

**REPORT FROM: NEIGHBOURHOOD SERVICES MANAGER**

**TO: EXECUTIVE**

**DATE: 15 MARCH 2018**

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**TRANSPORT FOR THE NORTH (TfN) STRATEGIC TRANSPORT PLAN:  
DRAFT FOR PUBLIC CONSULTATION**

**PURPOSE OF REPORT**

1. To advise the Executive of the TfN Draft Strategic Transport Plan launched in January 2018.
2. To suggest a consultation response.

**RECOMMENDATIONS**

- (1) That the Draft Strategic Transport Plan be noted.
- (2) That Transport for the North be urged to endorse Pendle's (and Lancashire County Council's) views on the Department for Transport's Strategic Road Network review and the Major Road Network proposals (and associated improvements).
- (3) That the Chief Executive be authorised to formulate a detailed consultation response to TfN in conjunction with the Leader of the Council and the Executive member for Neighbourhood Services.

**REASONS FOR RECOMMENDATIONS**

- (1) To advise the Executive of this new consultation document.
- (2) To agree a consultation response.

**BACKGROUND**

1. Minute 113 of the Executive meeting held on 14 December 2017 reads:

"The Neighbourhood Services Manager submitted a report advising on the functions of the Transport for the North (TFN) Body and its related partners.

The report provided information on the need for a strategic Transport for the North Transport Plan; development of the Plan to date; overview of the Initial Major Roads report; overview of the Initial Integrated Rail report; the position statement of the Plan as at June 2017 along with its latest position at November 2017.

## **RESOLVED**

- (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.
- (3) That a meeting be requested with the County Councillor for Highways and Transport to discuss relevant issues regarding Transport for the North and its impact within the Borough.
- (4) That following discussions referred to in (2) and (3) above a further meeting be arranged with the Executive, the Chief Executive of Transport for the North, the County Councillor for Highways and Transport and other districts, namely Burnley, Hyndburn and Craven to discuss issues around Transport for the North.

## **REASON**

***To advise the Executive of current strategic transport developments.”***

2. A meeting with the TfN Chief Executive (Barry White) was scheduled for 23 February 2018 but was subsequently cancelled.

It is understood that the TfN would prefer (at least initially) to meet on a county-wide footprint.

## **STRATEGIC TRANSPORT PLAN**

3. This was launched on 16 January 2018 and is the subject of a 13-week consultation period.

The full plan can be accessed via <https://tinyurl.com/y78rdy6p>.

4. Pages from the plan of particular relevance to Pendle are attached as an Appendix to this report.

## **REMINDER OF RECENT TRANSPORT ISSUES AND PENDLE COMMITTEE RESOLUTIONS**

5. Pendle's response to the **Department for Transport on Highways England's Strategic Road Network Initial Report December 2017**.
  - “(i) Whilst Pendle Borough Council welcomes the opportunity to comment on Highways England's Initial Report, a number of the questions are clearly targeted at users of the SRN or those affected by it, for example businesses and residents living in close proximity to SRN routes. The Council has therefore chosen to submit a general response focussed on those issues that are of relevance and priority to the Borough Council in terms of connectivity, reducing congestion and supporting economic development.
  - (ii) The Council has long been very concerned about the obvious gap in the SRN between East Lancashire and Yorkshire (a view shared by our colleagues over the border).

- (iii) Given the Department for Transport has recently embarked on a consultation on proposals for the creation of a Major Road Network, the outcome of this consultation and proposed MRN will need to be known and understood to achieve the coherent approach to defining both networks desired. The Council will be submitting a separate response to the MRN consultation.
- (iv) A related concern is that the section of M65 east of Junction 10 at Burnley to Junction 14 at Colne is not correctly part of the SRN and therefore does not benefit from coverage by Highways England's Traffic Officer Service. (There have been a number of accidents on this stretch of road in recent months.)
- (v) Regarding Strategic Studies, the Council notes that Highways England has been working with Transport for the North on a North of England Wider Transport Connectivity Study. Our particular interest in this will be the outcome of any infrastructure proposals (road and rail) in the Central Pennines corridor."

**6. The Department for Transport Press Release on 3 February 2018 regarding the Colne to Skipton Rail Link is shown below:**

"A new study into the potential reopening of a historic Lancashire to North Yorkshire rail line was announced today (3 February 2018) by Transport Secretary Chris Grayling.

The Transport Secretary announced the feasibility study into the value of reopening the Skipton to Colne railway on a visit to Colne Railway Station.

The 12 mile route, which last ran in 1970, could create a faster rail route across the Pennines and allow new passenger services between Lancashire, Skipton and Leeds, connecting towns on the route to new jobs and education opportunities.

Transport Secretary Chris Grayling said:

'We are carrying out the biggest investment in the north for a generation and are committed to improving rail links to boost the Northern Powerhouse.

The historic line between Skipton and Colne could deliver a vital link across the Pennines to boost business and move goods between the east and west much more quickly.

I want this study to look clearly at the business case and value that the line could provide.'

The study is being co-commissioned by the Department for Transport and Transport for the North and is due to be completed later this year. It supports Transport for the North's ambition to improve connectivity in the central Pennines corridor.

Transport for the North's Chief Executive, Barry White, said:

'We are delighted that the Department for Transport has committed to exploring the possibility of reopening the railway line between Skipton and Colne. We will now work with the department, taking note of previous work undertaken, to produce a cost and economic benefit study for reopening the line.

In our recently published draft Strategic Transport Plan for the north, we identified the Central Pennines as one of 7 strategic development corridors vital to future economic growth in the north.

This work could help to improve connectivity in the Central Pennines and a reopened rail link between Skipton and Colne could create a new, faster freight-route across the Pennines as well as benefiting passengers with new services between Lancashire, Skipton and Leeds.

This supports our vision of a thriving north of England, where modern transport connections drive economic growth and support an excellent quality of life.'

The government has said it will explore opportunities to restore capacity lost under the Beeching and British Rail cuts of the 1960s and 1970s, but to be successful, schemes must unlock housing and growth, ease crowded routes, meet future demand and offer good value for money. It has set aside significant funding for the development of new railway schemes in the next railway funding period from 2019 to 2024."

7. Minute 133 of the Special Budget Executive meeting on 7 February 2018 regarding  
**Proposals for the Creation of a Major Road Network reads:**

"The Neighbourhood Services Manager submitted a report on a new Department for Transport (DFT) consultation document.

The report made reference to a number of studies which had already been undertaken and the consultation from the DFT on proposals for the creation of a Major Route Network (MRN). This would form part of the Transport Investment Strategy which was published earlier this year. The consultation outlined the Government's proposals for this network and sought views on its principles, the definition of the network, investment planning and eligibility and investment assessment.

The Executive discussed the potential of improving the route from Colne to Skipton and the inclusion of this in the new network.

**RESOLVED**

- (1) That the report be noted.
- (2) That the indicative major road network be supported.
- (3) That the Department for Transport be urged to consider implementation of the Colne and A56 bypass schemes at the earliest opportunity.
- (4) That Lancashire County Council be requested to endorse recommendations (2) and (3) above and respond to the Department for Transport accordingly.
- (5) That the Chief Executive be authorised to formulate a detailed consultation response to the Department for Transport in conjunction with the Leader of the Council and the Executive Member for Neighbourhood Services.

**REASONS**

- (1) ***To advise the Executive of this new consultation document and its purpose.***
- (2) ***To suggest a consultation response."***

(The closing date for the consultation is 19 March 2018.)

8. Minutes 68(e) and 68(h) of the Special Budget Council meeting on 22 February 2018  
**regarding Road and Rail read:**

**“Road and Rail Link**

It was moved by Councillor DE Lord, seconded by Councillor K. Hartley –

Council notes the consideration being given through the Strategic Transport Plan of improved road and rail links across the watershed from Pendle into Yorkshire with the announcement of a study into reopening the Colne to Skipton rail route and the opportunity to get road improvements on the A56 corridor through to the A59 as part of the current review of the major road network.

