key challenge for the East Lancashire Highways and Transport Masterplan was establishing the optimum balance between outward connectivity and internal accessibility to jobs, education and training. East Lancashire’s rail network is relatively constrained in terms of connectivity, capacity, performance, journey quality, journey times and passenger facilities at many of the smaller stations. The network will continue to need significant investment if it is to support the local economy into the future; without such investment, the perception of East Lancashire as being poorly connected is likely to grow.
13. The East Lancashire Rail Connectivity Study (2015) examined this issue in depth, adopting a Conditional Outputs approach in accordance with standard rail industry practice and recognising that to deliver transformational change to East Lancashire’s rail network will require the support of Network Rail, Rail North and the relevant Train Operating Companies. It concluded that in order to achieve the Conditional Outputs that would enhance connectivity between East Lancashire and Leeds, in particular, increased service frequency and improved journey times, the potential impact on the capacity of the Calder Valley line between Todmorden and Leeds would need to be assessed. Furthermore, should future economic circumstances dictate that connectivity between East Lancashire and Leeds be enhanced to the point where capacity on the Calder Valley line becomes a constraining factor, consideration of alternative options

between Burnley and Leeds such as reinstatement of the line between Colne and Skipton and associated upgrade of the existing Colne branch may become necessary.

14. The East Lancashire Rail Connectivity Study Conditional Outputs Statement was approved by LCC's Cabinet Member for Highways and Transport on 1 June 2015 as the County Council's adopted position in future discussions and negotiations with the Department for Transport, Rail North, the wider rail industry and adjacent transport authorities. In particular, with regard to the next rail industry investment period covering 2019–2029 (Control Period 6).

The Burnley–Colne–Skipton Railway Conditional Outputs Statement

15. Following a “summit” meeting held in Skipton on 6 January 2015 at the behest of the Department for Transport and SELRAP and at the Department for Transport's request, the County Council along with colleagues from North Yorkshire County Council and the West Yorkshire and Greater Manchester combined authorities agreed to establish a working group, chaired by Lancashire County Council and with representation from SELRAP and other interested parties, to consider what purposes a rail link between Burnley, Colne and Skipton could potentially serve in order to place such a scheme in the correct context in transport planning terms. The working group adopted a Conditional Outputs approach to maintain consistency with standard rail industry practice. The report of the working group is now complete.
16. The Burnley–Colne–Skipton Railway Conditional Outputs Statement sets out a series of conditional outputs that could be relevant to the potential reopening of the Colne to Skipton railway line. These conditional outputs are a set of outcomes, in terms of linkages for both passenger and freight transport, to which the re-opened line could be relevant, and against which a potential scheme should be assessed together with alternative options to achieve the same outcomes. They have been developed without considering affordability, deliverability or specific infrastructure, nor do they imply a business case for any measures to fulfil them. It will be for subsequent stages of work to consider the design, operational feasibility and cost implications of fulfilling the conditional outputs, as well as undertaking demand and revenue forecasting work. There will also be a need to investigate the potential scale of wider economic, social and environmental benefits that fulfilling some or all of the conditional outputs might unlock.
17. The timing of this work is partly driven by the forthcoming Network Rail North of England Route Study, on which work is expected to commence later this year. It is intended that the findings of this Conditional Outputs Statement will inform the Route Study process, which could then take forward any recommendations implied by this work, as appropriate. The Statement will also be available to inform Transport for the North's developing strategies for future connectivity across the North.
18. Whilst the Conditional Outputs Statement is only intended to be the starting point for the development of a strategic case for improved rail connectivity in the

Preston–Burnley–Colne–Skipton–Leeds corridor, the conditional outputs identified underline the wide variety of transport links to which re-opening the Colne to Skipton line could potentially be relevant. However, this does not necessarily mean that there is a strong case, either strategically or economically, for providing a specific rail link between Colne and Skipton, rather that when considering the case for doing so, options relevant to all of the conditional outputs should be considered.

19. The Statement concludes that further consideration of a re-opened rail link between Colne and Skipton should take place in the context of strategic as opposed to local transport planning in order to ensure that all of the conditional outputs identified are taken into account. This in turn means that it will be necessary to investigate all potential options that might fulfil these conditional outputs as opposed to considering the case for a re-opened railway between Colne and Skipton in isolation.
20. The authorities who have created the Statement are aware of the County Council's intention to use it in future engagement with the Department for Transport, Transport for the North, Network Rail, the wider rail industry and other interested parties, and that the Statement will enter the public domain.
21. The Leader of the County Council approved the Conditional Outputs Statement report on 10 March 2016.
22. Minute 69 of Pendle's Executive Committee meeting on 21 September 2017 reads:

"SELRAP

In May 2013 the Executive resolved to support SELRAP and pledged '£5,000 to help fund the GRIP 3 process, subject to a positive outcome to Phase 1(b); evidence that all funding has been acquired to allow the process to go ahead and the agreement of Lancashire County Council.'

It was reported that no payment had been made to-date but the campaign to re-open the line between Colne and Skipton had advanced to a stage where this could be released.

RESOLVED

- (1) That a grant contribution of £5,000 be approved for SELRAP in support of the development of the business case for the Colne to Skipton line subject to confirmation of funding contributions from other stakeholders."