Council resolves to reaffirm its support for a bypass from Colne and A56 communities and supports the emerging concept that this should become an M65-A59 link within the central Pennine corridor as set out in the Transport for the North’s Strategic Transport Plan.

Council resolves to reaffirm its support for the reopening of the Colne to Skipton railway line as part of an improved service between East Lancashire and North and West Yorkshire, preferably as an electrified double track.

**RESOLVED**

Accordingly.”

**“Colne to Skipton Rail Line and Colne and villages Bypass**

It was moved by Councillor J Starkie, seconded by Councillor P. White –

Pendle Borough Council welcomes the announcement made by the Secretary of State for Transport Rt Hon Chris Grayling that the Department for Transport and Transport for the North are funding a feasibility study into the reopening of the Colne to Skipton railway line.

The study, which will report by summer 2018, will take into account the viability and business case for reopening the line.

Council recognises the huge benefit the reopening of the line could have for Pendle both economically and connectivity but Council also recognises there are further opportunities to improve connectivity East to West and will continue to contribute towards a deliverable plan for a Colne and villages bypass that would not only ease congestion but also provide a huge economic boost.

Council therefore resolves to:

- (1) Welcome the study into the reopening of the Colne to Skipton railway line.
- (2) Reaffirm its support for the line to be reopened.
- (3) Contribute and support, as necessary, the Department for Transport and Transport for the North throughout the study.
- (4) Pay tribute to SELRAP for all their work and campaign to have the line reopened.
- (5) Thank Andrew Stephenson MP and Julian Smith MP who both played pivotal roles in securing the funding for the study from the Department of Transport.

- (6) Continue to explore all options for a Colne and villages bypass.

## **AMENDMENT**

It was moved by Councillor M Iqbal, seconded by Councillor AR Greaves –

Council therefore resolves to:

- (1) Welcome the study into the reopening of the Colne to Skipton railway line.
- (2) Reaffirm its support for the line to be reopened.
- (3) Contribute and support, as necessary, the Department for Transport and Transport for the North throughout the study.
- (4) Pay tribute to SELRAP for all their work and campaign to have the line reopened.
- (5) Thank all political parties and other groups and individuals who are playing a pivotal role in the reopening of the Colne to Skipton railway line.
- (6) Continue to explore all options for providing a link between the M65 and A59.
- (7) Be kept fully informed, consulted and involved in future work and announcements on these projects.

Upon being put to the vote the amendment was CARRIED.

## **RESOLVED**

That the motion as amended be agreed.”

9. Report approved at Lancashire County Council’s Cabinet meeting on 8 March 2018 regarding the **Major Road Network proposal includes the following in their consultation response to the Department for Transport:**

### **“M65: Junction 10 (Burnley) to Junction 14 (Colne)**

The M65 is the main route linking the East Lancashire towns of Blackburn, Accrington, Burnley, Nelson and Colne with the M6 (Junction 29) and M61 (Junction 9) at Bamber Bridge near Preston. It is also part of a broader strategic ‘Central Pennines’ transport corridor extending eastwards from the Fylde Coast across to the Leeds City Region. The M65 forms the economic spine of East Lancashire, connecting people and businesses internally, and is particularly important for the movement of freight. This particular section is a dual two-lane motorway for which the County Council is the highway authority.”

### **“A6068/A56: M65 Junction 14 at Colne to North Yorkshire Boundary**

The M65 ends abruptly at Colne, the continuation across the Pennines into North Yorkshire and the Leeds City Region provided by the A6068 and A56 routes linking with the A629 at Cross Hills in Airedale and the A59 at Broughton west of Skipton respectively. The indicative MRN includes the latter route but not the former. However, taken together the A56/A59 and A6068 routes, which are only 8km apart, comprise the most heavily trafficked Trans-Pennine road corridor after the M62, with a combined traffic flow of up to 26,000 vehicles per day.

Congestion on the A6068 in the North Valley area of Colne is a particular issue with standing traffic affecting local air quality and effectively severing the North Valley housing estate from all amenities in the town. The A56 heads in a northerly direction from the A6068 in Colne through the villages of Foulridge, Kelbrook and Earby before crossing into North Yorkshire at Thornton-in-Craven to meet the A59 at Broughton. Significant lengths of the poorly aligned single carriageway road are subject to a speed limit of 40mph or less with limited opportunities for safe overtaking. In the villages, issues of road safety, noise, air quality and severance arise from the conflict between through traffic and the needs of the local communities.”

## **A NOTE ABOUT THE MAJOR ROAD NETWORK PROPOSALS**

10. An extract from the report to the Executive on 14 December 2017 (see BACKGROUND) reads:

### **“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.”
11. The TfN’s suggested network at the time was significantly larger than the one set out now by the Department for Transport. Clearly, there is a need for a consolidation of views going forward as it will be pointless having two MRNs defined in the North.

## **DISCUSSION ON THE DRAFT STRATEGIC TRANSPORT PLAN**

12. It is very strategic. Very “high level”. The document concentrates on the largest cities in the north of England but has only limited discussion on the areas in between.
13. The area of main interest to us is the Central Pennines Strategic Development Corridor.
14. On page 66 of the document (see Appendix), it includes Colne and Nelson in its list of “Important Economic Centres”.
15. On page 67, the document states “there is a need to provide enhanced, additional road and rail capacity across the Pennines to provide alternatives to existing routes and to open up new opportunities”.
16. On page 67, it includes under “existing transport commitments in the corridor” the Hyndburn-Burnley-Pendle M65 Growth Corridor junction improvements.
17. On the important matter of funding and financing, the document (pages 85 to 87) does again appear high level and a little vague and refers to existing “central sources”.

## **CONCLUSIONS**

18. Transport for the North seems to be firmly behind the possibility of reinstating the Colne to Skipton railway line.
19. But do we know if they are or will be supportive of the aspirations of Pendle and Lancashire County Council (and Craven District Council) to improve the existing road network between the end of the M65 at Colne and the A59 at Broughton, North Yorkshire?

## **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:** None arising directly from the report.

**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: Extracts from Strategic Transport Plan.

## **LIST OF BACKGROUND PAPERS**

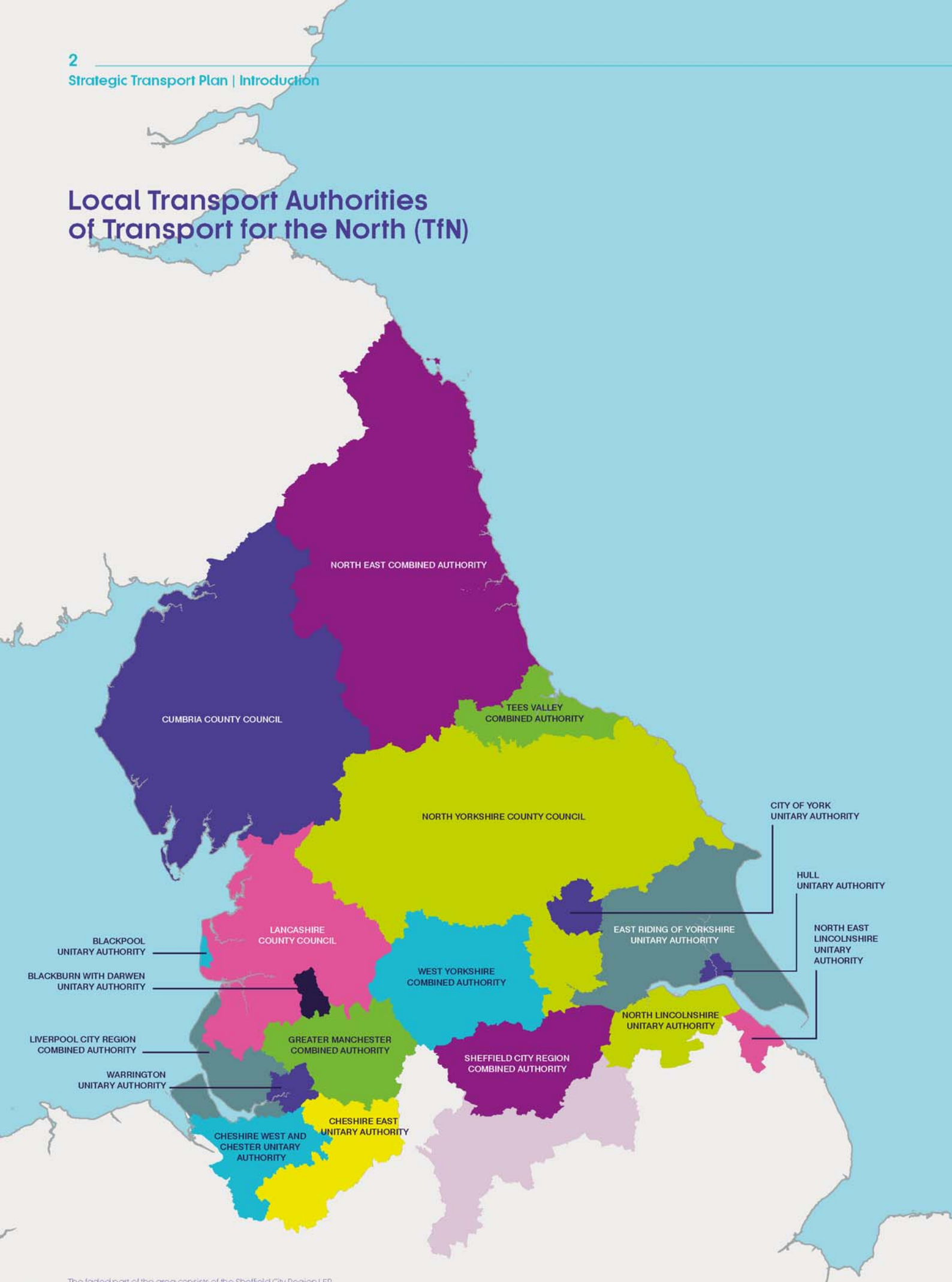


# Strategic Transport Plan

Draft for public consultation



## Local Transport Authorities of Transport for the North (TfN)



The faded part of the area consists of the Sheffield City Region LEP area and is not part of the constituent authority of TfN

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**John Cridland CBE**  
Chairman, Transport for the North

The Plan will become a statutory document after TfN becomes the first Sub-National Transport Body in April 2018. This is the first version of the Plan, and I am pleased to be able to present the work that has been done by all of the Northern Partners to date in making the case for change and setting out how we will be developing the long term Investment Programme. I encourage the North's stakeholders and transport users to engage with the Plan, and look forward to working with everyone concerned in developing it further.

Through its Industrial Strategy and Northern Powerhouse Strategy, the Government has made clear its commitment to the Northern economy. The size of the prize is simply too large to ignore for the future prosperity of the UK, and this Plan is our way of making sure that the £100 billion economic benefit and 850,000 jobs can happen. TfN and its Partners have the opportunity to deliver a new chapter in transport investment for the North and set in train changes that will have positive repercussions for future generations. In doing so we must instigate change and drive this forward in order to seize the economic prize to which we all aspire.



# Introduction

## About Transport for the North (TfN)

**Transport for the North (TfN) was created as a pan-Northern Partnership Board of civic and business leaders from across the North, working with Highways England, Network Rail, High Speed 2 (HS2) Ltd and the Department for Transport. With the support of the business and academic communities, TfN is becoming the first Sub-National Transport Body in England and is tasked with setting out the requirements of the pan-Northern transport network through this Strategic Transport Plan for the North.**

TfN's vision is of a thriving North of England where modern transport connections drive economic growth and support an excellent quality of life. TfN has a clear remit to identify and plan the transport infrastructure required to support transformational economic growth in the North. It also has a role to play in supporting local and national government, as well as the private sector and transport operators, to align local investment in public transport and active modes of travel with strategic, pan-Northern investment. This will ensure that national infrastructure projects form part of a coherent long term Investment Programme, which TfN will work to deliver with Delivery Partners and local transport authorities to deliver.

The Cities and Local Government Devolution Act enables TfN to become the first Sub-National Transport Body in England. Rail North Limited steers the development of rail strategy across the North and in partnership with the Department for Transport and co-manages the Northern and Trans Pennine Express franchises. Rail North Limited will become part of the statutory body, and arrangements will be in place for it to continue working with co-opted member authorities. The statutory instrument was laid before Parliament in Autumn 2017, following consent from TfN's 19 authorities and, following approval, will bring TfN's functions into legislation.





# The Strategic Transport Plan

TfN's Strategic Transport Plan for the North sets out the case for strategic transport infrastructure investment through to 2050, incorporating new analysis and evidence from previous Rail North, Stakeholder, and Partner strategies. Once TfN becomes a Sub-National Transport Body, the Strategic Transport Plan will become a statutory document, allowing TfN and its Partners to take a leading role in developing the case for investment in the North, speaking with a unified voice to Government, and making the right transport decisions for the North.

TfN will play a key role in making the case for developing the strategic transport network needed to support transformational economic growth. It will enable the North to make a more significant contribution to the UK economy through higher productivity, increasing job opportunities and enhancing connectivity to the North's, the UK's, and the world's most important economic markets and centres. Delivering this transformation will require a sustained investment programme across the North to build and upgrade infrastructure, enhance public transport, strengthen education and skills, harness innovation and encourage smart technology. The Plan will evolve over the coming years and decades, and importantly, this will involve stakeholder engagement and consultation on plans, programmes and projects.

The Strategic Transport Plan focuses on transformational inter-city and pan-Northern connectivity improvements, ensuring that these are each in their own right drivers of economic growth in the North and the UK as a whole. This will also include improving pan-Northern access to the North's major ports and international airports.

The Strategic Transport Plan also recognises that different parts of the North will have different roles and scales in achieving transformational economic growth, but all striving for the same collective ambition and sustainable outcome. The Strategic Transport Plan supports, aligns and integrates with combined authority, city region and local economic and transport plans. TfN and its Partners share the same ambition for transformational economic growth in the North, and the Plan adds to the case for transport investment at local, regional and pan-Northern levels. More detail can be found on Page 78.

## National

HM Government | Highways England | Network Rail |  
High Speed Two Ltd | Government Policy, Industrial Strategy,  
Regional and Route Strategies, Industry Processes

## Pan-Northern

Transport for the North | Strategic Transport Plan

## City Regions and Local Enterprise Partnerships

Strategic Economic Plans

## Local Transport Authorities, Combined Authorities

Local Transport Strategies and Plans, Spatial Plans

## Local District, Planning and Highway Authorities

Local Transport, Economic, Health and Wellbeing Strategies,  
Local Plans



# Northern Powerhouse Rail

**Significantly improving capacity, frequency, speed and services between the North's main economic centres**

Rail



A step change in the level of rail connectivity between some of the North's largest cities is required to support opportunities and choices to the next generation of workers and businesses. Northern Powerhouse Rail can help deliver the integrated Northern labour markets that is central to achieving economic transformation, unlocking investment potential and creating opportunity and new economic choices for millions of people across the North.

Northern Powerhouse Rail is being developed as part of the Long Term Rail Strategy, and is complementary to investment plans for the wider rail network. This will ensure that the wider network can also incorporate and realise the associated benefits of Northern Powerhouse Rail.

Northern Powerhouse Rail would support economic transformation in the North by delivering faster and more frequent rail journeys linking the North's six main cities with each other and Manchester Airport. It also has potential to provide much improved connectivity for other significant economic centres, and the potential to release capacity on the existing rail network for freight and other local services.

Working collaboratively with Northern Partners, TfN and the Department for Transport have been developing the Northern Powerhouse Rail network, making progress in improving the economic case for the Northern Powerhouse Rail network, whilst retaining the scale of ambition required to transform the North.

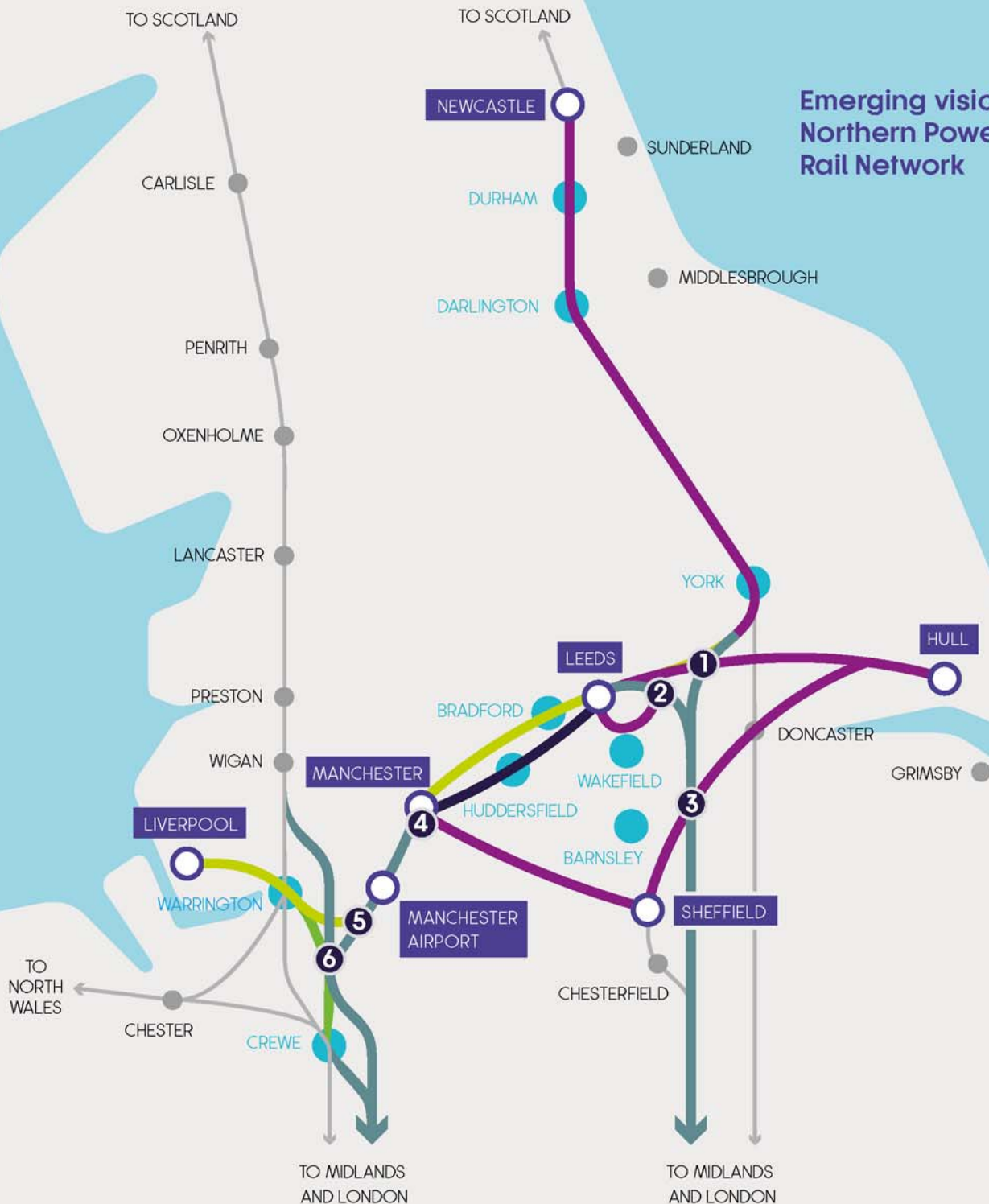
Analysis shows that Northern Powerhouse Rail could:

- Increase the population within one hour of four of the largest cities from less than 10,000 today to 1.3 million helping support a modal shift from road to rail
- Change the way labour markets work, where people live and work, and how businesses collaborate, and enable the North to attract and retain the people and skills it needs. Once the network is delivered, 40% of businesses identified in the *Northern Powerhouse Independent Economic Review* as prime capabilities would be within 90 minutes rail travel of four or more of the North's largest cities, compared to only 12% today
- Be integrated with HS2 to maximise connectivity and demand on the planned new fast north-south connections, and make greater use of HS2 infrastructure. Northern Powerhouse Rail and HS2 will together deliver the North's vision of city to city links, both east-west and north-south
- Improve access to Manchester Airport from across the North to enable it to act as a global gateway for the whole of the North. Journey times will be significantly reduced and services will be more frequent than now.

This work has refined the service options and developed a programme of sequenced infrastructure concepts that for a number of corridors come close to achieving, or in some cases, exceeding the Conditional Outputs as set out in the One North Report and Northern Transport Strategy. This process has also enabled TfN to understand the potential future economic benefits, and explore how costs could be reduced by making better use of existing and future planned infrastructure.



## Emerging vision for the Northern Powerhouse Rail Network



### Northern Powerhouse Rail junctions with HS2:

- 1 Junction on HS2 mainline for Leeds – North East services
- 2 Junction on HS2 Leeds spur to facilitate through services via existing Leeds station
- 3 Junction on HS2 mainline for Sheffield – Leeds services
- 4 Junction at Manchester Piccadilly to support Northern Powerhouse Rail platforms
- 5 Junction on HS2 Manchester spur for Manchester – Liverpool services
- 6 South facing junction on HS2 mainline for London – Liverpool services

— Northern Powerhouse Rail - upgrade line

— Northern Powerhouse Rail - new line

— Linking Liverpool to HS2

— HS2 line

— TransPennine Route Upgrade

— Existing line

○ Northern Powerhouse Rail hub station

● Other significant economic centre

Alternative concepts will continue to be assessed between Liverpool – Manchester, Manchester – Sheffield and Manchester – Leeds as part of Developing a Strategic Outline Business Case for the programme.

Map shows only railway lines which interact with Northern Powerhouse Rail.

The Department for Transport and HS2 Ltd are also assessing concepts for a HS2 parkway serving South Yorkshire.

Contains Ordnance Survey data  
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The emerging vision for the Northern Powerhouse Rail network includes:

- A new line between Liverpool and the HS2 Manchester Spur via Warrington
- Capacity at Piccadilly for around eight through services per hour
- A new Trans Pennine rail line that connects Manchester and Leeds via Bradford
- Significant upgrades along the corridor of the existing Hope Valley line between Sheffield and Manchester via Stockport
- Leeds to Sheffield delivered through HS2 Phase 2B and upgrading the route from Sheffield
- Leeds to Newcastle via HS2 junction and upgrades to the East Coast Mainline
- Significant upgrades to existing line from Leeds to Hull (via Selby) and Sheffield to Hull (via Doncaster)

Alternative concepts will continue to be assessed between Liverpool – Manchester, Manchester – Sheffield, and Manchester – Leeds as part of developing a Strategic Outline Business Case for the programme. TfN are also exploring plans for shorter term improvements along the Hope Valley corridor between Sheffield and Manchester as a joint priority for both TfN and the Sheffield City Region, and whether transformational journey times could be realised along the existing rail corridor. If the evidence demonstrates that significant upgrades to the Hope Valley corridor do not look promising in terms of moving towards the transformational outputs, TfN will consider the case for and further assessment of a new line between Manchester and Sheffield.

The business case for the elements of this vision require the evidence base to be worked up and completed, and therefore decisions as to the right proposals to implement will depend on further work to establish costs and benefits of these options.

TfN wants to ensure that Northern Powerhouse Rail is fully integrated into the planning of HS2 Phase 2B, to ensure both maximum value for money and that Northern Powerhouse Rail can be developed without delay.

To enable the possibility for Northern Powerhouse Rail services to make use of HS2 infrastructure, it is necessary to incorporate passive provision in the HS2 Phase 2B Hybrid Bill, with funding announced by the Chancellor in October 2017 intended to future proof HS2 for delivery of Northern Powerhouse Rail connectivity. A series of touchpoints between Northern Powerhouse Rail and HS2 Phase 2B have been identified across the Eastern (Sheffield to Leeds) and Western (Liverpool to Manchester) corridors, as well as at Manchester Piccadilly.

Integration with HS2 provides the opportunity for parts of the Northern Powerhouse Rail network to be delivered in an efficient way, using parts of an already committed scheme with an agreed programme. Together with the existing mainline route network, HS2 and Northern Powerhouse Rail can create a flexible set of services to maximise the economic outcomes for the UK.

The government has been working closely with TfN in the development work for junctions. These are:

- Junctions in the Leeds area, enabling trains from Manchester, Sheffield and the Midlands to travel via Leeds and on to York and the North East. This could also release capacity for more local and commuter services east of Leeds
- Junctions in Cheshire to serve Liverpool via a new line, enabling services between Liverpool and Manchester via the HS2 Manchester spur, and offering the potential for faster Liverpool – London HS2 services on to the HS2 mainline
- Junctions at Manchester Piccadilly, which combined with a range of other interventions, would enable services from Manchester Airport and Liverpool to use either an underground Northern Powerhouse Rail through station or a surface turn-back station to continue east towards Leeds and the North East.
- A junction north of Sheffield at Clayton, enabling trains to run through Sheffield and re-join the HS2 mainline to Leeds (This is already being considered in the design by HS2 Ltd as part of the Phase 2B Hybrid Bill work).

TfN and Partners have been developing a refined set of possible journey times and frequency for the Northern Powerhouse Rail network, including integration with plans for HS2, and other proposed improvements to the rail network in the North. By using the HS2 infrastructure, and importantly the inclusion of junctions between Northern Powerhouse Rail and HS2 in the Phase 2B Hybrid Bill, this could allow the journey time aspirations to be achieved between some of the North's largest economic centres.

Emerging analysis shows that a service from Liverpool to Manchester Piccadilly, via Warrington and Manchester Airport, could take around 28 minutes, compared to the current fastest service of 50 minutes between Manchester Piccadilly and Liverpool.

A service could also take people from Manchester Airport to Manchester Piccadilly in 10 minutes or less using the HS2 tunnel to the south of Manchester, with services running from Manchester Airport to Liverpool in around 15 minutes via Warrington.



Using new junctions on to the HS2 mainline in Yorkshire, Sheffield to Leeds journey times could be around 26 minutes, compared with 41 minutes currently. Using new infrastructure between Manchester and Leeds, journey times could be no more than 30 minutes, compared with the current 49 minute journey time, via a stop serving Bradford.

To date, TfN's focus has been on developing journey times on routes that make use of HS2 infrastructure. Further work on potential journey time improvements on the rest of the network will be undertaken over the coming months. As part of developing any programme of this scale, and recognising the early stage of the programme, work will also explore the train service specification across the whole of the network. Following submission of the Northern Powerhouse Rail Strategic Outline Business Case at the end of 2018, and assuming a positive outcome, the more detailed design work on each corridor will then commence. This will include how local services will connect the Northern Powerhouse Rail hub stations, as well as other significant economic centres, and the potential to continue Northern Powerhouse Rail services beyond the core network to other locations, such as Sunderland, Doncaster, Preston and Carlisle.

The next phase of work will be to develop propositions for the Liverpool – Manchester, Sheffield – Leeds, Leeds – Manchester, and Sheffield – Manchester corridors, as well as for the wider Northern Powerhouse Rail network to Newcastle and Hull. As a key element of the TfN Investment Programme, the next phase of work will look to ensure that any propositions are integrated with other plans for the rail network in the North to ensure an efficient approach to network development and investment.

The Northern Powerhouse Rail network could be delivered in phases, building upon committed and planned investment, matching outputs to the ambition of a network which can support the transformation of the Northern economy. This approach could take the form of a series of short, medium and longer term phases for the development of Trans Pennine Route Upgrade and Northern Powerhouse Rail programme.

Key milestones for the delivery of Northern Powerhouse Rail are:

- 2020 – completion of Network Rail's Control Period 5
- 2022 – completion of the roll out of new rolling stock and services for the current TransPennine Express and Northern franchises
- 2023 – completion of the current Trans Pennine Express franchise
- 2024 – completion of Network Rail's Control Period 6
- 2025 – completion of the current Northern Franchise
- 2026 – opening of HS2 Phase 1, with HS2 services running to the North West
- 2027 – opening of HS2 Phase 2A to Crewe with HS2 services running to the North West
- 2020's and beyond – the medium to longer term horizon for new Northern Powerhouse Rail infrastructure and associated schemes.
- 2033 – opening of HS2 Phase 2B to Manchester and Eastern legs to Sheffield, Leeds and beyond

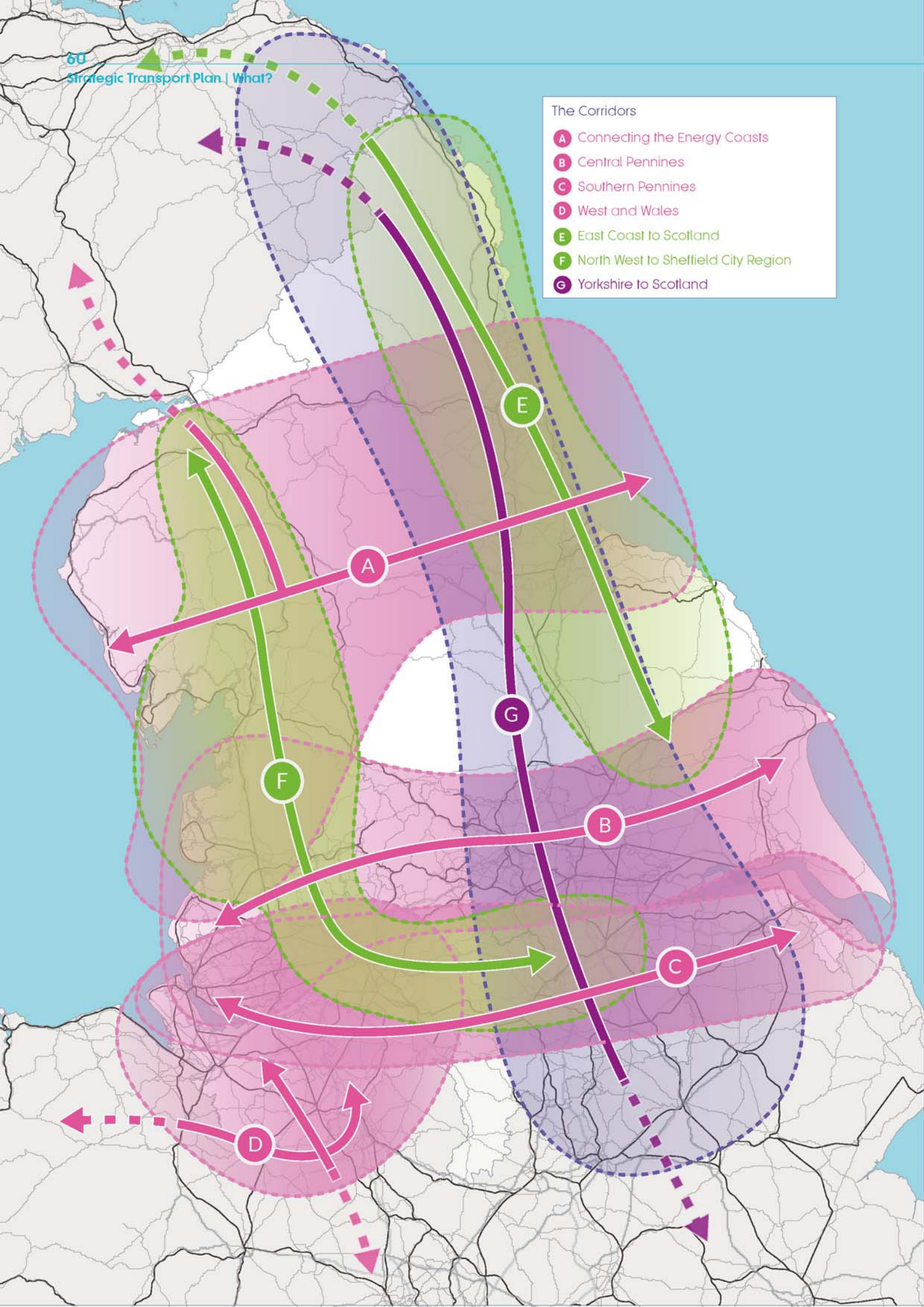
Northern Powerhouse Rail is subject to further scheme development. TfN and the Department for Transport will complete a Strategic Outline Business Case for Northern Powerhouse Rail by the end of 2018.





## The Corridors

- A** Connecting the Energy Coasts
- B** Central Pennines
- C** Southern Pennines
- D** West and Wales
- E** East Coast to Scotland
- F** North West to Sheffield City Region
- G** Yorkshire to Scotland





# Strategic Development Corridors

## Developing the major strategic transport interventions along economic growth corridors

As part of developing the evidence base for the Strategic Transport Plan, the Integrated Rail and Major Roads Reports identified a series of connectivity priorities to support economic growth in the North.

These reports:

- Set out the current performance of the rail and major road networks in the North, including the service provision and infrastructure for passengers and freight on the rail network.
- Identified where there is increased economic growth and thus associated travel demand, building on the conclusions of economic and demand forecasting under the transformational economic growth scenario set out in the *Northern Powerhouse Independent Economic Review*, and how this will affect future passenger and freight demand in the North.
- Bring together options currently under development for infrastructure improvements across the North.
- Consider where evidence suggests a need to improve connectivity that will enable transformational economic growth (drawing from the *Northern Powerhouse Independent Economic Review*, the Long Term Rail Strategy, the Independent International Connectivity Commission Report, Highways England's 'Roads to Growth' and TfN's Partners' current programmes).

These seven corridors represent an economic area where the evidence to date suggests most progress towards the transformational growth scenario would be made by bringing forward major, strategic rail and road investment over the lifetime of the Strategic Transport Plan especially on some of the crucial east-west corridors.

As the following pages will set out, each corridor will have a different scale of contribution towards achieving the outcomes of transformational growth, with investment in all corridors critical in achieving TfN's and Partners' collective ambitions.

Four of the Strategic Development Corridors are multi-modal in nature, but three are currently focussed around a single mode, as drawn from the Initial Integrated Rail Report and Major Roads Report, in particular where Network Rail or Highways England is undertaking development work to address future issues, albeit in the short to medium term.

They are by no means where all future investment should be concentrated, but represent where the largest gaps between demand and performance currently exist, and also where there is likely to be the greatest economic potential for agglomeration between the prime and enabling capabilities and the North's important economic centres. Investment in these Strategic Development Corridors will benefit the whole of the North as movements to, from, and within the corridors will benefit from interventions brought forward within it.

Consideration for interventions within the Strategic Development Corridors will factor in airports and ports, which are key to global connectivity and supporting economic growth, as well as being economic centres which provide clusters of business and service activities. This will consider those catchments which are cross-corridor in nature. The Strategic Development Corridors will also be future proofed through consideration and collaboration towards advances in innovation and technology.

Sustainable communities need to be supported by the right infrastructure, to ensure connectivity from homes to jobs and services. Enhanced transport connectivity within these growth corridors, with similar work being undertaken by the National Infrastructure Commission in other parts of the UK, will have economic benefits for the North and the UK as a whole, as well as improving the development opportunities, investment, and quality of life for those living and working in the corridors.

TfN and Partners have the opportunity to maximise the benefits of any significant new strategic infrastructure investment, ensuring that TfN's pipeline of new investments aligns with national policy, such as the Industrial Strategy, and local stakeholders plans, including spatial plans and housing growth.



## Prime Capabilities

- Digital
- Energy
- Health Innovation
- Advanced Manufacturing

● Major Northern Ports

● Minor Northern Ports

● Major Rail Stations

● Airports

## Economic Centres

● Current

● Future

● Enterprise Zones

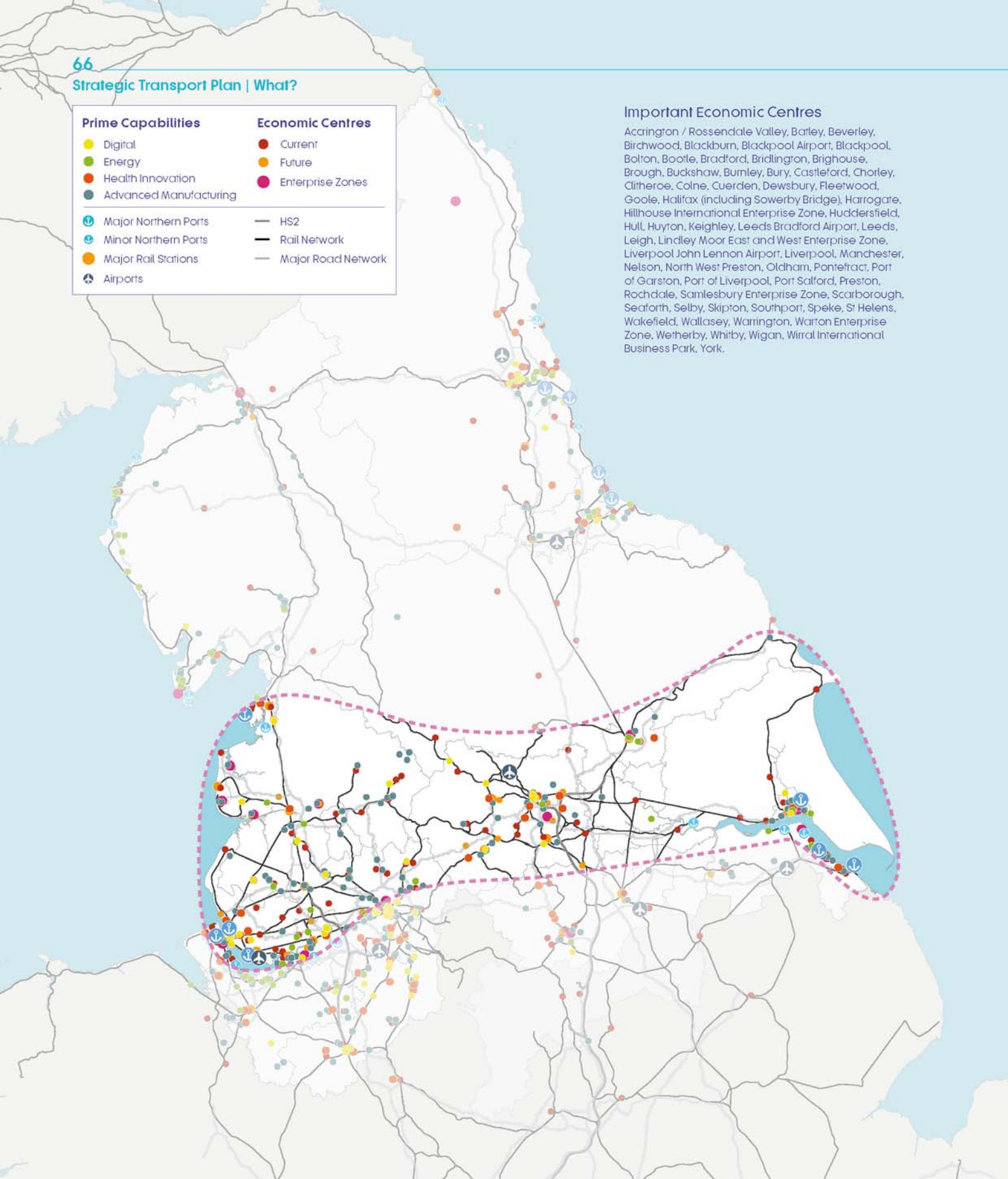
— HS2

— Rail Network

— Major Road Network

## Important Economic Centres

Accrington / Rossendale Valley, Batley, Beverley, Birchwood, Blackburn, Blackpool Airport, Blackpool, Bolton, Bootle, Bradford, Bridlington, Brighouse, Brough, Buckshaw, Burnley, Bury, Castleford, Chorley, Clitheroe, Colne, Cuxford, Dewsbury, Fleetwood, Goole, Halifax (including Sowerby Bridge), Harrogate, Hillhouse International Enterprise Zone, Huddersfield, Hull, Huyton, Keighley, Leeds Bradford Airport, Leeds, Leigh, Lindley Moor East and West Enterprise Zone, Liverpool John Lennon Airport, Liverpool, Manchester, Nelson, North West Preston, Oldham, Pontefract, Port of Garston, Port of Liverpool, Port Salford, Preston, Rochdale, Samlesbury Enterprise Zone, Scarborough, Seaford, Selby, Skipton, Southport, Speke, St Helens, Wakefield, Wallasey, Warrington, Warton Enterprise Zone, Wetherby, Whirby, Wigan, Wirral International Business Park, York.



£260bn  
GVA

+ £38.6bn

8.7m  
population

+ 750k

4.2m  
jobs

+ 470k

● Business as usual scenario 2050

● Transformational scenario Added Value 2050



# Central Pennines

Improving strategic east-west connectivity for some of the North's important economic centres and assets in North Yorkshire, West Yorkshire, East Riding and Hull and Humber through to Greater Manchester, Lancashire and Liverpool City Region.

Multi-Modal



## Strategic and economic context

This corridor has some of the North's key economic and population centres, with a diverse mix of strategic movements. With enhanced strategic connectivity, there is the potential to uncage the significant economic growth potential. Addressing East-West connectivity is a priority for TfN, and a failure to address current connectivity constraints would critically restrict the transformational growth potential of this corridor and the wider Northern economy.

This corridor is a major economic area of the North, and is home to globally significant businesses, supply chains and economic assets across all the North's prime and enabling capabilities. The corridor has the largest aerospace cluster in the UK, including BAE Systems and Rolls Royce, with major sector representation and internationally competitive advantages in sectors such as automotive and other advanced manufacturing.

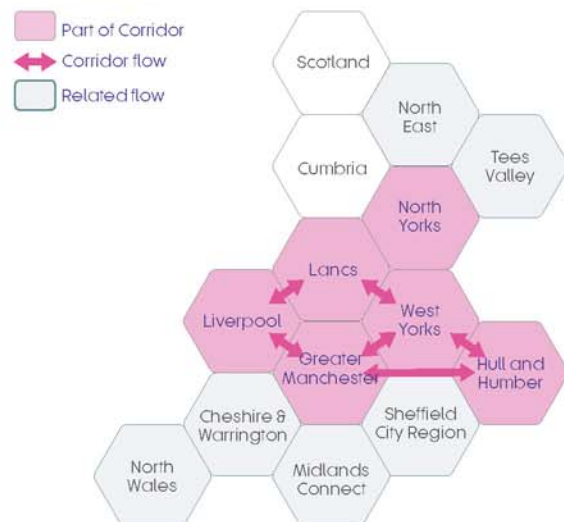
Enhanced connectivity can support complementary high-growth, high-value economic sectors and clusters and could attract new high-value business activity and inward investment to the corridor and the North. Freight and logistics is a key element of this corridor, connecting the Port of Liverpool with the Ports on the Humber. Leeds Bradford and Liverpool John Lennon Airport are situated within this corridor, providing important air connectivity which is enhanced by the catchment areas of other airports such as Manchester Airport. The visitor economy is also a key element of this corridor. Blackpool remains the UK's largest seaside resort, with economic renewal a key priority locally.

## Transport context

There is a need to provide enhanced, additional road and rail capacity across the Pennines to provide alternatives to existing routes and to open up new opportunities. Across the corridor there is a diverse mix of strategic movements to cater for. Freight and logistics support the ports, airports and inland ports as well as servicing the businesses located across the corridor. Improving connectivity would accelerate increased employment, new housing developments, and increase the scale of the overall growth opportunity.

There is currently strong road and rail demand between Liverpool, Manchester and Leeds, with demand exceeding the current capacity on the rail network and the M62, with alternative connections along this corridor not providing a strong alternative movement option.

Existing rail commitments on this corridor include the Great North Rail Project. Highways England is upgrading M62 junctions 20-25 to a Smart Motorway. Other strategically important road schemes include the A5036 Port of Liverpool Access, M58 Improvements, Preston Western Distributor and new M55 junction 2, A1(M) / A59 Junction 47 Improvement, A63 Castle Street, M62/M606 Chain Bar, M6 Junction 26/M58, M6 Junctions 21A-26 Smart Motorway, M60/M62 (Simister Island), A585 Windy Harbour to Skippool Improvement, A1079 corridor improvements, and A1237 and M65 Hyndburn – Burnley-Pendle Growth Corridor junction improvements.



Location Growth	Road	Rail
Lancashire to Liverpool	110%	80%
Liverpool to Lancashire	144%	77%
Liverpool to Greater Manchester	277%	100%
Greater Manchester to Liverpool	271%	93%
Greater Manchester to Hull and Humber	54%	74%
Hull and Humber to Greater Manchester	64%	70%
Lancashire to West Yorkshire	92%	88%
West Yorkshire to Lancashire	93%	87%
West Yorkshire to Hull and Humber	381%	55%
Hull and Humber to West Yorkshire	382%	63%
Greater Manchester to West Yorkshire	463%	98%
West Yorkshire to Greater Manchester	465%	104%

These growth figures show the potential maximum growth road and rail based travel by 2050 from a range of different scenarios



## Funding and financing

By its nature, pan-regional strategic transport infrastructure is both expensive due to long distances covered and topographical challenges, and has an irregular profile of spend required over extended timeframes. Meeting the ambitions for transformational economic growth will therefore require material increases in transport investment compared to historic norms – right across the North, and over an extended period. Current fiscal arrangements in the UK mean that around 94% of revenue raised by the public sector accrues to Central Government. TfN is committed to exploring alternative funding sources within the North. However, it remains the case that the significant part of the resources required to deliver TfN's investment programme will need to come from Central Government.

A sustainable funding proposition for the long term Investment Programme must be delivered against the backdrop of significant short, medium and longer term fiscal pressures, not least the scale of committed spend on transport infrastructure across the UK. The fact that TfN is constituted to serve the interests of a wide body of stakeholders across the North, and yet does not have the ability to directly borrow capital or raise revenue, makes the challenge significantly more complicated than for local schemes.

Although innovative alternative funding and financing models have been successfully trialled in London and the South East, these are not necessarily applicable in the North. Not only are the economic benefits of inter-urban interventions more diffuse, reflecting the larger and more diverse geography, but the reality that base levels of productivity, wages and land values are significantly lower than other parts of the country, as well as there being significant differences within the North itself.

Accordingly, new ways of paying for the investment required to support transformational economic growth will need to be devised, considered and implemented.

There is currently a significant amount of activity underway in the market that aims to understand how to leverage private finance into transport projects. TfN is fully engaged with these efforts, notably with the work currently being undertaken by the CBI on the funding and financing of infrastructure. This seeks to explore how transport projects might benefit from the large sums of private capital that are available in the market for infrastructure investment, and the potential obstacles that may exist. This work has identified that there are significant opportunities for TfN to take advantage of private finance where a clear source of funding is available, and these opportunities will be explored as the work on funding progresses.

Given the importance of addressing the funding challenge, TfN is working with its Partners to establish a fit for purpose and deliverable outline funding and financing framework for the long term Investment Programme.

This work is based on some key principles:

- **Funding is a shared challenge requiring a shared solution** – the overall funding package for the long term Investment Programme will be made up of a mix of existing national sources and an element of 'new' funding. These sources could range from the redirection of existing pots of national or local revenue to bespoke funding arrangements reflecting Government policy objectives around national rebalancing.
- **TfN and its Partners will argue for demonstrable fairness between places and regions** – any future funding framework needs to deliver the necessary contribution to headline growth while also balancing the many diverse needs of TfN's Partners and stakeholders. Ensuring fairness and consistency between stakeholders – and with other parts of the UK – will be critical to developing sustainable propositions, as well as an understanding of how risks and rewards are allocated and managed.
- **New sources of revenue need to proportionately tap into the financial benefits generated by the investment** – investment in strategic infrastructure generates a material benefit for users, whereas the improved accessibility it creates benefits residents, workers and businesses and attracts others to relocate to the area. Opportunities will exist to raise revenue on the back of the financial benefits generated by the investment (that are not captured by the existing tax system), but this must be done in a way that avoids pricing off the productivity and rebalancing benefits of the investment itself. This means a subtle approach is required, based on understanding what value will be created and when, and then capturing only what would otherwise be 'windfall' gains.
- **The differences between places, and in any one place over time, point to the need for a 'whole programme' approach** – different individual initiatives and places will demonstrate different levels of potential to generate value and funding at different times. One of the implications of this is that funding needs to be seen in the round on a whole programme basis, as with the approach taken to identifying interventions. At the same time, it is likely that in particular locations, value will be created by a combination of national, regional and local investment, and so the future funding framework must seek to work in parallel with, and complement, local plans and avoid 'crowding out' local investment.



### Potential funding sources

TfN's status as a pan-regional organisation, with a range of stakeholders but limited fiscal powers, means that a bespoke but credible funding and financing framework will be required. A substantial element of funding will come from central Government budgets. In this context, the infrastructure funding needs of the North, although very substantial in their own right, are part of a bigger challenge, one that may only be solved through a fundamentally different approach to infrastructure funding at a national level.

At the same time, it is recognised that mechanisms through which the local businesses, communities and individuals who benefit most from the programme can make an appropriate contribution will also form part of the solution. These too will require new approaches. As with the TfN work programmes, activity will continue to develop options for the funding and financing framework as the Strategic Transport Plan is finalised, and a number of options will be investigated in detail. These will include:



#### 1. Future grant funding framework for Capital Programmes

It has been recognised from the outset that the nature of the capital programmes TfN is sponsoring, and the centralised transport funding regime within which those programmes are being developed, means the large majority of funding for TfN's programmes would be from central sources. Currently this means funding from the Department for Transport's Department Expenditure Limits and/or Annually Managed Expenditure budgets allocated to strategic programmes delivered via Network Rail and Highways England.

TfN has been established with the principle of bringing forward a shared set of solutions across the North and this is central to the Strategic Transport Plan and the long term Investment Programme. However, the North does not exist as a democratic or revenue raising entity. Therefore to deliver the transformational change TfN is charged with supporting, will require a funding framework which provides the basis for substantial future investment.

A future funding framework should be developed, which is well-understood, provides increased certainty, can work at a pan-Northern level and incentivises cost effective delivery of the TfN programmes which best promote growth. This should be developed to align incentives across partners, promote joined up investment in TfN and local programmes, provide a baseline to encourage additional funding to be raised locally and support changes driven at a national level by technological and behavioural change.

#### 2. Vehicle excise duty

The National Roads Fund was created in 2014, whereby Vehicle Excise Duty from 2020 onwards would be used to pay for future improvements on the Strategic Road Network. At current prices, the National Roads Fund would be worth around £5.8 billion each year across the UK.

The recent Transport Investment Strategy confirmed this commitment, but also indicated that the Government would be seeking to use a proportion of the National Roads Fund to pay for improvements to the Major Road Network, as well as the Strategic Road Network. The precise value of the allocation to the Major Road Network for the North is unknown at this time, but indications suggest this could be around £1 billion per year across the UK.

There is still detail to follow on the definition of what a newly-designated Major Roads Network would comprise, and how the funding would be allocated, but what is clear is that the use of the National Roads Fund for future improvements to the Major Road Network is a new and potentially significant source of funding for the road elements of the long term Investment Programme.





### 3. Land value capture

The benefits generated by new or improved strategic transport infrastructure are converted in a large part into higher commercial and residential land / property prices in benefitting areas. Where planning allows (or as part of a planning response) new or improved infrastructure can also act as a catalyst for new higher density development, and create new land parcels and property rights from which in turn development opportunities can be leveraged.

It is possible that Land Value Capture mechanisms that tap into this future uplift, as are being considered in other parts of the UK, can have a role to play in the funding framework for part or all of the long term Investment Programme.

The characteristics of the programme and the area that it will serve mean that the opportunity may not be as significant as elsewhere. The location, distribution and timing of the value created by the pipeline of interventions, and how much could be captured without unintended consequences, is key to understanding the quantum of new funding potential created on the back of the different types of investment, and this will only become clear during the detailed development of the long term Investment Programme.

Land Value Capture would be broad-based, taking a modest proportion of the gain to different beneficiaries, thereby minimising the risk that the value capture threatens to the outcomes targeted by the investment. Much of the benefits from the investments are likely to be realised within TfN's Partner areas or city regions that have their own objectives for local funding and value capture. Any funding and financing framework will therefore need to work in parallel with local strategies for Land Value Capture.

### 4. Rail franchises in the North

The Northern and Trans Pennine rail franchises are expected to generate a surplus by the end of the current franchise period, which taken together, would be of the order of £100 – 150 million per annum. Were these premia to be directed wholly or partially towards future investment in transport in the North in the next franchise period, this could deliver material funding potential, whilst at the same time incentivising the efficient management of the franchises in the North.

The potential could be even greater if TfN's and its Partners' ambitions for generating additional rail travel and deploying effective demand management result in patronage growth, enhanced capacity and improved utilisation and yields into the next franchise period. This will be an important part of the negotiations around the next franchises.

More broadly, there may also be an opportunity to reform fares structures to address historical imbalances, and to reflect changes in behaviour and technology, in order to provide for a fair contribution from the users who benefit from additional investment, while supporting the ongoing investment programme needed to transform the North's economy.



## Strategic Transport Plan review process

Following public consultation on the Strategic Transport Plan, this version of the Plan will be updated in light of responses received.

It is proposed that the Strategic Transport Plan, once adopted in 2018, is reviewed within two years and then in five yearly cycles after that. The long term Investment Programme is intended to be a rolling programme and so it will be subject to more frequent reviews, as interventions are delivered.

The reviews will be timed to fit within industry planning processes including the Road Investment Strategies, Rail Upgrade Plans, Route Business Plans and other Investment Processes, rail franchise renewals and changes in Government. This will ensure that TfN is positioned to influence policy and investment decisions with a robust, evidence based and up-to-date plan that makes the case for continued investment. This process will continue to ensure that TfN is delivering the pan-Northern transport objectives, and complements planning, local transport plans, and economic strategies at a local level.



## Consultation

The Draft Strategic Transport Plan was published by Transport for the North in January 2018. Transport for the North wants to hear the views of transport users, individuals, and organisations by completing the online consultation questionnaire available at [transportforthenorth.com](http://transportforthenorth.com). There are two online questionnaires; one if you are responding to the Strategic Transport Plan, and one if you are responding to the Integrated Sustainability Appraisal. Paper copies of both consultation questionnaires are available on request. Alternatively, if you would prefer to respond in greater detail, you can send a written submission by email to [transportplanconsultation@ipsos-mori.com](mailto:transportplanconsultation@ipsos-mori.com) or by post to the address below. We would also welcome comments on any aspect of the Draft Strategic Transport Plan. Hard copies of the full Draft Strategic Transport Plan are available on request. Please get in touch using the details provided if you would like information in alternative formats. The public consultation will be open until April 2018. Further details are available on the Transport for the North website at [transportforthenorth.com](http://transportforthenorth.com). You can also submit hard copies of your response to:

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